



MINISTRY OF SOCIAL DEVELOPMENT
AND FIGHT AGAINST HUNGER

BRAZIL WITHOUT EXTREME POVERTY

Organization:
TEREZA CAMPELLO, TIAGO FALCÃO
AND PATRICIA VIEIRA DA COSTA

BRAZIL WITHOUT
EXTREME POVERTY

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Patricia Vieira da Costa

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS (FAO).

Raúl Benítez – Assistant Director-General and FAO Regional Representative for Latin America and the Caribbean

Translation general supervision: Adoniram Sanches, Emma Siliprandi and Alberto Ramírez.

English translator: Denise Tarud.

Translation review: Caitlin Boucher.

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Organizers

Tereza Campello

Tiago Falcão

Patricia Vieira da Costa

Graphic Design Project

Chica Magalhães / Grupo Informe Comunicação Integrada

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PEACE

Candido Portinari

Oil Panel / plywood

1.400 x 953 cm

Rio de Janeiro (RJ)

1952-1956

*Work commissioned to decorate the headquarters of the United Nations in New York,
USA, by the panel titled "War."*

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FOREWORD

DILMA ROUSSEFF

President of the Federative Republic of Brazil

Dear reader,

Over the centuries, poverty has been a phenomenon surrounded by interests and prejudice. There were times when the poor were considered a “necessary evil” to get the cheap labor that built the country’s and its oligarchies’ wealth. For some, the poor were undesirable testimonies of the reigning inequality and indifference, to be hidden and ignored. For others, they were responsible for their own poverty because of their indolence, without any serious or consistent evidence in this regard.

There were many bright and bold Brazilians who rowed against this tide of indifference: from the abolitionists of the nineteenth century to the social and labor movements of the late twentieth century; from the modernist writers and thinkers of the 1930s to contemporary intellectuals; from the political reformers of the twentieth century to the socially committed leaders of the present days. These are the voices of Joaquim Nabuco, Gilberto Freyre, Manoel Bonfim, Sérgio Buarque de Holanda, Josué de Castro, Anísio Teixeira, Paulo Freire, Caio Prado Júnior, Florestan Fernandes, Darcy Ribeiro, Herbert de Sousa, better known as Betinho, and so many others, famous or anonymous, who fought for a less excluding and a more equal country.

In recent years, the Brazilian people realized that economic growth does not naturally translate into the reduction of poverty and inequality. They realized that the decisive and firm action of the State is necessary. Brazil has shown that it no longer wants to fail to ensure the social sustainability of economic growth by turning its back on a significant portion of the population. In this new century, the country finally began to recognize in each and every one of its citizens its greatest asset. Brazil is convinced that it needs all Brazilians.

Therefore, it is worth highlighting the political will of President Lula in making the fight against hunger and poverty a priority policy in the country. After all, the resistances faced at the beginning of the implementation of the Bolsa Família Program were not few. But he was firm. And, with the arrival of the Bolsa Família, our social protection system started to actually have a focus on poverty - with a watchful eye on children, a fact which represented an obvious investment in future generations.

The Bolsa Família Program also fostered the development of the Single Registry for Social Programs, which revolutionized the way the government meets the needs and enforces the rights of the poor. Poverty started to have a face, a name, an address and characteristics known by the State.

To make all of this a reality, the political decision was translated into budget, into personnel, into technology. The country could also rely on the expertise of the women and men who were involved in this construction, making the Brazilian social protection system a world reference in the reduction of poverty and inequality.

The result of these and other initiatives, among which we highlight the policy of increasing the minimum wage and the expansion of employment, was a significant social mobility in the Lula administration, expanding the domestic market, making our economy more sustainable and turning Brazil into a fairer country. But there were still many Brazilians living in extreme poverty.

For this reason the commitment I made in my first term was to mobilize all forces and instruments to overcome extreme poverty in the country, with the solid

foundation of the progress previously achieved. Thus, the Brazil without Extreme Poverty Plan was born, an initiative which created, renewed, expanded and integrated several social programs, articulating actions of the federal government with states and municipalities.

In fact, without the partnership of states and municipalities the expressive results presented in the pages of this book would not have been achieved. Therefore, I express here my appreciation to the governors and the mayors, who are deeply engaged in the fight against extreme poverty, allowing the Brazil without Extreme Poverty Plan to reach the four corners of the country. I also express my gratitude to the civil servants at the state and municipal levels, who know the needs of each region and each locality better than anyone else and are in close contact with our people.

By understanding poverty as a phenomenon that goes beyond income, the Brazil without Extreme Poverty Plan was designed and implemented in a multidimensional perspective, with articulated strategies customized for each context, such as the rural and the urban areas, and for each public, such as adults and children, to name just a few examples. The Plan has created opportunities for the social inclusion of young people, women, afro-brazilians, people who live in on the streets, people with disabilities, traditional peoples and communities and several other vulnerable groups.

To deal with the challenge of overcoming extreme poverty, while encompassing many aspects and a limited timeframe of less than four years, the Brazil without Extreme Poverty Plan pursued large-scale targets, all of which were achieved. Through the Active Search, we found 1.35 million extremely poor families who were out of the Single Registry, were included and immediately started to receive the Bolsa Família. The improvements the Plan brought to Bolsa Família - especially the creation of the Brasil Carinhoso benefit - enabled 22 million Brazilians to overcome extreme poverty. It was the end of extreme poverty, from the income point of view, in the Bolsa Família universe.

At the same time, the income complement was only a beginning, because the Brazil without Extreme Poverty Plan acted on the multiple dimensions and faces of poverty. We enrolled 1.5 million young people and adults of the Single Registry, mostly women, in the professional training courses of Pronatec. The way people have grabbed, with determination, this opportunity to grow professionally and improve their lives is the greatest testimony of the willingness to work of the Brazilians with the lowest income, which fills us with pride and renews our strength to move on.

The entrepreneurial vocation of the poorest is another impressive piece of data. More than one million entrepreneurs from the Single Registry were formalized through the Individual Micro-Entrepreneur Law, with 400,000 of them being Bolsa Família beneficiaries. Formalized or not, the self-employed are seeking to structure their businesses and one way to do that is by taking the productive oriented micro-credit loan with reduced fee rates through the Crescer Program. We have achieved the mark of 5.6 million loan operations with people from the Single Registry, of which 3.6 million involved people who receive Bolsa Família.

Based on data from the Single Registry, we implemented 750,000 cisterns to bring water for the consumption of the poorest families in the semi-arid region of Brazil; we supplied electricity connections through the Light for All Program to 267,000 families of the Bolsa Família program who still had no access to this service; and guaranteed technical assistance and rural extension services to 350,000 low income families in the semi-arid. All of this allowed rural families in this region to face the effects of the worst drought in over half a century with dignity and in a more structured way, by creating the conditions for coexistence with the prolonged dry season.

With the Brasil Carinhoso Action, in its income dimension, we managed to end the yawning gap in terms of incidence of extreme poverty that separated children and adolescents from the other age groups. In the health dimension, we are preventing and treating the problems that most affect our boys and girls in early childhood, such as anemia and asthma: 6.4 million children received mega-doses of

vitamin A supplementation; 402,000 benefited from ferrous sulphate distribution; and free medicine for asthma has been withdrawn by 1.4 million people.

The renovation and construction of health centers and the allocation of professionals from the Mais Médicos Program in the areas with the highest incidence of extreme poverty in the country also show how the government is committed to finally include all Brazilians in the services to which they are entitled.

The Brazil without Extreme Poverty Plan also prioritized education, the best way to get people permanently out of poverty, breaking the intergenerational cycle of poverty reproduction. The expansion of vacancies in day care centers has allowed us to reach the mark of 702,000 children who receive Bolsa Família enrolled, reducing the inequality in access among children of different income levels. We took full-time education to 35,700 schools where most students are beneficiaries of the Bolsa Família.

All of this and more that Brazil has been doing in recent years allowed the country to leave the hunger map elaborated by the United Nations Food and Agriculture Organization (FAO). A historic achievement, the result of continued work to guarantee rights, improve living conditions and create opportunities for all Brazilians.

We know there is still plenty to be done. Even so, we must celebrate the successes already achieved with great effort - and when I say we, I mean all Brazilians. Because although the fight against poverty is first and foremost a duty of the State, it is not an isolated task of a government, but a commitment effectively embraced by our entire society. I appreciate the support of public and private institutions, parties, business and workers entities, social movements, universities, and all people who believe in a fairer country. Without dialogue with the society, without your suggestions and your criticism, we would not have achieved the extraordinary results of the Brazil without Extreme Poverty Plan.

The new stance of the State of going after the population instead of waiting for potential beneficiaries of programs and services to come to it on their own is a point

of no return. The Brazil without Extreme Poverty Plan incorporated the concept and the practice of Active Search in the routine of the Plan's partner institutions in such a way that the process only tends to improve, including more and more Brazilians. The struggle to overcome, once and for all, the prejudice against the poor continues. And the commitment to continue generating opportunities and ensuring more and better services for the poor and the middle class also remains.

There is no shortage of courage and determination to make progress, neither in me nor in the managers who design and operate the programs. These also abound in the Brazilians who fight every day to build a better life and a better country.

Good reading!

THE FORMULATION PROCESS AND THE CHALLENGES OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN: FOR A RICH COUNTRY, WITH OPPORTUNITIES FOR EVERYONE

Tereza Campello and Janine Mello

With Brazil without Extreme Poverty, the country embarked on yet another major challenge, driven by the decision and leadership of the President of the Republic, Dilma Rousseff. In the eight years of the Lula administration, the country showed it could and should dare to venture. It showed it was possible to grow and include. It proved that it was possible to build a development policy in harmony and compatible with a priority agenda to fight poverty and hunger. We dared to assert that economic growth alone would not be sufficient as a condition for the inclusion of millions. We dared to break free from the prototypes and guidelines of international organizations; opening a new phase in which Brazil would become a reference point for other poor and developing countries.

During the Lula administration, millions of people improved their lives through actions such as an increase in the minimum salary, job creation, the strengthening of family farming, the transfer of income and access to goods and

services. Those who remained in poverty, even after such an extensive inclusion process, were the most vulnerable ones: those at the very center of poverty. In other words, those to whom it was more difficult to guarantee social mobility and access to citizenship. Barriers preventing improvements in quality of life were not always visible nor were they easily overcome through traditional methods of combating poverty. We would have to devote ourselves to overcoming the most resistant type of poverty, and that would require twice the amount of effort from the Brazilian State. The challenge of a Plan that had as its slogan “the End to Extreme Poverty” was even greater, given the results of the advances of social policies since 2003.

The government started with the following premise: it would have to create policies to include those Brazilians who were the most vulnerable and difficult to reach, those who had been abandoned by the State and the group most excluded from society. The first step was to organize a great “task force”: a government effort focused on changing the situation of those families within a short period of time and with high impact, large scale measures of national coverage.

The construction of the Brazil without Extreme Poverty Plan began with the accumulation of social policies developed since 2003, giving continuity to successful experiences and seeking to improve them. Such was the case of the Bolsa Família Program, which is considered the greatest and the most well-focused conditional income transfer program in the world, including the actions to provide access to water and power, among others.

There were five significant changes made to the Brazil without Extreme Poverty Plan, which amended and accelerated the course of social policies in Brazil, leading to a new leap forward. The first change was to establish an extreme poverty line, which then organized the State’s priorities to include and support those in extreme poverty. Income is a strong poverty indicator and was used as a reference to select the target audience. Nevertheless the actions of Brazil without Extreme Poverty were organized in several other scopes, particularly extending access to goods, services and opportunities.

The second change introduced was the setting of a goal to globalize policies focused on poverty, such as the case of the Bolsa Família, which had already reached the majority of people in situations of poverty and extreme poverty, but which did not yet have a clear command to reach all who had the corresponding profile and entitlement.

The third change was the understanding that the poorest, precisely due to the degree of exclusion, abandonment, misinformation and isolation, were those less in a position to demand their right to entitlement. Therefore, it was not enough to simply report that the Brazilian State had created the Brazil without Extreme Poverty Plan. That is why we built a new concept in which it became a responsibility of the State to go where the poor populations were. That is how Active Search (*Busca Ativa*) started. The State took on the responsibility of locating, registering and including these families in the set of actions that were to be offered.

The confirmation that many beneficiaries, even those receiving the Bolsa Família, continued to have a family income below the extreme poverty line led to the fourth concept change. By mid-2012, the administration of President Dilma established a new design for the Bolsa Família and began to supplement the income of families so as to guarantee that no Brazilian citizen, considering family income and the benefit of the Bolsa Família, was to receive less than R\$ 70¹. Thus, Brazil established a poverty line below which it was not acceptable to have any Brazilian live and, at the same time, created a policy to guarantee such right.

For the last change, a strategy was created focused on extending the economic inclusion of adults in poverty and extreme poverty, based on the creation of opportunities for employment and entrepreneurship.

There was no easy choice in policies with such a degree of complexity. Those millions of extremely poor people have a name, address and rights. They

1 TN: When the Plan was created, the USD/Real exchange rate was 1 USD = 1.7 BRL.

are supported by this huge nation, reflecting their diversity in the different faces of extreme poverty. We built a national plan, with great actions to benefit everybody, but which also considers regional diversities; a plan with universal policies, but which faced the complexities of poverty.

Historical social deficits explain why those in extreme poverty have not taken advantage of this Brazil full of opportunities owing to economic development, and which justifies a solid action by the State to extend its capacities. Poverty was revealing itself with its many different faces. We had to reach those in extreme poverty, who were mainly North-easterners, Afro-Brazilians, and children. To guarantee policies that could reach these different populations and provide for their different needs, we used a Single Registry for Social Programs (*Cadastro Único para Programas Sociais*) as an extensive map of poverty, which became our guide. The counterpart to this map was the construction of a great map of opportunities, based on the actions of all the ministries and partners of Brazil without Extreme Poverty.

The following details the preparation process and the main challenges faced in the construction of Brazil without Extreme Poverty.

THE FORMULATION PROCESS OF BRAZIL WITHOUT EXTREME POVERTY

In 2010, discussions were initiated regarding the challenges and the following necessary steps in order to guarantee continuity in the reduction of poverty and inequality in Brazil. There was consensus among specialists from different fields regarding the need to enhance the social progress made, with 28 million Brazilians overcoming poverty since the beginning of the administration of President Lula in 2003.

The binomial employment increase and income distribution had been the main element responsible for the achievement of positive results in such a short period of time. Meanwhile, different sectors agreed that within the framework of

discussions regarding social development, it was essential to delve deeper regarding the policies to reduce inequality and extend the social protection network, guaranteeing that the very core of poverty was also included in the development cycle that the country was experiencing.

Public decision-makers, academics, representatives of organized civil society and political leaders contributed to what would become the base of the government program of President Dilma. The social agenda and the reduction of inequality were central elements right from the start. The following were commitments assumed during the 2010 campaign:

(...) to eradicate absolute poverty and to continue reducing inequalities. To promote equality, with the guarantee of a future for those sectors discriminated against in society. Beyond the economic growth, the increase in employment and income, and the valuation of the minimum salary, the Bolsa Familia Program will continue to have a relevant role in social inclusion. The eradication of poverty will benefit not only the poor, but society as a whole.²

In addition to being campaign commitments, concerns with the continuity of income distribution policies and the coordination with other actions focused on the poorest as a way to overcome poverty in the country also formed part of the 2011-2014 Government Program; so much so that on January 1st, 2011, in her inaugural speech, president-elect Dilma Rousseff confirmed the importance that the fight against poverty would have during her mandate:

(...) The most stubborn struggle of my government will be to eradicate extreme poverty and to create opportunities for everyone. An expressive social mobility took place during both mandates of President Lula.

² Partido dos Trabalhadores; P.11; 2010.

*But there is still poverty shaming our country and preventing our full status as a developed nation. I will not rest while there are still Brazilians without food on their tables, while there are still unprotected homeless families, while there still are poor children abandoned to their own fate. That is not the isolated task of one government, but a commitment to be assumed by society as a whole. For that, I humbly request the support from public and private institutions, from all parties, from workers and entrepreneurial entities, from universities, from the young, from the press and from all good people. Overcoming extreme poverty demands priority in sustaining a long growth cycle. It is with growth that the necessary jobs for the current and future generations will be created.*³

On January 6, 2011⁴, the president called ministers to a first meeting regarding the goal of overcoming extreme poverty. It was up to the Ministry of Social Development and Fight against Poverty (MDS, as the portuguese acronym), responsible for the coordination of the Plan, to present the general guidelines of what would be the governmental effort to lift millions of Brazilians from extreme poverty⁵.

³ President Dilma Rousseff, Inaugural Speech, January 01, 2011. Emphasis by the authors.

⁴ The following were present in this meeting: the then-ministers Afonso Florence (Ministry of Agrarian Development - Ministério de Desenvolvimento Agrário - MDA); Alexandre Padilha (Ministry of Health - Ministério da Saúde - MS); Antonio Palocci (Casa Civil); Carlos Lupi (Ministry of Labor and Employment - Ministério de Trabalho e Emprego - MTE); Fernando Bezerra (Ministry of National Integration - Ministério de Integração Nacional - MI); Fernando Haddad (Ministry of Education - Ministério de Educação - MEC); Guido Mantega (Ministry of Finance - Ministério da Fazenda - MF); Mário Negromonte (Ministry of Cities - MCidades); Miriam Belchior (Ministry of Planning - Ministério de Planejamento - MP); Tereza Campello (Ministry of Social Development and Fight against Hunger - Ministério de Desenvolvimento Social e Combate à Fome - MDS), Gilberto Carvalho (General-Secretariat of the Presidency - Secretaria-Geral da Presidência - SG); the President of BNDES, Luciano Coutinho; the Executive Secretaries Iraneth Monteiro (MP) and Márcia Amaral (MS); the Secretary Ana Fonseca (Ministry of Social Development and Fight against Hunger - Ministério de Desenvolvimento Social e Combate à Fome - MDS) and advisors Sandra Brandão (GAIA/PR) and Janine Mello (Ministry of Social Development and Fight against Hunger - Ministério de Desenvolvimento Social e Combate à Fome -MDS).

⁵ For detailed information regarding the number of extremely poor Brazilians established by the 2010 Census, see article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this book.

Furthermore, the ministries that would be part of the so-called Commitment to Overcome Extreme Poverty (*Compromisso para a Superação da Extrema Pobreza*) were presented, until the Plan was officially named Brazil without Extreme Poverty in May 2011.

From January 11 to 13, the first bilateral meetings were held between the Management Committee formed by the Civil House (Casa Civil) of the Presidency of the Republic (CC/PR), by the Ministry of Planning, Budget and Management (MP), by the Ministry of Finance (MF) and by the Ministry of Social Development (MDS) as well as the ministries of Agrarian Development (MDA), Education (MEC), Health (MS), Cities (MCidades), Labor and Employment (MTE) and National Integration (MI).⁶

At the time, the strategy to overcome extreme poverty began to take shape, using as its base the information on Brazilian poverty contained in three references: the 2010 Census of the Brazilian Institute of Geography and Statistics (Instituto Brasileiro de Geografia e Estatística - IBGE), data from the Single Registry for Social Programs of the MDS, and the sectorial actions presented by the different ministries.

The 2010 Census presented the most recent diagnostic regarding the profile of the 16.2 million extremely poor people located throughout the country. According to its data, those in extreme poverty were mostly Afro-Brazilians (71%), concentrated in the North-East region (60%), and consisted of a significant percentage of children and teenagers from 0 to 14 years of age (40%). Women and men were distributed in a similar manner, however, women did represent slightly more than one half (51%).

In addition, rural and urban distribution also had similar percentages: 47% in a rural setting and 53% in an urban setting. Meanwhile, when we looked at the

⁶ Beyond the coordination by minister Tereza Campello, the creation of the Plan had the support of ministers Miriam Belchior (Planning), Antonio Palocci (Casa Civil), Guido Mantega (Finance), Alexandre Padilha (Health), Fernando Bezerra (Integration), Izabella Teixeira (Environment), Fernando Haddad (Education) and Afonso Florence (Agrarian Development).

incidence of poverty, the situation in rural areas drew attention because one out of every four Brazilians living in a rural setting was extremely poor. That meant that while 5% of the urban population could be characterized as extremely poor, 25% of the rural population was in such situation.

Census data also provided detailed information about where the poorest resided, their health conditions, access to water, energy and garbage removal, in addition to literacy levels and the absence of documentation among members of extremely poor families.

The mapping of the main elements that described extreme poverty served as a diagnostic tool to define which aspects should be considered in the creation of Brazil without Extreme Poverty. Regional differences pointed towards the need to create specific strategies beyond those of a universal character as the significant proportion of children and teenagers showed the need to re-think income distribution policies and, at the same time, to consider actions for the productive inclusion of adults which could be both fast and effective. Additionally, the high incidence of poverty in rural settings required the creation of unprecedented actions to account for the specifics of the poorest rural family famers.

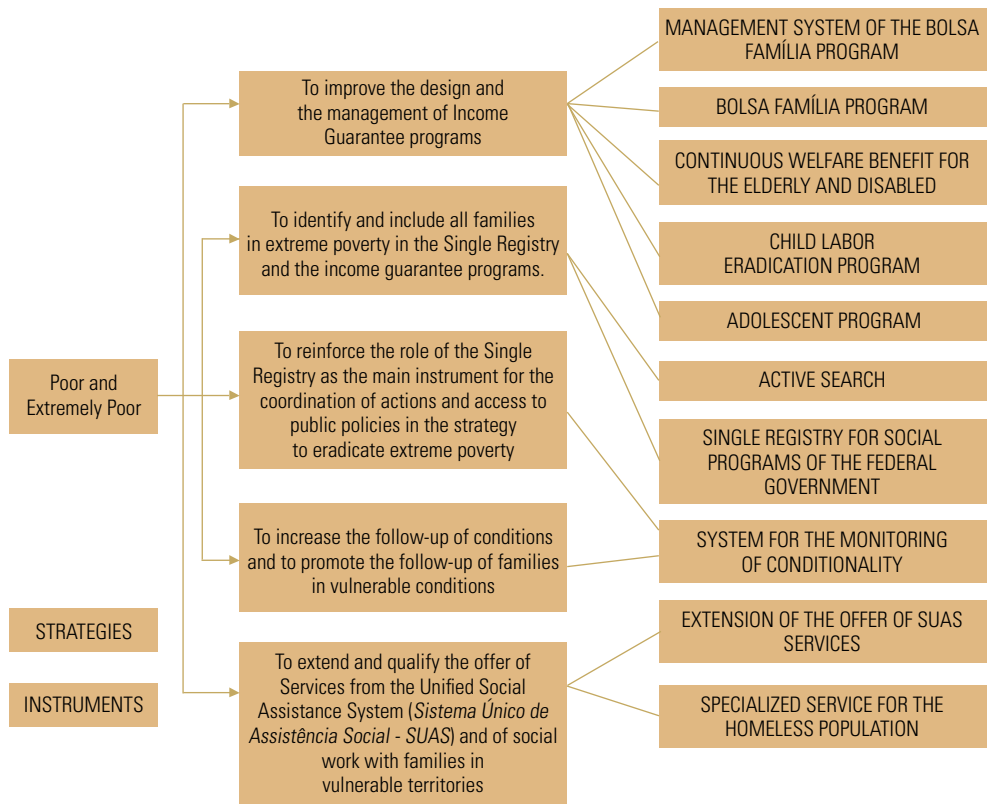
With the diagnostic provided by the 2010 Census in their hands, each of the ministries that were part of the effort to create the Plan brought to the table actions within their scope of competence to build on the initial proposal of the federal government, considering the following aspects:

1. Which issues or vulnerabilities relate to the extremely poor population within your scope of action?
2. Which actions in progress by the ministry contribute to the goal of overcoming extreme poverty?
3. Which actions could be created or re-worked by the ministry to contribute to the goal of overcoming extreme poverty?

Based on such information, maps were prepared regarding the main issues

faced by the population in extreme poverty, along with which strategies would be necessary to overcome such issues, and which instruments were available or would need to be created to implement the strategies in order to respond to the needs of that specific population.

Chart 1 - Summary of part of the strategies and instruments regarding the actions of the MDS in the Plan.



Source: MDS, material for the preparation of BSM, 2011.

Based on such sectorial mapping, several meetings took place between the months of January through May 2011 to define the actions that would become part of the strategy to overcome extreme poverty. To promote debate and finalize proposals, two forums were created for dialogue: bilateral meetings and re-formulation rooms.

a) **Bilateral meetings for the presentation and discussion of proposals made by ministries**

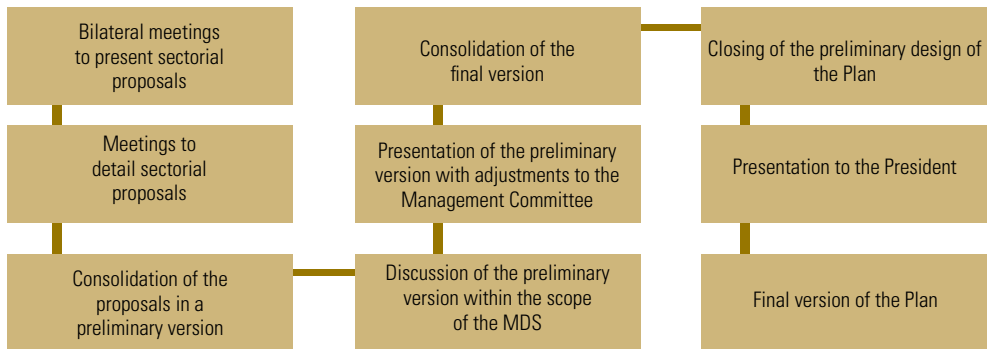
In the meetings held by the different sectorial ministries (MEC, MS, MDA, MI, MTE, MCidades and MMA) and a technical group, formed by representatives of the ministries of the Management Committee (MDS, CC, MP and MF); each of the proposals were presented and discussed, giving rise to the actions which formed the original version of the Plan. Every proposed action was detailed presenting its goals, the budgetary estimate, and the existing restrictions for its implementation, in addition to the necessary measures for such action to become part of the Plan.

b) **Re-formulation rooms**

These were specific meetings with the purpose of discussing and re-designing already existing actions; the design, rules and/or operations of which needed to be adjusted in order to guarantee access for the poorest populations. Actions including access to water, the path to rural productive inclusion, the urban professional qualification agenda and the microloan programs, for instance, were the focus of the meetings. Re-formulation rooms were also the main cross-sectional settings for the preparation of new actions created within the scope of Brazil without Extreme Poverty; such as the Water for All Program (*Água para Todos*), the Environmental Conservation Support Program – Green Grant (*Bolsa Verde*) – and the Technical Assistance Program.

The selection process for the actions that would become part of the Plan followed the diagram shown in Chart 2. Proposals were presented in a preliminary manner in bilateral meetings or in the re-formulation rooms, depending on the nature of the action. After, they were discussed in detail to allow standardization of each proposal. The preliminary consolidated version of the actions was discussed internally at the MDS before referral for the assessment of the Management Committee. After the observations made by the Management Committee and the back and forth between the MDS and the other sectorial ministries, the design proposal of Brazil without Extreme Poverty was presented in different meetings to the Presidency of the Republic.⁷

Chart 2 - Flow Chart of the decision-making process of the Plan



Source: Sesep/MDS.

THE CHALLENGES OF PREPARING THE BRAZIL

⁷ The presentation meetings of the design of Brazil without Extreme Poverty did not take place during just one opportunity for each of the bodies or stakeholders that were part of the decision-making process regarding the Plan. On the contrary, intermediary versions of the Plan were presented to the Management Committee and to the President of the Republic. Some actions were the subject of specific meetings for further detailing; as was the case of the rural productive inclusion strategy.

WITHOUT EXTREME POVERTY PLAN

Upon assuming the commitment to articulate actions focused on the extremely poor population, Brazil without Extreme Poverty also assumed the challenge of bringing the policies to those Brazilians whom the State had the biggest difficulty in reaching whether due to distance, lack of information, prejudice, or due to the lack of quality of services offered.

For that, Brazil without Extreme Poverty needed to put together an effective action for the poorest population at a sufficient scale, according to the size of the target audience, and taking into account the regional differences that required, in some cases, sets of specific solutions for certain groups or regions, considering their different demands and vulnerabilities.

There were even bigger challenges in the preparation faced by Brazil without Extreme Poverty, which can be summarized as follows: a) the definition of the extreme poverty line as well as defining the target audience to be served; b) the need to change the position of the State and the intensely-focused agenda of Brazil without Extreme Poverty; and c) the acknowledgment of the multi-dimensional character of poverty, beyond simply the monetary dimension.

a) The definition of the extreme poverty line

On May 3, 2011, the official extreme poverty line of the Brazil without Extreme Poverty Plan was announced: a per capita family income of R\$ 70 which was later updated, in May 2014, to R\$ 77 *per capita*. The establishment of an extreme poverty line turned the commitment of overcoming extreme poverty into a measurable goal and allowed for a reference point to select the target audience of Brazil without Extreme Poverty. Furthermore, it allowed the actions of the Plan to be aimed, with support from

the Single Registry, at those families in extreme poverty who met the different criteria established for the policies which formed Brazil without Extreme Poverty.⁸

The extreme poverty line was established based on international parameters, such as the World Bank line of US\$ 1.25 PPP⁹ per day, as well as national parameters, such as the reference to extreme poverty already adopted in the Single Registry and in the Bolsa Família Program. Additionally, studies that discussed the advantages and difficulties in adopting a national or regional poverty line to define the extremely poor target audience were considered.

Another relevant point for the definition of the poverty line was the analysis that income functioned as a good alternative to other types of hardships that such families may be facing. According to the justification made on several occasions by the then secretary Ana Fonseca, the fact that a person was extremely poor in terms of income indicated a lack of opportunities and precarious access to basic public services. That is, those who were income poor would also be poor regarding other goods and services.

It was understood, from the beginning of the preparation of Brazil without Extreme Poverty, that setting an extreme poverty line to guide government action did not imply disregarding the income volatility of the poor or the different socio-economic situations of each region in the country.¹⁰

8 For more information regarding the debates and the aspects of the definition of the extreme poverty line, see the article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this book.

9 Purchasing Power Parity (*Paridade do Poder de Compra*). For further information regarding the World Bank poverty line, see the article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this book.

10 Regarding how the Plan managed the income volatility issue, see the article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan".

b) **Change in the position of the State and the intensely focused agenda as a strategy of access to universal policies**

In order to achieve the goal of reaching the target audience of the Plan with the greatest possible number of actions, it was necessary for the position of the State to change. This change was focused from the start on the acknowledgment of the rights of everyone to have access to public policies. It also was based on the certainty that access of the poorest populations to universal public goods and services would require a specific strategy to facilitate access for the most vulnerable ones, those less informed and those most isolated. The cost is, and always has been, high for the poorest groups to struggle for their rights. In that sense, differing from the logic of offering services and actions and waiting for the population to come searching for such policies, the Active Search (*Busca Ativa*) strategy was created. In it, the responsibility of finding the poorest populations would be assumed by the State, through its public teams in the federal, state and municipal spheres. This operation was anchored in the social assistance network, present in all municipalities in the country.

Starting from Brazil without Extreme Poverty, it became a commitment of the State to find, register and include the target audience in its actions, which meant an important progress in the conduction of the policies for social development and overcoming poverty.

Active Search was conceived as a strategy to be developed in partnership with states and municipalities, which could be organized under different arrangements: through the increase of incentives for municipalities to carry out the registration of the poorest, the reinforcement of the importance of customized actions to extend the registration and identification of specific audiences, or even through mutual-aid groups focused on specific programs, as was the case of the mutual-aid groups of Active Search for the Environmental Conservation Support Program (*Bolsa Verde*), among other actions. From the start, Active Search was one of the concepts of Brazil without Extreme Poverty best incorporated through different stakeholders

that were part of the Plan, particularly municipalities; which not only included more families in extreme poverty in the Single Registry, but which also made the field actions carried out since 2011 feasible.

The Single Registry for Social Programs, which was already featured as an important planning tool for social policies and as a map with detailed information on the poorest families in the country was further strengthened as a gateway for the poor population to access a set of over 20 policies, which used their records as references, such as the Social Tariff for Energy, the My House My Life (*Minha Casa Minha Vida*) Program, the National Agrarian Reform Program, the Technical Assistance Program, the Water for All (*Água para Todos*) Program, and the Bolsa Verde, to name a few.

Close to 74 million individuals are registered in the Single Registry¹¹, that is, 36% of the Brazilian population; which allows actions to be planned and organized according to the specifics identified for different audiences, whether in urban areas, as inhabitants of suburban zones of the biggest cities, those making a living out of picking recyclable material, the homeless population, among others, or whether in a rural setting, including people such as retirees, squatters, indigenous people, *quilombolas*¹², gatherers and family farmers.

The Single Registry, since it began to operate with the Bolsa Família Program and, particularly, starting from 2005, was extended and consolidated as a true map of poverty for the Brazil without Extreme Poverty Plan by providing information regarding income, gender, race/color, age, name and address of the families and of each of their members.

¹¹ July 2014 issue, regarding the records updated over the last 48 months.

¹² TN: “quilombolas” or “maroons” are residents of “quilombos”, rural communities originally founded by slaves escaping nearby plantations, that later gave shelter to other marginalised minorities. The 1988 Brazilian Constitution acknowledges their collective land rights.

In the Registry, there is also information available regarding the conditions of the residence, the benefits received by the family, the nature of the work and of remunerations, schooling level, attendance and documentation. The Registry also has specific fields to identify the family as a particular audience (gypsies, quilombolas, indigenous peoples, gatherers, recyclable material pickers, and the homeless population, among others). Supported by the Single Registry, Brazil without Extreme Poverty, through its design and mechanisms for implementation, brought to the table a new way to prioritize actions regarding social development policies.

In social development policies, it is critical to note the relevance of the universality of access to public goods and services. The construction of the Welfare State was based on the universality of health, education and social protection as rights to be enjoyed by all citizens. However, if the process for the extension and deepening of the policies of universal character was not supported based on a clear decision that the policies and actions must reach the poorest, then the result, most of the time, was the delayed care of those who needed it the most. In this regard, in order for the poorest not to be the last ones reached by public policies, it is important for specific strategies to be put in place focused on the most vulnerable populations within the path to consolidation of universal policies.

Starting from this conviction, a reform was implemented altering the logic of action of the State, which can be defined as an intensely-focused tone which, in addition to guiding its actions towards a specific audience – in this case, those in extreme poverty –, also made use of the lists of names taken from the Single Registry to guide its field of action. Brazil without Extreme Poverty went even further by defining as active participants not only the municipality or territory, but also the individual and the family.

In this regard, the different actions of Brazil without Extreme Poverty began from preliminary lists of names taken from the Single Registry, to define and assess who would be the target audience. An example of that was the case of the Water for All Program, which used the list of names of all families living in the rural areas of

the Brazilian semi-arid zone, who did not have access to the public supply network and who fit the income profile of the Bolsa Família Program, to better focus the action in the field of water tank construction.

Based on the precision targeting, it was possible to guarantee, at the same time, the direction of the action for the neediest and also the creation of verification mechanisms to ensure that those families actually benefited from the different programs of Brazil without Extreme Poverty.¹³

When we look at the changes prompted by the adoption of intensely – focused strategies regarding both consolidated actions as well as new plans created in Brazil without Extreme Poverty, we can state that the precision-targeting action is one of the main legacies of the Plan within the management and implementation of social policies.

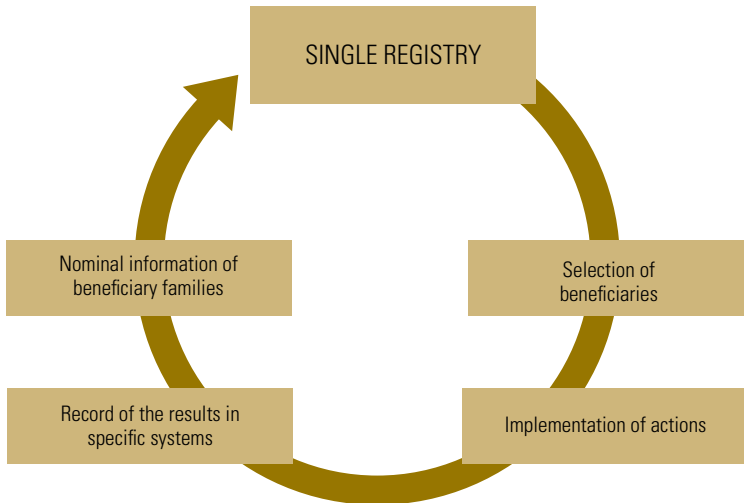
The change in guiding the actions of the Light for All Plan is an example of such strategy. Light for All intends to ensure universal access to electric power in the rural areas of Brazil. Having made over 3 million connections already since 2004, it started facing greater difficulties in keeping up with demand for household connections in isolated regions with high poverty levels. The idea put in action by the MME, together with Brazil without Extreme Poverty, was to include the nominal information of the families who were still without electric power in its universalization strategy, so as to better guide the connections considered in the contracts with energy providers. Light for All began to look beyond the general information on necessary connections, being able to consider the names and addresses of those who still lacked a power supply.

The inclusion of nurseries within the scope of Brasil Carinhoso can also be used as an example of precision targeting when we consider that, in order to

¹³ Lists of names serve as initial guidance for action. To address the discrepancies among information contained in the Registry and the reality found in the field, a margin was always established for the inclusion of new beneficiaries through Active Search.

receive the resources to supplement the spaces occupied by children from the Bolsa Família, municipalities needed, in 2012 and 2013, to identify the children who were already being cared for in public nurseries or nurseries with a special arrangement, and to report that information to the MEC and the MDS. Starting in 2014, the calculation of the transfers was done through a new identification procedure, which uses information existing in the School Census of the previous year to calculate how many children from the Bolsa Família Program were attending nurseries.

Chart 3 - Use of the Single Registry in Brazil without Extreme Poverty



Source: Sesep/MDS.

Considering the above, the use of the Single Registry and its strengthening as an instrument for the planning and guidance of social development policies became a framework. The concern for vulnerabilities and potentialities of specific populations was also an important step for policies of a cross-cutting nature, such as Brazil without Extreme Poverty, in promoting a more equitable manner for the actions to reach the target populations.

c) **Poverty as a multidimensional phenomenon**

The understanding of poverty as a multi-dimensional phenomenon helped guide from the start the design of what would become an effective and broader strategy to overcome poverty. It was clear that in order to rescue those families with an income below the line of R\$ 70 per capita from extreme poverty, the Brazil without Extreme Poverty Plan would need to be supported not only with actions to guarantee income, but also with actions to create income through opportunities of rural and urban productive inclusion, and in the improvement of access to basic public services. It was on these three main concepts that the actions carried out by the ministries and the more than R\$ 109 billion invested by the federal government between 2011 and 2014 were distributed.

Sectorial charts obtained from the roundtables which defined the actions of Brazil without Extreme Poverty explained the demands and vulnerabilities that would be faced in each of the concepts of the Plan. This allowed for the construction of strategies which would make attending to matters related to regional and territorial divisions or to the specifics of audiences more feasible. This way, the different “faces of poverty” and all their complexities could be seen. In addition, as a response, it became imperative for actions with scale and of national impact to be added to regional strategies and/or strategies focused on specific audiences.

When we look at the semi-arid regions, the strengthening of strategies to co-exist with the drought revealed an urgency to act. Upon analyzing the needs of the

Amazon region, the extension of access to services and the meeting point between the social and environmental agendas were emphasized for the improvement of living conditions of those populations who contribute to preserving our abundant natural resources. Looking at the difficulties faced by the population in suburban areas of big cities, the demands for improved income and work opportunities pointed to the construction of a strategy based not only on formal employment, but also on entrepreneurship and solidary economy.

*The starting point of the Plan is that poverty answers to several names: insufficient income; limited access to water, electricity, health and housing; low schooling attendance; food and nutritional insecurity; and precarious forms of inclusion in the work force, among others. The diverse characteristics which reflect the different manifestations of poverty are expressed in each territory and thus we can state that extreme poverty does have a name, an address, a color and a gender; and although income is also an indicator of poverty, it is insufficient as a sole mechanism to measure welfare. Poverty expresses itself, mostly, in the lack of welfare services. With this, we state that poverty is a multi-dimensional phenomenon and which, therefore, also requires the use of non-monetary indicators for its assessment.*¹⁴

Although the three main concepts of Brazil without Extreme Poverty are the subject of specific and more thorough discussions in this publication, it is important to explain the crux of the debates that gave rise to the concepts and, more specifically, to the actions which formed them. Therefore, we shall present in brief the demands and matters which were the subject of the discussion during the preparation stage of the strategies which eventually became the main concepts of Brazil without Extreme Poverty.

¹⁴ FONSECA, p. 87, 2011.

In the case of the income guarantee concept, priority was placed on the inclusion of the eligible population in the Bolsa Família Program (with a *per capita* income of up to R\$ 140); particularly families with an income of up to R\$ 70 who were still left out of the income transfer actions. This situation was primarily observed in two different contexts: first, due to families still left out of the Single Registry for Social Programs and, therefore, without access to the Bolsa Família Program; or because some municipalities had already included in the Bolsa Família the total number of estimated families, based on information from the Brazilian Institute of Geography and Statistics (IBGE), with income profiles for the Program. In this regard, in addition to the actions of Active Search, the efforts of the federal, state and municipal governments were intensified in qualifying the information from the Registry, in order to guarantee that the families who fit the profile for the income transfer actions were included as beneficiaries.

Secondly, the data from the 2010 Census showed that close to half the population in extreme poverty was between 0 and 19 years of age, demanding from the federal government a specific action focused on children and adolescents. The Bolsa Família Program carried out that task with a series of modifications which allowed for improving the income conditions of poor families who had more children and adolescents. Among the improvements of the Bolsa Família was the readjustment of 45% in the value of the variable benefit, granted only to those families with children from 0 to 15 years of age; the inclusion of more than 1.3 million new beneficiaries with the extension of the limit from 3 to 5 children per family who could receive the variable benefit; and furthermore, the actions of Brasil Carinhoso, in which families with children from 0 to 15 years of age became eligible

to receive an additional benefit that allowed more than 8.1 million children and teenagers to overcome monetary poverty.¹⁵

Those and other innovations of the Brazil without Extreme Poverty Plan resulted in the increase of the average benefit of the Bolsa Família among all of its beneficiaries and, more than anything, among the extremely poor ones. The average benefit of the poorest increased from R\$ 132 to R\$ 242 from 2011 to 2014, while the general average of the Program rose from R\$ 94 to R\$ 170. That is, while the national average of the benefit was around R\$ 170, the benefit received among the poorest reached up to R\$ 242, which implied an extension of the effectiveness of the resources transferred to these families and greater equality among beneficiaries of the Program.¹⁶

Furthermore, acknowledging that the adoption of a national extreme poverty line would equalize regions and states with different levels of income to a single reference point, there was an effort at the beginning of Brazil without Extreme Poverty for the states to adopt a supplementary income policy. Twenty Brazilian states launched state plans or actions and joined the efforts to overcome extreme poverty in the country, with eleven of them supplementing the values paid by the Bolsa Família at some point since 2011.

With the productive inclusion strategy, the purpose is to extend employment and income opportunities to the poorest populations. To better understand the specifics of the labor markets of big cities and rural areas, two strategies were defined for the improvement of economic insertion conditions for the target audience of Brazil without Extreme Poverty: a path to rural productive inclusion and another one for productive inclusion in the urban environment.

¹⁵ The introduction of the Benefit to Overcome Extreme Poverty (*Benefício para Superação da Extrema Pobreza - BSP*) in 2012 was able to solve the issue of extreme poverty by acting in a differential manner regarding the situation of each family, instead of simply taking into account their family composition for the definition of the income transfer. Find more details in the article "Bolsa Família Program and the fight to overcome extreme poverty in Brazil" in this book.

¹⁶ Reference of average values: September to October 2014.

The sub-concept of urban productive inclusion had as its greatest challenge, based on the identification of local employment potential, to encourage and support the different potential paths to improve the insertion of the poorest population into the work force.¹⁷ In brief, the urban productive inclusion actions had to consider that the arrangements already established by such families followed three main lines: entrepreneurship, activities related to solidary economy and employment. Starting from that, it was necessary for Brazil without Extreme Poverty to include actions in several directions to keep up with the complexity and diversity of solutions already put into practice by the poorest populations as a means to guarantee their survival.

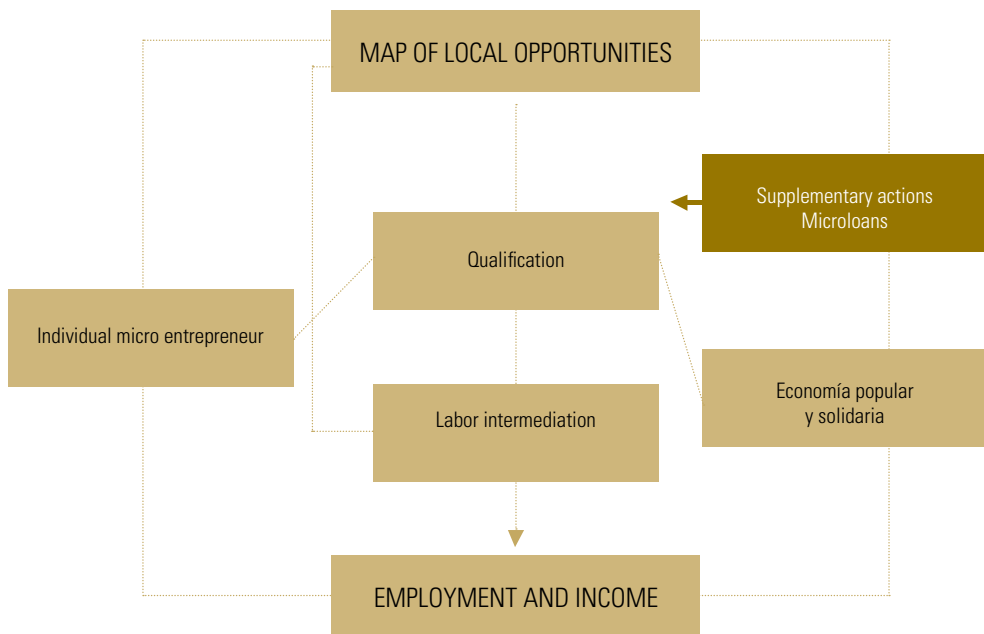
Brazil without Extreme Poverty began to carry out important actions through a partnership with the Brazilian Support Service for Micro and Small Enterprises (*Serviço Brasileiro de Apoio às Micro e Pequenas Empresas – Sebrae*) within the scope of the Individual Micro-entrepreneur Program (*Programa do Microempreendedor Individual – MEI*) which registered more than 400 thousand entrepreneurs from the Bolsa Família; expanded supporting actions to more than 11.2 thousand enterprises of solidary and popular economy carried out by the National Secretariat of Solidary Economy (*Secretaria Nacional de Economia Solidária – Senaes*) within the scope of the Ministry of Labor; and even increased the percentage of the poorest with access to loans through productive micro-loans, guided by the Crescer Program. Currently, 54% of the total operations implemented by Crescer are carried out by those from the Single Registry.

However, from the perspective of the scale and wide range within each territory, the great strategy of urban productive inclusion was supported by the

17 It should be noted that the productivity rate of adult beneficiaries of the Bolsa Família is 75.4% (according to 2010 Census data processed by the MDS), but according to the shortage of different types of employment, they do not make enough to overcome poverty. See *Estudo Técnico Sagi/MDS nº 02/2012, “Diferenciais de inserção no mercado de trabalho de beneficiários e não beneficiários do Programa Bolsa Família segundo o Censo Demográfico 2010”, p. 10.*

Free Professional Qualification Courses (*Programa Nacional de Acesso ao Ensino Técnico e Emprego – Pronatec*), coordinated by the MEC. Pronatec was conceived and created practically at the same time as Brazil without Extreme Poverty and had a specific modality to attend the poorest populations. It enabled the inclusion of the public in short-term training courses (entry-level and continued education courses, or FIC for its acronym in Portuguese) with their own rules and features for mobilization, registration and permanence. This action enabled the beneficiaries, most of them youth and women, to have access to education, to be able to search for better opportunities in regards to employment and entrepreneurship. In total, more than 1.5 million low-income individuals were registered in *Pronatec*.

Chart 4 - Paths to urban productive inclusion



Source: Seseb/MDS.

In the case of rural productive inclusion, beyond the high incidence of poverty observed in the countryside, where one fourth of the population was in extreme poverty in 2010, the assessment of the productive situation of the poorest indicated a general view of families with insufficient production and in situations of food insecurity caused by the confluence of factors, such as the lack of necessary infrastructure to make production feasible, including lack of water and electricity. On the other hand, the production of these families of small-holder farmers¹⁸ was characterized by low productivity and by difficulties in selling the surplus. In that regard, in order to improve their living conditions, it became necessary to increase and qualify production, generating direct effects on the quality of the nutrition of their family members and also, in the case of families who had production surpluses, to expand access to marketing channels, as a way to generate income.

Reflecting on that idea, a path to productive inclusion was established for families in rural areas based on the actions of the Ministry of Agrarian Development (MDA) and of the National Institute for Colonization and Agrarian Reform (*Incra*). The path to productive inclusion was conceived as a way to be implemented as a “path forward” in which small-holder farmers were provided with several policies supporting their production. To improve the production, going beyond actions of infrastructure support for access to water and energy through the programs Water for All (MI, MDS, MS and MMA) and Light for All (MME), a specific action was created which was better adjusted to the reality of those families of the poorest small-holder farmers. Such families are largely characterized by producing on small plots of land, for having low levels of technological inputs for production and little access to loan programs, emphasizing a need for a combination of rural extension and technical assistance (*Ater*, as per its acronym in Portuguese) and development resources to invest in the improvement of family farming production.

¹⁸ Audiences defined as part of family farming are described by Law 11,326 of July 24, 2006.

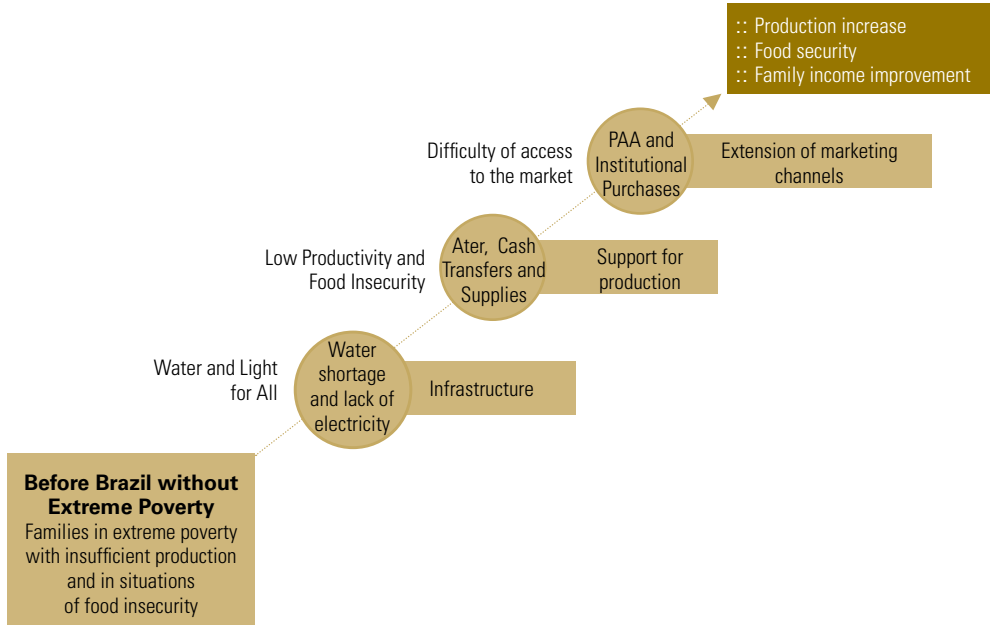
Thus the Technical Assistance Program was created, under the responsibility of the MDA and the MDS, in which the following were included: 1) a new model of individualized technical assistance for at least two years, more appropriately tailored to the specifics of the rural population of family farmers in extreme poverty¹⁹; and, 2) grants²⁰ for producers to be able to invest in productive projects prepared jointly with the Ater technicians. In October 2014, the Technical Assistance Program had provided service of technical assistance to more than 349 thousand families, of which more than 131 thousand had already received resources to invest in production.

In the case of the commercialization of surplus output, the extension of the Food Purchase Program (*Programa de Aquisição de Alimentos – PAA*), implemented by the MDS, by the MDA and by Conab, emerged as the main strategy covering some specific demands, such as: the expansion towards the North and North-East regions, the inclusion of purchases from productive organizations of women and Traditional Communities and Peoples, as well as the incentive for more producers in extreme poverty to join cooperatives and organizations which were already selling part of their products to the PAA.

19 The calls for Ater made by the MDA within the scope of Brazil without Extreme Poverty were characterized by a differential methodology which provided individualized monitoring of the families in extreme poverty; regular collective activities; recruitment of technicians from the region; specific training for hired Ater technicians and the preparation of family productive projects that consider the activities in which resources from the Productive Asset Oriented Cash Transfer Program should be invested.

20 The adoption of grants instead of the traditional method of access to loans was justified by the defense that resources from the Productive Asset Oriented Cash Transfer Program would be a first attempt at placing the families on a path of systematic and continued production, before taking out loans from lines of credit already available in banks. The idea was that after the first stage of investment of these cash transfer resources, the families would be in a better condition to join loan programs, and therefore reducing the risk of default.

Chart 5 - Path to rural productive inclusion



Source: Seseq/MDS.

Finally, the concept of access to public services was established through actions that considered achieving the main goal of extending access to services in regards to health, education and social assistance, through actions in two directions. First, it was necessary to guarantee an increase in the offer of services for the extremely poor through the expansion or re-direction of the existing services and equipment. Secondly, it was also important to put into place and strengthen actions of sensitization, mobilization and qualification of employees from the public services, guaranteeing the proper attention to the population in extreme poverty.

The expansion and re-direction of the services were based on the modification of the criteria for the allocation of new equipment, giving priority to the municipalities and locations with a high concentration of extremely poor

inhabitants. Some examples were the change in the Basic Health Care threshold for the poorest municipalities, the extension of the More Education Program for children benefiting from the Bolsa Família, and the creation of new modalities of basic protection services for social assistance, focused on rural and distant localities, with traveling teams²¹ and boats to guarantee assistance in the Amazon region.

The Brasil Carinhoso Action should also be highlighted as it joins together three essential dimensions to guarantee the full development of children: income, education and health. The discussion regarding child development points toward the need for expanding the investments in integral care policies for children during their first years of life as one of the most effective ways to break the inter-generational cycle of poverty.

In regards to income, the creation of the benefit to overcome extreme poverty was boosted by the premise that children do not escape poverty without their entire family also overcoming such condition. Therefore, it became necessary to guarantee, on one hand, that families would reach a minimum level of income which would allow the other members access to the different policies. In addition to that action, Brasil Carinhoso included distributing Vitamin A and iron sulfate to prevent the deficiency of such nutrients from affecting the development of children in their early years. Regarding education, the strategy of Brasil Carinhoso was to fill the gap of poor children in child care centers, with financial incentives for municipalities to create new vacancies and to identify those children already registered in the Bolsa Família. For every child registered, municipalities received a 50% supplement in addition to federal resources, which promoted the inclusion of those boys and girls and the improvement of the quality of service.

²¹ The traveling teams are part of the Reference Center for Social Assistance (Centros de Referência de Assistência Social - Cras) and are responsible for carrying out the Active Search (Busca Ativa) of the families, for developing the Integral Family Care Program (Serviço de Proteção e Atendimento Integral às Famílias - PAIF) and other Basic Protection services. In addition, the traveling team is responsible for including the families in the Single Registry, for making the necessary references for income access, and for Special Protection services, among others.

Chart 1 - Synthesis of the strategy formulation of Brazil without Extreme Poverty

Strategies	Difficulties and Demands	Strategies
Income Guarantee	Inclusion of the eligible population in the Single Registry and in the Bolsa Família	Active Search (Busca Ativa) and the granting of the Bolsa Família benefit
	Increase in the effectiveness of the Bolsa Família, focused on children and teenagers	<ol style="list-style-type: none"> 1. Readjustment of the variable benefit (children aged from 0 to 15) 2. Change of the limit of variable benefits of the Bolsa Família from 3 to 5 children per family. Brasil Carinhoso Action (0-6 and 7-15 year-olds)
	Compensation of the gap between the national extreme poverty line and individual state poverty lines.	Income supplement policies of the States
	Existence of families who, even with the Bolsa Família, did not overcome extreme poverty	Creation of the benefit to overcome extreme poverty in order to guarantee that no family of the Bolsa Família was below the extreme poverty line.
Urban Productive Inclusion	Difficulties for individual entrepreneurs who previously had or who now wanted to start their own business	Extension of the formalization of the poorest as Individual Micro-entrepreneurs
	Increase of access to employment qualification courses for better placements in the work force	To guarantee the participation of the poorest in professional training courses of Brazil without Extreme Poverty- Pronatec
	Extension of support for cooperatives and associations of solidary economy	Increase of the resources available for cash transfer actions for solidary and popular economy projects

Strategies	Difficulties and Demands	Strategies
	Improvement of access to electricity and water (semi-arid zone)	<ol style="list-style-type: none"> 1. Creation of the Water for All Program, joining together different existing actions of the federal government and creating new arrangements 2. Definition of a specific coverage goal for Light for All for households in extreme poverty
Rural Productive Inclusion	Insufficient production causing food insecurity and shortage of surplus to be sold, due to the lack of appropriate technical assistance adapted to the reality of the poor rural population, and the lack of inputs for investment in production	<ol style="list-style-type: none"> 1. Support for production through the creation of the Technical Assistance Program (Ater + grants) 2. Distribution of seeds adjusted to the semi-arid zone
	Difficulty of access to commercialization channels	Extension of the participation of the poorest farmers in the PAA
Access to public services	Insufficient or inadequate access to serve the poorest populations	Expansion or re-direction of the services
	Inadequate attention to the poorest population (prejudice, disrespect, constraints)	Raising awareness, mobilization and qualification of employees from the public service

Source: Sesep/MDS.

FINAL THOUGHTS

Brazil without Extreme Poverty was presented as a task to be taken on by the State, but it had the support of important partners along the way. In that regard, we should highlight the relevance of the partnership, from the very beginning, of the ministries and other agencies and entities²² that were part of Brazil without Extreme Poverty, acting in a democratic and committed manner concerning the issues of the poorest populations in every stage of the Plan: preparation, implementation and monitoring. We also emphasize the relevance of the convergence of the different state and non-state stakeholders regarding the guidelines assumed by Brazil without Extreme Poverty, to guarantee that the challenges of implementation and an intersectoral approach were faced in a collaborative manner.

In brief, it is relevant to note that when we consider the set of the actions of Brazil without Extreme Poverty, we see that it is characterized by, at least, some elements which served as important reference points during the process of preparation and implementation of the Plan, such as:

²² Ministry of Planning, Budget and Management (Ministério do Planejamento, Orçamento e Gestão), Ministry of Finance (Ministério da Fazenda), Casa Civil, Ministry of Social Development (Ministério do Desenvolvimento Social), Ministry of Agrarian Development (Ministério do Desenvolvimento Agrário), Ministry of the Environment (Ministério do Meio Ambiente), Ministries of the Cities (Ministérios das Cidades), Ministry of Labor and Employment (Ministério do Trabalho e Emprego), Ministry of Integration (Ministério da Integração), Ministry of Education (Ministério da Educação), Ministry of Health (Ministério da Saúde), Ministry of Mines and Energy (Ministério de Minas e Energia), National Institute for Colonization and Agrarian Reform (Instituto Nacional de Colonização e Reforma Agrária), Brazilian Agricultural Research Corporation (Empresa Brasileira de Pesquisa Agropecuária), Chico Mendes Institute for the Preservation of Biodiversity (Instituto Chico Mendes de Conservação da Biodiversidade), Secretariat of Heritage of the Union (Secretaria de Patrimônio da União), Development Company of the Valleys of São Francisco and Parnaíba (Companhia de Desenvolvimento dos Vales do São Francisco e do Parnaíba), National Health Fund (Fundação Nacional de Saúde), National Department of Public Works against Draught (Departamento Nacional de Obras contra a Seca), National Company for Food Supply (Companhia Nacional de Abastecimento) Brazilian Service of Support to Micro and Small Enterprises (Serviço Brasileiro de Apoio às Micro e Pequenas Empresas), National Bank of Social and Economic Development (Banco Nacional de Desenvolvimento Econômico e Social), Bank of the North-East (Banco do Nordeste), Petrobrás and Fundação Banco do Brasil.

1. Prioritization of the extremely poor target audience, guaranteeing that the policies would reach that part of the population;
2. Scale, considering the number of individuals in extreme poverty in Brazil at the beginning of the Plan;
3. National perspective combined with respect for Brazilian regional diversity;
4. Adoption of forms of operation capable of guaranteeing the timeliness and effectiveness in achieving the goals;
5. Improving already existing programs and creating new ones;
6. Goals and results subject to tracking and monitoring, guaranteeing not only the financial and practical implementation, but also eventual course corrections and the due disclosure of results, with accountability to civil society.

It is worth noting even as a more general framework, as well as an important legacy of the Brazil Without Extreme Poverty Plan, the fact that the agenda for social development and overcoming poverty was seen as a priority by the state entities, and the imperative character of the state to assume the role of inducer in increasing the well-being of the population as well as extending opportunities available to the poor, as a guideline in the construction of a more equitable country.

Brazil without Extreme Poverty sought to unite the Brazil that aspired to grow with the “other” Brazil that was not able to make use of the opportunities. It aimed to combine growth with income distribution and create new alternatives. And it was successful, as can be seen throughout this book.

A Brazil without Extreme Poverty is just the beginning of the rise of a more equal country, where everyone can have access to dignified living conditions. A society in which every citizen can have opportunities to improve their lives and realize their dreams, improving their circumstances and those of their families, as well as contributing to the development of their region and to our country as a whole.

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(Footnotes)

1 TN: “Sistema Único de Assistência Social” (SUAS): Unified Social Assistance System.

THE EXTREME POVERTY LINE AND THE TARGET AUDIENCE OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN

Tiago Falcão and Patricia Vieira da Costa

One of the main decisions in the design of the Brazil without Extreme Poverty Plan was the definition of the extreme poverty line that would guide the whole strategy, with various purposes. The line was used in the initial assessment to characterize the extremely poor population throughout the country based on census information. Applied to the National Household Sample Survey (*Pesquisa Nacional por Amostra de Domicílios - PNAD*), it served as one of several parameters to follow up the extreme poverty rate year by year. Also, within the scope of the Single Registry for Social Programs, it defined a target audience selected for a series of initiatives of the Plan.

In this chapter, we explore the paths taken in establishing the line, its uses and the characteristics of the target audience of the Brazil without Extreme Poverty Plan.

Firstly, we discuss the variety of existing types of poverty lines and the plurality of choices to be made when defining a line, which is part of a complex and

sometimes time-consuming task. We explain the decision of focusing the efforts on policies to overcome extreme poverty, choosing to make reference to the line that was already available, and then we discuss the options for a readjustment of the line.

After that, we go into detail regarding: the application of the line in the 2010 Census for the initial analysis of extreme poverty, which is very important for the design of the actions of the Plan; the application of the line in the PNAD as one of the several ways to track the evolution of the extreme poverty rate over time; and the use of the line in the Single Registry to manage the Plan. We also analyze the differences in information provided by these three sources.

Finally, we emphasize the fact that the poverty line does not define all beneficiaries of the Brazil without Extreme Poverty Plan, but its priority audience; so that the strategy does not reach just those who are extremely poor from an income point of view, but also the most vulnerable ones from a multi-dimensional perspective – which is one of the greatest advantages of the Plan.

THE COMPLEX WORLD OF POVERTY LINES

Absolute, relative, subjective poverty lines, multidimensional indicators of unmet basic needs, the combination of poverty lines and hardship indicators – the options to approach the definition of poverty are many. Although it is possible to establish criteria in order to support selecting one option, that will be just the first step in a series of decisions to be made throughout the process of defining the line. Also, even if the choices are based mostly on technical information, a considerable amount of judgment would always be included.

If the poverty line chosen was absolute¹, would it be ideal to resort to the traditional approach to minimum caloric needs? Or would that be an old-fashioned and inadequate method for a country in which hunger has ceased to be a chronic problem², as recently indicated by the economist Sonia Rocha – one of the greatest authorities in such type of approach?³ If the option lies with the convenience of maintaining such an approach, which still enjoys much international support⁴, how do we establish the minimum caloric needs, considering the different ages, genders, and activities of the population? How do we define a food basket to ensure access to the minimum amount of calories required, to then calculate its value and the resulting monetary line?⁵

1 According to the *Compendium of Best Practices in Poverty Measurement*, absolute poverty lines represent the cost to purchase a basket of essential items which allow a person to achieve the absolute minimum level of satisfaction of certain basic needs. Expert Group on Poverty Statistics (2006), p.53.

2 In fact, the report *The State of Food Insecurity in the World*, issued in September 2014 by the Food and Agriculture Organization of the United Nations (FAO), pointed out that Brazil was no longer on the Hunger Map, as the prevalence of malnourishment was less than 5% (internal estimates of the MDS, based on the parameters of the FAO's estimate model, point towards a malnutrition rate of 1.6% in the country).

3 Sônia Rocha made the comment during the technical workshop "Assessment and characterization of poverty within the context of its overcoming: the limits of the classic indicators and the new methodological proposals", held on August 26, 2014, in Rio de Janeiro by the World without Poverty initiative.

4 The heart of the actions of the World Bank and of the Economic Commission for Latin America and the Caribbean (ECLAC), for instance, use food baskets as their reference.

5 Another inconvenience of this approach is that, in Brazil, it was based on food baskets established in Family Budget Surveys carried out in the 1980s, which do not reflect important changes in food consumption patterns in the country. See Technical Study Sagi/MDS n° 08/2014, "Questões metodológicas acerca do dimensionamento da extrema pobreza no Brasil nos anos 2000", pp. 9-10.

If the adopted approach were a multi-dimensional one⁶, then the number of decisions would multiply. Which are the relevant dimensions to determine a situation of poverty? Within each of the dimensions, which indicators of basic needs should be included? What are the criteria to determine whether each of the needs has been met? In addition, which is the relative importance of each indicator in defining who is poor? All such questions trigger a series of further inquiries and, both in this case and in the case above, we are simply discussing a part of the many possibilities to approach the definition of poverty.

Taking into account the complexity of the matter, it is not surprising that the attempts to establish a methodology and an official poverty line in Brazil, with the creation of working groups and technical commissions dedicated to this task, have not led to a consensus.⁷ If, as Sergei Soares stated, “not even official research institutions, such as the Institute of Applied Economic Research (*Ipea*) or the Brazilian Institute of Geography and Statistics (*IBGE*), have poverty assessment methodologies used by all or almost all of their researchers”⁸, what would that say of researchers from other institutions?

According to the Compendium of Best Practices in Poverty Measurement, prepared by specialists from all over the world under the auspices of the Statistics Commission of the United Nations, “the estimate of the absolute poverty line requires making decisions regarding various aspects that could lead to different operational procedures, which will affect the comparability of the results”⁹. Considering that within a single entity a researcher might have their own methodology and their own line of reference, what occurs within the scope of the country, even strictly in terms

6 According to the *Compendium of Best Practices in Poverty Measurement* (p. 101), that is the method which identifies poor households as those which face severe deprivation of basic human needs, based on the use of hardship indicators.

7 Regarding some of the working groups created for such purpose, see Ibarra, 2012b.

8 SOARES, 2009a, p. 7.

9 *Expert Group on Poverty Statistics* (2006), p. 147.

of absolute lines, is a plurality of poverty measurements that can confuse even the most interested person from among the non-initiated on the subject. However, in the assessment of specialists¹⁰, from a scientific point of view, such plurality need not be a cause for concern, provided that the measurements are correct and that there is transparency regarding the adopted methodologies..

THE DEFINITION OF THE POVERTY LINE IN THE BRAZIL WITHOUT EXTREME POVERTY PLAN

At the beginning of the design of the Brazil without Extreme Poverty Plan, the Ministry of Social Development and Fight against Hunger (MDS) faced the need to define the extreme poverty line that would serve as a limit. Considering that neither approach is widely recognized as better than the other; each having its advantages and its limitations, and aware of the time and energy previously spent in unsuccessful attempts to establish a line – even after having participated in part of such attempts, the ministry realized it would need to be as pragmatic as possible. It cast aside the idea of creating a new technical commission in search of a consensus for the definition and measurement of poverty, deciding rather to focus its efforts on the definition of the public policy to overcome extreme poverty. In regards to the decision on the poverty line, which owes much to the initiative of the then-secretary Ana Fonseca, the decision was made to resort to one of the already available alternatives.

¹⁰ Gathered in the technical workshop "Assessment and characterization of poverty within the context of its overcoming: the limits of the classic indicators and the new methodological proposals", held on August 26, 2014, in Rio de Janeiro by the World without Poverty initiative.

According to the Compendium of Best Practices in Poverty Measurement:

Monetary lines can be relatively less important in countries with a low per capita income, where the population is mainly rural and the market economy is less developed. In those cases, the most appropriate approach would be one concerning hardships, to indicate the magnitude of poverty. In countries with a high proportion of urban population and a large market economy, absolute poverty lines may be more appropriate to study the incidence and evolution of poverty. A combination of both approaches is desired, even though it can impose a high financial burden and might face technical and institutional restrictions (...).¹¹

Brazil clearly corresponds to the second example, which indicates that a one-dimensional approach for establishing the poverty line does not lack in terms of reflecting the extreme poverty situation of the target audience, and at the same time it brings the advantages of simplicity and transparency; facilitating monitoring and social oversight in what makes reference to the main goal of the Brazil without Extreme Poverty Plan: to overcome extreme poverty by the end of 2014. That does not mean that the country set aside both the action or the measurements from a multi-dimensional point of view, both essential to a sophisticated strategy such as Brazil without Extreme Poverty, as will be noted hereafter in this text.

Therefore, absolute lines already administratively adopted in the country were taken as a reference, such as the constant line of the Organic Law of Social Assistance (LOAS),¹² which is one fourth of the minimum salary per capita per month and serves as parameter for the granting of the Continuous Welfare Benefit

¹¹ Expert Group on Poverty Statistics (2006), p. 141.

¹² Law n° 8,742, of December 7, 1993, article 20, paragraph 3°.

for the Elderly and Disabled (BPC)¹³. It is the level predominantly used for inclusion in the Single Registry for Social Programs of the Federal Government, of up to half of a monthly minimum salary per capita; as well as the lines of the Bolsa Família Program, which at the time of the launching of the Brazil without Extreme Poverty Plan in June 2011 were R\$ 140 per month per person to define a situation of poverty and R\$ 70 per person for extreme poverty.

The following poverty lines were taken into consideration: the regionalized poverty lines calculated by Sonia Rocha based on the consumption of calories, which in 2011 were around R\$ 70¹⁴ per person per month; and the poverty line established by the World Bank, adopted by the United Nations as a parameter to assess the compliance with the Millennium Development Goals (MDG)¹⁵, of US\$ 1.25 per capita per day by the Purchasing Power Parity (PPP) – which at the time of conception of Brazil without Extreme Poverty was around R\$ 67.

The objective was for the Brazil without Extreme Poverty Plan to be ambitious but feasible, so as to grant credibility to the strategy. To refer to it as a substantial fraction of the minimum salary would be inadequate, for it is a strategy that is more closely related to the labor market than to the concept of poverty¹⁶.

On the other hand, the adoption of a poverty line around R\$ 70 would align the Plan with one of the main programs which would soon form part of it (the Bolsa Família), with respected studies in the poverty definition area (those by Sonia

13 There is information regarding the Continuous Welfare Benefit for the Elderly and Disabled (BPC), in the articles "The strategy of income guarantee in the Brazil without Extreme Poverty Plan" and "The Brazil without Extreme Poverty Plan and the contribution of the social assistance policy in the provision of services for the guarantee of basic social needs", available on website, at [http://www.mds.gov.br/webarquivos/publicação/brasil_sem_miseria/livro_o_brasil_sem_miseria2.pdf](http://www.mds.gov.br/webarquivos/publicação/brasil_sem_miseria/livro_o_brasil_sem_miseria/livro_o_brasil_sem_miseria2.pdf).

14 ROCHA, 2013, pp. 27-28.

15 More specifically, that line makes reference to Objective n° 1: to reduce extreme poverty, by 2015, to half the level recorded in 1990.

16 SOARES, 2006, p. 45.

Rocha) and with the main global parameter for extreme poverty measurements (that of the World Bank); granting the results international comparability, while providing a challenging goal. Proof of such is that once the R\$ 70 line was chosen¹⁷, many were surprised by the magnitude of the challenge of overcoming extreme poverty by the end of 2014 based on this parameter.

ON THE READJUSTMENT OF THE LINE¹⁸

The parameter of extreme poverty established for the Brazil without Extreme Poverty Plan is an administrative line, characterized by an absolute line with its value in reference to a food basket¹⁹. Over time, inflation changes the price of foods that are included in the basket. This means that if the value of the line is not adjusted, it will no longer be able to purchase the proposed food basket.

Moreover, without readjustment, the trend over time is that fewer people will have a monthly income below that specific line, as it remains fixed— while income, more or less, follows the dynamics of the economy.

17 Driven by Brazil without Extreme Poverty, some states established their own extreme poverty lines, with a value higher than that of the Plan.

18 The first two paragraphs of this section are based on unpublished documents by the National Secretary of Citizenship Income of the MDS, Luis Henrique Paiva.

19 The basket is set based on the calculation of the minimum calorie intake requirements, according to what is mentioned at the beginning of this text.

To set up a readjustment benchmark for the line, one of the possibilities would be to use an inflation rate index²⁰. Another possibility would be to follow the daily US\$ 1.25 PPP per person, as adopted by the World Bank – with the advantages of it being a methodology specifically created to deal with poverty, unlike the readjustment based on inflation rate indices, and of it providing further international comparability to the results obtained in Brazil. On the other hand, the use of the PPP conversion factors of the World Bank is a complex task even for specialists, as they, themselves, point out²¹.

The *Secretary of Evaluation and Information Management* of the MDS, Paulo Jannuzzi, and the monitoring director, Marconi Sousa, explain that the conversion of such parameter (US\$ 1.25 PPP) for figures in Reals is not done by simply adopting the exchange rate²²:

20 The Extensive National Consumer Price Index (IPCA/IBGE) records price fluctuations related to the consumption habits of families with an income between 1 and 40 minimum wages, a level much higher than that of the audience of the Brazil without Extreme Poverty Plan, which does not reflect its consumption habits. However, the National Consumer Price Index (INPC/IBGE) records price variations for families with income between 1 and 5 minimum wages, which also does not represent the target audience of the Plan, but is closer to it. The burden of food is greater in the INPC, because in that income bracket food represents the most substantial part of the total consumption of families. An option to get closer to the profile of the audience of the Plan would be to exclusively use the group "food and beverages" of the INPC.'

21 Such difficulty was approached at times, even by the Bank itself, during the technical workshop "Assessment and characterization of poverty within the context of its overcoming: the limits of the classic indicators and the new methodological proposals", held on August 26, 2014, in Rio de Janeiro by the WWP.

22 See Technical Study Sagi/MDS n° 08/2014, "Methodological issues concerning the dimensioning of extreme poverty in Brazil in the 2000s", p. 12.

The exchange rate is an important element in the calculation; however, the conversion factor actually depends on international research coordinated by the World Bank, which carries out the survey of over 100 household consumption products in 62 countries and their comparison with prices/quality of similar products in the United States²³.

There are conversion factors available on the World Bank website, such as the one that was used in the National Report of the Follow-up of the Millennium Development Goals 2014, produced by *Ipea*, which adopted the rate of R\$ 2.36 per day, or R\$ 71.75 per month²⁴, as Jannuzzi explains. “Such choice preserves the international comparability of the US\$ 1.25 PPP every year. This way, there is assurance that the lines adopted in all countries have the same purchasing power in the different countries.”²⁵

Furthermore, readjustments require defining the reference date from which they are calculated. In the case of the Bolsa Família, the most appropriate reference is October 2003, the launching month of the Program. In the case of Brazil without Extreme Poverty, the reference is June 2011, when the Plan was created.

²³The latest survey of conversion factors of poverty lines in different countries presented by the World Bank makes reference to 2005.

²⁴ Conversion rate of the “household consumption”, available on the World Bank website, at <http://data.worldbank.org/indicator/PA.NUS.PRVT.PP.05/countries?display=default>.

²⁵ In May of 2014, the World Bank updated the PPP dollar conversion factors for household consumption and GDP, based on international research of over one hundred products. The new conversion factors are lower than those that had been disclosed in the Bank database. With the new series of factors, the reference line of US\$ 1.25 PPP would be R\$ 63 in June 2011 (and R\$ 65 in September 2012).

What the rules say

The Law that created the Bolsa Família Program establishes its poverty and extreme poverty lines and leaves space for readjustment, “due to the socio-economic dynamics of the country and the technical studies regarding the subject”²⁶. In the Bolsa Família, the extreme poverty line is used to define the eligibility threshold for the granting of the basic benefit and it is a reference for calculating the supplementary income benefit to overcome extreme poverty²⁷. In the Brazil without Extreme Poverty Plan, the line serves as an assessment of hardship faced by the target audience, in order to define the eligible audience in some of the programs and for measuring and monitoring the evolution of the extreme poverty rate. The Decree establishing Brazil without Extreme Poverty sets its line²⁸ without considering predicted adjustments, given the limited period of implementation of the Plan. That is, neither in the case of the Bolsa Família nor in Brazil without Extreme Poverty was a regular readjustment criterion defined for the lines.

Although these are different references, established in different legal frameworks and are not linked to one another, the extreme poverty lines of the Brazil without Extreme Poverty Plan and the Bolsa Família Program followed the same path. One of the main reasons is the use of synergies among the actions of the various actors involved in the Plan. The shared use of the payments system of the Bolsa Família (which covers other programs of Brazil without Extreme Poverty,

²⁶ Law n° 10,836, of January 9, 2004, article 2, paragraph 6°. The law converts the Provisory Measure n° 132, of October 20, 2003.

²⁷ Regarding the benefits of the Bolsa Família, see article “The Bolsa Família Program and the fight to overcome extreme poverty in Brazil” in this volume.

²⁸ Decree n° 7,492, of June 2, 2011, article 2.

such as the Bolsa Verde and the Productive Asset Oriented Cash Transfer Program) would not have the same efficiency advantages if there were multiple lines, which would make the operation much more difficult. Another reason is that it would not make sense to modify the line of Brazil without Extreme Poverty while leaving behind the participants of the Bolsa Família, without granting them a proportional increase of benefits, in order to update their purchasing power.

Therefore, the readjustment of the eligibility lines and of the benefits of the Bolsa Família Program, announced shortly before the official launching of Brazil without Extreme Poverty (as its first initiative), raised the basic benefit of the Program to R\$ 70, which corresponds exactly to the value of the line established for the Plan²⁹.

An important consequence of the fact that both lines followed the same path is that, when the possibility of a readjustment is assessed, the budgetary impacts must be considered with utmost care, because the increase in the extreme poverty line in Brazil without Extreme Poverty implies more eligible families and higher benefits in the Bolsa Família and in other programs of the Plan. The budgetary impact on the Bolsa Família tends to be particularly high, taking into account the adoption of the new logic to calculate benefits created by Brazil without Extreme Poverty³⁰.

Thus, the fact that there are no regular readjustment measures, or a “trigger”, is justified by the inapplicability of adopting an indexing mechanism for the line; which would be incompatible with the principles of fiscal responsibility and stability that guide economic policy. In any case, given the need to update the purchasing power verified in mid-2014, there was a readjustment of both lines to R\$ 77 per month per capita in the month of June. The poverty line of the Bolsa Família rose

²⁹ More information regarding the readjustment and other measures of Brazil without Extreme Poverty to strengthen the Bolsa Família can be found in the chapter of Brazil without Extreme Poverty “The Bolsa Família Program and the struggle to overcome extreme poverty in Brazil” in this book.

³⁰ *Idem*, making specific reference to the benefit to overcome extreme poverty.

to R\$ 154. The readjustment had a reference point of US\$ 1.25 PPP, adjusted by the conversion factor for household consumption of the World Bank, and thus providing international comparability to Brazilian results in overcoming extreme poverty and using the launching of the Brazil without Extreme Poverty Plan as its reference date.

Beyond the operation of the programs, however, the poverty line is used, as previously mentioned, to monitor the evolution of the extreme poverty rate. In this activity, the Brazil without Extreme Poverty Plan, in addition to the nominal results, takes into account the extreme poverty rates adjusted according to the National Consumer Price Index (*INPC*) and the measure of the US\$ 1.25 daily PPP, thus discounting the effects of inflation. Thus, even during the periods when there were no readjustments of the line, the activity of monitoring the evolution of extreme poverty was not impaired.

THE APPLICATION OF THE LINE IN THE CENSUS TO ASSESS THE SITUATION OF THE EXTREMELY POOR^{31 32}

Once the extreme poverty line was established at R\$ 70 per capita per month for the Brazil without Extreme Poverty Plan, IBGE presented information regarding the dimension, location and socio-economic characteristics of the population with a monthly per capita family income below this level (in extreme poverty), based on the preliminary data of the 2010 Demographic Census.

The Census consists of two questionnaires: a simplified one, which includes all interviewees in the entire survey (that is, the whole country), and a complete

³¹Based on information from Ibarra (2012a), which contains the full analysis of the population in extreme poverty, based on the preliminary findings of the 2010 Census.

³²There is more information regarding the relationship between such analysis and the policies included in Brazil without Extreme Poverty in the first chapter of this publication, regarding the preparation of the Plan.

one, which forms the sample of the Census (not applied to all interviewees) and provides more detailed information based on the results of such sample. Shortly before the launching of the Brazil without Extreme Poverty Plan, the IBGE only had the preliminary data of the questionnaire of the Census, as the final processing would take longer. Subsequently, finally obtaining the final results of the sample and of the Census, the information regarding the population in extreme poverty was refined and adjusted. The use of the Census provided Brazil without Extreme Poverty with an initial analysis, which guided the design of several of its actions.

According to the preliminary data of the 2010 Census, the total number of individuals with a per capita household income between R\$ 1.00 and R\$ 70.00 was 11.43 million. In addition, there were another 6.8 million individuals in households with no income. Not all such households, however, fit the profile of being in extreme poverty because they could have had no income in the census reference month, specifically, for some reason other than an extreme poverty situation. It should be noted that the Census data has as a reference the month of August 2010, while the income information refers to the previous month.

In order to obtain a more accurate figure of extremely poor individuals, the IBGE was then requested to point out, based on the total number of households without income, those who were more likely to actually be in extreme poverty, applying the following criteria:

- not having their own bathroom; or
- not having a connection to the general sewage or rainwater drainage system and not having a septic tank; or
- living in urban areas without a connection to the public water supply network; or
- living in rural areas without a connection to public water supply network and without a well or spring on the property; or
- not having electricity; or

- having at least one illiterate household member 15 years or older; or
- having at least three inhabitants up to 14 years old; or
- having at least one inhabitant 65 years old or older.

After having carried out the procedure of applying the filter of restrictions described above to the households without income in the preliminary Census data³³, the result was a total of 4.84 million persons living in households with at least one of the characteristics above, which represented slightly above 70% of those without income. Adding the 11.4 million individuals with an income between R\$1 and R\$ 70 to the 4.8 million without income after applying the filter, the total obtained was 16.27 million individuals living in extreme poverty, distributed according to the table hereunder.

Table 1 - Distribution of the total population and of the population in extreme poverty per region (rural and urban)

	Total Population					
	Total	Urban	Rural	% Total	% Urban	% Rural
Brazil	190,755,799	160,925,792	29,830,007	100	84.4	15.6
North	15,864,454	11,664,509	4,199,945	100	73.5	26.5
North-East	53,081,950	38,821,246	14,260,704	100	73.1	26.9
South-East	80,364,410	74,696,178	5,668,232	100	92.9	7.1
South	27,386,891	23,260,896	4,125,995	100	84.9	15.1
Central-West	14,058,094	12,482,963	1,575,131	100	88.8	11.2

33 For further information, please see the Technical Study Sagi/MDS n 16/2012, "Análise do filtro de restrições aplicado aos sem remuneração nos dados preliminares do Universo do Censo Demográfico 2010".

Population in extreme poverty						
	Total	Urban	Rural	% Total	% Urban	% Rural
Brazil	16,267,197	8,673,845	7,593,352	100	53.3	46.7
North	2,658,452	1,158,501	1,499,951	100	43.6	56.4
North-East	9,609,803	4,560,486	5,049,317	100	47.5	52.5
South-East	2,725,532	2,144,624	580,908	100	78.7	21.3
South	715,961	437,346	278,615	100	61.1	38.9
Central-West	557,449	372,888	184,561	100	66.9	33.1

Source: IBGE. Preliminary results of the 2010 Demographic Census. Preparation: MDS.

As observed in the table, almost half of the extremely poor population in the country (46%) lived in rural areas, according to the preliminary data of the 2010 Census, even though such areas contain only 15.6% of the total population of Brazil. This underlined the importance of setting up differentiated strategies of the Brazil without Extreme Poverty Plan for the rural areas³⁴.

The greatest number of Brazilians in extreme poverty was in the North-East region: with 9.61 million individuals (59.1% of the extremely poor in the country). Out of the total of extremely poor individuals in the North-East, more than half (52.5%) were located in rural areas. The only region, in addition to the North-East, where the proportion of extremely poor rural population was higher than that of the extremely poor urban population was in the North (56.4%)³⁵.

³⁴ Regarding the strategy for rural areas, see in this volume the chapters "The Rural Productive Inclusion of Brazil without Extreme Poverty: strategies and preliminary results" and "Rural Productive Inclusion in the Brazil without Extreme Poverty Plan: synthesis of the recent experience in public policies to reach the poorest in rural areas of Brazil".

³⁵ *Idem*, for strategies of the Plan focused on the North-Eastern semiarid zone and the northern region.

The second greatest number of people in extreme poverty was in the South-East region, with 2.73 million (16.8% of the extremely poor in Brazil). But in this case, given the high degree of urbanization of the region, the extremely poor individuals were somewhat more concentrated in urban areas (78.7%)³⁶.

In terms of age group, the preliminary data of the 2010 Census shows that it was indeed necessary to focus on children and teenagers, taking into account that over half of the extremely poor were younger than 19 years old (50.9%) and that four out of ten were younger than 14 years old, as shown in the table below.

³⁶ Some of the initiatives of the Plan for the urban areas are described in the article "The Urban Productive Inclusion strategy of the Brazil without Extreme Poverty Plan".

Table 2 - Distribution of the population in extreme poverty per age group per region, in % (rural and urban)

Brazil and regions		Age group						Total	
		0 to 4 years	5 to 14 years	15 to 17 years	18 or 19 years	20 to 39 years	40 to 59 years		60 years or older
Total	Brazil	12.0	27.9	7.2	3.7	27.6	16.5	5.1	100.0
	North	14.6	30.2	7.3	4.0	27.7	13.2	3.0	100.0
	North-East	11.9	28.0	7.5	3.9	29.0	16.7	2.9	100.0
	South-East	10.3	25.8	6.4	3.0	24.1	17.6	12.8	100.0
	South	10.5	26.9	6.8	3.0	23.3	19.9	9.6	100.0
	Central-West	11.4	25.9	6.3	3.1	25.9	18.7	8.7	100.0
Urban	Brazil	11.8	27.2	7.0	3.6	27.1	16.1	7.2	100.0
	North	13.8	29.4	7.5	4.1	28.2	13.1	3.8	100.0
	North-East	12.0	27.7	7.4	3.9	29.0	16.3	3.7	100.0
	South-East	10.4	25.4	6.1	2.9	23.6	16.6	15.0	100.0
	South	11.0	27.0	6.5	2.9	22.4	17.8	12.4	100.0
	Central-West	11.1	25.5	6.3	3.0	26.1	18.0	10.1	100.0
Rural	Brazil	12.3	28.6	7.4	3.9	28.3	16.9	2.6	100.0
	North	15.2	30.9	7.2	3.9	27.3	13.2	2.4	100.0
	North-East	11.8	28.3	7.6	4.0	29.1	17.1	2.1	100.0
	South-East	10.1	27.2	7.3	3.4	25.9	21.0	5.0	100.0
	South	9.7	26.7	7.2	3.0	24.8	23.4	5.2	100.0

Source: IBGE. Preliminary data of the 2010 Demographic Census. Preparation: MDS.

This reflects just some of the information provided by the 2010 IBGE data. Other data, such as access to water in rural areas (19.9% of people without access among the entire Brazilian rural population, as compared to 48% without access in

the case of the extremely poor rural population)^{37 38} and the illiteracy rate (9.5% of the total population and 26% of the extremely poor population)^{39 40} also supported the definition of the strategies in the Plan.

Imputations and adjustments

Many researchers and institutions make imputations or corrections to the income declared in household surveys, such as the Census and PNAD. Adjustments are made based on property ownership⁴¹, on the compatibility with the National Accounts, on income adjustments of rural households (given the lower cost of living) or taking into account the underreporting or the non-declaration of income (including income from transfer program benefits), for instance. The difficulty in collecting information regarding income in household surveys is an issue that affects every country where these are carried out because, among other reasons, few people are willing to share the amount of their family income with interviewers knocking at their doors. Nevertheless, the possibility of imputations or adjustments is yet another reason why the measurements made by different institutions or researchers, even based on the same survey, can result in different rates of extreme poverty.

37 Households not connected to the general distribution network and do not have a well or a spring.

38 Such assessment gave rise to initiatives such as the Water for All Program.

39 Among those 15 years old or older.

40 In this case, the corresponding initiative is the Literacy Program of Brazil.

41 Procedure adopted by the World Bank and by the Economic Commission for Latin America and the Caribbean (ECLAC).

THE APPLICATION OF THE LINE IN *PNAD* TO MONITOR THE EVOLUTION OF THE EXTREME POVERTY RATE

By mid-2011, at the time of the launching of the Brazil without Extreme Poverty Plan, the 2010 Census data was the most recent information available and, furthermore, allowed for municipal assessments, which was fundamental to plan the actions of the Brazil without Extreme Poverty Plan throughout the country. The National Household Sample Survey (*PNAD*), also carried out by the *IBGE*, covered the years 2009 and 2011, but not 2010, because it is not carried out during the years that the Demographic Census carries out fieldwork.

Therefore, it was known that the Census would be important for the assessment of the situation of the extremely poor population and for the design of the Plan, but that it would not be useful to monitor the evolution of the yearly extreme poverty rate; due to the fact that it would only return to carry out fieldwork in 2020, that is, after the end of Brazil without Extreme Poverty (at the end of 2014). *PNAD*, on the other hand, enables the yearly monitoring of the evolution of the extreme poverty rate, but does not provide a breakdown of data at the municipal level. It also does not allow for comparisons with the Census results, given the different natures of the household sample surveys and of those from the Census. Furthermore, *PNAD* provides a measurement that is more closely related to the income aspect, while the Plan acts on several dimensions, better understood by multi-dimensional measures.

Note on sample surveys

When thinking about the quality of the PNAD and the advantages of its use, there are some observations to make in order to better appreciate its results. First, the survey has as its main focus the research on the labor market, demographic characteristics, education and housing. It is not a specific investigation of household consumption or even of income and access to social programs. For that reason, the collection of income sources and expenses with the purchase of food and other products of PNAD is not as accurate as that of the Family Budget Survey (POF/IBGE), for instance.

PNAD, in addition to being a household survey, is a sample research, and that is how it must be seen, even taking into account the fact that its sample scope is not specifically defined with the aim of measuring extreme poverty. Furthermore, measuring extremes, details and nuances is not the work of sample surveys, as they better measure large-scale results and trends. That is only natural, as the sample is a reduced representation of the whole, and the extremely poor are a reduced part of the sample. When we reach the level of small fractions of the sample, the absolute amounts behind such fractions can be so tiny to the point that a minimum amount of answers in a certain sense might cause a very significant difference in the results, without that actually reflecting what is happening within that specific sphere. Thus, it is necessary to assess isolated annual data with caution. It is ideal to observe their evolution throughout several years.

The annual follow-up of the evolution of the extreme poverty rate through the PNAD signaled that 3.6% of Brazilian population were living below the line of R\$ 70 per month per capita in 2012, according to the National Report on the

Follow-Up of the Millennium Development Goals 2014⁴², prepared by Ipea. Information from PNAD also allows for monitoring, with its parameter being the line of R\$ 1.25 per person per day, according to the Purchasing Power Parity. In this case, 3.75% of Brazilians were in extreme poverty in 2012⁴³, according to the World Bank. It should be noted that, despite the subtle difference in the extreme poverty rates drawn up by Ipea and the World Bank, the trend is decreasing and the percentages are converging.

The assessment of results in terms of the reduction of the monetary extreme poverty rate will be resumed later in this book, with even more updated information, in the article “Measuring extreme poverty in Brazil: methodological adjustments and new estimates”. Regarding the multi-dimensional measurements of poverty and extreme poverty, the results of which are even better than those obtained based on the monetary line; see the conclusion of this book, “The end of extreme poverty is just the beginning”.

THE EXTREME POVERTY LINE AND THE SINGLE REGISTRY IN THE BRAZIL WITHOUT EXTREME POVERTY PLAN

More than simply measuring extreme poverty, the Brazil without Extreme Poverty Plan had as its mission overcoming it. And the Single Registry for Social Programs of the Federal Government is the only source of information which, beyond quantifying and locating the poorest Brazilians, allows the government to take action to reduce poverty in its many different dimensions

⁴² See the first chapter of the Report, regarding Goal 1, which is eradicating extreme poverty and hunger.

⁴³ Information available in PovCalNet, at <http://iresearch.worldbank.org/PovcalNet/index.htm> (access on 30/09/14). The extreme poverty rates published for Brazil in that website were recently corrected, as the World Bank had been using the per capita family income in the calculation, when the correct thing to do is to use the per capita household income, as done for other countries. Alerted by the MDS, the Bank revised the information.

The Single Registry provides complete information regarding each of the registered families, updated every two years at the most; allowing us to know who they are, where they live, the educational profile of each of their members, their work and income profile, the main expenses, the construction features of the housing, whether there is access to services such as electricity, sanitation and garbage collection, whether the family is part of traditional or specific groups, and whether there are situations of child labor, among other data.

Data is collected and updated by the network of the Unified Social Assistance System (SUAS) in municipalities, which carries out the social assistance work with the families. That makes the Single Registry an instrument which enables the close monitoring of extremely poor families in an individualized manner, at any given time. Hence, the continuous use of their information in the Brazil without Extreme Poverty Plan.

In 2011, the year that the Plan was established, a new version of the Single Registry system, Version 7, was put into operation in installments in Brazilian municipalities. At the time of the launching of Brazil without Extreme Poverty, the migration to the new system was still in process, which explains the fact that information from the Registry was not given more relevance at the time, as not all municipalities were operating with the same version of the system. Starting at the end of 2011, most Brazilian municipalities began operating under the Single Registry in its newest version; improved and fully functioning online⁴⁴.

The target audiences considered as priority for Brazil without Extreme Poverty in the Single Registry were the members of extremely poor families.

⁴⁴ More information in this volume, in the chapter “The Bolsa Familia Program and the fight to overcome extreme poverty in Brazil” in this book.

Census, PNAD and the Single Registry

The 2010 Demographic Census, as presented before, was used in Brazil without Extreme Poverty for the purpose of analyzing the situation of the extremely poor and for the design of actions in the Plan. PNAD, on the other hand, has been used as one of the measures for monitoring the evolution of the extreme poverty rate, together with multi-dimensional indicators. Additionally the Single Registry was used in management and monitoring activities, including the selection of the target audience for several actions. There are three different sources, designed for different uses and based on their own methodologies for collecting data. Thus it is natural that there are differences among the figures of the extremely poor recorded by each entity.

In regards to the Census and the PNAD, the differences observed could be related to various factors, such as: the sampling design, the questionnaire (the collection of information regarding income is more detailed in the PNAD), the experience of interviewers, the treatment of households with no declared income, and the issue mentioned above in the section “Note on sample surveys”, among others. In any case, it is necessary to take into account that the data obtained by both household surveys (Census and PNAD) point to what can be called “cross-sectional poverty”; that is, the poverty observed at a specific point in time⁴⁵, such as a picture taken during the month of reference of the household survey.

The Single Registry is an administrative record specifically focused on the poorest families in the country, the income of which, given the characteristics of the target

45 Regarding intersectional and longitudinal poverty, see Soares (2009b), p. 14.

audience, tends to be very volatile⁴⁶, mainly due to their typically seasonal, unstable or informal integration into the workforce. As it has the feature of predominantly recording the lowest income point of the poor population over a period of two years⁴⁷, the Registry points out what may be called “longitudinal poverty”; that is, the group of individuals who are, or who will be, in poverty within a specific period of time. The most appropriate analogy, in this case, would not be a picture, but rather a film. Therefore, the Registry records not only who was poor at a given time (picture), but who was poor during a specific period of time (a film). Thus, we have a greater number of extremely poor people in the Single Registry than in the PNAD or the Census.

SELECTION OF THE AUDIENCE FOR THE ACTIONS OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN

The acknowledged income volatility of the poorest,⁴⁸ as mentioned above, is one of the reasons why, although an extreme poverty line has been defined, it does not represent all beneficiaries of the Brazil without Extreme Poverty Plan, but rather its priority target audience. If income instability causes families to move between situations of extreme poverty and poverty (or low income), excluding a poor family today might imply having an extremely poor family without coverage tomorrow.

Furthermore, if the absolute poverty line of the Plan is understood as an indication of a series of hardships and sets a limit below which no Brazilian should

⁴⁶ *Idem*, for a discussion regarding the volatility of income of the poorest people, p. 11.

⁴⁷ Families tend to seek out the social assistance network to register in the Single Registry when they are in unstable situations— after a layoff, for instance.

⁴⁸ On income volatility of the poorest, see Soares (2009b), p. 11.

be in terms of income, that does not infer that whoever is above such monetary limit does not suffer hardships of other kinds as well which, when added up, could convey a situation of extreme poverty from a multi-dimensional perspective. Thus, one can see the relevance of the multi-dimensional vision of the Plan and of the measurement of its results also following such perspective.

Therefore, the line is a point of reference which does not exclude those situated above it from the actions of Brazil without Extreme Poverty. Otherwise, the arbitrary nature inherent in poverty lines would be exacerbated; allowing, for instance, a difference of just R\$ 1 in terms of per capita income to leave a family out of an action that has the potential to greatly improve their lives, which would not be reasonable.

In the Brazil without Extreme Poverty Plan, there are actions focused on the extremely poor, others on the poor, and furthermore, other actions focused on all those who are vulnerable to falling into a situation of poverty⁴⁹ due to some kind of hardship. In general this information was made clear to the public entities through data available in the Single Registry or through the cross-reference of data from the Registry and other administrative records, as can be seen in several chapters of this book.

In the words of Sonia Rocha,

*Although poverty is not limited to the lack of income, the use of poverty lines in countries with monetized economies and middle-income levels, such as Brazil, makes sense; in order to establish a basic distinction between the poor and non-poor, for them to be later classified in regards to other characteristics.*⁵⁰

⁴⁹ Noting that, as explained in the section regarding the initial analysis carried out based on the 2010 Census, the Brazil without Extreme Poverty Plan pays special attention to groups with a greater incidence of extreme poverty or in a position of greater social vulnerability, such as children, adolescents, Afro-Brazilians, women, the homeless population, recyclable material collectors, indigenous peoples and traditional or specific groups.

⁵⁰ ROCHA, 2010, p.2.

It is precisely that process which Brazil without Extreme Poverty adopts in a considerable part of its initiatives – starting with the combination of the use of the lines (of both poverty and extreme poverty) and of the Single Registry (which points to income and many other dimensions of hardship) – to then act in a multi-dimensional manner, based on the characteristics observed in the target audience.

Throughout this book, the reader will see that the resources from the Productive Asset Oriented Cash Transfer Program were intended for extremely poor family farmers from the semi-arid region; while the benefits of the Bolsa Verde Program (Green Grant – Environmental Conservation Support Program) were reserved for the extremely poor living in areas to be preserved due to their environmental importance. Now, the Bolsa Família and the additional amount transferred to municipalities for poor children enrolled in day care centers are linked to poverty situations, in the second case focusing on children. Additionally, the Brazil without Extreme Poverty Pronatec is dedicated, as a priority, to the youth and adult audiences with low income profiles in the Single Registry who seek to enter or improve their participation in the workforce. In brief, we are talking about different income levels, and different types of audiences, but all of them face a certain degree of vulnerability to more severe poverty situations, to be avoided at all costs.

Thus, Brazil without Extreme Poverty is proving to be more sophisticated and comprehensive than initiatives of the same nature implemented by other countries, precisely because it has not been limited to only those who are in the most severe situations of poverty, despite being the priority target audience.

The use of information from the Single Registry, along with data from cross-references of the Registry with other administrative records to select the target audience for different actions of the Brazil without Extreme Poverty Plan, allowed for an improved approach, which takes into consideration a series of hardships beyond income. Therefore, even by using a one-dimensional (monetary) extreme poverty line, it was possible to design a multi-dimensional strategy, and act accordingly.

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INTERSECTORAL COORDINATION OF THE ACTIONS OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN

Patricia Vieira da Costa and Tiago Falcão

The multidimensional and multi-faceted nature of poverty requires intersectoral action of the Brazil without Extreme Poverty Plan, which coordinates the work of a great variety of partners seeking the common goal of overcoming extreme poverty. But if all such partners already existed and had already developed their own actions before the creation of the Plan, which is the advantage of organizing them around a joint strategy? Did such a strategy limit itself by placing all of them under the same umbrella, or did it add any value to their mode of operations? Was there tension between the focus on extreme poverty and the principle of universal access to public services? And how was it possible to promote the combined actions of so many different partners, even more so within such a short period of time of less than four years?

To answer these and other questions involving the intersectoral coordination of the actions of the Brazil without Extreme Poverty Plan, this text was divided into five parts. The first one presents the partners of the Plan and the organization of their efforts around three main lines of action, listing the central macro-actions developed.

The second part deals with the characteristics of the actions that form the Brazil without Extreme Poverty Plan and regarding the financial resources to fund them. The third one explores the relevance of intersectoral actions making progress towards the effective universality of the services, without discarding actions specifically targeting the extremely poor audience. The fourth part discusses the structures and coordination mechanisms of the Plan. Finally, the fifth section deals with the advantages and challenges of the work organized from an intersectoral perspective.

A MULTI-DIMENSIONAL APPROACH: THREE STRATEGIES, MANY PARTNERS

A multi-dimensional and multi-faceted phenomenon

In the study of poverty, one of the main subjects consists of the definition itself of what it means to be poor, which leads to intense debates. The plurality of approaches resulting from such discussions does not prevent, however, a mutual agreement: poverty reveals itself in multiple ways. Beyond insufficient income, people in extreme poverty, in general, also suffer from food and nutritional insecurity, low schooling levels, lack of professional qualifications, instability in their insertion into the job market, precarious access to water, electricity, health services and housing, among other hardships. In addition, within each dimension, poverty reveals itself with different faces, depending on the type of audience observed¹.

To work towards the goal of overcoming extreme poverty, understood as a phenomenon of a multi-dimensional and multi-faceted nature, the intersectoral

¹ One of the responses of Brazil without Extreme Poverty to the multi-faceted nature of poverty involved differential strategies in the active search for quilombolas (Maroons) and for inhabitants of protected areas and rivers. Another way to deal with the different aspects of poverty was the creation of Specialized Reference Centers for Social Assistance specifically focused on the homeless population, and known as POP Centers.

action of the State therefore became mandatory. As a result, the Brazil without Extreme Poverty Plan involves a great number of partners from different sectors. In total, there are 22 ministries listed in this article, in addition to many other agencies and entities from the direct and indirect administration, the private sector and the non-profit sector, also listed hereafter.

Given the extensive territory of the country, the vast differences among regions, the diversity of the population and the division of power among the entities of the Union; an effort of the magnitude of Brazil without Extreme Poverty would never stand without a fundamental federal agreement, with the involvement of the 26 states, of the Federal District and of the Brazilian municipalities.

The ministries and the Brazil without Extreme Poverty Plan

Twenty-two ministries are participating in the Brazil without Extreme Poverty Plan: the Civil Cabinet of the Presidency of the Republic; the Ministry of Agriculture, Livestock and Food Supply (MAPA); the Ministry of Cities (MCidades); the Ministry of Agrarian Development (MDA); the Ministry of Development, Industry and Foreign Trade (MDIC); the Ministry of Social Development and Fight against Hunger (MDS, coordinator of the Plan); the Ministry of Education (MEC); the Ministry of Finance (MF); the Ministry of National Integration (MI); the Ministry of the Environment (MMA); the Ministry of Mines and Energy (MME); the Ministry of Fisheries and Aquaculture (MPA); the Ministry of Planning, Budget and Management (MP); the Ministry of Social Security (MPS); the Ministry of Health (MS); the Ministry of Labor and Employment (MTE); the General-Secretariat of the Presidency of the Republic; the Secretariat of Strategic Affairs (SAE); the Secretariat of Human Rights (SDH); the Secretariat of Policies for the Promotion of Racial Equality (SEPPIR); the Secretariat of Policies for Women (SPM); and the Secretariat of Institutional Relations (SRI).

Other partners

Among the agencies and entities of the direct and indirect administration and the partners of the Brazil without Extreme Poverty Plan from the private sector and the non-profit sector, are: *Associação Brasileira dos Distribuidores de Energia Elétrica (Abradee)*, *Banco da Amazônia (BASA)*, *Banco do Brasil*, *World Bank*, *Banco Nacional de Desenvolvimento Econômico e Social (BNDES)*, *Banco do Nordeste do Brasil (BNB)*, *Caixa Econômica Federal*, *Câmara Brasileira da Indústria da Construção (CBIC)*, *Centrais Elétricas do Norte do Brasil SA (Eletronorte)*, *Economic Commission for Latin America and the Caribbean (ECLAC)*, *Companhia de Desenvolvimento dos Vales do São Francisco e do Parnaíba (Codevasf)*, *Companhia Nacional de Abastecimento (Conab)*, *Departamento Nacional de Obras Contra a Seca (DNOCS)*, *Empresa Brasileira de Correios e Telégrafos (ECT)*, *Empresa Brasileira de Pesquisa Agropecuária (Embrapa)*, *Fundação Banco do Brasil (FBB)*, *Fundação Nacional de Saúde (Funasa)*, *Fundação Oswaldo Cruz (Fiocruz)*, *Fundo Nacional de Desenvolvimento da Educação (FNDE)*, *Instituto Brasileiro de Geografia e Estatística (IBGE)*, *Instituto Chico Mendes de Conservação da Biodiversidade (ICMBio)*, *Instituto Nacional de Colonização e Reforma Agrária (Incra)*, *Instituto Nacional de Pesquisas Educacionais Anísio Teixeira (INEP)*, *Instituto de Pesquisa Econômica Aplicada (Ipea)*, *Ministério das Comunicações*, *International Policy Center for Inclusive Growth (IPC-PNUD)*, *International Labor Organization (ILO)*, *United Nations Development Program (UNDP)*, *Serviço Brasileiro de Apoio às Micro e Pequenas Empresas (Sebrae)*, *Petrobras*, *World without Poverty (WWP)*, public, private entities or entities from the non-profit sector providing rural extension and technical assistance services, private companies from the civil construction industry and from several other sectors that have been working with Brazil without Extreme Poverty Pronatec, as well as companies from the food retail industry that have been purchasing family farming products. *Articulação no Semiárido Brasileiro (ASA)*, which gathers several organizations from civil society and is a partner of the MDS in the construction of water wells in the Water for All Program, is one of the best examples of the participation of entities from the non-profit sector in the Brazil without Extreme Poverty Plan.

Partnerships in different areas, organized around three core concepts

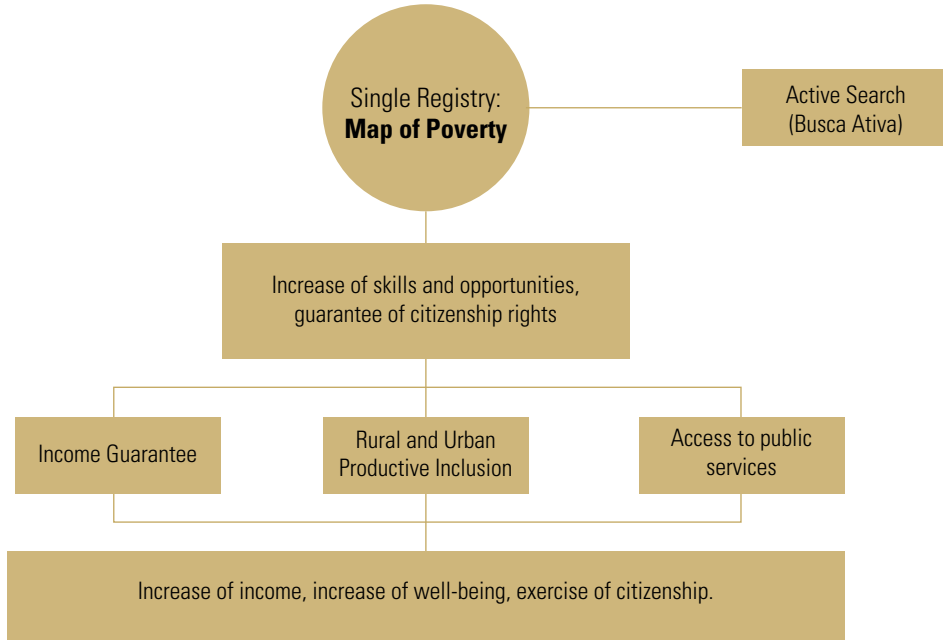
Under the coordination of the Ministry of Social Development and Fight against Hunger (MDS), through the Extraordinary Secretariat for Overcoming Extreme Poverty (Sesep), the partners develop the actions which form the Plan², distributed along three main lines of action.

The first main strategy is that of income guarantee, regarding the monetary transfers for immediate relief of extreme poverty, supplementing the income of families. The second strategy is that of productive inclusion, with the offer of opportunities for professional qualification, employment and income, through specific strategies for rural areas and cities. The third strategy is that of access to services for the provision, extension and improvement of public services in order to improve living conditions, promote citizenship and break the inter-generational cycle of poverty³.

2 The annex to this article details the actions officially listed as part of the Brazil without Extreme Poverty Plan in the General Budget of the Federal Government. More explanations further ahead in this text, in the item regarding financial resources.

3 Each of these three axes will be detailed in specific articles, please see the website: http://www.mds.gov.br/webarquivos/publicacao/brasil_sem_miseria/livro_o_brasil_sem_miseria/livro_o_brasil_sem_miseria2.pdf

Diagram 1 - The organization of the Brazil without Extreme Poverty Plan



Source: Sesep/MDS.

Thus, Brazil without Extreme Poverty approaches the multi-dimensional phenomenon of poverty in an integral manner, covering initiatives from different areas, along three lines of action, to help families overcome a range of hardships depending on their respective situations, and to overcome extreme poverty⁴. The chart hereunder shows the main macro-actions of Brazil without Extreme Poverty and the partners most involved in each process.

⁴ Given its concept, the Brazil without Extreme Poverty Plan also helps families who have already overcome extreme poverty so that they do not return to such a situation. More information in the article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this book.

Chart 1 - Partners of Brazil without Extreme Poverty per macro-process

Macro-processes	Main Macro-actions	Partners
Productive Inclusion (Rural and Urban)	Professional Qualification (Brazil without Extreme Poverty Pronatec)	MEC, MDS, states, municipalities and offering units (S System, Federal Institutes and State Networks of Technical Education)
	Individual micro entrepreneur	Sebrae, states and municipalities
	Popular and solidarity-based economy	MTE, states and municipalities
	Labor intermediation	MTE, MDS and states
	Guided Productive Microloan (Crescer)	Banco do Nordeste do Brasil, Banco do Brasil, Caixa Econômica Federal, Banco da Amazônia, MF, MTE, MDS, states and municipalities
	Water for All Program	MI, MDS, Funasa, MMA, Fundação Banco do Brasil, states and municipalities
	Light for All Program	MME, MDS, states and municipalities
	Bolsa Verde Program	MMA, ICMBio, Incra, Secretaria de Patrimônio da União (MP), MDS, states and municipalities
	Rural Inclusion: Technical Assistance and Productive Asset Oriented Cash Transfer (ATER), seeds and development	MDS, MDA, Incra, ICMBio, Funai, MPA, SEPPIR, Fundação Cultural Palmares, states and municipalities
Income Guarantee	Bolsa Família Program	MDS, states and municipalities
	Continuous Welfare Benefit for the Elderly and Disabled (BPC)	MDS, INSS, states and municipalities

Macro-processes	Main Macro-actions	Partners
Access to public services in health, education and social assistance areas	Brasil Carinhoso Action Day Care Centers	MEC, MDS, FNDE, Inep, states and municipalities
	Full Time Schooling	MEC, MDS, states and municipalities
	Ação Brasil Carinhoso Health	MS, states and municipalities
	Social Assistance	MDS, states and municipalities
Active Search (Busca Ativa)	Single Registry	MDS, representative organizations of specific and traditional populations, states and municipalities

Obs.: This chart is not comprehensive of the actions or the partners of the Plan in each macro-process.
 Source: Seseq/MDS, 2013.

CHARACTERISTICS OF THE PLAN’S ACTIONS

Some specifics of Brazil without Extreme Poverty actions⁵

To rescue millions of people from extreme poverty, in an effort that covers all national territory and involves different partners and within a relatively short period of time, the Brazil without Extreme Poverty Plan had to look for actions with characteristics that would be able to stand up to such challenges.

The first was the focus on the extremely poor public, without foregoing initiatives targeting poor or low income families; who in many cases are vulnerable to extreme poverty. The acknowledged income volatility of the poorest population

⁵ Actions formally marked as part of Brazil without Extreme Poverty in the Budget are listed in a table annexed to this article.

is one of the reasons why the extreme poverty line did not define all beneficiaries of the Plan, but its priority target audience. Another reason is that families who are above the line can be subject to different types of hardships beyond income, constituting an extreme poverty situation from a multi-dimensional point of view⁶.

The second characteristic was the large scale in order to reach a significant portion of the population, even with actions that did not have a universal character. If on one hand it was necessary to face the great challenge of dealing with the vast programs which compose Brazil without Extreme Poverty; on the other hand it was essential to resist inclinations and pressures to include in the Plan pilot projects, as they usually have a scale, scope and coverage incompatible with the ambitious goals of the Plan. Although the importance of this type of experience with the intention of testing and improving the design of new initiatives in social policies is acknowledged, the fact that the Plan was to last less than four years made it unfeasible to include such actions which, in general, have a maturity period longer than the one established for the fulfillment of the Brazil without Extreme Poverty Plan⁷, of just three and a half years (June 2011 until the end of 2014).

The third characteristic was the national perspective (even with some important regional emphasis, such as in the actions destined to take place in the semi-arid and Amazon regions, for instance), in order to reach the extremely poor throughout the entire country. That did not prevent Brazil without Extreme Poverty from acquiring local support based on initiatives from the states and municipalities which launched their own strategies to overcome extreme poverty.

The fourth characteristic in Brazil without Extreme Poverty was having a structure that would allow for swift action, so as to guarantee the speed required,

6 More information about the definition of the target audience of the Plan in article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this volume.

7 Within the scope of state and municipal plans to overcome extreme poverty, in all, there were a series of small-scale innovations, designed and implemented by the government of the other federal entities.

given the short duration of the Plan. This characteristic is extremely important when we consider another one: the federal articulation instilled in the actions of the Plan⁸, and which required a renewed commitment to simplify the design and implementation of programs in which the management is shared among the federal entities, so as to facilitate the action of states and, mainly, municipalities. This was the case, for instance, of the simplified transfers of financial resources (mentioned hereafter in this same text, in the section on efficient use of resources).

We must also mention the intersectoral factor, which is typical of a great part of the actions of Brazil without Extreme Poverty and the core subject of this article.

All such characteristics were taken into account, not leaving aside the specifics of the poorest and most vulnerable populations (mentioned hereunder in this article, in the item regarding universality), which limit their access to the opportunities that the country offers. Reaching such populations requires differential care and attention, so as to prevent them from being left out of the services they need the most, in the case that the services are not adapted to the realities of that population.

The intersectoral and federal articulation paradigm of the Bolsa Família

Considering that poverty is a multi-dimensional and multi-faceted phenomenon, which reveals itself in different manners in every region, every locality and for every target audience in the country; the Brazil without Extreme Poverty Plan needed articulated, along with integrated and intersectoral actions, developed jointly between the Union, states and municipalities. In that sense, the Bolsa Família Program became a prototype in the conception of the Brazil without Extreme Poverty Plan.

8 Details in the article "The federal articulation of the Brazil without Extreme Poverty Plan", at: http://www.mds.gov.br/webarquivos/publicacao/brasil_sem_miseria/livro_o_brasil_sem_miseria/livro_o_brasil_sem_miseria2.pdf

On one hand, Bolsa Família coordinates actions from different areas, particularly health, education and social assistance, due to the monitoring of conditionality provided for the families of the Program. An example is the benefit from Bolsa Família to pregnant women; an initiative of the Brazil without Extreme Poverty Plan which requires a health network to inform the MDS of prenatal control tests carried out, in order to enable the payment of the benefit, which significantly increased the consultations by pregnant beneficiaries⁹.

On the other hand, the Program is structured from a shared management point of view among federal entities. All states and municipalities in the country participate in activities that range from the recording and monitoring of the families to the training of social assistance workers. Furthermore, the expansion and strengthening of the Bolsa Família led to the development of the Single Registry for Social Programs, one of the fundamental elements of the Brazil without Extreme Poverty Plan¹⁰.

These characteristics of the Bolsa Família Program made it one of the main components and at the same time an inspiration of the Brazil without Extreme Poverty Plan.

Mix of new and prior initiatives

The Brazil without Extreme Poverty Plan includes existing and consolidated initiatives, adapting them according to the point of view of extreme poverty. It extended, improved and put together policies that had been showing expressive

9 More information about the intersectoral element of the Bolsa Família in this text, see the website: http://www.mds.gov.br/webarquivos/publicacao/brasil_sem_miseria/livro_o_brasil_sem_miseria/livro_o_brasil_sem_miseria2.pdf

10 More information in the article "The Bolsa Família Program and the fight to overcome extreme poverty in Brazil" and in this book.

results in the fight against poverty, such as the case of the Bolsa Família Program, the More Education Program or the Food Purchase Program. Nevertheless, original initiatives were also conceived and designed especially to form the Plan, in the areas where there was space for innovation. Among the new initiatives within the principle of income guarantee, the Plan included the benefits of the Bolsa Família for pregnant women and nursing mothers as well as the benefit to overcome extreme poverty. Within the strategy of productive inclusion, there was Brazil without Extreme Poverty Pronatec, the Acessuas Trabalho, Water for All, the Technical Assistance and Rural Extension Program and the Bolsa Verde. Additionally, within the strategy of access to services, Brasil Carinhoso Action, the Specialized Reference Center for the Homeless Population, and the traveling teams of Social Assistance and their respective boats were included.

Financial results for the actions of Brazil without Extreme Poverty

From 2011 to September 2014, the total value pledged in the actions indicated in the Federal Budget (OGU) as part of the Brazil without Extreme Poverty Plan was R\$ 109.6 billion¹¹. To facilitate the follow-up of the actions of the Plan, the Secretariat of Federal Budget of the Ministry of Planning, Budget and Management created a specific budgetary mark for Brazil without Extreme Poverty. The actions related to such mark were free from contingencies and had priority in the release of financial resources. This protection mechanism was essential for the success of the Plan.

However, not all actions that were part of the Brazil without Extreme Poverty Plan were thus identified in the OGU. This happened because given its universal

¹¹ Value pledged from 2011 until November 20, 2014. The budgetary implementation table of Brazil without Extreme Poverty is attached to this text.

character; they were already destined to cover those in extreme poverty, whether or not they had a component specifically designed for such an action.

Such is the case of the actions in health and education, which have their own structure for transfers to the federal entities responsible for the implementation of these policies. The construction, reform or extension of Basic Health Units (*Unidades Básicas de Saúde* - UBS) is an example: it is part of the Plan because it prioritizes expansion in areas with great concentrations of extreme poverty, but is not included in the Budget as an action from the Plan because it is not limited to the poor. Another example is the More Education Program, which promotes the provision of full time education in public schools throughout the country, but, at the beginning, prioritized its expansion to schools with a majority of students from the Bolsa Família Program, not limiting itself to such schools. On the other hand, there are programs included in the Budget as part of Brazil without Extreme Poverty, even when not all of their target audience is in a situation of extreme poverty¹². Such is the case of the Bolsa Família, which serves both poor and extremely poor families.

It should be noted that the resources mentioned in this section are coming from the Federal level, and do not include those used by states, municipalities and, potentially, some other partners.

In regards to Brazil without Extreme Poverty as the coordinating body, that is, the Extraordinary Secretariat for Overcoming Extreme Poverty (Sesep), the activities of which are detailed hereafter in this text; the resources used are very limited, because the secretariat is a small structure and is not a unit that carries out final policies.

¹² Regarding the fact of the target audience of the Plan not being limited to people below the extreme poverty line, see article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this book.

UNIVERSALITY AND EQUALITY

Intersectoral action for universality

One of the main reasons to set up a coordinated, intersectoral strategy for overcoming extreme poverty is the opportunity to encourage and support the action of the partners towards effective universality in the offer of services, making use of synergies that would not be explored if they acted in an individual manner. Working together, the partners enhance their actions to provide access to services of a universal character to the entire population, including the poorest and those hardest to reach.

If a policy is universal, then, in theory, it must be available for everyone –rich and poor, men and women, white and black, in the city and in the countryside– and, as expected, with the same quality for all. It is known, however, that this does not always happen in practice.

Centuries of exclusion resulted in Brazilians who still did not possess civil documentation, without a formally acknowledged residence, living in places or under circumstances that hindered access to information about their rights as well as transportation to places where services are rendered. They were, in general, extremely poor and virtually “invisible” in the eyes of public power. This limited and even prevented their access to public services and to the opportunities the country offers.

Other exclusion mechanisms are the social stigmas related to poverty, which can lead, for instance, to the marginalization of poor students, whether children or youths, both from the point of view of the relationships as well as from the

acknowledgment of their school performance, in addition to the impacts that life in poverty can actually have on performance¹³.

Even the lack of clothes deemed “appropriate” can result in exclusion or self-exclusion. This last case was evident at the beginning of Pronatec, when lack of self-esteem and not being used to that type of environment kept away part of the target audience who did not see themselves as potential beneficiaries of the initiative or felt ashamed to attend the courses¹⁴.

According to the researcher Luciana Jaccoud, “it is necessary to promote the actual inclusion of the poorest population in the public policies”, because it has been, “historically, the last segment of the population to be included by the State, the one which receives contributions of the lowest quality and the one which faces the most difficulties to guarantee its stability in the services”¹⁵.

Emblematic cases of intersectoral action and federal articulation for the reinforcement of universality

Federal and intersectoral articulation has been providing for the inclusion of the poorest Brazilians, so as to promote the effective universalization, with improvement in the quality of services. In the area of education, the joint actions among the MEC, the MDS, states and municipalities in three initiatives which are part of Brazil without Extreme Poverty is an excellent example of that.

13 There is plenty of literature regarding the subject, and just a few studies are mentioned herein: BARRETO, A.R.; CODES, A.L.; DUARTE, B. (2012) *Alcançar os excluídos da educação básica: crianças e jovens fora da escola no Brasil*. DAMIANI, M.F. (2006) *Discurso pedagógico e fracasso escolar*. HANNA, R; LINDEN, L. (2009) *Measuring discrimination in education*. WITTE, K. et al. (2013) *A critical review of the literature on school dropout*.

14 To know how Brazil without Extreme Poverty Pronatec dealt with these issues, see the article “The strategy of urban productive inclusion in the Brazil without Extreme Poverty Plan”, in this volume.

15 JACCOUD, 2013, p. 288.

One of such initiatives is encouraging attention given to poor children in child care centers, which is part of Brasil Carinhoso Action¹⁶. The use of transfer structures of the Ministry of Education for the transfer of resources to municipalities and the use of information from the Bolsa Família Program to identify the children in situations of poverty, together with the collaboration of municipalities, is increasing the number of poor children attended to; with an improvement in the quality of the services in terms of additional resources transferred to municipalities.

The second initiative was the prioritization of the schools with a majority of poor children in the first stages of expansion of full time education, on the way towards universalization, with the More Education Program. In that case, there also was a partnership between the MEC and the Bolsa Família, with the adherence of the schools and the support from states and municipalities¹⁷.

The third example makes reference to the substantial inclusion of low income youth and adults in the professional qualification courses of Pronatec¹⁸. In this process, the enlistment of the MEC, the MDS, the social assistance network and other sectors of Public Administration in municipalities and states has been fundamental¹⁹.

In all these instances, if the universality of the offer is the goal, then intersectoral action and federal articulation are key elements of success to make it a reality, reaching even the poorest. The proximity between the MEC and the MDS in the three circumstances strengthened the policies of both and improved the lives of those

16 More information in the articles "Access to education and the fight against inequality: the role of education within the scope of the Brazil without Extreme Poverty Plan", in this book.

17 *Idem*.

18 On Brazil without Extreme Poverty Pronatec, see the article "The strategy of urban productive inclusion in the Brazil without Extreme Poverty Plan", in this book.

19 More information in this text, in the section "Advantages and challenges of an intersectoral approach", which deals with management efficiency.

who needed it most. The relevance of the enlistment of states and municipalities is also acknowledged as necessary for the initiatives to achieve results.

Thus, the Brazil without Extreme Poverty Plan did simply place all of the partners under the same umbrella, providing the set with a touch of novelty. There was a truly intersectoral effort, with important results for those Brazilians who needed the services most.

Strengthening the universal agenda, without foregoing equality

In addition to the construction of Basic Health Units in places with the greatest incidence of poverty, another example of the effective search for universality in the area of health comes from the More Doctors Program, which takes professionals to territories with a significant lack of doctors and a high incidence of poverty. There were some cases in which such a “view” regarding the poor was mistaken for a denial of the universal agenda, when it was actually the opposite. It is an attempt at making progress in the strengthening of that agenda, making services available for everyone, even those who are difficult to reach –and in general, are the ones who need more attention.

Putting universal policies at the center of the action does not negate the need for initiatives specifically focused on the most vulnerable audience, in a movement that involves “strengthening the universal agenda, but acknowledging the equality agenda and operating both plans in a joint manner”²⁰. Hence the existence of initiatives within the Brazil without Extreme Poverty Plan that do not have a universal character, exclusively serving people in situations of poverty or extreme poverty, such as the Bolsa Família, and specific targets within the group of the

²⁰ JACCOUD, 2013, p. 288.

extremely poor, such as the case of the beneficiaries of the Bolsa Verde Program²¹.

THE INTERSECTORAL COORDINATION STRUCTURE IN THE BRAZIL WITHOUT EXTREME POVERTY PLAN

The choice of the MDS as coordinating body of the Plan

Finally, to answer the question regarding how to coordinate the activities of so many and such different partners, it is necessary to go back to the decision of creating Brazil without Extreme Poverty. The Plan converts the slogan “A rich country is a country without poverty” into actions, programs and policies; transforming the platform, democratically elected by Brazilians in 2010, into a necessary reality, demanded by the country. It is clear that the creation of the Plan was only possible due to the progress made in the previous period, when Brazil placed social policies at the core of its development strategy, providing a solid platform on which it was possible to build a comprehensive and intensive Plan for the reduction of extreme poverty.

If the Brazil without Extreme Poverty Plan brings a country project to fruition, it is clear that it was developed with the direct involvement of the President of the Republic, who took on the fight against poverty as a priority and worked to involve in such effort not only the federal government, but also state and municipal governments, as well as civil society.

²¹ As explained in the article “The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan”, in this volume. Information regarding the Bolsa Verde Program in articles “The rural productive inclusion of Brazil without Extreme Poverty: strategies and preliminary results” and “Bolsa Verde Program: eradication of poverty and environmental preservation”, in this book.

Despite the direct involvement of the president, in order to carry out an intersectoral strategy of such magnitude, it became necessary to have a coordinating body. Unlike previous experiences with great initiatives of intersectoral nature, the coordination of Brazil without Extreme Poverty was not given over to a central agency of the Federal Administration, but instead to a sectoral ministry, the MDS.

That was a great innovation, which initially caused surprise but, shortly after, proved to be the right decision. First, the political leadership that placed Brazil without Extreme Poverty as an undoubted government priority, the clear appointment of the MDS as coordinator and direct contact between the minister and the president paved the way for other ministers, governors and mayors to feel comfortable discussing the Plan and making decisions regarding it with the ministry.

The experience of the MDS in initiatives focused on poor and vulnerable people was also important. The ministry is responsible for the national coordination of the operation of the Single Registry for Social Programs and for the Bolsa Família Program; two great examples of intersectoral and federal articulation, acknowledged as important in the fight against poverty. The role of the ministry in the social assistance network, around which important sectors focusing on the most vulnerable populations are organized, and also in the area of nutrition and food security, gave the partners the confidence of working with a qualified coordinating body. The MDS proved to be a coordinator which, beyond organizing the joint action of the participants in Brazil without Extreme Poverty, also worked directly for the goals of the Plan to be achieved.

Another great advantage of the choice of the MDS was facilitating the monitoring of the Plan; as the ministry was, as previously mentioned, the agency responsible for the Single Registry. While it was the coordinator of Brazil without Extreme Poverty, the MDS had access to the databases of final participant programs and was able to compare them with the database of the Single Registry, enabling them to monitor the effectiveness and efforts of such programs, which helped them to make decisions with further agility and accuracy.

The fact that the MDS does not have the powers of a central agency– which involves making decisions of great magnitude in a daily basis, generally requiring the assessment of issues from a more comprehensive point of view– enabled a closer and more detailed view of the policies which form the Brazil without Extreme Poverty Plan. An example of that was the extensive involvement of the ministry in matters regarding early childhood development, to then observe the previously existing programs in that area and the breaches in service, so as to analyze the needs to be met and the problems to be faced. From such effort, based on its own experience and on the experience of the partners, arose Brasil Carinhoso Action; with initiatives for early childhood development in the areas of income, health and education.

In addition, if on one hand the partnership with ministers, governors and mayors was built based on the political will regarding the declaration that the fight against extreme poverty is fundamental for the construction of an equal country, and it is everyone’s task; then on the other hand the partnership on a technical level was “assembled” from day to day, in the situation rooms and through contact with the administrators in the states, municipalities and with the representatives of social movements. The MDS always guided its actions with horizontal dialogue, in which the search for solutions takes place through debate regarding options and not through imposition by the coordinating body. The horizontal element in interactions with the partners and the respect towards them is a trademark of the intersectoral and federal coordination of the Plan.

All of that provided legitimacy to the leadership of the MDS in the strategy to overcome extreme poverty. Additionally, it strengthened the role of state and municipal secretariats of social assistance as examples of the coordination of policies.

The governance structure of the Brazil without Extreme Poverty Plan

Three inter-ministerial groups form the governance structure of the Brazil without Extreme Poverty Plan: the National Management Committee, the Executive Committee and the Interministerial Monitoring Group (GIA).

The National Management Committee is a body with a decision-making character with the purpose of setting goals and guiding the preparation, implementation and monitoring, as well as the assessment of the Brazil without Extreme Poverty Plan. It is formed by the MDS, the *Casa Civil*, the ministry of Finance and Planning, and the Sesep holds the secretarial role. The Executive Committee, formed by the executive secretaries of the ministries named above, is in charge of ensuring the implementation of the policies, programs and actions that are part of the Plan, while the GIA is in charge of monitoring and assessing the initiatives of Brazil without Extreme Poverty. The GIA is formed by representatives of the same agencies mentioned above, in addition to representatives from the General-Secretariat of the Presidency of the Republic, the Ministries of Cities, of Labor and Employment, of Agrarian Development, of Health, of Education and of National Integration.

The National Management Committee and the Executive Group deal with more structural decisions regarding the initiatives of the Plan; such as budgetary matters, legal changes and referring projects to the National Congress, based on information from the GIA. To grant the necessary agility for such decisions, in a general manner, interactions among members of the National Management Committee, of the Executive Group and of the GIA take place through contacts and meetings that are not necessarily held as formal gatherings. That does not reduce, however, the importance of having set these meetings, making the governance structure of the Plan clear and greatly facilitating the flow of decision-making. In the case of the GIA, the exchange of information among the members electronically and through formal documents is very frequent.

The Extraordinary Secretariat for Overcoming Extreme Poverty (Sesep)

Created jointly with the Brazil without Extreme Poverty Plan, Sesep was the structure of the MDS responsible for the activities related to the coordination of the Brazilian strategy to overcome extreme poverty²², performing its tasks in strong coordination with the different partners of the Plan, mentioned in this article.

Sesep worked together with states and municipalities, supporting the operation of the Plan, discussing solutions to potential difficulties and assisting in their implementation, responding to demands and providing detailed information regarding the results on a state and municipal level²³. This activity is carried out both through direct contracts as well as electronic tools especially developed for such a purpose.

It was common for Sesep officials to travel to states and municipalities with the purpose of discussing the implementation of the Plan or one of its initiatives, especially for Brazil without Extreme Poverty Pronatec, which requires frequent contacts to promote agreement among the offering entities, the state and municipal public entities, workers and the private sector.

Constant dialogue with civil society, through the activities considered in a detailed social participation plan prepared jointly with the General Secretariat of the Presidency of the Republic, also appeared as a power of the secretariat, as well as the dialogue with academia regarding the most diverse matters related to poverty

²² Sesep was created by Decree n° 7.493, of June 2, 2011, the same date as the Decree n° 7.492, which created the Brazil without Extreme Poverty Plan.

²³ The activities of federal articulation are explored in the article "The federal articulation of the Brazil without Extreme Poverty Plan". at the website http://www.mds.gov.br/webarquivos/publicacao/brasil_sem_miseria/livro_o_brasil_sem_miseria/livro_o_brasil_sem_miseria2.pdf

- including income, education, health and social assistance-- and the relationship with representatives of foreign governments interested in the Brazilian strategy to overcome extreme poverty.

In regards to the management, monitoring and assessment activities of the Plan actions, in articulation with the other activity areas of the federal government, Sesep worked in themed situation rooms; holding regular meetings with the participation of representatives from the different agencies of the federal governments and other stakeholders involved. Upon establishing the situation rooms and other intensive management procedures, Brazil without Extreme Poverty looked for inspiration in the experience of the Growth Acceleration Plan (PAC).

The situation rooms - each of them regarding a specific area, and formed by a different intersectoral team-- are forums of an informational and managerial character which allow for the detailed monitoring of actions; contemplating possible restrictions, delays, potential risks and results obtained. Meetings were held on a monthly or bi-monthly basis, depending on the action, and the information gathered allowed for important decisions to be made in the Plan.

The Brazil without Extreme Poverty Plan initially considered the creation of 13 situation rooms for intensive action management: literacy and full-time education, social assistance, Brasil Carinhoso Action, solidary economy, entrepreneurship, professional qualification, Water for All Program, support for production and trade (family farming), settlements and camps, indigenous peoples and the Bolsa Verde Program. In the case of the Bolsa Família, Crescer, My House My Life, Light for All, and the Active Search (*Busca Ativa*); there are monitoring mechanisms in place, but the need to establish a more in-depth follow-up via situation rooms was not seen.

Subsequently, monitoring routines and bi-lateral meetings prevented some situation rooms from taking place. For instance, we can mention those related to education, health and social assistance.

Transparency is a value that has always guided the activities of Sesepe, which disclosed consolidated results of the actions of the Plan within the national scope every semester, in publications called “*Cadernos de Resultados*”²⁴; in addition to non-compiled information for states and municipalities every two months, through the websites of Brazil without Extreme Poverty in their respective state and municipality²⁵. There was also a monthly news bulletin sent to the partners, and the secretariat was always ready to answer questions received from the different stakeholders, including the press, through different means such as e-mail, telephone calls and letters.

As it is a coordination body, and because it does not carry out final actions, Sesepe has a relatively small team. During the first two years of the Plan, the number of officials averaged around 30. During the following year and a half, that total increased to almost 50 officials.

The national coordination structure of the Brazil without Extreme Poverty Plan inspired several states and municipalities in the creation of their own coordination and monitoring entities of the actions related to the reduction of poverty and inequality.

²⁴ Available at www.brasilsemmiseria.gov.br.

²⁵ www.brasilsemmiseria.gov.br/estados e www.brasilsemmiseria.gov.br/municipios.

ADVANTAGES AND CHALLENGES OF AN INTERSECTORAL APPROACH

Efficient use of resources

The Brazil without Extreme Poverty Plan, as it has been previously mentioned, makes use of the synergies among the different partners involved. Acting jointly in an optimized manner, all participants come together to increase the efficiency, efficacy and effectiveness of their work – one of the great advantages of the joint strategy to overcome extreme poverty. Three emblematic cases of efficient use of resources stand out in Brazil without Extreme Poverty.

The use of the magnetic card of Bolsa Família is one of them. Instead of issuing a new card to pay family farmers the grant resources of the Productive Asset Oriented Cash Transfer, another card to pay the Bolsa Verde, and a third one to pay the supplements which some states and municipalities make to the Bolsa Família, the choice was made to consolidate all payments in a single card. It is the card of the Bolsa Família, shared by the Union, states, municipalities and different programs. This saves the cost of issuing additional cards, reduces the rates charged by banks implementing the programs for each deposit made and eliminates the necessity to create exclusive programs just to manage the benefits of new programs - a task that is complex, expensive and time-consuming. Dealing with just one magnetic card also makes the lives of families much easier.

A second prime example is the use of the Single Registry for Social Programs, which provides efficiency to the Plan as it gathers together in just one mechanism the activities of the registry, diagnostic and selection of the target audience for a series of initiatives; such as the Bolsa Família, rural extension and technical assistance services, development services, construction of wells, and the registration in Brazil without Extreme Poverty Pronatec, among others. The cost to develop and maintain different information systems for each of these programs would be very

high in financial terms and likely even higher in terms of the loss of articulation and synergy opportunities, among other things.

Finally, another example of efficient use of funds is carried out by utilizing the already existent mechanisms for the direct transfer of resources from the federal government to municipalities – the “fund to fund transfers” --and other simplified transfer procedures which facilitate the delivery of resources to boost municipal actions. This doesn't occur based solely on the pre-existence of mechanisms, in the case of the funds, but is also due to the simplicity of the procedures; which do not need the preparation, signatures, management and monitoring of agreements or other forms of transferring resources among federal entities.

Such is the case, for instance, with the resources from the *Acessuas Labor*; destined to support municipalities in productive inclusion actions that are transferred by the federal government through the National Social Assistance Fund (*FNAS*). This also occurs with the supplementary resources regarding spaces occupied by children from the *Bolsa Família* in the nurseries of the municipal networks of childhood education, transferred within the operational structure of the National Foundation for Educational Development (*FNDE*), with simplified procedures for registration and accountability. A similar situation was already taking place before Brazil without Extreme Poverty, with the transfers for full-time schools in the More Education Program and with the transfers to strengthen the state and municipal management of the Single Registry and the *Bolsa Família*.

Brazil without Extreme Poverty Pronatec is a case with even greater simplification, because it does not require the transfer of financial resources to states and municipalities to fund professional qualifications. Courses are paid directly to the offering entities by the MEC, without the need for any agreement or arrangement by the states or municipalities. That way, local governments can focus their efforts on other activities, such as; the mobilization and guidance of the target audience, monitoring the quality of the courses, assessing their suitability to the needs of the students and the local economy, as well as following up on the situation of students

and graduates. For all these activities, municipal governments can use resources transferred by the *Acessuas Labor*, as mentioned above.

Challenges of an intersectoral approach

More than sought after, intersectoral action is necessary, and has been enjoying optimal results. But it does not happen seamlessly, because the agencies and entities of the Public Administration are not structured to work that way. Most of the time, they are designed to be independent, self-sufficient units. This explains why, as much as the joint formulation and shared use of tools and systems facilitates and enhances the actions of each agency involved in the Brazil without Extreme Poverty Plan, operational mechanisms almost never follow such optimized and integrated paths to work.

Once again, let's take the example of the nurseries in *Brasil Carinhoso*. One of the main obstacles mentioned by municipal education secretariats for quality improvement in attention was the impossibility of using the resources transferred by the federal government for the purchase of essential supplies such as diapers, diaper rash ointments and other products that are not acknowledged as expenses within the area of education. The social assistance area ceased to manage nurseries and pre-schools in 1996²⁶, when they became part of the first stage of elementary education, forming the schooling system and clearly becoming a power of the educational area instead of an assistance area, which no longer had permission to fund it. *Brasil Carinhoso* then created a mechanism for the resources of Brazil without Extreme Poverty to be decentralized for the educational area within the federal scope, and then transferred to municipalities, making the purchase of such supplies possible.

²⁶ Law n° 9.394, of December 20, 1996 (*Law of National Education Guidelines and Framework*).

Nobody denies that diapers are necessary, but the issue is that, at the time this article was written, they were not acknowledged as an input for education, and the other areas were not formally designed to finance supplies for nurseries. In brief, the infamous “petty cash” which separates the areas of activity within the Public Administration placed barriers on accounting for resources and their up-front use, and almost caused the component of nurseries in Brasil Carinhoso- an extremely important action in reducing extreme poverty in early childhood- to be unfeasible.

The experience of the Brazil without Extreme Poverty Plan has been proving that, beyond an intersectoral approach in planning, it is necessary to find the means to implement actions in such a manner, and to “split the bill” as well as the performance responsibility. Up until now, the search for *ad hoc* solutions to problems has been the rule. Hopefully, in the future, it will be possible to find a better balance between the inherent strictness of control and the flexibility desired for agencies to be able to accommodate the needs of intersectoral actions.

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ANNEX

Table 1 - Budgetary implementation of Brazil Without Extreme Poverty
(2011 - Nov. 20 2014)

Source: General Budget of the Union.

Organ / Program / Action			Allocation Initial (A)	Allocation Current (B)
MAP		Agriculture	32,883,845	32,773,845
	2042	Innovations for Agriculture and Livestock	32,883,845	32,773,845
	8924	Transfer of Technologies Developed for Agriculture and -Livestock	32,883,845	32,773,845
		0002 – IMPLEMENTATION? OF UNITS OF TECHNOLOGICAL REFERENCE	32,883,845	32,773,845
MF		Farms	713,226,137	885,626,528
	0911	Special Operations - Remuneration of Financial Agents	713,226,137	885,626,528
	00M4	Remuneration for Financial Agents	713,226,137	885,626,528
MTE		Labor	325,423,299	325,927,787
	2029	Solidarity-based Economy and Sustainable Regional, Territorial Development	169,088,733	169,593,221
	20YT	Development and Strengthening of Solidarity-based Economic Enterprises and Their Cooperation Networks	127,637,697	128,037,697
		0001 - DEVELOPMENT FOR SOLIDARITY-BASED FINANCES - BRAZIL WITHOUT EXTREME POVERTY	51,920,234	47,983,611
		0003 - TRAINING OF TRAINERS, EDUCATORS AND	17,791,509	17,791,509

	Pledged (D)	Liquidated (E)	Payment (F)	(%) (G=D/B)	(%) (H=E/B)	(%) (I=F/B)
	16,321,234	7,530,173	7,183,319	50%	23%	22%
	16,321,234	7,530,173	7,183,319	50%	23%	22%
	16,321,234	7,530,173	7,183,319	50%	23%	22%
	16,321,234	7,530,173	7,183,319	50%	23%	22%
	577,649,296	356,622,529	305,851,752	65%	40%	35%
	577,649,296	356,622,529	305,851,752	65%	40%	35%
	577,649,296	356,622,529	305,851,752	65%	40%	35%
	264,928,517	84,530,035	72,307,665	81%	26%	22%
	151,134,525	50,002,383	44,103,247	89%	29%	26%
	127,834,035	41,723,028	37,279,719	100%	33%	29%
	53,378,792	19,175,177	19,175,177	111%	40%	40%
	17,301,279	1,417,400	448,400	97%	8%	3%

		0004 - PROMOTION OF CERTIFICATION OF PROCESSES AND PRODUCTS	4,500,000	3,605,233
		0005 - PROMOTION OF AND TECHNICAL ADVICE FOR ENTERPRISES	20,527,596	24,864,219
		0006 - DEVELOPMENT FOR ECON. ENTERPRISE SEEDERS	16,498,086	16,572,708
		0007 - NATIONAL ORGANIZATION OF THE SALE OF THE P	16,400,272	17,220,417
	20ZL	Strengthening of the Institutionalization of the National Policy of Solidarity-based Economy	41,451,036	41,555,524
		0003 - PROMOTION OF LOCAL DEVELOPMENT AND THE ECONOMY	22,917,500	23,021,988
		0004 - INSTALLATION OF MULTI-FUNCTIONAL SPACES OF ECO	18,533,536	18,533,536
	2067	Solid Waste	156,334,566	156,334,566
	8274	Development for the Organization and the Development of Cooperatives Acting with Solid Waste	156,334,566	156,334,566
		0001 - BRAZIL WITHOUT EXTREME POVERTY	156,334,566	156,334,566
MMA		Environment	491,907,705	501,907,705
	2018	Biodiversity	261,020,400	271,020,400
	20VP	Support for Environmental Preservation and Eradication of Extreme Poverty - Green Allowance	261,020,400	271,020,400
		0001 - PAYMENT TO FAMILIES IN EXTREME POVERTY	250,406,400	248,567,927
		0002 - REGISTRATION, OPERATIONS AND MONITORING	10,614,000	22,452,473
	2069	Food and Nutritional Security	230,887,305	230,887,305
	8695	Water Desalination - Fresh Water - Brazil Without Extreme Poverty Plan	230,887,305	230,887,305
		0001 - WATER DESALINATION - FRESH WATER- BR PLAN	230,887,305	230,887,305

	2,319,968	1,693,233	1,693,233	64%	47%	47%
	24,764,512	6,910,908	3,839,138	100%	28%	15%
	13,976,394	3,801,902	3,399,363	84%	23%	21%
	16,093,090	8,724,408	8,724,408	93%	51%	51%
	23,300,490	8,279,355	6,823,528	56%	20%	16%
	13,270,235	5,834,791	5,432,564	58%	25%	24%
	10,030,255	2,444,564	1,390,964	54%	13%	8%
	113,793,992	34,527,652	28,204,418	73%	22%	18%
	113,793,992	34,527,652	28,204,418	73%	22%	18%
	113,793,992	34,527,652	28,204,418	73%	22%	18%
	371,225,557	181,043,768	181,043,325	74%	36%	36%
	179,504,834	163,203,393	163,202,950	66%	60%	60%
	179,504,834	163,203,393	163,202,950	66%	60%	60%
	162,826,604	155,512,525	155,512,525	66%	63%	63%
	16,678,230	7,690,868	7,690,425	74%	34%	34%
	191,720,723	17,840,375	17,840,375	83%	8%	8%
	191,720,723	17,840,375	17,840,375	83%	8%	8%
	191,720,723	17,840,375	17,840,375	83%	8%	8%

Organ / Program / Action			Allocation Initial (A)	Allocation Current (B)
MDA		Agrarian Dev.	1,358,877,102	1,257,165,142
	2012	Family Farming	1,011,032,368	946,332,908
	2100	Technical Assistance and Rural Extension for Family Farming	679,566,468	554,867,008
		0003 - BRAZIL WITHOUT EXTREME POVERTY - TECHNICAL ASSISTANCE AND RURAL EXTENSION	594,978,711	494,978,711
		0005 - BRAZIL WITHOUT EXTREME POVERTY - EDUCATION AND TRAINING OF	15,428,000	12,900,000
		0009 - BRAZIL WITHOUT EXTREME POVERTY - TECHNICAL ASSISTANCE AND***	38,908,238	28,988,297
		000E - BRAZIL WITHOUT EXTREME POVERTY - TECHNICAL ASSISTANCE AND***	30,251,519	18,000,000
	210S	Technical Assistance and Rural Extension for Agrarian Reform	265,883,000	325,883,000
		0002 - BRAZIL WITHOUT EXTREME POVERTY - TECHNICAL ASSISTANCE AND	265,883,000	325,883,000
	210W	Support for the Economic Organization and Promotion of Citizenship for Rural Women	65,582,900	65,582,900
		0004 - BRAZIL WITHOUT EXTREME POVERTY - DOCUMENTATION OF WORKERS	65,582,900	65,582,900
	2069	Food and Nutritional Security	347,844,734	310,832,234
	2B81	Acquisition of Food from Family Farming - PAA	347,844,734	310,832,234
		0001 - BRAZIL WITHOUT EXTREME POVERTY - ACQUISITION OF FOOD	319,966,434	284,590,434
		0002 - BRAZIL WITHOUT EXTREME POVERTY - OPERATION OF THE ACQ	27,878,300	26,241,800
MI		National Integration	4,730,582,116	4,492,635,197
	2029	Solidarity-based Economy and Sustainable Regional and Territorial Development	405,920,477	431,838,766

	Pledged (D)	Liquidated (E)	Payment (F)	(%) (G=D/B)	(%) (H=E/B)	(%) (I=F/B)
	715,639,594	157,445,336	152,124,724	57%	13%	12%
	631,148,932	87,605,434	83,957,104	67%	9%	9%
	291,743,669	11,107,315	11,107,315	53%	2%	2%
	260,610,088	3,374,290	3,374,290	53%	1%	1%
	8,795,138	6,000,000	6,000,000	68%	47%	47%
	18,376,638	1,733,025	1,733,025	-	-	-
	3,961,805	-	-	22%	0%	0%
	300,933,452	56,675,240	53,241,776	92%	17%	16%
	300,933,452	56,675,240	53,241,776	92%	17%	16%
	38,471,811	19,822,879	19,608,013	59%	30%	30%
	38,471,811	19,822,879	19,608,013	59%	30%	30%
	84,490,662	69,839,902	68,167,620	27%	22%	22%
	84,490,662	69,839,902	68,167,620	27%	22%	22%
	83,692,723	69,067,631	67,398,857	29%	24%	24%
	797,939	772,271	768,763	3%	3%	3%
	3,636,933,083	1,382,089,897	1,233,902,463	81%	31%	27%
	313,328,794	42,266,975	37,192,777	73%	10%	9%

20N7	Provision of Productive Infrastructure for Local Productive Enterprises - Apls - Brazil Without Extreme Poverty Plan	294,245,225	319,463,514
	0001 - PROVISION OF PRODUCTIVE INFRASTRUCTURE FOR	279,062,012	304,458,674
	0002 - PROVISION OF PRODUCTIVE INFRASTRUCTURE FOR	15,183,213	15,004,840
20N8	Promotion of Initiatives for the Improvement of Production and Market Insertion - Brazil Without Extreme Poverty Plan	81,790,547	82,340,547
	0001 - PROMOTION OF INITIATIVES FOR THE IMPROVEMENT	81,790,547	82,340,547
20N9	Support for Association and Cooperation - Brazil Without Extreme Poverty Plan	29,884,705	30,034,705
	0001 - SUPPORT FOR ASSOCIATION AND COOPERATION- PL	29,884,705	30,034,705
2069	Food and Nutritional Security	4,324,661,639	4,060,796,431
12QC	Installation of Works and Equipment for Water - Brazil Without Extreme Poverty Plan	4,324,661,639	4,060,796,431
	0000 - VALUE NOT INDICATED	4,324,661,639	4,060,796,431
MDS	Social Development and Fight against Hunger	99,686,364,324	108,199,770,405
2019	Family Allowance	80,350,732,014	87,997,685,887
20IT	Perfecting the promotion of information from the PBF and the Single Registry	37,538,500	36,286,575
	0001 - BRAZIL WITHOUT EXTREME POVERTY	37,538,500	36,286,575
6414	National System for the Identification and Selection of the Target Audience for the Social Programs of the Federal Government - Single Registry	82,502,014	84,647,812
	0001 - BRAZIL WITHOUT EXTREME POVERTY	82,502,014	84,647,812

	245,915,187	24,410,469	21,827,009	77%	8%	7%
	238,218,204	20,294,645	17,821,133	78%	7%	6%
	7,696,983	4,115,824	4,005,876	51%	27%	27%
	50,208,236	14,650,664	12,224,701	61%	18%	15%
	50,208,236	14,650,664	12,224,701	61%	18%	15%
	17,205,371	3,205,842	3,141,067	57%	11%	10%
	17,205,371	3,205,842	3,141,067	57%	11%	10%
	3,323,604,289	1,339,822,922	1,196,709,686	82%	33%	29%
	3,323,604,289	1,339,822,922	1,196,709,686	82%	33%	29%
	3,323,604,289	1,339,822,922	1,196,709,686	82%	33%	29%
	104,022,737,435	99,343,522,902	99,382,365,104	96%	92%	92%
	87,810,159,500	86,050,451,457	86,046,469,158	100%	98%	98%
	21,597,393	8,356,330	8,356,330	60%	23%	23%
	21,597,393	8,356,330	8,356,330	60%	23%	23%
	54,420,951	43,303,243	44,418,500	64%	51%	52%
	54,420,951	43,303,243	44,418,500	64%	51%	52%

8442	Income Transfer Directly to Families in Poverty and Extreme Poverty (Law n° 10.836, of 2004)	78,155,330,000	85,877,420,000
	0001 - BRAZIL WITHOUT EXTREME POVERTY	78,155,330,000	85,877,420,000
8446	Support Service for the Decentralized Management of the Family Allowance Program	2,075,361,500	1,999,331,500
	0001 - BRAZIL WITHOUT EXTREME POVERTY	2,075,361,500	1,999,331,500
2029	Solidarity-based Economy and Sustainable Regional and Territorial Development	531,419,257	418,339,442
20GG	Development, Occupational Training, Intermediation and Technical Assistance for Solidarity-based and Popular Enterprises and Workers	531,419,257	418,339,442
	0001 - BRAZIL WITHOUT EXTREME POVERTY	531,419,257	418,339,442
2030	Elementary Education	896,800,000	1,543,977,000
20TR	Support for the Maintenance of Childhood Education (MDS)	896,800,000	1,543,977,000
	0001 - BRAZIL WITHOUT EXTREME POVERTY - SUPPORT TO THE MAINTENANCE OF	896,800,000	1,543,977,000
2037	Strengthening of the Unified Social Assistance System (SUAS)	9,427,570,734	9,617,892,854
20V5	Supplementary actions of Basic Social Protection	240,000,000	240,000,000
	0001 - BRAZIL WITHOUT EXTREME POVERTY	240,000,000	240,000,000
2A60	Basic Social Protection Services	4,401,135,983	4,650,184,816
	0001 - BRAZIL WITHOUT EXTREME POVERTY	4,401,135,983	4,650,184,816
2A65	Medium Complexity Special Social Protection Services	2,655,088,344	2,636,327,273

	85,822,358,332	84,364,521,333	84,364,521,333	100%	98%	98%
	85,822,358,332	84,364,521,333	84,364,521,333	100%	98%	98%
	1,911,782,824	1,634,270,551	1,629,172,995	96%	82%	81%
	1,911,782,824	1,634,270,551	1,629,172,995	96%	82%	81%
	127,552,999	100,354,247	100,354,247	30%	24%	24%
	127,552,999	100,354,247	100,354,247	30%	24%	24%
	127,552,999	100,354,247	100,354,247	30%	24%	24%
	1,514,031,600	1,472,093,474	1,472,093,474	98%	95%	95%
	1,514,031,600	1,472,093,474	1,472,093,474	98%	95%	95%
	1,514,031,600	1,472,093,474	1,472,093,474	98%	95%	95%
	8,273,328,637	6,885,794,940	6,902,563,635	86%	72%	72%
	238,160,863	155,137,114	155,137,114	99%	65%	65%
	238,160,863	155,137,114	155,137,114	99%	65%	65%
	4,275,679,318	3,744,243,197	3,744,243,197	92%	81%	81%
	4,275,679,318	3,744,243,197	3,744,243,197	92%	81%	81%
	2,170,620,631	1,867,338,368	1,867,204,168	82%	71%	71%

		0001 - BRAZIL WITHOUT EXTREME POVERTY	1,563,154,544	1,588,731,419	
		0002 - LIVING WITHOUT LIMITS - DAY CENTERS	25,920,000	25,920,000	
		0004 - CRACK, IT CAN BE DEFEATED - SOCIAL APPROACH	60,820,000	60,820,000	
		0005 - STRATEGIC ACTIONS TO FACE THE W***	1,005,193,800	960,855,854	
	2A69	High Complexity Special Social Protection Services	785,553,332	779,300,034	
		0001 - BRAZIL WITHOUT EXTREME POVERTY	765,061,741	757,088,443	
		0003 - LIVING WITHOUT LIMITS - INCLUSIVE RESIDENCES	20,491,591	22,211,591	
	2B30	Structuring of the Network of Basic Social Protection Services	347,137,711	394,014,987	
		0001 - BRAZIL WITHOUT EXTREME POVERTY	347,137,711	394,014,987	
	2B31	Structuring of the Network of Special Social Protection Services	207,510,000	216,482,500	
		0001 - BRAZIL WITHOUT EXTREME POVERTY	207,510,000	216,482,500	
	8893	Support to the Social Organization, Management and Monitoring of the Territory, within the scope of the Unified Social Assistance System - SUAS	791,145,364	701,583,244	
		0001 - BRAZIL WITHOUT EXTREME POVERTY	791,145,364	701,583,244	
	2062	Promotion of the Rights of Children and Adolescents	97,000,000	88,063,310	
	8662	Concession of Allowance for families with children and adolescents identified in the Workforce	97,000,000	88,063,310	

	1,244,096,967	1,077,958,368	1,077,824,168	78%	68%	68%
	16,500,000	8,990,000	8,990,000	64%	35%	35%
	35,625,000	35,455,000	35,455,000	59%	58%	58%
	874,398,664	744,935,000	744,935,000	91%	78%	78%
	650,353,217	484,223,677	484,147,124	83%	62%	62%
	631,223,217	466,893,677	466,817,124	83%	62%	62%
	19,130,000	17,330,000	17,330,000	86%	78%	78%
	256,655,314	117,275,923	117,275,923	65%	30%	30%
	256,655,314	117,275,923	117,275,923	65%	30%	30%
	147,387,474	61,937,674	94,989,764	68%	29%	44%
	147,387,474	61,937,674	94,989,764	68%	29%	44%
	534,471,820	455,638,987	439,566,345	76%	65%	63%
	534,471,820	455,638,987	439,566,345	76%	65%	63%
	49,309,720	42,014,602	41,802,402	56%	48%	47%
	49,309,720	42,014,602	41,802,402	56%	48%	47%

		0001 - BRAZIL WITHOUT EXTREME POVERTY	97,000,000	88,063,310
	2069	Food and Nutritional Security	8,239,544,462	8,395,239,437
	20GD	Promotion of the Production and Structuring Production of Indigenous Peoples, Traditional Communities and Family Farmers (Comunidades Tradicionais e Agricultores Familiares)	817,097,200	812,667,367
		0002 - PROMOTION OF RURAL PRODUCTIVE ACTIVITIES - BSM	732,397,200	727,967,367
		0003 - SUPPORT for THE STRUCTURING OF FAMILY PRODUCTION	72,700,000	72,700,000
		0004 - SUPPORT for FOOD AND NUTRITIONAL SECURITY ACTIONS	12,000,000	12,000,000
	2792	Distribution of Food to Specific Populations Groups	302,000,000	302,000,000
		0001 - DISTRIBUTION OF FOOD TO SPECIFIC POPULATION GROUPS	302,000,000	302,000,000
	2798	Acquisition of Food from Family Farming	4,350,928,186	3,888,237,692
		0002 - OPERATION OF FOOD ACQUISITION	294,676,264	241,248,638
		0003 - FOOD ACQUISITION - BSM	4,056,251,922	3,646,989,054
	8929	Installation and Qualification of Public Services and Equipment to Support the Production, Supply and Consumption of Food	328,722,160	398,774,114
		0001 - BRAZIL WITHOUT EXTREME POVERTY	328,722,160	398,774,114
	8948	Access to Water for Food Production	2,440,796,916	2,993,560,264
		0001 - ACCESS TO WATER FOR HUMAN CONSUMPTION**	1,195,796,916	1,446,271,669

	49,309,720	42,014,602	41,802,402	56%	48%	47%
	6,152,272,118	4,715,397,749	4,741,673,512	73%	56%	56%
	374,758,040	226,160,945	290,180,365	46%	28%	36%
	356,771,426	221,785,164	285,804,584	49%	30%	39%
	14,995,455	3,665,955	3,665,955	21%	5%	5%
	2,991,159	709,826	709,826	25%	6%	6%
	211,402,344	196,595,680	154,278,086	70%	65%	51%
	211,402,344	196,595,680	154,278,086	70%	65%	51%
	2,854,589,487	2,271,880,479	2,210,201,416	73%	58%	57%
	80,759,953	30,608,486	30,322,891	33%	13%	13%
	2,773,829,534	2,241,271,993	2,179,878,525	76%	61%	60%
	245,465,501	106,225,460	106,225,460	62%	27%	27%
	245,465,501	106,225,460	106,225,460	62%	27%	27%
	2,466,056,746	1,914,535,185	1,980,788,185	82%	64%	66%
	1,179,636,848	937,348,267	937,348,267			

		0002 - ACCESS TO WATER FOR FOOD PRODUCTION	1,245,000,000	1,547,288,595
	2122	Program of Management and Maintenance of the Ministry of Social Development and Fight against Hunger	143,297,857	138,572,475
	4641	Public Utility Promotion	96,716,465	88,666,465
		0001 - BRAZIL WITHOUT EXTREME POVERTY	96,716,465	88,666,465
	4923	Assessment and monitoring of Policies of Social Development and Fight against Hunger	46,581,392	49,906,010
		0001 - BRAZIL WITHOUT EXTREME POVERTY	46,581,392	49,906,010
Total			107,339,264,528	115,695,806,609

Source: General Budget of the Union.

	1,286,419,898	977,186,918	1,043,439,918	83%	63%	67%
	96,082,861	77,416,433	77,408,676	69%	56%	56%
	65,536,469	52,845,896	52,838,139	74%	60%	60%
	65,536,469	52,845,896	52,838,139	74%	60%	60%
	30,546,392	24,570,537	24,570,537	61%	49%	49%
	30,546,392	24,570,537	24,570,537	61%	49%	49%
	109,605,434,716	101,512,784,640	101,334,778,352	95%	88%	88%

THE BOLSA FAMÍLIA PROGRAM AND THE FIGHT TO OVERCOME EXTREME POVERTY IN BRAZIL

*Luis Henrique Paiva, Leticia Bartholo, Joana Mostafa, Juliana Picoli Agatte,
Celso Lourenço Moreira Corrêa and Walter Shigueru Emura*

THE SINGLE REGISTRY AS THE BASE OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN

The Brazil without Extreme Poverty Plan (BSM) was structured in a threefold strategy. The first strategy is focused on guaranteeing access to income for populations in extreme poverty, particularly through the transfers of the Bolsa Família Program and the Continuous Welfare Benefit for the Elderly and Disabled (*Benefício de Prestação Continuada*). The second strategy sought to guarantee access for that same target audience to essential health services, education and social assistance, among others. Finally, the third one sought to define clear strategies to improve the productive integration of adults from extremely poor families. Brazil without Extreme Poverty was not only structured along the three dimensions that had already guided the creation of the Bolsa Família Program years before (access to income; to health and educational services, through conditionality; and supplementary actions, focused on improving the short-term prospects of such families in the labor market); it also greatly reinforced such dimensions; both through the re-design of Bolsa Família and

through the inclusion, organization and even creation of a series of government actions and programs focused on that target audience.

A bold plan such as Brazil without Extreme Poverty would need to be based on an equally bold strategy: the so-called *Busca Ativa* (Active Search), understood as a structural change in the position of the State; from a reactive State, which waits for population's demands, to an active public power, which seeks to understand and tend to the needs of the most vulnerable people.

The fundamental mechanism for this change of position was the Single Registry for Social Programs of the Federal Government. The Single Registry always had the purpose of allowing for the convergence of actions for the poorest groups, reducing historical fragmentation in the implementation of social policies, along with acting as an instrument to express the demands of those with the greatest difficulties in expressing themselves and petition them from the public power; therefore enabling the State to act based on such information.

As a result, the slogan "To know to include" marked the development of the 7th version of the Single Registry at the end of 2010, and implemented throughout 2011. As a result, the Active Search and the Single Registry fit perfectly well into the vision of promoting the coordination of public policies for the most vulnerable populations, providing support for the entire Brazil without Extreme Poverty Plan.

In its launching, the Plan found the Single Registry in a position to provide support: the new version of its form and online operating system had already been launched in December 2010 and met the minimum conditions to be introduced in all Brazilian municipalities. That was mostly carried out in 2011. This new version had an extensive preparation strategy for the training of those responsible for collecting and inputting data, reinforcing the reliability of the information. This also gave rise to the possibility of more accurately identifying some members of the population who face specific situations of vulnerability.

Brazil without Extreme Poverty, consequently, brought to the Registry the possibility to actually carry out its objectives. The Active Search reflected the State's effort to take the Single Registry and the programs which use it straight to the citizens, which essentially required guaranteeing that extremely poor families were registered in the Single Registry, with updated information.

One of the mechanisms to make such an objective feasible was the change in the transfer of support funds to municipalities and states for the management of the Bolsa Família Program and of the Single Registry, through the Decentralized Management Index of the Unified Social Assistance Program (*Índice de Gestão Descentralizada* – IGD). First, there was a strong increase in the amount of resources transferred. There were also changes in the calculation formula for the transfers, which began to consider not only the beneficiary families of the Program, but all those registered in the Single Registry with an income of up to half of the minimum monthly salary *per capita*¹.

The resource transfer of the IGD is done through the National Social Assistance Fund. The index measures the performance of municipalities, states and of the Federal District within the scope of the results regarding the activities for the registration and updating of records, and for the follow-up of the health and education conditionality of the Bolsa Família Program. The result achieved by the federal entities determines the amount of resources to be transferred every month.

All 5,570 municipalities and 26 Brazilian states, as well as the Federal District, can receive financial support, provided that they achieve minimum performance indices in the decentralized management of the Single Registry and the Bolsa Família, as measured by the IGD.

¹ Portaria GM/MDS n° 319, of November 29, 2011.

The mechanism was created back in 2006, due to the need of the federal government to support the federal entities in taking on new essential roles to achieve the goals of the Bolsa Família Program and the Single Registry; strengthening the cross-sectional and inter-federal relations that guarantee the success of such public policies. Without the financial support of the Union to the federal entities, there would be further limitations for them to face the responsibilities assumed at the time of joining the Program.

Until the end of 2011, the calculation of the resources to be transferred to municipalities and the Federal District took into account the index attained by the federal entity (the IGD itself), the financial multiplier – the value of which was R\$ 2.50 – and the number of beneficiary families included in the payroll of the Bolsa Família of the month prior to the reference month used in the calculation, up to the limit of the estimate of poor families in the municipality, published by the Ministry of Social Development and Fight against Hunger (MDS).

With the launching of the Brazil without Extreme Poverty Plan in 2011, the chance was presented to perfect the calculation mechanisms of the resources to be transferred, with the municipalities carrying out in a more concrete manner the activities which had been challenges to the local management of the Bolsa Família and the Single Registry. The improvement consisted of correcting the financial multiplier, which rose from R\$ 2.50 to R\$ 3.25, as well as replacing the number by which it was multiplied; which became the number of families registered in the Single Registry with a monthly family income per capita of up to half of the minimum salary, and with updated data from the last two years, up to the limit of the estimate of the number of families identified as the target audience in the municipality.

The value added to the work of the municipalities, resulting from the improvements to the model of financial support for federal entities, led to the increase of total resources to be transferred by 75% starting in 2012. The amount of resources transferred to federal entities increased from R\$ 288.5 million in 2011 to R\$ 507 million in 2012.

Such modifications solidified the support from the federal government and aligned it with the new efforts and actions focused on overcoming extreme poverty in the entire national territory, enhancing the work of the Active Search of poor families in the municipalities for their inclusion in the Single Registry. With that, the number of low-income families recorded² rose from 18.5 million in June 2011 to 24.0 million in June 2014.³ Taking into account all records, almost 40% of the Brazilian population had been identified, with the possibility to access over 20 social programs at the federal level alone.

There was also a careful effort in the identification⁴ of families from traditional sectors or specific populations, who are in more vulnerable situations and are affected by the experience of various prejudices, as well as linguistic, cultural and political differences regarding the public agents and teams (and, often, in regards to other members of society). This work began back in 2004 with the possibility of identifying indigenous peoples and *quilombolas*, but the consolidation of its mechanisms, strategies and standards only took place after the implementation of the 7th Version of the Single Registry. The application of this version, within a context of intense dialogue with civil society, was fundamental for the appropriate mobilization and collection of the information which today allows the Brazilian State to identify 15 traditional or specific groups of the population and to act to improve their living conditions.

Beyond the traditional groups, such as indigenous peoples, *quilombolas*, gypsies and *ribeirinhos*; families who are in specific situations, often transitory ones, but which

2 This makes reference only to the records updated over the last 48 months, as others are not considered for purposes of the implementation of public policies. That only references families with a monthly income of up to half of the minimum salary.

3 Including all income levels and only the records that were updated at least once over the last few years.

4 This makes reference to a mark made in a specific field of the Single Registry form, making it clear to the public power that a specific family is part of a specific population or traditional segment.

constitute a particular way of living or who are targets of prejudice or vulnerability due to a certain situation are also identified. The homeless population falls within this category, for instance, as well as collectors of recyclable materials and families with relatives in the prison system. In June 2014, there were 1.27 million families from 15 specific or traditional population groups registered in the Single Registry (slightly more than 5% of the total 24 million families registered⁵). Close to 90% of those 1.27 million families (more specifically, 1.15 million) were identified between June 2011 and June 2014; that is, in the three years after implementing the Brazil without Extreme Poverty Plan. This growth also shows the continuous effort of the Ministry of Social Development and Fight against Hunger in validating the information from the Single Registry through the decentralization and distribution of the social assistance teams throughout the territory; better informed of the situations experienced by the population, as well as enabling further access for people with limited mobility.

Beyond the progress in the identification of specific and traditional populations and groups, the new version of the Single Registry form also prompted the registration of people without civil documentation, substantially improved the identification of people with disabilities, and standardized the addresses of the families. Furthermore, in 2014, a crucial step was taken for the geo-reference of the information in the Single Registry based on information from the census sectors, as defined by the Brazilian Institute of Geography and Statistics (IBGE). That significantly enhanced the use of the Single Registry at the intra-municipal level, for the planning and management of public policies.

The myriad of social-economic information of the Single Registry allowed Brazil without Extreme Poverty to tackle poverty not only regarding its dimension of income insufficiency, but also in regards to its other aspects. It allowed for bringing

5 Considering only families with their record outdated by up to 48 months.

integral education to the schools where most of the children are beneficiaries of the Bolsa Família Program, as well as adjusting the technical training courses to the profile of the poorest groups, and encouraged them to register. It also brought cisterns to those who still did not have clean water to drink and electricity for children still studying by the light of oil lamps. Moreover, if the Single Registry provided all this support to Brazil without Extreme Poverty, it was only because the Plan accepted it and bet on its potential, in a perfect symbiosis of combating poverty.

INCOME SECURITY AND CHANGES IN THE BENEFITS OF THE BOLSA FAMÍLIA

The design of the benefits of the Bolsa Família also went through changes as a result of the Brazil without Extreme Poverty Plan. The goal to overcome extreme poverty within a short period of time implied, in the first place, acknowledging the existence of extremely poor families who were not yet participating in the Program. It was also necessary to acknowledge that many beneficiaries of the Program remained in extreme poverty, even while receiving the monetary benefit; that is, the transferred amounts, in addition to the original income of the families, were still insufficient for them to cross the poverty threshold established by the Plan, which at the time was R\$ 70 *per capita* per month.

If the first acknowledgment led to the strategy of the Active Search for registering and updating the records, the second one led to important changes in the benefits paid by Bolsa Família. Thus, the first step in addressing the new challenges came before the official launching of the Plan: the announcement of the readjustment of the benefits, made in the first half of 2011. Assessments carried out at the time indicated that extreme poverty in Brazil was focused on children and adolescents. The readjustments established by Decree n° 7.447, of March 2011, increased the values of the Basic Benefit from R\$ 68 to R\$ 70; of the Variable Youth Benefit (*Benefício Variável Vinculado ao Adolescente – BVJ*) from R\$ 33 to R\$ 38 and,

notably, of the Variable Benefits, directed towards children and adolescents up to 15 years of age, from R\$ 22 to R\$ 32. The nominal readjustment of the variable benefits was greater than 45%, with the aim of serving that sector of the population, considering its relevance for overcoming extreme poverty.

Such readjustments increased the transfers of the Bolsa Família from R\$ 1.22 billion in March 2011 to R\$ 1.46 billion in April 2011. The average benefits received by the families in the Program grew 19%, increasing from R\$ 95 to R\$ 113 within the indicated months.

During the second semester of 2011, the following was announced: the increase in the maximum number of variable benefits per family, which increased from three to five, and the implementation of the Nursing Woman Variable Benefit (*Benefício Variável Nutriz – BVN*) and the Pregnant Woman Variable Benefit (*Benefício Variável à Gestante – BVG*); intended for the beneficiary families in poverty or extreme poverty who have children between 0 and 6 months old and/or pregnant women between 14 and 44 years old. Such benefits were established with the purpose of increasing protection for mothers and newborns during pregnancy and the child's first few months of life.

A measure consolidating the Bolsa Família as a relevant element of the Brazilian social protection system was the creation of the so-called “guaranteed return”, which guarantees beneficiary families who leave the Program voluntarily the right to immediate return to the Bolsa Família, in case they once again qualify for the Program within a period of up to 36 months. The intention of such measure was to provide the family with the necessary assurance to take the opportunities to improve their lives, without fearing having to go through the time-consuming standard cycle of benefit granting, in the case of an eventual return to poverty or extreme poverty.

The “guaranteed return”, thus, supplements another measure in use since 2009, which has the intention of ensuring the continuity of the benefits for families earning more than the eligibility income. This is the “rule of permanence”, which

guarantees beneficiary family almost two years of benefits in case the *per capita* income of the family exceeds the eligibility income, for up to a limit of one half of the minimum salary. This measure guaranteed protection for beneficiaries of the Program concerning the instability of their income while their income situation improved. According to data from April 2014, 1.27 million families of the Bolsa Família were making use of the rule of permanence; 936.5 thousand of which had already been doing so for over 6 months.

However, the main change in the benefits of the Bolsa Família on the road to eradicating extreme poverty was the creation of the Benefit to Overcome Extreme Poverty (*Benefício de Superação da Extrema Pobreza – BSP*), in the midst of Brasil Carinhoso Action⁶, launched in May 2012. It is intended to benefit families which, upon adding up their own income and the traditional benefits of the Bolsa Família, continued to have a *per capita* family income equal to or lower than the official extreme poverty line. Thus, the new benefit added additional value for the beneficiary families to rise above the extreme poverty line, which is currently R\$ 77 per month per person⁷.

The payment of the Benefit to Overcome Extreme Poverty was implemented in three phases. The first one began in June 2012, reaching families with children of up to 6 years old. In December 2012, the benefit began to serve families with children and adolescents of up to 15 years old. In March 2013, coverage was extended to all families who remained in extreme poverty even after receiving the benefits of Bolsa Família, regardless of their composition.

6 For more information, see More information available at the website http://www.mds.gov.br/webarquivos/publicacao/brasil_sem_miseria/livro_o_brasil_sem_miseria/livro_o_brasil_sem_miseria2.pdf

7 When the Benefit to Overcome Extreme Poverty was launched, the monetary reference for the extreme poverty line was R\$ 70. The readjustment to R\$ 77 took place in June 2014. For further information regarding the definition of the extreme poverty line, see the text "The extreme poverty line and the target audience of Brazil without Extreme Poverty," in this volume.

In its first stage, after the first month the Benefit to Overcome Extreme Poverty was granted to 1.97 million families, with a total payment of close to R\$ 170 million. After the first expansion, the benefit began to cover 2.18 million families, at the cost of R\$ 330 million per month. Starting in March 2013, when the new benefit was extended to all those who were still facing extreme poverty, it reached 4.79 million families, with transfers of R\$ 400.2 million per month, representing the latest expansion of the benefit.

The measures presented were supplemented, recently, with the readjustment of benefits established by Decree n° 8.232, of April 30, 2014. The basic benefit increased from R\$ 70 to R\$ 77; variable benefits⁸ from R\$ 32 to R\$ 35; and the Variable Youth Benefit from R\$38 to R\$ 42. At the time, the per capita income level considered for the definition of the poverty and extreme poverty lines of the Program was also changed; increasing to, respectively, R\$ 154.00 and R\$ 77.00. The comparison between the payrolls of May 2014, which recorded R\$ 2.08 billion, and of June 2014, with R\$ 2.36 billion, indicated a 13.4% growth, showing once again the efforts to overcome extreme poverty in Brazil. The average benefit rose from R\$ 150 to R\$ 168, a 12.3% increase.

On the one hand, the challenges for the evolution and consolidation of the Bolsa Família Program continue to be immense, particularly in aspects regarding its operation. On the other, all of the measures adopted during the period in question contributed to the strengthening of the Brazilian social protection system by indicating a basic floor of social security benefits at a national level, reaching target groups in vulnerable situations, especially children and youth; resulting in public policies aimed at breaking the inter-generational cycle of poverty.

⁸ Paid to children and adolescents up to 15 years old, and pregnant and nursing women.

EXTENDING ACCESS TO PUBLIC SERVICES: THE IMPROVEMENT OF CONDITIONALITY AND OF THE SINGLE REGISTRY

The threefold strategy of access to services of Brazil without Extreme Poverty Plan also reinforced the scope of action of Brazil without Extreme Poverty and the Single Registry, as it was also strengthened by them. First, it challenged the Bolsa Família to increase the number of families monitored by the conditionality of the Program. Secondly, it enabled the extension of the perspective of rights within the scope of the conditionality. Finally, it made the Program useful to the direction of the health, education and social assistance services, making the Single Registry effective as an instrument for the coordination of public policies to overcome poverty in its multiple dimensions.

The reinforcement of the perspective of rights in the conditionality of the Bolsa Família

The conditionality of the Bolsa Família must be understood as a commitment assumed between the public entities and the families. There is conditionality in the areas of health and education: children and adolescents between 6 and 15 years old need to be in school with a minimum attendance of 85%, and adolescents between 16 and 17 years old, with a minimum attendance of 75%. Children up to 6 years old must have their immunization calendars and health records up to date, while pregnant women must have their pre-natal follow-up. The main purpose of the conditionality is to promote access for the poorest populations to the basic social services of education, health and social assistance, and to contribute to breaking the inter-generational cycle of poverty.

Monitoring the access of the beneficiaries of the Bolsa Família to their basic rights of health and education is something that is only justified within the

historical context of inequalities experienced by families in situations of poverty. The need to reinforce access to those policies, therefore, comes from the clarity that the problems faced by families in poverty are not just related to insufficient income and that, historically, they have had more difficulties in accessing such services, either due to lack of availability or due to situations of social risk and vulnerability.

In the practical sense, the conditionality is set only as a commitment assumed by the families. In the management of the Program, these are understood mainly as commitments assumed by the public entities, with the purpose of guaranteeing the entitlement to education and health for the poorest populations. Every family who leaves the Program because they did not manage to keep children and adolescents in school or did not meet the requirements of the health agenda reflects, above all, a failure on behalf of the Brazilian State.

Since the launching of the Brazil without Extreme Poverty Plan, the target audience monitored through the tracking of the conditionality increased from 14.9 million in 2010 to 16 million in 2014. This increase, which shows that the follow-up in the area of education is the result of not only the improvement in the implementation among educational networks, but also of a joint technical effort between the National Secretariat for Citizenship Income (Senarc/MDS), the Anísio Teixeira National Institute for Educational Studies and Research (Inep) and the Secretariat of Continued Education, Literacy, Diversity and Inclusion (Secadi/Ministry of Education).

Every year, information from schools regarding the children and adolescents registered in the Single Registry as well as the follow-up system for the conditionality of the Bolsa Família Program (*Sistema Presença/MEC*) is cross-referenced with the data from the most current Schooling Census; with the purpose of identifying the information from the school where the student is enrolled and therefore making it feasible to monitor the conditionality. Incomplete or outdated information from the schools make it difficult to find students and, therefore, their attendance cannot be tracked. That particular group of students is called “non-located”. In general, the

“non-located” show transitory situations of changes of address and of schools which the systems, due to their temporary nature, are not able to track. Some of them, however, merely reveal the limitations of cross-referencing the databases.

As a consequence, in 2013, in a joint operational effort; Senarc/MDS, Inep and Secadi/MEC improved the cross-referencing of information, including an algorithm that codifies words according to phonemes in order for them to be matched not with their written form but with their phonetics. That is, if before, Michele, Michelle and Michelly would hardly be identified as just one person, the new algorithm allows for such identification because it compares the sounds of the name, not the letters.

With this enhancement, the percentage monitored in education reached results of more than 90%, for the first time. While in October/November 2012 the follow-up was 87.3%, such percentage rose to 92.0% during the same period in 2013.

Thus, the incremental improvement in the operation of the Bolsa Família allowed it to reach 16 million children and adolescents with their schooling attendance monitored and, therefore, subject to follow-up by the social assistance services in case of difficulties in meeting the conditionality.

The guarantee of access to the family follow-up service developed by the teams of the Unified Social Assistance System (SUAS) for families who failed to meet the conditionality was another change made within the context of the Brazil without Extreme Poverty, which extended the perspective of the exercise of rights regarding conditionality.

The effects of the breach of conditionality regarding the payment of the benefits to the families were always gradual; ranging from a warning up to the cancellation of the benefit (the exit of the family from the Program), and eventually leading to actions of blocking and suspending benefits (which temporarily prevents the family from receiving the benefit). However, according to the norms in place until 2012, repeated breaches to the conditionality could lead to the cancellation of

the benefit, even if the family did not have access to the social assistance services. This cancellation logic is contrary to the purpose of conditionality which is to identify the actual reasons which prevent access to education and health, and to reinforce the capacity of the family to exercise its basic rights. The cancellation led to the exclusion of the family from the Program, without necessarily identifying and addressing the causes that gave rise to such breach in the first place. Therefore, the public entities often ceased to follow up on families who needed greater protection to overcome their difficulties.

With the modification of the norm in 2012, the scenario changed; reinforcing the assumption that families who repeatedly breach the conditionality of the Program – that is, who do not manage to have regular access to education and health services – could be going through a serious situation of social vulnerability, requiring priority attention from the public power⁹.

Seeking to guarantee that, in fact, families breaching conditionality receive priority attention from the public entities; the new rule for the cancellation of the benefits of the Bolsa Família for noncompliance was changed so that no family in the Program would have its benefit canceled before being attended to by the public power. Cancellation could only take place if the family with the suspended benefit was monitored by the social assistance and, if after 12 months from the beginning of the follow-up registered in the Conditionality System (Sicon), it continued to breach the conditionality. With the new measure, the decrease in the number of families exiting the Program due to noncompliance was extreme: from 17,573 in May 2012 to only 241 families in May 2014.

Another important innovation introduced by the new norm was the possibility of ensuring the continuity of the benefit of the Bolsa Família while the family was being monitored by the social assistance. At the time of registering the

⁹ Portaria GM/MDS n° 251, of December 12, 2012.

family follow-up, the social assistance technician performing the social work can then decide whether or not to maintain the financial benefits transferred by the Program. The area of municipal social assistance, upon knowing the reality of the family and including it in the services, has autonomy to decide on the maintenance of the benefit, avoiding circumstances in which the interruption of the payment leads to a recurrence of the difficulties experienced by the family.

The Bolsa Família Program as promoter of the universalization of public services

The operation of the Bolsa Família with the areas of health and education allows for the monitoring of school attendance of over 16 million students and of the health agenda of 8.7 million families, in an organized and consistent intersectoral manner with the goal of breaking the inter-generational cycle of poverty. However, such an operation is not limited to the management of conditionality; it also makes sure that the Bolsa Família functions as an agent for equality, which directs the coverage of the services on the road to universal care. Health and education, as we know, are everyone's rights, and the Bolsa Família makes it possible to actually reach those who need these rights the most.

The monitoring of the nominal school attendance of student beneficiaries of the Bolsa Família, carried out on a monthly basis, makes it possible to identify the schools and territories in the country where the students are in situations of greater vulnerability (poverty and extreme poverty). This mapping has worked as a strategic instrument to orient public policies for this group. Therefore, the MDS and MEC set up a partnership with the purpose of guaranteeing that the schools where most of the students are beneficiaries of the Bolsa Família are prioritized in the adhesion to the More Education Program (PME), focused on increasing the opportunities for integral education.

Launched in 2011, this partnership achieved clear results in 2013, as more than 49 thousand public schools in the country joined the More Education Program that year; 65% among which (that is, 32 thousand) are schools where the majority of the students are beneficiaries. This means that the Bolsa Família students of those 32 thousand schools have potential access to integral education with extended periods of at least seven hours per day.

In regards to health, a partnership was formed with the Health in School Program (*Programa Saúde na Escola – PSE*), which is noted for its prevention and promotion of health with a more extensive point of view; one that goes beyond the clinical assessment of students and which looks at the school as a place to promote quality health and the capacity to reach them, with ripple effects. As a result of the partnership established between the Bolsa Família Program and the Health in School Program, in 2013, 44 thousand schools with a majority of student beneficiaries of the Bolsa joined the Health in School Program; 22 thousand of which were simultaneously included by the PME and the PSE.

Both the Health in School Program and the More Education Program promote structured actions in health and education for children and adolescents, prioritizing those in poverty and extreme poverty; the beneficiary audience of the Bolsa Família. The main purpose of the partnerships, in the long term, is to contribute to the consolidation of the guarantee of access to public policies by those who need them.

Such inter-ministerial partnership does not end with the consideration of the schools with a majority of student beneficiaries of the Bolsa Família in integral education. Taking into account the issues related to the multi-dimensionality of poverty, it proposes developing a structured agenda, through inter-sectorial actions; mostly through social assistance, education, culture and sports. The objective is for the platform to be built to follow up on conditionality, which allows for shining a light on the inequality of access to health and education services. This enables the public entities, acting in an inter-sectorial manner, to prioritize the efforts for

the poorest families to exercise their rights, enhancing their development and contributing to break the cycle of intergenerational poverty.

All this reveals the multi-dimensional actions in the fight against poverty included in the Bolsa Família, which became more intensive with the Brazil without Extreme Poverty Plan and which has its greatest support in the current use of the Single Registry.

ACCESS TO OPPORTUNITIES: THE ROLE OF THE SINGLE REGISTRY IN THE COORDINATION OF SOCIAL ACTIONS, IN THE THREE GOVERNMENT LEVELS

Brazil without Extreme Poverty expanded the process of the intense use of the Single Registry as a structuring mechanism within the offer of services and programs for low-income families. The strategy of the Plan structured the offer of programs and services beyond the transfer of income and reinforcement of basic universal rights of health and education, which the conditionality aspect of the Bolsa Família Program was already carrying out; giving visibility to the demands of such populations, both within and outside the federal government.

With its variety of socio-economic information and in carrying out its main purpose, the Single Registry was the instrument capable of making such demands visible, allowing Brazil without Extreme Poverty to take action regarding the different aspects of poverty, such as: the low level of early childhood care, the limited technical and professional training, the lack of dignified housing, the lack of access to drinking water for consumption and planting, among many other deficiencies.

With such a multi-dimensional view, the strategy of Brazil without Extreme Poverty increased, on one hand, the range of policies offered to extremely poor families by promoting an extensive negotiation to expand the offer or to prioritize

such services and programs. On the other hand, it worked on the demand side, by promoting the Active Search of the families who had not been yet reached by the Single Registry. In both dimensions, the strategy made progress in regards to the role that the Single Registry had played until then, elevating it to the status of a mechanism for coordination of the State's actions for a specific target audience.

Of course, the Single Registry is just an instrument, and does not carry out the coordination itself, so the synchronization of policies observed in the Brazil without Extreme Poverty Plan cannot be ascribed to it. Nevertheless the existence of this instrument allowed for structure among the different public policies, as it enabled carrying out the goals of the Plan. Whether in the demand for registration and registry updates, or in its use for the offer of services, the Single Registry led to negotiations and coordination among the government areas involved in Brazil without Extreme Poverty. Furthermore, although it was led by the federal government, such articulation involved all three levels of government.

On one hand, the actions of the Active Search mentioned in section 1 required connections between different areas and setting up partnerships in locations where they had identified families or segments of the population which not yet been registered. Thus, federal entities which have decentralized units were mobilized by the Active Search, such as the National Institute for Colonization and Agrarian Reform (Incra) and the Indian National Foundation (Funai), regarding land reform settlers or indigenous groups. It was also the case of the secretariats of diversity and human rights, either at the state or municipal level, with which intense debates and plans of action were jointly designed to combat the institutional prejudice and mistrust regarding the self-declaration of groups such as *quilombolas*, gypsies, and others.

On the other hand, the offer of services needed to improve the connection of the Single Registry with its member programs in the different levels of the federal government, as shown in the example of Band 1 of *Minha Casa Minha Vida* Program (housing program), focused on low-income families. Its implementation required intensive coordination of municipal housing and assistance secretariats.

The same occurred with federal entities regarding service to citizens, such as the National Social Security Institute (INSS), as in the case of the social security offer for low-income homemakers. In this case, the need to be recorded in the Single Registry implied establishing a flow of information and understanding among the Single Registry management and the officials from INSS agencies.

The simple inclusion and updating of information does not guarantee an integrated view of the beneficiaries of a public policy package. It is necessary to build expertise and articulation with sufficient power to promote an effective return of the information from the Single Registry user programs, so as to identify the beneficiaries of the programs and benefits. That is, even if the Single Registry had become the main entry door for the actions of Brazil without Extreme Poverty, only the management of such services and programs carried out by different ministries holds the final information of the citizens who actually had access to those services. This information regarding access to the public offer needs to be collected, checked, transferred and then compared with the Single Registry, so that the demands of the poor can be compared to the deliveries of the social policies for that target audience.

This opens a space for assessment of the suitability of such offer and its impact. In other terms, the inclusion and update of the beneficiaries of the Brazil without Extreme Poverty in the Single Registry allowed for monitoring the extension and assessing the effects of the integrated offer, in a systematic and reliable manner.

To conclude, the Single Registry provided not only an unprecedented technology for Brazil to identify the most vulnerable sector of its population, but it also became a mechanism to overcome the historical fragmenting that has impacted the development of our social policies. The success of that strategy requires articulation at the federal, state and municipal levels and which demands standardization, technical instruments, skilled human resources and mainly, political power and political will. It is for this reason that the coordination of the different policies around a common goal does not take place without a series of conflicts and roadblocks. These obstacles have been overcome by the constant increase, albeit

slow, of the institutional capacities in the three government levels, as well as by the extensive commitment of this network of social policies with a simple and pressing goal: overcoming extreme poverty and reducing inequality in our society.

ACCESS TO EDUCATION AND THE FIGHT AGAINST INEQUALITY: THE ROLE OF EDUCATION WITHIN THE SCOPE OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN

José Henrique Paim Fernandes

Recent literature on public policies addresses with considerable emphasis the problems resulting from the segmentation and fragmentation of the policies, underscoring the need to increase the interaction and synergy among different government actors as a condition for public policy to be more efficient and effective¹. The intersectoral issue is deemed necessary to face actual problems which, in their totality and complexity, demand measures that reach beyond the limits established by ministries, secretariats and even by federal domains; demanding a greater effort in the coordination of the state action. Historical social inequality in Brazil is one of these cases. We cannot clearly identify the extent to which poverty is the result or the cause of the lack of appropriate nutrition, health, employment and education.

¹ LOPES DA SILVA (2013) and the bibliography quoted therein.

The fact is that segmented actions are hardly sufficient to take on the challenge of reducing poverty.

Therefore, the Ministry of Social Development and Fight against Hunger (MDS), and more specifically the Brazil without Extreme Poverty Plan, represents what is most effective in the performance of public policies by acknowledging the need to share its actions with other stakeholders. The Ministry of Education (MEC), at the same time, makes itself available as a partner in facing the most pressing social issues in the country; convinced that education is what allows making social inclusion a constant reality. Extreme inequality, which has historically marked the social and economic development of Brazil, demands direct action through public policies of income transfers. Notwithstanding the extremely positive impact of other social policies, we are convinced that education ensures the definitive overcoming of poverty, as it opens a path of opportunities for everyone.

This article will present the programs from Brazil without Extreme Poverty that were carried out in association with the MEC, as well as detail the actions being developed to consolidate the success of the Plan's strategies. We will see that the interaction between the MEC and the MDS showed that it is possible to develop technologies in public policies (such as the Active Search² and the matching of the demand for professional training to its offer) which will certainly be used in other programs of the MEC.

The Brazil without Extreme Poverty Plan has a threefold strategy: (i) income guarantee, (ii) productive inclusion, and (iii) access to services. We will analyze only the Plan's actions that are articulated with the MEC. In the income guarantee strategy, the main initiative is the Bolsa Família Program, in which the MEC is responsible for the follow-up on educational conditionality. Furthermore on this

² For more information regarding the Active Search, see the article "The Bolsa Família Program and the Fight to Overcome Extreme Poverty in Brazil" in this book.

subject, the monitoring of the Continuous Welfare Benefit for the Elderly and Disabled (BPC) has the support of MEC in the annual follow-up of beneficiaries. In the second strategy, the productive inclusion, the MEC is responsible for offering professional training courses through the National Program of Access to Technical Education and Employment (Pronatec). Finally, in the third strategy of access to services, there is the Brasil Carinhoso Action.

First, we will present the Brasil Carinhoso. Then, we will discuss the follow-up of the conditionality of the Bolsa Família Program and the BPC, and then introduce Pronatec, regarding the interaction between the MEC and the MDS. Finally, we will mention the public policies' technologies that the intersectoral approach enabled to develop and how they can be used in future actions of the Ministry of Education.

The road to overcoming poverty and extreme poverty certainly involves education, and education certainly is closely linked with social development; which makes the joint action between the MEC and the MDS an excellent strategy to fight inequality.

BRAZIL CARINHOSO ACTION

From their earliest years, children need care and education to fully develop. In Brazil, it is the duty of the government to guarantee such a right. The purpose of early childhood education is to promote full development of the children in their physical, psychological, intellectual and social aspects, with proper motivation to meet their needs of interaction and experimentation to form their identity. Early childhood education also offers an important support to families. Nursery and preschool are educational spaces for everyone, to expand on the experiences which children and parents are accustomed to.

Quality childhood education is the most effective action to fight inequality. Making literacy possible at the right age and greater coverage in nurseries and pre-

schools is the first step to break the repetitive cycle of social inequality. The guarantee of access to early childhood education for children in poverty and extreme poverty is a strategic action to fight inequality at its roots.

The Brasil Carinhoso Action previously agreed, within the scope of three ministries (MDS, MEC, and Ministry of Health – MS), to remove the invisibility of children aged from zero to five; covering their needs for care, protection and development. Valuing early childhood is the guiding principle of Brasil Carinhoso and bases its actions on the intersectoral sharing of budget, management, implementation and monitoring of different actions.

Within the scope of the Ministry of Education, the focus on children from zero to five years old means the extension of the investment in the childhood education policies. Younger and underprivileged children (up to 48 months old) have priority for nursery care. This work is carried out jointly with the MDS, which indicates to the MEC which children come from beneficiary families of the Bolsa Família Program. The financial resources come from the Brazil without Extreme Poverty Plan and the operation is under the responsibility of the National Foundation for Educational Development (FNDE) of the MEC, in order to supplement the budget of education systems for those children. Thus, municipalities with children of the *Bolsa Família* Program registered in public nurseries or nurseries with an agreement with the public sector can receive financial transfers 50% higher than those that were already made by Fundeb³.

This support is offered as a strategy to stimulate the prioritization of services for children from underprivileged homes. Additionally, municipalities which previously did not have sufficient resources and, therefore, lacked an incentive to expand childhood education, were now able to obtain resources in advance to meet

3 *Fund for the Development and Maintenance of Basic Education and Valorization of Education Professionals.*

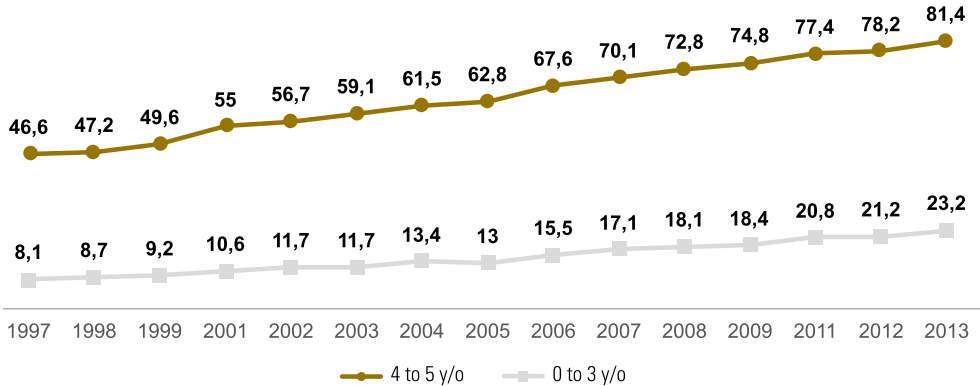
the costs of new registrations in early childhood education classes. The additional resources extended and improved the quality of the services rendered.

Furthermore, we should consider the benefit for parents, who can join the labor market with the guarantee of a suitable environment in which their children can receive care and education. Such support is particularly valid families in poverty, bringing more equality and promoting development for underprivileged children.

Notwithstanding the actions carried out within the scope of Brasil Carinhoso Action, the federal government has focused efforts on the expansion of the service network for early childhood education with the construction of new nurseries and pre-schools with suitable architectural projects, as well as traditional and innovative construction methods. Between 2007 and 2014, construction plans were made for 8,390 early childhood education centers throughout Brazil, totaling a federal investment of approximately R\$ 8 billion. To date, 2,052 nurseries and pre-schools have been already built, and over four thousand are in progress.

In 2014, public networks of early childhood education began to serve 7.6 million children up to five years old. School meals also had a reinforced investment, with a 66% increase in the amount transferred for registered children since the launch of Brasil Carinhoso in 2012. The evolution of the attendance rate for pre-schools can be observed in the following chart:

Graph 1 – Attendance rate of the population between 0 and 5 years old in school in Brazil



Source: IBGE/PNAD. Preparation: Inep.

With so many new students, it became necessary to improve and expand teaching qualifications, and to improve the training of teachers and administrators, to make services feasible within the public network. Beyond new students, the inclusion of younger and underprivileged children puts into perspective the breaking of bias and the acknowledgment of the specific situations of these children.

These actions and subsequent results show the commitment of the MEC to early childhood and strengthen the intersectoral commitment, which gained new ground based on the joint work from the MDS and the MS. The transfer of resources and the construction of new early childhood education centers are complemented by the Active Search of the public beneficiaries, making the government efforts more effective. In that sense, the Active Search is an indispensable measure to enhance the investments of the MEC in the expansion of the service network for childhood education. This initiative shall have extreme relevance in contributing to the fulfillment of the first goal of the new National Education Plan, approved by Law n° 13,005, of June 25, 2014:

“to make pre-school education universal, by 2016, for children from 4 (four) to 5 (five) years old and to extend the offer of early childhood education in nurseries so as to cover at least, 50% (fifty percent) of children of up to 3 (three) years old by the end of the validity of this PNE”.

THE CONDITIONALITY OF EDUCATION IN THE BOLSA FAMÍLIA PROGRAM

Children and adolescents in poverty and extreme poverty are usually the first ones to drop out of school. Without any type of aid, social inequalities can continue to grow. With the intention of preventing such scenario, the education conditionality of the *Bolsa Família Program* was established.

The management of monitoring such conditionality is a function of the MEC, considering that beneficiary families of the Program make the commitment of keeping their children enrolled and with the minimum school attendance required (85% for students from 6 to 15 years old and 75% for 16 and 17 year olds). School attendance is monitored every two months and, based on that, an assessment is made regarding the reasons for students' low attendance rates; with the purpose of confronting absences and promoting permanence and progress in school among children and adolescents in vulnerable situations.

For this follow-up, the MEC created, in 2006, the System of School Attendance Monitoring (Presença System). The Presença System receives the database of Bolsa Família beneficiaries aged 6 to 17, sent by the MDS, and grants access to the municipalities to be able to record the attendance rate of students.

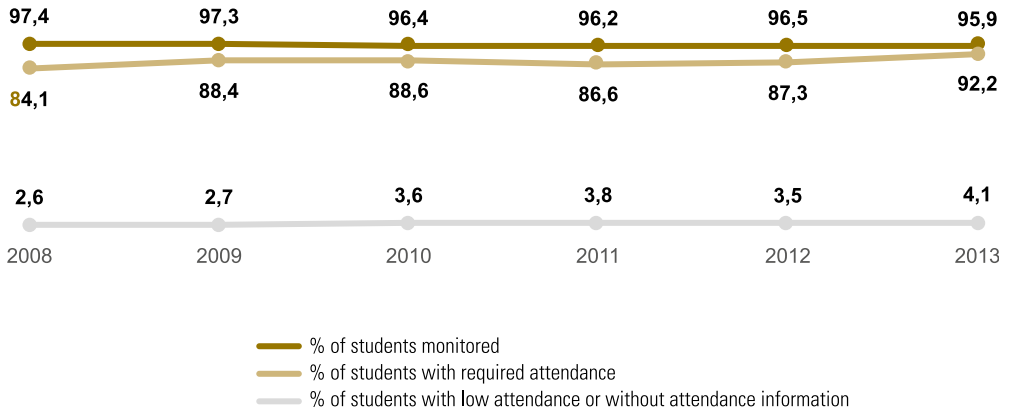
In the event that the required minimum attendance is not met, schools inform of the potential reasons for low attendance, which might indicate a greater degree of social vulnerability of the students and their families; thus demanding cross-sectoral actions which reinforce one another. Attendance at school is the

mechanism through which social vulnerability is detected and dealt with, while at the same time social assistance helps motivate the most vulnerable students to not quit their studies.

After the transfer of information by the municipalities, the data is consolidated and forwarded to the MDS for results to be assessed, in order to identify those who happen to breach the conditionality.

In 2008, out of the totality of the beneficiaries between the ages of 6 and 17 years, 84.1% of students were monitored⁴ by the Presença System. In 2013, such percentage reached 92.2% as can be seen in the graph below. From the 17 million beneficiaries of the Bolsa Família monitored due to conditionality in education, over 96% complied with the required attendance in the six years analyzed.

Graph 2 – Percentage of school attendance monitoring for beneficiaries of the Bolsa Família Program ages 6 to 17 years old



Source: Sistema Presença/MEC.

4 Although the monitoring of school attendance frequency through the Presença System began in 2006, data regarding that year and 2007 have not been consolidated.

Even with the partnership of federal entities in the monitoring of conditionality, some students remain as “non-located” in the Presença System. With the intention of locating such target audience and minimizing the occurrence, an annual comparison is made between the data of the System and that of the Basic Education Schooling Census. This work is done in partnership with the Anísio Teixeira National Institute for Educational Studies and Research (Inep). With that, the synergy increases among the stakeholders involved in the fight against poverty and in reducing inequalities.

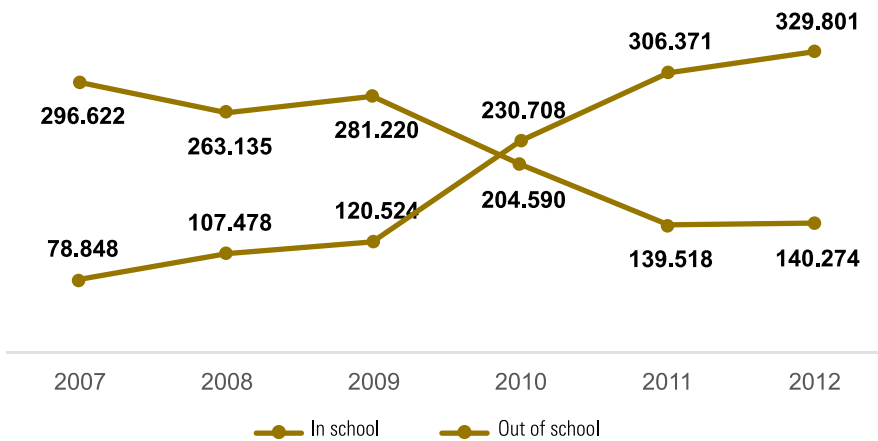
BPC AT SCHOOL

The Program for The Follow-up and Monitoring of Access and Permanence at the School of Disabled Persons who are beneficiaries of the Continuous Welfare Benefit for the Elderly and Disabled (*BPC na Escola*) is yet another example of the joint action of the MEC and the MDS. The follow-up of the school attendance frequency of BPC beneficiaries is an initiative of fundamental relevance to reconcile access to education and the fight against poverty. Due to the most different reasons, children with various disabilities often cannot attend school – whether integrated or special education. The federal government, thus, established the *BPC na Escola Program*⁵, which has the purpose of guaranteeing access to and permanence in school for people with disabilities who are beneficiaries of the BPC, between zero and 18 years old.

⁵ *BPC na Escola* was established by Inter-ministerial Decree (Portaria) MDS/MEC/MS/SDH n° 18, of April 24, 2007, and is structured based on four main principles, which have the goal of: (1) identifying every year those among the BPC beneficiaries up to 18 years old who are in school and those out of school; (2) identifying the main barriers to the access to and permanence in school for people with disabilities who are beneficiaries of the BPC; (3) to carry out studies and develop joint strategies to overcome these barriers; (4) to carry out the systematic monitoring of the actions and programs of the federal entities that join the Program.

The MEC is involved in the annual action of comparing the data of the beneficiaries of BPC na Escola with the registrations of the Basic Education Schooling Census, in order to identify how many are registered and how frequently they attend school. According to data of the Basic Education Schooling Census, there was a 3% increase in registration in special education from 2012 to 2013, while the majority of students are in regular classes. In 2007, upon the creation of the BPC na Escola, out of the total 375,470 beneficiaries of the Program, 78,848 were registered; representing 27%. With the progress of BPC na Escola, in 2012 the number of registered students increased to 329,801, that is, 70% of the total beneficiaries. Therefore, the change was significant: there was a far-reaching inversion in the situation, showing a large increase in the inclusion of persons with disabilities in school, as per the graph below.

Graph 3 – Beneficiaries of the BPC na Escola registered in the School Census



Source: MEC.

In addition to matching the data, the MEC created a hotsite⁶ of the BPC na Escola Program, which contains information regarding the program, membership, questionnaires applied to identify barriers to access regular education with the intention of promoting the preparation of public policy proposals to overcome such barriers and, furthermore; the possibility of generating reports, per state and municipality, with information collected from the questionnaire.

NATIONAL PROGRAM OF ACCESS TO TECHNICAL EDUCATION AND EMPLOYMENT (PRONATEC)

The amount of progress in policies in the field of technological and professional education since 2003 is undeniable⁷. That progress was driven by the social and productive advantages of such educational modality, acknowledged for its ability to rapidly include the student in the productive sector, generating income, dignity and equality. For this reason, the federal government was able to recover the investments in the federal network of professional and technological education and also improved its relationship with the institutions which form the S System.

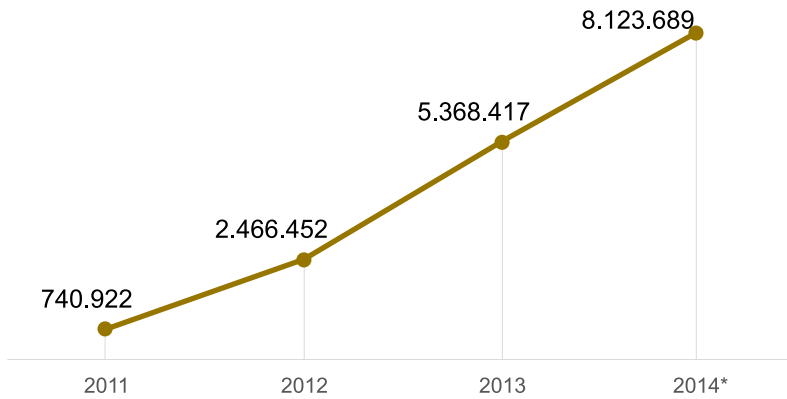
Created in 2011, Pronatec is an initiative of the federal government to expand access to professional qualification courses and technical courses, with the purpose of increasing the productivity and competitiveness of the country through social inclusion. The objectives of the Program are: (i) to stimulate and support the expansion of the physical network serving technological and professional education;

⁶ Access to the system: bcpnaescola.mec.gov.br

⁷ Professional and technological education began to be approached as a public policy, starting with the National Forum of Professional and Technological Education, and continuing with the creation of the Federal Institutes of Education, Science and Technology (Institutos Federais de Educação, Ciência e Tecnologia – Ifets) and the expansion of the Federal Centers of Technological Education (Cefets), until the revolution in the offer of technical education was introduced by Pronatec, starting in 2011.

(ii) to extend and diversify the offer of free technological and professional education in the country; (iii) to integrate programs, projects and actions of technological and professional training; and (iv) to democratize forms of access to technological and professional education for different target audiences. The general evolution of registrations with Pronatec can be observed in the following graph:

Graph 4 - Number of registrations with Pronatec (accumulated)



*Until September.
Source: MEC.

The impact of Pronatec allows us to state with confidence that it was the greatest action focused on professional education in the history of the country. The political determination to provide over eight million free places in professional improvement and technical courses resulted in the qualification of millions of youth and workers in all regions of Brazil.

One of the great distinctions of Pronatec is the coordination model of the Program, which involves network actions. The intersectoral approach reaches its high point in professional education. In the federal plan, the network is formed by

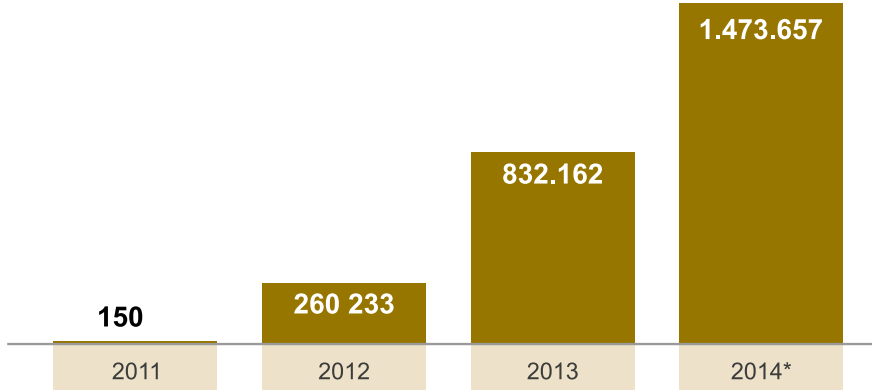
the MEC, which consolidates and enables the matching of supply to demand for professional qualification courses, making the supply of professional training and the corresponding demand compatible. For example, the Ministry of Labor and Employment (MTE), requests courses through the Ministry of Development, Industry and Foreign Trade (MDIC), which acts in the planning of the offer in accordance with regional development; and by the MDS, as the main requester of courses for its target audience. Other ministries and secretariats also collaborate, vocalizing the demands from their target audiences. There is still a division of responsibilities among federal entities, with the direct participation of the states and municipalities.

Courses are offered in the best Brazilian professional educational institutions, with quality acknowledged by the market, such as the Federal Institutes and the entities of the S System: Senai, Senac, Senat and Senar⁸. The offer of high quality professional education has attracted students and supplied skilled labor to employers.

Upon acknowledging the qualification of the worker as a path to inclusion, the joint action of the MEC and the MDS considers promoting the productive inclusion of low-income youths and adults into the workforce, providing opportunities for the most vulnerable sectors of the population to obtain a dignified position in the workforce.

8 National Service of Industrial Apprenticeship (*Serviço Nacional de Aprendizagem Industrial – Senai*); National Service of Commercial Apprenticeship (*Serviço Nacional de Aprendizagem Comercial – Senac*); National Transport Training Service (*Serviço Nacional de Aprendizagem do Transporte – Senat*); and the National Service of Rural Learning (*Senar*).

Graph 5 – Number of registrations in Brazil without extreme poverty Pronatec (accumulated)



*Until September.
Source: MEC.

The MDS is, essentially, the partner capable of adding scale to the program, without losing focus of the service provided to its target audience. Specifically, in regards to the relationship between the MEC and the MDS, the initiative of serving the target audience of the Single Registry for Social Programs⁹ was indicated as one of the most difficult challenges of Pronatec. However, due to the experience of the MDS in reaching that target audience, it became possible to provide, for that same audience, free quality professional education. The MDS is based on a network that is structured and organized within the municipal scope¹⁰, with ten years of experience with the Bolsa Família, enabling an action of such magnitude. Its Active Search mechanism provides the Single Registry with data, the foundation of the demand mapping. The rich source of information gave Pronatec an enormous capacity to

9 For more information regarding the Active Search strategy, see article “The Bolsa Família Program and the fight to overcome extreme poverty in Brazil” in this book.

10 Network of the Single Social Assistance System (Rede do Sistema Único de Assistência Social - SUAS).

expand to the point that today, professional qualification courses are offered in over 3,500 municipalities. In addition, the MDS has an excellent data analysis capacity, a factor that has enhanced the implementation process.

The acceptance of Pronatec can be seen in a time of high employability in which qualification leads to opportunities. The satisfaction of someone who had previously never stepped into a classroom and had their lives transformed after the course is further proof of the success that Pronatec has had. As a result, beneficiaries of the Bolsa Família Program are able to have the possibility of receiving professional education, which enables them to join the professional workforce, promoting professionalization and labor formalization. This is an unprecedented example that combines the focus on the target audience with the offer of free quality professional education on a national scale. The impact on productivity and the reduction of inequality is undeniable.

FINAL THOUGHTS

We have seen that the MEC and the MDS acted jointly regarding the threefold strategy of the Brazil without Extreme Poverty Plan. Concerning the strategy of access to services, Brasil Carinhoso Action promotes access to children's education as a way to intervene directly regarding the most vulnerable populations; therefore breaking free from one of the main factors responsible for the perpetuation of social inequality: restricted access to children's education. With the strategy of income guarantee, the MEC collaborates by monitoring the school attendance of beneficiaries of the Bolsa Família Program, leading to continuity in their studies. Such actions overlap for the specific audience of adolescents and children with disabilities with the BPC na Escola Program, which promotes school inclusion for disabled individuals who are beneficiaries of the BPC. Finally, regarding the actions of productive inclusion, Pronatec ensures free quality professional education on a national scale, as a way to leverage the insertion of those experiencing situations of social vulnerability into the workforce.

As can be observed, the educational policy benefits from the social assistance policy and, at the same time, it is reinforced by the extension of access to education. This shows that intersectoral work can – and must – be a model to be followed by the government as a whole.

Finally, in regards to the public policy technologies applied in the intersectoral actions, we can say that Active Search, in addition to matching the offer to the demand for education, will be used within the scope of the MEC and other programs.

In the coming years, it will become necessary, for instance, to re-think the actions developed for education regarding adolescents and adults, with the purpose of progressively reducing illiteracy in the country. For that, the Active Search of adults who did not have access to education at the proper age will be critical, as well as adjusting to educational supply to meet the demand of these groups. In many cases, courses based on alternation and with specific subjects can foster progress in studies. Official registers, such as voting lists, can provide accurate indications of adults who did not finish their preparatory studies; a starting point for the Active Search. On the other hand, the supply-and-demand adaption should be replicated in the training of teachers, and through coordinating training at universities and in education systems.

Inter-ministerial action brings benefits to all parties involved. In the case of the MEC-MDS joint coordination, the link is clear and gives us a valuable reflection regarding the issue of educational inequality; in which difficulties, access and permanence in school determine a social condition of those in situations of social vulnerability who, left on their own, would probably not manage to break this cycle and change the course of their lives. Thus, the integrated action of the Brazil without Extreme Poverty Plan, in all its areas of action, helps the country overcome a historical tendency of persistent inequality, therefore converting social inclusion into social development through education.

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HEALTH ACTIONS IN THE BRAZIL WITHOUT EXTREME POVERTY PLAN: ACCESS TO HEALTH GUIDED BY THE OVERCOMING OF INEQUALITY

*Patricia Constante Jaime, Márcia Aparecida do Amaral
and Helécio Miranda Magalhães Júnior*

This text has the purpose of analyzing the role, the contributions and the challenges of the health sector in the Brazil without Extreme Poverty Plan.

Overcoming extreme poverty requires intersectoral action by the federal government. In Brazil, such actions are organized in a threefold strategy: income guarantee for the immediate relief of extreme poverty, through monetary transfers; productive inclusion, with an offer of income and work opportunities for the target audience; and access to services, for the supply or extension of citizenship and social welfare actions¹. The organization and extension of access and the qualification of actions in health care shows the contribution of the Brazilian National Health

1 CAMPELLO, 2013.

System (Sistema Único de Saúde – SUS) in the Brazil without Extreme Poverty Plan. Thus, the set of actions developed are guided by the principles of universality and equality in health policy and are coordinated in line with the government's commitment to combating poverty and reducing inequality.

The text is divided into three sections, in addition to this introduction. The first one briefly describes the SUS; its regulatory basis, its principles and its commitments to overcoming health and social inequalities. The second section describes the health agenda in Brazil without Extreme Poverty, herein structured in four areas: extension of access and quality of basic care, access to medications, the control of illnesses associated with and perpetuated by poverty, and *Brasil Carinhoso*. Initiatives focused on the promotion of health and good nutrition in early childhood stand out as part of a public agenda to overcome poverty. The last section presents the final reflections.

THE SUS AND EQUALITY AS A PRINCIPLE

The Brazilian Constitution of 1988 acknowledges health as a right of every citizen and a duty of the federal government. Since then, the country has implemented a national health system – the *Sistema Único de Saúde* (SUS) – which is public and free; with the purpose of providing integral and universal attention, through inter-governmental management with co-responsibility of the federal government, the states and the set of municipalities. The decentralized implementation of health services is also carried out, with participation of the community and public oversight in the decision-making spheres within the system².

² PAIM et al, 2011.

To regulate health services and actions, the Law n° 8,080 was passed on September 19, 1990, regarding the conditions for the promotion, protection and recovery of health care, along with the organization and operation of the corresponding services³.

The constitutional principles of the SUS include the universalization of health care guaranteed to all citizens; the integral aspect of such care, including all necessary actions for the promotion and protection of health, for the prevention and the treatment of illnesses and rehabilitation; and equality, offering services and goods according to necessity. At the same time, the organizational principles are the decentralization of management, with participation from the federal, state and municipal management spheres; the regionalization and hierarchy of service networks; and the participation of the community in the management of the system⁴.

Due to its universal character, the SUS is regarded as an important policy for the promotion of social inclusion. Its progress is significant, even though there are still challenges to be faced in consolidating it as an equitable public system. There are still important inequalities observed in the offer of health services and actions⁵.

In that sense, it is necessary to recover the concept of equity which is so valued in the promotion of health care in the SUS;

***Equity**, fem. Concept that considers social inequalities as unfair and avoidable; implies the adoption of governmental actions to serve the different needs of the population.*

Notes: i) Equity in healthcare creates equal opportunities for everyone to have access to health, which is very closely related to social indicators. ii) In health

3 BRASIL, 1990.

4 BRASIL, 2011.

5 PAIM et al, 2011; CNDSS, 2008.

care, the concept involves two important dimensions: horizontal equity – equal treatment to individuals who are in equal health situations – and vertical equity – treatment appropriately unequal to individuals in different health situations. iii) To promote equity, it is necessary for there to be favorable environments and access to information, experiences, skills and opportunities that will allow for making choices for a healthier life.⁶

Thus, overcoming inequalities is a challenge within the scope of public health, and the SUS is seen as able to promote equity in access to health services, without compromising its universal and egalitarian character⁷. That is the great contribution of the health sector to the poverty reduction agenda in the country, which has become the pursuit of inclusion and therefore the reduction of social vulnerability, with equal opportunities for the poorest families.

HEALTH AGENDA IN THE BRAZIL WITHOUT EXTREME POVERTY PLAN

The organization and extension of the access and qualification of healthcare actions, from the perspective of overcoming inequality, of guidance and of prioritization of the federal government in the fight against poverty, has resulted in the improvement of health programs and processes, as well as the construction of new initiatives involving different secretariats and technical areas of the Ministry of Health. This integrated agenda is herein structured into four thematic areas, described as follows.

⁶ BRASIL, 2012a, p.22.

⁷ PAIM, 2006.

Extension of access and quality of basic care

Basic care, also called primary health care, is considered as the first and preferential point of access to the health care network⁸. It is the point of care with greater capillarity in the health network, available in all Brazilian municipalities. It has a predominant role in guaranteeing access to the system and is an integral component of health care in the population, organized by the National Primary Care Policy (*Política Nacional de Atenção Básica - PNAB*), which defines it as follows:

*Primary care is characterized by a set of individual and collective health care actions, which include health promotion and protection, injury prevention, diagnosis, treatment, rehabilitation, harm reduction and health maintenance; with the purpose of developing integral care which affects the health and autonomy of people as well as the health indicators and factors of communities. It is developed through the exercise of democratic and participative management and care practices, i through team work, directed towards people living in well-defined territories of accountability in health care; considering the existing dynamics of the territories where such populations live. It uses complex and varied care technologies which must aid in the management of the most frequent and relevant health demands and needs in the respective territory, taking into account the criteria of risk, vulnerability, resilience and the ethical imperative that every health need or suffering must be attended to.*⁹

Starting in 2011, in a process to extend and improve the PNAB, the Ministry of Health carried out a series of measures that repositioned the role and importance of primary attention within the set of policies of the federal government¹⁰.

8 SILVA, 2013.

9 BRASIL, 2012b.

10 MAGALHÃES JR & PINTO, in the press 2014.

As part of such process, criteria related to inequalities in access to health as well as social inequalities were used to guide actions and investments. The evident increase of the federal budget for primary care is remarkable (more than 100% from 2010 to 2014), with the application of an equitable factor in the baseline of the Fixed Primary Care funding, transferred by the federal government to the municipalities; which for the first time considered the distribution of municipalities according to indicators such as per capita Gross Domestic Product (GDP), percentage of the population in extreme poverty, beneficiaries of the Bolsa Família Program, and those with supplementary health plans. According to Pinto et al.¹¹, from January 2011 to December 2013, the smaller and poorer municipalities had an accumulated increase in the nominal *per capita* of 55%, which is equivalent to twice the increase that the richest municipalities had, with the latter being a 28% accumulated increase. Starting in 2011, there was also an unprecedented investment in the extension and qualification of the infrastructure of the existing Primary Health Center(s) (*Unidades Básicas de Saúde – UBS*), with federal funding for the reform, extension and construction of new centers. Starting in 2011, the priority criteria to finance the construction of UBS, through the Growth Acceleration Program (*Programa de Aceleração do Crescimento – PAC*), was defined as those located in the poorest sectors of the country.

The new policy not only took care of the infrastructure and increased funding for the primary care network- essential to improve work conditions for health professionals and the qualification and humanization of the health care of the general population- but particularly of the poorest who are users of the SUS care. In 2013, the More Doctors Program (*Programa Mais Médicos*) was created, pursuant to Law n° 12,871¹². It is the largest initiative already implemented in Brazil to address the critical issues in provision, placing and training doctors to work in primary

¹¹ In the press, 2014.

¹² BRASIL, 2013a.

care services, which historically has caused difficulties for the expansion and development of primary care in the country. According to data from the Federal Council of Medicine (*Conselho Federal de Medicina – CFM*), Brazil has a ratio of doctors per inhabitant which is much lower than what is needed for the population and the SUS. Such doctors are sparsely distributed throughout the national territory, so that the poorest areas and populations are those which proportionally have even fewer doctors¹³.

The More Doctors Program adopts clear criteria to prioritize the municipalities and territories with the greatest level of social vulnerability. The Law which established the program and its later amendments define as a priority for health care those municipalities or areas within the municipality with a high percentage of the population in extreme poverty; municipalities with a low Human Development Index or members of very poor regions; the semiarid and the Amazon regions; the areas with indigenous and *quilombola* populations, among others. According to Pinto et al.¹⁴, with 10 months in place, the More Doctors Program covered 100% of the municipalities which included the program, and as of May 2014 had 14,195 physicians in 3,738 municipalities and 33 Special Indigenous Health Districts.

Furthermore, in the effort to extend access and improve the quality of primary care, the National Policy on Oral Health – Smiling Brazil (*Brasil Sorridente*) – was included in the Brazil without Extreme Poverty Plan and has carried out intersectoral actions with the purpose of extending access to oral health services in the SUS to people in extreme poverty. Brasil Sorridente had the goal of setting up 1,343 Oral Health Teams, 174 new Dental Specialty Centers, the provision of 146 Mobile Dental Units and the delivery of 1.35 million dental prostheses in municipalities in

¹³ CFM, 2011.

¹⁴ In the press 2014b.

the poverty map¹⁵ by the end of 2014. Within the scope of the productive inclusion of the Brazil without Extreme Poverty Plan, Brasil Sorridente signed partnerships with several municipalities that implemented the National Program for Access to Technical Education and Employment (Pronatec). In those municipalities, primary and specialized oral health services were created or extended, in addition to the increase in the availability of rehabilitation services of dental prostheses.

Finally, the role of the follow-up of conditionality in health of the Bolsa Família Program stands out. Conditionality forms a set of actions in the areas of health, education and social assistance that beneficiary families of the Program must carry out in order to continue receiving the benefit, and the public administration is responsible for the provision of the public services. In the area of health, conditionality involves commitments acquired by beneficiary families who have among them children younger than seven years old and/or pregnant women. The allocation of primary care is the organization of the services to follow up on the vaccination and nutritional monitoring of children younger than seven years old, as well as attending to pre-natal and post-partum care of pregnant women¹⁶.

Since the first period in 2005 of the follow-up of the conditionality of the Bolsa Família for health care until the first period¹⁷ in 2014, the number of families monitored by the Health Ministry rose from 5.5 million to 12.1 million. As a result of the extensive involvement of the SUS administrators as well as the primary care professionals, in the latest period monitored in 2014, 73.3% of the target audience of the conditions in health were monitored: equivalent to approximately 8.8 million families; 5.3 million children and 209 thousand pregnant women. In all,

15 The map of poverty is a definition used in the Ministry of Health to define the actions of the Brazil without Extreme Poverty Plan, based on concepts of inequality in access to health and social vulnerability.

16 BRASIL, 2004.

17 The periods of the Bolsa Família considers the semiannual cycles in the follow-up of health conditionality. Every year, two follow-up periods are applied.

the identification and active search of the families of the Bolsa Família who are still not monitored in primary care remains a challenge for the SUS; such strategy was intensified starting from the implementation in 2011 of the Brazil without Extreme Poverty Plan.

As stated by Magalhães Jr et al. (2013), there is evidence of the positive impacts of the Bolsa Família on the health and living conditions of beneficiary families. The contribution of the Program for better access to primary health care and the use of related services stands out¹⁸; as well as its role in reducing malnourishment, child mortality and low birth weight¹⁹.

Recently, there was a study that assessed the temporary trend of the nutritional state of children up to five years old who are beneficiaries of the Bolsa Família. In regards to the average height of children, data analysis shows that from 2008 to 2012, there was a significant increase of 0.8 cm among boys and 0.7 cm among girls by the age of 60 months. Thus, the difference between the average height observed and the reference value for child growth established by the World Health Organization was reduced to 1.4 cm and 1.5 cm for boys and girls, respectively. In a longitudinal study with approximately 360 thousand children, the percentage of those with chronic malnutrition (height deficit) fell significantly between 2008 and 2012, from 17.5% to 8.5%. The results of this study suggest that the intensity of exposure to the income transfer program or, in other words, the time of permanence in the Bolsa Família and of continuous follow-up of primary health care results in better growth and improvement in nutritional status²⁰.

18 FACCHINI et al., 2013.

19 MONTEIRO et al., 2009; SANTOS et al., 2010; RASELLA et al., 2013.

20 JAIME et al., 2014.

ACCESS TO MEDICATIONS

Access to medications, particularly those deemed essential, is a key component of the efforts of the SUS to guarantee the right to health. Brazil's Popular Drugstore Program, regulated by Portaria n° 971, of May 17, 2012, extends access to medications for the most common illnesses among citizens; fulfilling one of the main guidelines of the National Policy of Pharmaceutical Assistance²¹. The Program has its own network of Popular Drugstores and has a partnership with pharmacies and drugstores of the private network, called "Here We Have a Popular Drugstore" (*Aqui Tem Farmácia Popular*). (Pharmacies and drugstores participating in the Program have a list of 112 medications, which are sold at their true value, representing a reduction of up to 90% of the market value. Medications for diabetes, hypertension and bronchial asthma are distributed for free to Brazilians who suffer from these diseases; thus reducing medical expenses, considering that the poorest families spend 12% or more of their income on medications. In the case of bronchial asthma, the important commitment to children and the introduction of medications for treatment also affect Brasil Carinhoso Action, detailed later in this document.

In the Brazil without Extreme Poverty Plan, the Ministry of Health made the commitment of registering at least one pharmacy or drugstore in the *Aqui Tem Farmácia Popular* Program in all 531 municipalities of the poverty map that were not yet served by the Program, thus increasing the access of the population from those municipalities to medications. Consolidated data as of August 2014 indicates the existence of 11,844 registered pharmacies and 262 units of the SUS itself in 1,503 priority municipalities in the Brazil without Extreme Poverty Plan, therefore extending access for the target audience to medications as part of the integral health care process.

21 BRASIL, 2012c.

CONTROL OF ILLNESSES RELATED TO AND PERPETUATED BY POVERTY

It is known that some illnesses, in particular, are related to poverty; even more so for extreme poverty, and on the other hand they perpetuate extreme poverty as they emphasize social exclusion and are detrimental both to the cognitive and work capacity of affected persons. This affects the entrance to and success in the workforce; which would otherwise generate more income, opportunities and better living conditions.²²

The Brazil without Extreme Poverty Plan led to the reinforcement of the commitment of the SUS in the fight against and control of tuberculosis, leprosy, schistosomiasis, helminthic infections (caused by parasitic worms) and trachoma (bacterial eye infection). The purpose is to reduce inequalities related to the timely prevention, diagnosis and treatment of those illnesses in endemic municipalities. Actions involve supporting those municipalities for the active search of the cases; training of health teams for the diagnostic and treatment of individuals and families in the Primary Health Centers and, when applicable or necessary, in the domicile and/or in other community spaces, as well as in schools; implementation of mobilization and information campaigns; and availability of the necessary medications for treatment. The mobilization campaign “Leprosy, Vermin and Trachoma have a Cure” (“*Hanseníase, Verminose e Tracoma têm Cura*”) had widespread participation of the priority municipalities included in the Brazil without Extreme Poverty Plan. In 2013, 852 municipalities joined the campaign proposed by the Secretariat of Health Surveillance of the Ministry of Health, involving close to 22 thousand public schools, with 2.5 million students aged 5 to 14 years old in the mirror test for leprosy triage and 2.9 million treated with prophylactic medication for vermin.

²² BRASIL, 2010; ARAUJO *et al.*, 2013.

The efforts of the Ministries of Health, Social Development and Fight against Hunger and of Education have also been involved; promoting research, teaching and innovation, to enhance the knowledge and improve the services to face such illnesses in Brazil.

BRASIL CARINHOSO

Brasil Carinhoso Action is part of the Brazil without Extreme Poverty Plan and has as its goal fighting extreme poverty in early childhood and its consequences. This action has threefold strategy: i) income guarantee, which considers the increase of the amount of the income transfer from the Bolsa Família Program, so as to ensure a minimum income above R\$ 70²³ for every member of those families with at least one child between 0 and 6 years old; ii) education, which includes the extension of access to nurseries and pre-schools; and iii) health, with extended access to programs that are essential to children's health, as it is during early childhood that the foundation is set for the physical, intellectual and emotional development of human beings.

The first years of life are a period of intense growth and development; a phase that depends on several stimuli to ensure that children grow up healthily. Every individual is born with genetic potential for growth that may or may not be achieved, depending on the living conditions to which they are subject from conception until adulthood.

In health care, the focus of Brasil Carinhoso Action is the provision of free medication for the treatment of asthma in pharmacies and drugstores of the private network participating in the *Aqui Tem Farmácia Popular* Program (as previously described for access to medications); extension of the Health at School Program for

23 Later, that increase was ensured to all families of the Bolsa Família, regardless of their composition. The extreme poverty line was also changed, to R\$ 77.

nurseries and pre-schools; and the extension and reformulation of prevention and control programs for nutritional deficiencies in micronutrients (particularly, iron and vitamin A deficiency).

Health at School Program

Internationally, there are a series of initiatives which acknowledge the importance of and provide recommendations for the development of health actions within an educational context; such as Health-Promoting Schools (*Escolas Promotoras de Saúde*), organized by the World Health Organization (WHO, 1996); and the Regional Initiative of Health-Promoting Schools (*Iniciativa Regional Escolas Promotoras de Saúde - IREPS*) developed in 1995 by the Pan American Health Organization²⁴. The Health at School Program (PSE) is the first initiative within the national scope to organize and promote health-based actions focused on schools, involving health and education networks in an integrated and reciprocal manner. The PSE, established by Presidential Decree n° 6,286, of December 5, 2007, is a Program proposed by the federal government which considers the organization between the primary care of the SUS and the basic education network, involving the Ministries of Health and of Education. The purpose of the Program is to contribute to the integral education of students in the public primary education network through preventative actions, and the promotion of healthcare according to the principles and guidelines of the SUS and the National Education Guidelines and Framework Law (LDB).

²⁴ IPPOLITO-SHEPHERD *et al.*, 2005.

The implementation of the PSE in Brazilian municipalities, since its creation, was guided by criteria focused on the reduction of social and health inequalities (for instance, initially prioritizing municipalities with a low Brazilian Education Quality Index – IDEB). Year after year, coverage was extended until, in 2013, the PSE was made universal; subject to be implemented by any Brazilian municipality wishing to do so and that, through a term of commitment, is obliged to carry out essential actions selected according to the local reality and need. The administrators of municipalities are guided to select, as a priority, schools with a majority of children participating in the Bolsa Família Program, as well as those from rural areas and also belonging to the More Education Program promoting full-time education. Chart 1 shows a summary of the PSE evolution in terms of coverage.

Chart 1 - Evolution of municipal participation in the Health at School Program during the 2008 - 2014 period, number of Primary Care health teams in relation to the number of students involved in the actions. Brasil, 2014.

Year	2008	2009/2010	2011/2012	2013/2014	2014/2015
Municipalities (n)	608	1,253	2,495	4,864	4,787
Health teams (n)	5,130	9,014	12,899	30,052	32,317
Students (n)	1,941,763	8,502,412	11,220,050	18,726,458	18,313,214

Source: dab.saude.gov.br/portaldablpse.php

Starting in 2012, as part of the government efforts to overcome extreme poverty and enhance full childhood development, and within the scope of the health and education actions of Brasil Carinhoso, the PSE was extended to nurseries and pre-schools. In 2013, municipalities joined for the participation of 17,748 nurseries in the Program, with 964,078 nursery students and 1,972,066 pre-school students in 4,864 municipalities. In 2014, 19,999 nurseries were associated, considering 1,127,837 nursery students and 2,028,266 pre-school students in 4,787 municipalities.

Nutritional deficiencies of micro-nutrients

Among children younger than five years old, the influence of environmental factors is much more important than that of genetic factors for the fulfillment of their growth potential. Inadequate nutrition practices during the first years of life, resulting from lack of access to food in sufficient quantity and quality, are closely related to morbidity and mortality rates in children; represented by infectious diseases, respiratory illnesses, dental decay, malnutrition, obesity and specific deficiencies of micro-nutrients, such as iron and vitamin A.

Over the last few decades in Brazil, it was possible to see a reduction in childhood malnutrition and overcoming hunger as a social issue²⁵ At the same time, overcoming malnutrition did not result in the eradication of deficiencies of micronutrients, particularly anemia and vitamin A deficiency, which are probably more closely related to food quality than to the amount of food consumed²⁶.

The prevalence of iron deficiency, anemia, in children has been very well researched over the last 20 years in Brazil. The results of the National Survey on Demographics and Health, carried out in 2006, showed a 20.9% prevalence of anemia in children younger than five years old. In children from 6 to 23 months-old, the prevalence was 24.1%²⁷. Literature reviews showed that the average prevalence of anemia in children younger than five years old was 50%, increasing to 52% in children younger than five years old attending public nurseries/schools²⁸.

²⁵ FAO, 2014.

²⁶ BRASIL, 2009.

²⁷ BRASIL, 2009.

²⁸ JORDÃO, BERNARDI, BARROS FILHO, 2009; VIEIRA, FERREIRA *et al*, 2010.

The World Health Organization estimates that the prevalence of iron deficiency is, on average, 2.5 times greater than the observed prevalence of anemia, and it also estimates that 50% of anemia cases occur in relation to iron deficiency²⁹. In terms of public health, the relevance of iron deficiency anemia is not just due to the extent of its occurrence, but to the harmful effects it causes on health, in addition to being an important indicator of childhood nutrition and health.

The main consequences of having iron deficiency are anemia, cognitive deficiency, physical performance deficiency and an increase in infant mortality. Such deficiency is linked to damages in neurological and psycho-motor development of children; compromising their learning capacity and reducing cellular immunity, which results in a lower resistance to infections and low productivity in adults³⁰.

Children younger than five years old, particularly those younger than 24 months, are among the most vulnerable groups at risk for the prevalence of anemia, due to the high levels of iron required in that early phase in life, which is hardly met by food intake alone³¹. Studies show that most children that age do not consume the recommended amount of iron just from food, even with a balanced diet³². Due to that, the provision of extra sources of iron is recommended (through nutritional supplements or fortification of foods), which is added to the promotion of healthy and appropriate nutrition to guarantee the corresponding iron supplementation during early childhood³³.

As with iron deficiency anemia, the need for preventative actions in vitamin A deficiencies is justified by the relevant prevalence among Brazilian children younger

29 WHO, 2001.

30 WHO, 2001.

31 GIBNEY *et al.*, 2004.

32 MONTEIRO *et al.*, 2000; LACERDA & CUNHA; 2001; OLIVEIRA *et al.*, 2007.

33 WHO, 2001.

than five years old, 17.4%, according to the National Survey on Demographics and Health³⁴. Preventive vitamin A supplementation is recommended by the World Health Organization for areas with moderate to high prevalence. Vitamin A deficiency, when severe, causes visual deficiency (night blindness), and even in situations of light to moderate deficiency, it is linked to a higher risk of suffering and developing anemia in a simultaneous manner. It has been estimated that preventive vitamin A supplementation is linked to a 24% reduction in the risk of child mortality (based on high quality evidence) and a 28% reduction of the risk of mortality due to diarrhea³⁵.

In the SUS, the prevention and control of nutritional deficiencies in children combine different strategies which include nutrition and food education, mandatory fortification of foods (with iron and folic acid in corn and wheat flours, and iodine in salt), as well as supplements with micro-nutrients for children within the scope of primary care³⁶. Preventive supplementation with ferrous sulfate is indicated for children 6 to 24 months old, as well as mega doses of vitamin A for children 6 to 59 months old. With Brasil Carinhoso Action, the national programs for supplementation with micronutrients (*Programa Nacional de Suplementação de Ferro – National Iron Supplementation Program* – and *Programa Nacional de Suplementação de Vitamina A – National Vitamin A Supplementation Program*) were updated in regards to the implementation model, clinical guidelines and coverage extension³⁷.

The offer of ferrous sulfate medication to prevent anemia is part of the basic component of the pharmaceutical assistance of the SUS and it is up to municipalities

34 BRASIL, 2009.

35 WHO, 2011a.

36 JAIME et al, 2011.

37 BRASIL, 2013b; 2013c.

to purchase it to be used in the Programa Nacional de Suplementação de Ferro³⁸ in the Primary Health Centers throughout the country.

On the other hand, vitamin A, in the 100 IU and 200 IU mega dose composition, as indicated in the behavior manual of the Programa Nacional de Suplementação de Vitamina A, is purchased in a centralized manner by the Ministry of Health and distributed to municipalities participating in the Program. As of 2011, 2,052 municipalities were part of this Program in the North-East and Northern regions, and the mining municipalities belonging to the Valleys of the Jequitinhonha and Mucuri, identified at the time of the launching of the Program in 2005 as endemic areas. Indigenous children residing in 12 Special Indigenous Health Districts (*Distritos Sanitários Especiais Indígenas* – DSEI) in the North, North-East and Central-West regions were also served. In all, the results of the National Survey on Demographics and Health³⁹ indicated that the Vitamin A deficiency was also observed in the other Brazilian regions, amounting to 21.6% among children younger than five years old in the South-East Region, which, from the perspective of the collective monitoring of such nutritional issue, required a review of the coverage of the Program.

With the launching of Brasil Carinhoso Action in 2012, the Programa Nacional de Suplementação de Vitamina A was maintained in the whole North-East region and was extended to all municipalities in the Northern region, to over 585 municipalities that were part of the poverty map of the Central-West, South-East and South regions, and to all 34 DSEIs⁴⁰. According to data as of August 2014, 3,325 municipalities were part of the Program and received the necessary supplies from the Ministry of Health. From 2012 until now, 9.1 million children have

38 BRASIL, 2013d; BRASIL, 2014a.

39 BRASIL, 2009.

40 BRASIL, 2013c.

received supplements with mega doses of vitamin A. Of those, 11.1 million doses were distributed to children from 6 to 59 months old.

In order to complete and improve the actions for the control and prevention of micronutrient deficiencies in Brasil Carinhoso, the new NutriSUS strategy was launched in 2014, consisting of the fortification of children's food with powdered micronutrients. Proposed as an optional action in nurseries participating in the Health at School Program, it consists of the direct addition of 15 powdered micronutrients (vitamins and minerals) to the foods which children between 6 and 48 months old will consume in one of their daily meals offered at the nurseries. Powdered micronutrients are individually packed in sachets (1 g); the contents of which have to be added to and mixed with the meals offered during school hours. For that, the National Committee for Health Technology Incorporation in the SUS (*Comissão Nacional de Incorporação de Tecnologia no SUS – Conitec*) approved the inclusion of this supplement in the SUS care network and its inclusion in the National Essential Medicines List (*Relação Nacional de Medicamentos - Rename*)⁴¹. Supplements are acquired by the Ministry of Health and are distributed to states and municipalities which follow the strategy through the annual agreement with Saúde na Escola. In 2014, 6,864 nurseries participated in the first implementation stage of the NutriSUS strategy, involving 330,376 students from nurseries in 1,717 municipalities.

The NutriSUS strategy was outlined based on the most recent recommendation of the World Health Organization for the prevention of anemia and the enhancement of child growth. The fortification of foods in the traditional diet of the child with multiple powdered micronutrients is presented as an alternative to supplementation with isolated iron, with the intention of increasing the intake of minerals and vitamins in children⁴². There are studies showing that the strategy, within a one-

41 BRASIL, 2014b.

42 WHO, 2011.

year period, reduces iron deficiency by 51% and anemia by 31%⁴³.

This type of strategy has been extensively studied and successfully implemented in different continents and in over 44 countries; accumulating evidence of efficacy and effectiveness, and such relevance was acknowledged in specific guidelines such as that of the World Health Organization⁴⁴.

NutriSUS initially considered only those children enrolled in nurseries, understanding that this setting is configured as a privileged space to promote actions for healthy living habits. Such actions have an impact on healthcare due to their potential to influence behaviors and to develop life skills among all members of the school community. It is believed that this environment is conducive to the implementation of actions carried out collectively and becomes an opportunity to strengthen intersectoral actions.

Other child health actions

It is important to consider that, beyond Brasil Carinhoso, there are other actions essential for children's health which help form the strategic agenda of primary care in the SUS. Among them are: nutrition and food surveillance with monitoring of children's growth, vaccinations and promotion of breastfeeding, and healthy supplementary nutrition. These actions have been pointed out, together with policies to overcome poverty, as determining factors of the advanced scope of the second Brazilian goal of the Millennium Development Goals (MDGs), regarding the reduction of malnutrition in children younger than five years old.

43 DE-REGIL *et al.*, 2011.

44 ENGLE *et al.*, 2007; BHUTTA *et al.*, 2008; DEWEY; YANG; BOY, 2009; De-REGIL *et al.*, 2011; WHO, 2011.

In articulating the agenda for children under de SUS, there is special attention paid to the first 1,000 days of life ranging from pregnancy to the end of the second year of life; a critical period for growth and full development of children, in which integral attention to health, feeding and nutrition plays a central role. In that sense, it is directly related to the agenda for pregnancy care within the context of *Rede Cegonha* (Mother and infant health care network)⁴⁵, from pre-natal care until delivery (noting the challenge to reduce the percentage of C-sections in the country which, among other associations, is linked to a greater risk of low birth weight).

Additionally, considering the close link between non-transmitted chronic illnesses (such as obesity, diabetes, hypertension and cardiovascular disease) and inappropriate nutrition habits; actions to promote adequate and healthy foods habits from early childhood gained importance and took on a new meaning, considering the promotion of health and addressing the main health issues of the Brazilian population.

FINAL THOUGHTS

The Brazil without Extreme Poverty Plan constitutes a strategy to guarantee citizens their rights by aiming to improve the well-being of and promote the generation of income for the most excluded population in Brazil. Such exclusion is not just linked to low income, but to lack of access to public policies and social programs. The nature of the collective construction of the Plan, involving the different federal entities, states and municipalities, in addition to civil society, has brought innovation and the possibility to set up commitments based on the

⁴⁵ *Rede Cegonha is a thematic health care network which guarantees women the right to family planning, humanized pregnancy, delivery, abortion and post-natal care; as well as providing care for children of up to two years old and the right to a safe birth, healthy growth and development. It has as its goals the induction of a new care model for delivery, birth and childhood health, with guarantee of access, reception and resolution, aimed at reducing neonatal and maternal mortality.*

social ethics of rights and solidarity. For the health sector, the opportunity to build integrated programs with other social areas contributes to the government's actions to achieve greater effectiveness in solving problems that are almost always determined by living conditions and the degree of social development, along with access to quality public services.

The political decisions regarding the allocation of resources for health network infrastructure, of the allocation of doctors for primary care, and of the improvement in access to medications and care of poverty-related illnesses as a priority in, but not exclusive to, the areas and regions with higher poverty indexes tend to result in an effective impact on extreme poverty levels in the country and the improvement of health conditions among the most vulnerable groups. Internally in the health sector, integral health care was carried out with actions to promote health, disease prevention and therapeutic and rehabilitation care. Illnesses previously labeled as “neglected” became “poverty-related” illnesses, in the sense that the government assigns to them the same priority as that of reducing social inequalities.

The great challenge is the creation of an integrated, decisive and humanized network in health care, in a free and universal system that pays attention to the existing social elements and inequalities. As reminded by Kerstenetzky,

“In a perspective (...) that grants a privileged status to social inequalities, quality universal services are the only guarantee that opportunities are equitable and actually transform the lives of those in poverty”⁴⁶.

Thus, the principles and guidelines of the SUS were present and carried out through the actions that are part of the Brazil without Extreme Poverty Plan.

46 KERSTENETZKY, 2013.

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THE STRATEGY OF PRODUCTIVE INCLUSION IN URBAN AREAS IN THE BRAZIL WITHOUT EXTREME POVERTY PLAN

*Patricia Vieira da Costa, Luiz Herberto Müller, Margarida Munguba Cardoso
Marcelo de Sousa and Luciano Maduro Alves de Lima*

Most of the adult population in poverty in Brazil is economically active¹. However, their integration into the workforce in general is precarious, with low and unstable income. That is greatly due to their lack of access to education and good professional qualification courses. The strategy of productive inclusion in urban areas of the Brazil without Extreme Poverty Plan, which is coordinated by the Ministry of Social Development and Fight against Hunger (MDS) and aims to overcome extreme poverty in the entire country by the end of 2014², brought new opportunities for that target audience.

1 The participation of beneficiaries of the Bolsa Familia in the labor market is aligned with the other income brackets. And, according to an extensive review of the literature in such regard done by Oliveira e Soares (2013), there is no empirical confirmation that supports with evidence the theory that income transfers discourage work.

2 Established by Decree n° 7.492, of June 2, 2011, the Brazil without Extreme Poverty Plan organizes its actions along a threefold strategy: income guarantee, access to services and productive inclusion, with urban and rural branches.

The goal of the strategy is to make use of the proven willingness of such persons to work and to promote the improvement of their integration into the workforce; either through paid employment, autonomous or associated work. Professional qualification, labor brokering, incentives and support for entrepreneurship as well as the collective organization of joint enterprises are some of the policies of urban productive inclusion, which we will discuss next.

PROFESSIONAL QUALIFICATION

The Brazil without Extreme Poverty Pronatec

The flagship of the strategy of urban productive inclusion is the National Program for Access to Technical Education and Employment³, which offers free courses with their quality acknowledged by the Ministry of Education (MEC, responsible for the program) and by the market. In its branch focused on low income individuals, the Program is known as Brazil without Extreme Poverty Pronatec.

The courses are offered by entities of the “S System” - Senai, Senac, Senat and Senar⁴-, by the federal network of professional, scientific and technological

3 Created by Law n° 12.513, of October 26, 2011, Pronatec consists of: the *Bolsa-Formação Estudante* (Student Training Allowance), for medium-level technical professional education courses, in the concurrent, integrated or subsequent forms, as well as initial and continuous education courses; the *Bolsa-Formação Trabalhador* (Worker Training Allowance), focused on workers and beneficiaries of federal income transfer programs, for initial and continuous education courses and professional qualification courses. Brazil without Extreme Poverty Pronatec makes reference particularly to the *Bolsa-Formação Trabalhador*.

4 National Service of Industrial Learning - *Serviço Nacional de Aprendizagem Industrial* (Senai), National Service of Commercial Learning - *Serviço Nacional de Aprendizagem Comercial* (Senac), National Service of Transportation Learning - *Serviço Nacional de Aprendizagem do Transporte* (Senat) and National Service of Rural Learning - *Serviço Nacional de Aprendizagem Rural* (Senar).

education and by state and municipal networks of technical and technological education certified by the MEC.

For the offer of professional qualification, city halls need to join the Program⁵. Joining does not require signing any agreement between the federal and municipal governments, nor does it require financial contributions from city hall. The MEC pays for the courses directly to the institutions offering them (known in the Program as “offering institutions”).

Municipal membership with Brazil without Extreme Poverty Pronatec is done through an information system of the social assistance network, which favors the appointment of a liaison at the city hall who is a member in such area. The liaison is responsible for the mobilization and registration of the target audience in the qualification courses, for the follow-up of beneficiaries and for coordination with all Program partners.

With a minimum duration of 160 hours, and characterized as initial and continuing education (*formação inicial e continuada - FIC*)⁶, Brazil without Extreme Poverty Pronatec courses are offered for free to individuals older than 16 years old, on a priority basis for those already registered or in process of inclusion in the Single Registry for Social Programs of the Federal Government. There is no limit to the number of registrations per family.

The Pronatec catalog lists 644 modalities of FIC courses, such as computer operator, receptionist, administrative aid, electrician and bricklayer. There are spaces for people with different educational levels, ranging from initial literacy to students with complete high school studies, depending on the course. This means

⁵ There is information for city halls regarding joining on the websites pronatec.mec.gov.br and www.brasilsemiseria.gov.br/inclusao-produtiva/pronatec.

⁶ The FIC courses focus on the training of workers in the areas of technological and professional education, developing their skills for a productive and social life, so as to promote their integration or reintegration into the workforce.

that even those with little formal education or who have been out of school for a long time have a chance to register.

Chart 1 - Areas in which there is an offer of Brazil without Extreme Poverty Pronatec courses

TECHNOLOGICAL THEMES
Food Production
Industrial Production
Natural Resources
Environment and Health
Design, Cultural and Artistic Production
Social and Educational Development
Information and Communications
Design and Cultural Production
Infrastructure
Business and Management
Tourism, Hospitality and Entertainment
Security
Aesthetics and Industrial Health Processes and Control

Source: Guia Pronatec de Cursos FC (MEC), 2014.

Differential: adjustment to the target audience

Previous attempts to scale up the professional qualification programs without sacrificing quality and by including the poorest population did not succeed, as they had not been tailor-made for such groups, the specifics of which must be taken into account. Low schooling levels, lack of access to information regarding the courses, lack of offers in small and medium cities, work days with several hours per day, long

distances to travel to school, inadequate class shifts and indirect participation costs (such as meals and transportation) are just some of the obstacles that, in addition to low income, made participation difficult for the target audience.

Seeking to overcome such obstacles, the federal government, in addition to covering the costs of courses and therefore making gratuity feasible, also made resources available for schools to provide the learning material used in the courses to all⁷ students of the Brazil without Extreme Poverty Pronatec, as well as the “student assistance”, which consists of meals and transportation, or the resources to cover them.

Meanwhile, there were still three major challenges to overcome. First, there were difficulties to spread information about the courses and sensitize the target audience regarding the importance of professional qualification. Many didn’t even see themselves as targets of the policy. Also, there were those who thought that registration in the professional qualification courses would imply a loss of benefits such as the Bolsa Família, which is unjustified⁸.

The inclusion of the network of the Unified Social Assistance System (SUAS) in the strategy was vital to change the situation. Its experience in providing service to the most vulnerable families, its national coverage and its capillarity made the SUAS Network the ideal partner for the Ministry of Education in the Program; taking the information regarding Brazil without Extreme Poverty Pronatec directly to the target audience and following up on their paths throughout the course. In addition, the social assistance area has been fundamental in guiding graduates to the services of labor intermediation and support for micro-entrepreneurship, as well as solidary economy initiatives.

7 Including pencils, pens, notebooks and uniforms, when required by the institution.

8 It would not make sense to deprive those who still lacked access to qualification and better opportunities in the work world of the benefit. That would only limit their qualification chances and would keep them prisoners of the poverty trap. It should be noted that, even after finding an employment opportunity that improves their income, their dismissal from Bolsa Família is not automatic. Depending on the per capita income, the family can remain indefinitely or for some more time in the Program, and will only lose the benefit in case it no longer matched the criteria considered in the Bolsa Família rules.

Another challenge was to adjust the courses to the target audience. For that, workshops were carried out with the providers. In those meetings, the “Reference Document for the *Bolsa Formação Trabalhador* within the scope of Pronatec” (“*Documento de Referência para a Bolsa Formação Trabalhador no âmbito do Pronatec*”) was used; with the purpose of guiding the state, municipal and federal partners, as well as the providers regarding the specifics of the audience and the best way to include them in the professional learning processes.

Thus, teachers were guided and teaching material was reviewed from the perspective of the low income and low educational level of the target audience, which required a great adjustment effort from the institutions providing the courses. The commencement of the new classes began to follow a method of reception and welcoming of people in situations of social vulnerability. The objective was to make students feel welcome so that they would willingly attend the courses, as well as making it possible to balance knowledge, allowing all students to know what was necessary to follow the courses - an initiative that helped reduce avoidance of classes. That was also a big change for the offering institutions.

Instructed by the MDS, the Brazil without Extreme Poverty Pronatec courses must be preceded by an inaugural class a moment when the city hall and the offering institution explain the relevance of professional training for the occupational path of students, in addition to promoting supplementary actions for qualification, such as labor intermediation.

Another move ahead in the sense of adjustment to the target audience is that, unlike previous initiatives in the professional qualification area, in Brazil without Extreme Poverty Pronatec most of the spaces (45%) are for evening courses, in order to combine work and studies – which also required an adjustment from the institutions offering the courses. Initially, the offer of day courses was predominant, and progressively, schools adapted to yet another need of the students of the Brazil without Extreme Poverty Pronatec.

Educational pre-requirements were also reassessed, as many courses required unnecessarily elevated schooling levels, therefore limiting access for the population with fewer years of study. The demonstration of schooling became self-declaratory, which favored individuals without access to school documentation, either because they had been out of school for many years or because they resided in a different place from that where they had studied. The reduction of schooling requirements allowed, since the beginning of the Pronatec until September 2014, for 57% of the registrations to be made for courses that only require some elementary school studies.

Differential: adaptation to the job market

The third challenge had to do with the natural tendency of the institutions offering the courses to offer modalities that were part of their usual “portfolio” of professional qualification – for which they already had teachers, equipment and facilities available. The problem is that those courses (commonly called “shelf courses”), albeit respecting the quality requirements of the MEC, do not always answer to the demands established by the dynamics of the local job market, which gives rise to a gap between the trained work force and the type of labor required in the region; thus reducing the opportunities of graduates from the Brazil without Extreme Poverty Pronatec to enter the market.

That is why the courses offered in every city adhering to the Brazil without Extreme Poverty Pronatec are negotiated between the public entity, the institutions offering the courses, the workers and entrepreneurs. The decision must take into consideration the economic situation and the labor shortages in the region, in order to increase the chances of graduates getting hired.

The MDS acted in the training of liaisons of the Brazil without Extreme Poverty Pronatec in city halls for such a task of negotiation. This was done in meetings or with tools that synthesize and facilitate the measuring of indicators of the local job market;

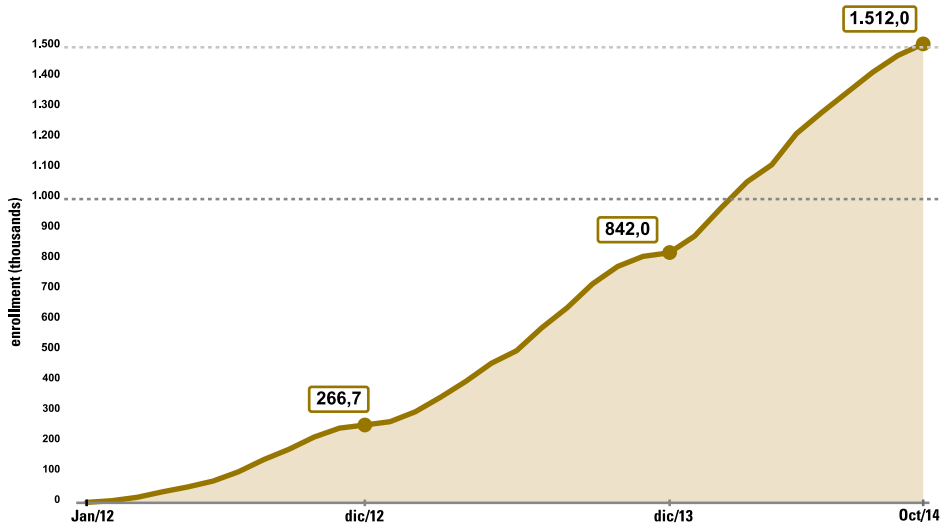
for example the electronic bulletin “Job Market in your Municipality”, available on the Brazil without Extreme Poverty website⁹.

Results

The results of all these efforts are encouraging. From January 2012 to October 2014, Brazil without Extreme Poverty Pronatec had, as shown in the chart below, 1.5 million registrations, with 67% of them women. Young people 18 to 29 years old accounted for 48% of the registrations.

⁹ Available at: www.brasilsemiseria.gov.br/mercado-de-trabalho.

Chart 1 - Evolution of registrations in the Brazil without Extreme Poverty Pronatec (Accumulated 2012-2014)

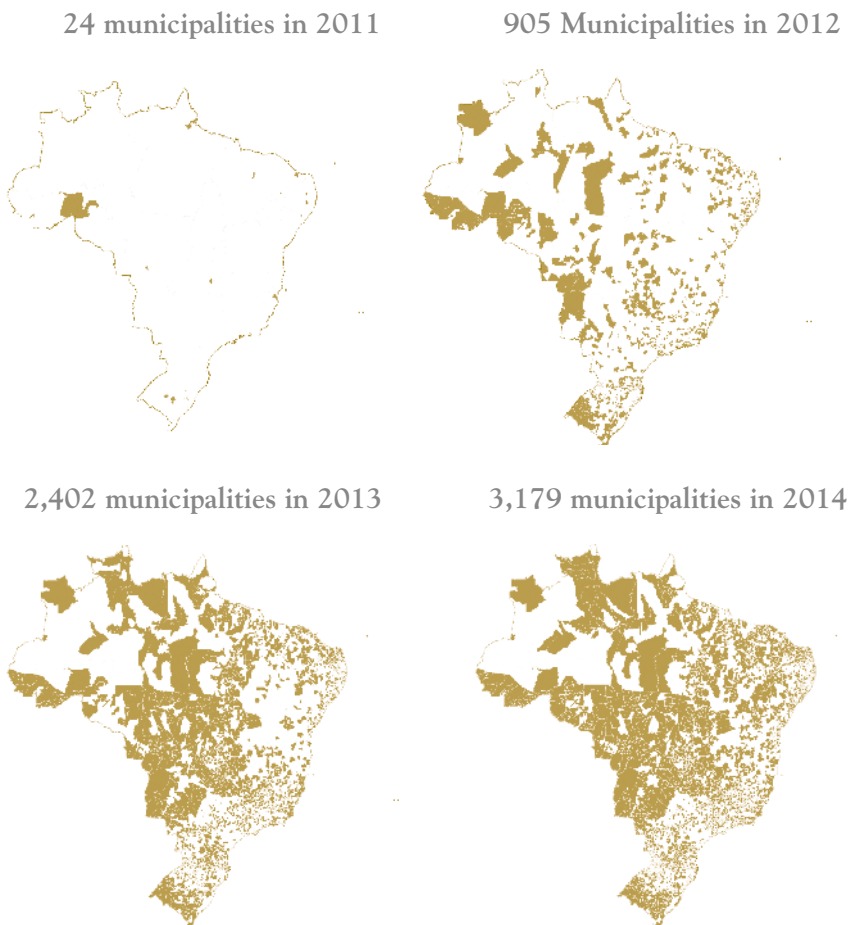


Source: Sistec/MEC.

It should be noted that even while offering courses from institutions of excellence in professional education, the offer of which tends to focus on big centers, the Brazil without Extreme Poverty Pronatec was not limited to capitals and big cities: in November 2014, 3,966 municipalities of all sizes had an offer of courses. This was an unprecedented event, which was possible due to the combined capillarity of the social assistance network, of the System S entities, and of the federal, state and municipal networks.

Such insight was largely made possible by “mobile units” for learning or by the “remote offer”, in which city halls provide available spaces that are suitable for the teaching activities of the offering institutions.

Figure 1 - Territorial Distribution of Brazil without Extreme Poverty Pronatec (2011-2014)



Source: Sistec/MEC. Preparation: Sagi/MDS.

Most registrations of the Brazil without Extreme Poverty Pronatec in 2014 were in the North-East region (32%), followed by the South-East (24.1%), South (23.6%), Central-West (11.6%) and North (8.6%).

The fact that the MEC directly pays the educational institutions for the courses greatly simplifies the bureaucracy of the Program, avoiding the need for often complex procedures for the transfer of funds to states and municipalities. That facilitates the work of city halls and state administrations, which can then focus efforts on the mobilization of the public and in guiding them to labor intermediation actions or entrepreneurial support.

Previous professional qualification initiatives, in which the resources for the payment of the courses were transferred by the federal government to the municipalities (which then selected and paid the locally selected providers), ran the risk that the courses were of lower quality, particularly in places where networks of professional education of excellence did not reach. This risk was worsened by the fact that the courses to be offered might not be listed in an official guide, nor did they follow previously defined hours and curriculum.

Integration into the workforce

With the purpose of monitoring the effectiveness of Brazil without Extreme Poverty Pronatec, the MDS cross-referenced the databases of the Single Registry, the payroll of the Bolsa Família Program, the National System of Information on Technological and Professional Education (Sistema Nacional de Informações da Educação Profissional e Tecnológica - Sistec), the Annual Report of Social Information (Relação Anual de Informações Sociais - Rais), and the General Register of the Employed and Unemployed

(Cadastro Geral de Empregados e Desempregados - Caged)¹⁰¹¹; covering the 2012-2014 period (until June).

This procedure allowed for identifying the number of persons¹² registered in the Single Registry and of beneficiaries of the Bolsa Familia who completed FIC courses of the Brazil without Extreme Poverty Pronatec and who went into the formal job market. With that, there is an indicator which signals the employability potential provided by those courses for the public of Brazil without Extreme Poverty.

Out of a total of 1.1 million people registered in Brazil without Extreme Poverty Pronatec (accumulated as of June 2014), 430.4 thousand had a formal employment link from 2012-2014. That means that 37.6% of the people registered in Brazil without Extreme Poverty Pronatec were in the formal workforce during that period. Most of it is formed by young adults aged 18 to 24 years old (135.2 thousand), followed by adults in the 30 to 39 years age group (125.4 thousand). An important finding was that, from among those transiting the formal workforce, 183.7 thousand (42.7%) obtained employment after the registration in a course of Brazil without Extreme Poverty Pronatec.

When the totality of the FIC courses of Pronatec is considered¹³, the total number of people registered amounted to 2.5 million (as of June 2014) - 800 thousand of them being beneficiaries of the Bolsa Familia. Of these 2.5 million, 996.7 thousand people

10 Electronic management system of the Pronatec, maintained by the MEC.

11 Rais and Caged are administrative registers coordinated by the Ministry of Labor and Employment. Private companies, public companies and governmental agencies have the obligation of pre-filling Rais annually, providing information regarding their list of employees. Caged is only pre-filled by private companies, on a monthly basis and without a mandatory character, providing information regarding the flow of personnel recruitment and terminations.

12 The number of people registered is greater than the number of registrations, because every person can register for up to three courses (non-concomitant) per year.

13 Including the modalities that are part of the Bolsa Formação Trabalhador and of the Bolsa Formação Estudante. Not including the initiatives Brasil Profissionalizado (Professionalized Brazil), Gratuity Agreement with the "S" System and ETEC.

had access to employment during the period analyzed. Among them, 525 thousand are individuals registered in the Single Registry (52.7% of the total had a formal employment link). Also, out of the set of people who are part of the Single Registry, 197.2 thousand are beneficiaries of the Bolsa Família Program; 106.4 thousand (5.4%) of which were employed after registering in the Pronatec courses¹⁴.

The participation of the urban productive inclusion team of Sesepe

The implementation of the strategy of Brazil without Extreme Poverty Pronatec required intense negotiations among the MEC, the MDS and the offering institutions. The urban productive inclusion team of the Extraordinary Secretariat for Overcoming Extreme Poverty (Sesepe) – the MDS agency responsible for the coordination of the Brazil without Extreme Poverty Plan – participated in the entire process since the creation of Pronatec, becoming a leading contributor, acknowledged by the MEC and its partners as essential for the success of the Program.

At the beginning of Brazil without Extreme Poverty Pronatec, only the cities with over 100 thousand inhabitants and with units of the National Employment System (Sistema Nacional de Emprego - Sine) were eligible. In November 2011 (the Law that created Pronatec was passed on October 26, 2011), the Sesepe organized an event in Brasilia having as guests the mayors as well as the social assistance and labor secretaries of the states and municipalities with over 100 thousand inhabitants, in addition to representatives of the national education system and of the federal institutes of each city. The Minister of Social Development and Fight

¹⁴ The data regarding the cross-reference between the Single Registry, the spreadsheet of the Bolsa Família, Sistec, Rais and Caged will be the subject of a deep analysis in an article to be published in the series "Estudos Técnicos SAGI", a publication of the MDS (in the press).

against Hunger as well as the Ministers of Education and of Labor and Employment also participated.

The goal was to present the Brazil without Extreme Poverty Pronatec proposal and to sign the cooperation agreement between the MEC and the MDS for the implementation of the Program with the SUAS Network. After that, 27 negotiation tables were constituted (one for each state and for the Federal District), coordinated by the MDS and formed by representatives of each of the entities listed above. The intention was to adjust the offer of courses to the economic dynamics of each city.

In addition to the network at the federal level, the Sesep team established continuous telephone contact with the first 100 municipalities that joined the Program, to identify those responsible for the implementation within the municipal scope. It also held several meetings in the states, in order to motivate them to take over the state coordination of the initiative. It also offered technical support, conveying the necessary guidelines for the implementation of the Program; in addition to exercising the role of mobilizer and organizer among the offering institutions, the areas of education, labor and social assistance, workers and companies. The work by Sesep greatly helped to grant a voice to smaller municipalities in the whole process.

Results would not have been so positive without the participation and receptivity towards innovation shown by all partners. Finally, the format utilized for the professional qualification of the poorest Brazilians represents a true paradigm change in that area; one which only takes place with much effort and availability to work in a joint manner. And, of course, with the commitment of the target audience to qualify in order to improve their lives and those of their families.

Brasil Sorridente and Brazil without Extreme Poverty Pronatec

The Ministry of Health (MS) and the MDS signed a partnership to organize the Brasil Sorridente Program and Brazil without Extreme Poverty Pronatec, creating opportunities for dental care for the target audience registered in the courses. Oral health – with the provision of dental prostheses, for instance – contributes to the elimination of barriers imposed by the market. Because of that, the availability of such policies increases the chances of qualified integration into the workforce for the most vulnerable populations.

In order to participate, the municipality needs to have a minimum of 200 spaces offered in Brazil without Extreme Poverty Pronatec and infrastructure which includes oral health teams, a Center of Dental Specialties and a Regional Laboratory of Dental Prostheses, in addition to participating in the Labor Acessuas¹⁵.

The provision of dental services must be carried out during the courses. For that, it is necessary to create implementation strategies among the municipal secretariats of social assistance and health, and the unit offering the professional qualification course. The challenge is integrating the services.

The main liaison of Brazil without Extreme Poverty Pronatec in the municipality notifies the municipal coordinator of oral health regarding the commencement of classes, the location of the education unit, the number of students and the duration of the course. The oral health coordinator is the one who organizes, implements and manages the oral health services and actions in the municipality, and their organization with the Brazil without Extreme Poverty Pronatec liaison is fundamental for the partnership to be effective.

¹⁵ Information regarding the Labor Acessuas hereafter, in this same text.

Already part of the inaugural lecture, the clinical assessment of the oral health of students can be performed for further scheduling of services. Priority is given according to the risk assessment for oral health. The federal government suggests focusing care on the health unit closest to the location of the course, or in the Primary Health Care Centers (UBS) closest to the residence of each student. The oral health team coordinator or the Brazil without Extreme Poverty Pronatec liaison informs the student about the time and place of the consultation¹⁶, making sure that the appointment does not coincide with class hours.

The goal is to serve at least 60% of the students during the first three months of the partnership and 100% starting from the sixth month, always offering prostheses to the students who need them, as they favor the poor having access to opportunities for formal integration into the workforce. In September 2014, the partnership was in 276 municipalities with courses of Brazil without Extreme Poverty Pronatec.

Brazil without Extreme Poverty Pronatec and some of its specific target audiences

The high vulnerability of some target audiences requires special care from Brazil without Extreme Poverty Pronatec. Such is the case of women, adolescents and youth in situations of sexual exploitation and/or abuse, and of the homeless population, for whom the initiatives discussed hereunder were developed.

¹⁶ Dental services that can be rendered involve restorations, prophylaxis, periodontal treatment, endodontic treatment (according to the equipment and technical availability), exodontia of permanent and deciduous teeth, early diagnosis of pathologies in soft and hard tissues and prostheses rehabilitation. There is also specialized care in the areas of endodontics, periodontics, minor oral surgery, dental prostheses and stomatology, with emphasis on the diagnosis of oral cancer.

The vast knowledge of the women, their histories, their education and experiences are all used in the A Thousand Women Program (*Mulheres Mil* Program) which takes into consideration such background and transforms it into professional qualifications, keeping in mind the appropriate integration into the workforce. For that, the *Mulheres Mil* Program uses a specific method, which favors cross-cutting issues organized along a threefold strategy – education, citizenship and sustainable development.

Courses are offered to women of the same territory, with identities and life experiences in common, allowing for the identification of groups who work outside of the formal market, but who have the potential to organize themselves in cooperatives linked to local cultures and social productive arrangements, or the potential to establish themselves as individual micro-entrepreneurs.

The *Mulheres Mil* Program was implemented in 2007 in cooperation with the Canadian government, initially in the North and North-Eastern regions. At the beginning of 2014, the MDS and the MEC signed a partnership to include it in Brazil without Extreme Poverty Pronatec, extending the professional qualification offer to the poorest women; particularly those who were beneficiaries of the Bolsa Família Program who did not access the Pronatec courses due to their low educational level, violence or situations of vulnerability.

Mulheres Mil Pronatec was carried out in partnership with the Federal Institutes of Education, Science and Technology¹⁷ and has an average number of 200 hours. In 2014, 18,521 spaces were offered in 694 municipalities in all states of the country. There were 176 types of courses available.

Brazil without Extreme Poverty Pronatec also signed the partnership, at the beginning of 2014, with *ViraVida*; a project of the National Council of Industry's

¹⁷ In order to implement the *Mulheres Mil* Program, it is necessary for the municipality to have joined Brazil without Extreme Poverty Pronatec.

Social Service (*Conselho Nacional do Serviço Social da Indústria - Sesi/ CN*) focused on adolescents and youth in situations of sexual exploitation and/or abuse.

From this partnership, the audience served by the ViraVida Project of Sesi benefited from professional qualification courses of Brazil without Extreme Poverty Pronatec. This allowed adolescents and young people to improve their self-esteem, discover new potential, recover personal values, strengthen the community and family connections, and increase their professional capacity, with greater chances of dignified integration into the workforce.

Adolescents and youth in situations of sexual exploitation are registered in exclusive classes, due to the special follow-up during the initial cycle of psycho-social care with Sesi, which lasts 12 months. In 2014, 1,549 spaces were offered in 116 classes, distributed throughout 27 municipalities.

Regarding specific services, an important experience was developed in the city of São Paulo, taking into account the productive inclusion of homeless people through Brazil without Extreme Poverty Pronatec. The courses – carpentry, bricklaying, baking, and electrician, among others – are generally offered in exclusive classes, so as to complement the specific needs and training of that target audience.

The initiative is the result of a partnership between city halls with Senai and the National Movement for the Homeless Population. Acting jointly, the partners have more capacity to deal with the specifics of the homeless population, the drop-out rate of which tends to be higher than that of other audiences. Students are monitored by the social assistance network of the municipality, which works in close cooperation with the Senai team to deal with eventual difficulties that students might face, in the best possible way.

To encourage participation in the courses, the initiative offers an attendance allowance of R\$ 2 per hour/class, which add to the R\$ 2 per hour/class already paid as student assistance by Pronatec.

Started in April 2013, the São Paulo experience had 363 participants registered, and 144 of them were beneficiaries of the Bolsa Família Program. In the first stage, 171 students graduated and some were chosen for a selection process with partner companies.

The innovative character of this practice gave the São Paulo municipality the first place in the Rosani Cunha Award of Social Development: Special Edition - Bolsa Família 10 Years in 2013, in the category “Organized actions of the Brazil without Extreme Poverty Plan focused on the productive inclusion of beneficiary families of the Bolsa Família Program”.

SUPPORT FOR MUNICIPALITIES WITH THE ACESSUAS TRABALHO

To support the municipalities in the activities related to the productive inclusion of the social assistance beneficiaries, the Brazil without Extreme Poverty Plan created the National Program for the Promotion of Access to the workforce (*Acessuas Trabalho*). It transfers resources from the federal government to the municipalities to carry out actions which contribute to the integration of social assistance beneficiaries into the workforce –either through formal employment, individual entrepreneurship, or solidary economy enterprises.

This is an institutional strengthening program, which contributes to extending the capacities of municipalities to develop organizational initiatives with policies promoting productive inclusion; such as those in the areas of labor, employment and income; including the mobilization for Brazil without Extreme Poverty Pronatec courses, the follow-up of students, the monitoring of their path and the referral to labor intermediation actions.

Resources are transferred by the federal government to the municipal governments through the National Social Assistance Fund (FNAS), waiving

the implementation of an agreement or the filing of municipal compensation. The criteria and timeline for municipalities to join the program are defined annually through a resolution of the tripartite inter-agency commission (*comissão intergestores tripartite* - CIT), formed by social assistance representatives at the federal, state and municipal levels.

From 2012 to 2014, municipalities that joined the *Acessuas Trabalho* Program received transfers of R\$ 254.4 million (for the year 2014, there is an estimate of R\$ 97.6 million in additional transfers). The Program was joined by 292 municipalities in 2012, 739 municipalities in 2013, and 1,379 municipalities in 2014¹⁸. The participation of small municipalities experienced a considerable growth during the term, rising from 20% in 2012 to 71% in 2014.

The municipality that adheres to *Acessuas Trabalho* is committed to the actions and goals established annually by resolution of the National Social Assistance Council (CNAS) and monitored by the MDS. Municipal secretariats of social assistance are responsible for the mobilization and referral to Brazil without Extreme Poverty Pronatec (and for other productive inclusion initiatives) as well as the follow-up of the students' permanence in the courses.

LABOR INTERMEDIATION

If they want to join the market as employees, the graduates from a professional qualification course can count on labor intermediation services. Intermediation actions of the Brazil without Extreme Poverty Plan are carried out by the National Employment System (Sine), coordinated by the Ministry of

¹⁸ Resolution 27/2014 of the National Social Assistance Council (CNAS) extended the validity of the program, which would have lasted until the end of 2014, when the Brazil without Extreme Poverty Plan ends, to 2018.

Labor and Employment (MTE). A challenge set by the Plan since its launching is to increase the rendering of intermediation services to social assistance beneficiaries.

A cross-reference made in September 2010 between the databases of the Single Registry and the More Jobs Program (*Mais Emprego* Program) showed that 27.3% of the people (5,625,620 individuals) older than 16 years of age registered in the Registry and residents in urban environments throughout the country had resorted to labor intermediation actions with Sine (through the *Mais Emprego* Program) in the previous five years.

The results of the preliminary study made it clear that intermediation not only served the audience of the Single Registry, but that there was also potential to extend its scope to the beneficiaries of Brazil without Extreme Poverty.

Aware of such result, and with the intention of organizing the necessary intersectoral efforts to implement professional qualification and labor intermediation actions, extending the opportunities for the Brazil Without Extreme Poverty Plan audience to enter the workforce as employees; the Ministry of Social Development and Fight against Hunger (MDS) and the Ministry of Labor and Employment (MTE) signed a terms of agreement document in December of 2012.

The purpose was to extend the offer of labor intermediation services within the scope of Sine for the audience registered in the Single Registry, with priority given to those completing Brazil without Extreme Poverty Pronatec courses. The agreement, with a one-year validity, considered the nine states of the North-East region (Alagoas, Bahia, Ceará, Maranhão, Paraíba, Pernambuco,

Piauí, Rio Grande do Norte and Sergipe) and the state of Minas Gerais¹⁹.

The agreement involved the decentralization of R\$ 20.9 million from the MDS to the MTE, to fund and invest in the Sine network of participating states. Resources could be used for expenses that would increase the service capacity of units, such as: the acquisition of IT equipment, furniture, increase of data transmission capacity, reinforcement of services and training of the service unit teams, increase of the space catchment structure and the physical improvement of the units.

To reach the graduates from Brazil without Extreme Poverty Pronatec, a partnership was put into place with state governments for a joint work method to provide intermediation services of Sine agencies to the target audience.

The goal of the partnership was the registration of 654,294 workers from the Single Registry in the Mais Emprego system (which would imply going through the labor intermediation process)²⁰ and the placement of 105,937 people from the Single Registry in the workforce²¹ during the period of validity of the cooperation (December 2012 to December 2013).

Intermediation services were rendered to 2,186,914 workers through the Mais Emprego Program in the partner states between December 2012 and October 2013. Out of that total, 945,647 workers were from the Single Registry (43%), widely exceeding the goal of the agreement, and 487,402 (22%) were beneficiaries of the

19 The North-East region was chosen because it included 53% of the extremely poor population older than 18 living in an urban environment, and accounted for 40% of the registrations in Brazil without Extreme Poverty Pronatec. In addition, between 2010 and 2011, it was the region with the second greatest growth in formal jobs in the country, of 5.87% (representing 470.2 thousand new formal jobs), quite above the national growth of 5.09%. The state of Minas Gerais was included because the municipalities of the northern part of the state are within the jurisdiction area of the Superintendence for the Development of the Brazilian North-East (Sudene).

20 To set the goals, ministries calculated the annual average of citizens registered in the Single Registry served in the Sine during the five years previous to the cooperation. The goals represent such average increased by 50% as a complementary effort.

21 The goals represent the annual average of citizens registered in the Single Registry served and integrated into the workforce by the Sine network in the region of implementation of the agreement, increased by 50% as a complementary effort.

Bolsa Família Program. In regards to those integrated into the workforce, the total of that period was 269,514 workers; 124,956 of which were part of the Single Registry (46%), which also exceeded the projected goal, and 65,970 were beneficiaries of the Bolsa Família Program. Thus, both goals of the agreement were exceeded in the aggregate, as shown in Table 1.

Table 1 - Workers of the Single Registry and the Bolsa Família registered in Mais Emprego and integrated into the workforce in the states participating in the partnership (Dec/2012 to Dec/2013)

	TOTAL	SINGLE REGISTRY	% SINGLE REGISTRY	BOLSAFAMILIA PROGRAM	% BOLSA FAMÍLIA
People registered in Mais Emprego	2,186,914	945,647	43%	487402	22%
People integrated into the labor market	269,514	124,956	46%	65,970	25%

Source: Cross-reference of the databases of the Mais Emprego System (MTE) and the Single Registry (MDS).

We can observe that the results were not uniform among participating states, as shown in Table 2. All states met the registration goal in the Mais Emprego system, with the exception of Ceará. However, only three states achieved the goal of workforce placement - but with an enormous margin, which compensated for the results of the other states and allowed for meeting the overall goal of the agreement. Among them is Ceará, which had the second best result in terms of market placement.

Table 2 - Implementation (workers of the Single Registry registered in Mais Emprego and integrated into the workforce) per state participating in the partnership (Dec/2012 to Dec/2013)

UF	GOAL		IMPLEMENTATION			
	Registered	Placed	Registered	%	Placed	%
AL	17244	2,792	41,950	243%	10,659	382%
BA	97943	15,858	195,545	200%	29,845	188%
CE	138,317	22,395	116,332	84%	43,221	193%
MA	28.478	4.611	52.478	184%	2.424	53%
MG	192.089	31.101	284.218	148%	24.486	79%
PB	25.624	4.149	41.760	163%	2.411	58%
PE	103.643	16.781	105.689	102%	9.304	55%
PI	16.292	2.638	37.149	228%	970	37%
RN	26.349	4.266	37.448	142%	973	23%
SE	8.315	1.346	33.078	398%	663	49%
TOTAL	654.294	105.937	945.647	145%	124.956	118%

Source: Cross-reference of the databases of the Mais Emprego System (MTE) and the Single Registry (MDS).

In regards to the effectiveness of the initiative, the global average²² placement rate observed during the period was 12.3% in the states participating in the agreement. Considering only the audience of the Single Registry, the placement rate was slightly higher, with 13.2%. If the audience segment takes into account only beneficiaries of the Bolsa Família Program, the rate was 13.5%. Results suggest that when the most vulnerable public had access to labor intermediation services, its chances of entering the workforce were similar to those of other audiences.

²² Percentage of people integrated into the workforce in regards to the total number of people registered in the Mais Emprego system.

There were expressive variations in the placement rate among the states participating in the agreement. While in Ceará the rate for the audience of the Single Registry was 37.1% of market placement, the greatest rate recorded; the states of Maranhão (4.6%), Piauí (2.6%), Rio Grande do Norte (2.5%) and Sergipe (2%) recorded much lower rates. The reasons for the variation in the performance of states deserve a deeper assessment. But it is true that differences point towards opportunities to share experiences and best practices.

The partnerships of Brazil without Extreme Poverty with the companies responsible for large-scale infrastructure building works are no less important than the intermediation by the Sine network. The partnerships involve the offer of professional qualification courses by Pronatec according to the demand of enterprises in the municipalities where the works are located. In return, the companies are committed to flexibility regarding the demands made in the selection processes, particularly those related to professional experience. This way, the partners promote qualification and extend the recruitment of people from the region of the enterprises, reducing the migration of workers and mitigating social problems resulting from such movements.

MICRO-ENTERPRISES, MICRO-LOANS AND SOLIDARY ECONOMY

Formal employment with a contract in a company is not the only path for the integration of the target audience of the Brazil without Extreme Poverty Plan into the workforce. Many have found a promising alternative for work and income as a micro-entrepreneur and in solidary economy.

Whether or not they have attended the Brazil without Extreme Poverty Pronatec courses, low income individuals who are self-employed can be formalized as an individual micro-entrepreneurs in a simplified manner and at a reduced cost, therefore being able to have social security benefits and the other advantages of formalization.

The formalization of the individual micro-entrepreneur can be carried out for free on the Entrepreneur Website (*Portal do Empreendedor*)²³. The National Corporate Taxpayer Registry (CNPJ) and the registration number in the Commercial Board are immediately obtained, without the need to send any document (or attached copy) to the Board.

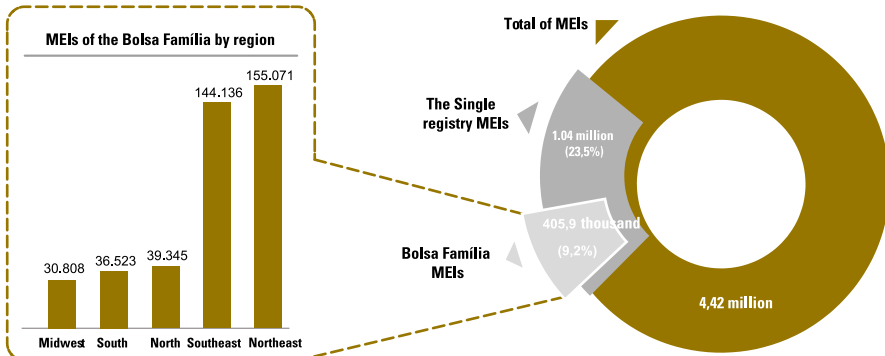
The monthly cost of the formalization for the micro-entrepreneur is 5% of the minimum salary²⁴. The payment is made through the Document of the National Simple Collection (*Documento de Arrecadação do Simples Nacional – DAS*), which can be carried out by anyone with Internet access. In addition to the social security coverage, formalization presents several advantages for the entrepreneur; such as access to credit lines with reduced costs, the possibility to purchase supplies at prices offered to producers and the demonstration to banks and to enforcement agencies of the origin of their income for trade in general.

In April 2014, there were 4.4 million people formalized as individual micro-entrepreneurs. Over 1 million of them were registered in the Single Registry, among which 406 thousand were beneficiaries of the Bolsa Família Program. The regions with the greatest number of formalized micro-entrepreneurs were the North-East and the South-East.

²³ Available at: www.portaldoempreendedor.gov.br.

²⁴ The equivalent to R\$ 36.20 in October 2014.

Chart 2 - Number of formalized individual micro-entrepreneurs (Total, Single Registry and Bolsa Família)



Source: MDS and Sebrae, April 2014.

It should be noted that, as was previously explained for the case of the registration with Brazil without Extreme Poverty Pronatec, formalization does not imply the immediate loss of the Bolsa Família benefit.

Micro-entrepreneurs can also benefit from free management and technical assistance services coordinated by the Brazilian Support Service for Micro and Small Enterprises (Sebrae). In 2011, the Sebrae and the MDS signed a technical cooperation agreement, within the scope of the Brazil without Extreme Poverty Plan, with the purpose of adapting technical-entrepreneurial advice methodologies to the characteristics and needs of the low income audience; in addition to extending the

offer of such services in places with several families in vulnerable situations²⁵ and with a strong presence of popular economy micro-entrepreneurs and potential entrepreneurs.

The agreement considered that Sebrae would serve 120 thousand individual micro-entrepreneurs registered in the Single Registry, through six visits of a technical adviser to each of the participating enterprises. Starting from the assessment of weaknesses observed in the productive activity, the technical adviser can then refer the micro-entrepreneur to free courses of Sebrae itself, which include different aspects of business management, or to entities providing guided productive micro-loans. In total, Sebrae carried out 120,621 services within the scope of the agreement.

The micro-entrepreneur can also participate in one of the 15 initial and continuing education courses of Pronatec which offer modules with contents related to entrepreneurship (the so-called “*Pronatec Empreendedor*” - “*Entrepreneur Pronatec*”). The entrepreneurial content is carried out in 24- to 52-hour courses.

To help structure and expand businesses, micro-entrepreneurs – even those not yet formalized – have access to guided productive micro-loans from the federal public banks of the Crescer Program: an initiative of Brazil without Extreme Poverty to offer financing and personalized guidance from loan agents to the businesses of low-income micro-entrepreneurs.

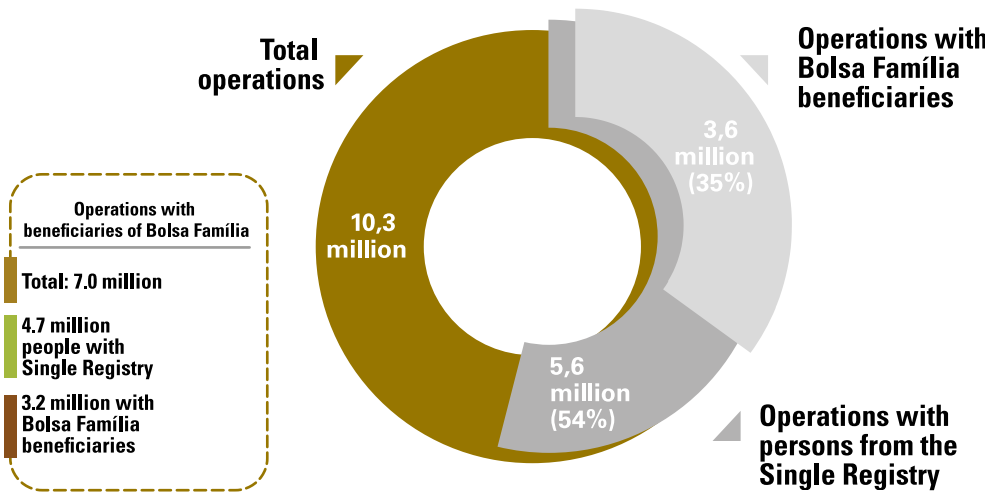
With Crescer, which operates in a non-bureaucratic manner to cover the needs of low-income entrepreneurs, the interest rate was reduced from 60% to just 5% per year and the initial loan fee was reduced from 3% to 1%. The Banco do Nordeste do Brasil (BNB), the Caixa Econômica Federal, the Banco do Brasil, as well as the Banco da Amazônia are all part of the Program.

Out of the 10.3 million operations carried out by Crescer from September 2011 to August 2014, 5.6 million (54% of the total) were loans to people from the

²⁵ Sebrae seeks to act in communities with a low Human Development Index (HDI).

Single Registry, among which 3.6 million (35%) were destined to Bolsa Família beneficiaries.

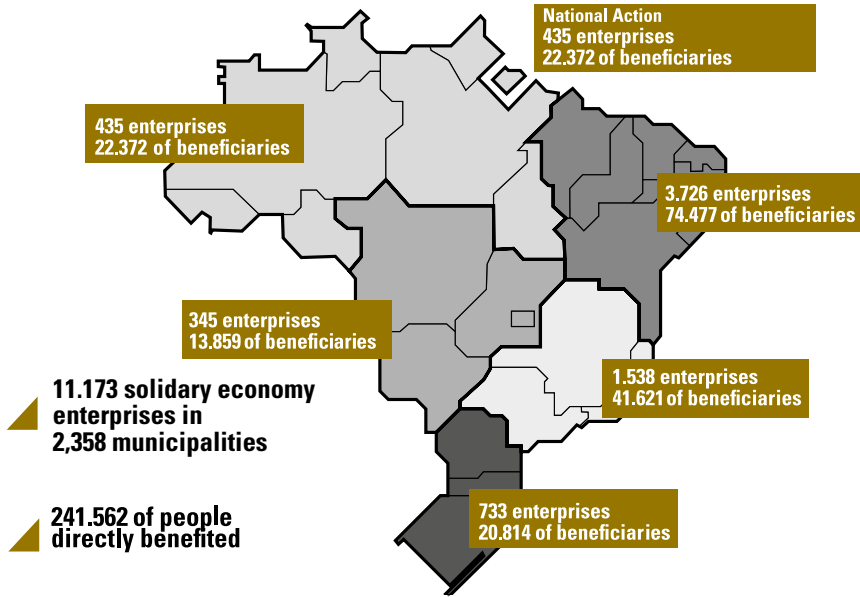
Chart 3 - Number of Crescer operations
(Total, Single Registry and Bolsa Família)



(*) Operations performed by individuals and by individual micro-entrepreneurs.
Source: MF and MDS, August 2014.

Those working collectively also have support from Brazil without Extreme Poverty, in the processes of organization, production, marketing and access to loans. The Plan, through the National Secretariat of Solidary Economy/Ministry of Labor and Employment, supports 11.2 thousand enterprises of solidary economy throughout the country, directly benefiting over 240 thousand people.

Figure 2 - Support of Brazil without Extreme Poverty to solidary economy per region



Source: Senaes/MTE, 2014.

ADVANCES, PROPOSALS AND CHALLENGES

The construction of the urban productive inclusion strategy of the Brazil without Extreme Poverty Plan allowed, for the first time, quality professional qualification courses for low-income individuals to reach scale and coverage in the country. As discussed in this text, this required a series of modifications, along with the willingness of stakeholders involved to work in a new manner. Many of those transformations will still require a maturity period, because large-scale work focused on the audience of the Single Registry and of the Bolsa Família is still rather new in that area. However we have made considerable progress, and it is important to consolidate achievements and continue improving service to those individuals.

The effort of the MEC to bring together partners around Pronatec has been critical, as well as the willingness of the entities that offer the courses to adapt their procedures for the lowest-income audience. But it is true that those individuals would have never been reached were it not for the participation of the social assistance network in the process and for the support provided by Brazil without Extreme Poverty to the municipalities in such effort.

It is necessary to advance in the study of the information regarding completion, drop-out and repetition; extending the knowledge of their causes with the aim of adopting new measures so that even more students are able to graduate.

It is also important to further investigate the information regarding the integration of graduates into the workforce, as provided by the results of the cross-reference of the databases of Pronatec, the Single Registry, Bolsa Família, the Annual Report of Social Information (Rais) and of the General Register of the Employed and Unemployed(Caged).

The work to identify opportunities with entrepreneurs must be reinforced to adjust Pronatec offers (types of courses and number of spaces), so as to increase opportunities for the integration of graduates into the formal market.

All this will allow for further improvements in the work that has already been carried out regarding adjustment of the Pronatec courses in terms of shifts (morning, afternoon, evening), course load, schooling pre-requirements, previous reinforcement classes, educational material, etc.

It is fundamental to have progress in the development of the labor intermediation system (database of vacancies and candidates), with an automatic mechanism for the integration of information of graduates who received education from Pronatec and other professional qualification initiatives. The system already considers the integration of employment opportunities by companies and enables them to view information on the professionals who can be interviewed and eventually hired. Now, it is necessary to make progress in the

coordination with local stakeholders, entrepreneurs and workers to promote this tool and encourage its use.

The integration of Pronatec in the strategy to encourage the increase of formal education among extremely low-income youth, offering professional qualification simultaneously with high school education is another frontier that offers opportunities for development. The role of state governments will be critical in this effort. Allowing initial and continuous education courses to reach even more poor populations, those with little access to education, and youth living in underserved areas, must also be a goal constantly pursued by all three levels of government.

Due to large-scale access to quality professional qualifications and to labor intermediation services, encouragement to entrepreneurs, solidary economy, and access to more accessible loans, inequalities in the labor market decrease. Low-income workers, whose efforts to become qualified are improving their lives and those of their families, are the winners. Brazil is also the winner, as it takes solid steps towards a future without poverty.

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RURAL PRODUCTIVE INCLUSION OF BRAZIL WITHOUT EXTREME POVERTY: STRATEGIES AND PRELIMINARY RESULTS

*Janine Mello, Bruno Teixeira Andrade,
Cíntia Ebner Melchiori and Ysrael Rodrigues de Oliveira*

The high incidence of rural poverty¹ has required specific strategies from the federal government, capable of identifying and incorporating into their actions the social and economic diversity existing in the rural areas. To address this, the Brazil without Extreme Poverty Plan systematized, in an unprecedented manner, the information from the Single Registry for Social Programs of the Federal Government² with the databases from other programs focused on serving the rural population; allowing the public entities to identify the poorest families in the

1 Data from the 2010 Census indicated that 1 out of 4 individuals living in a rural setting was in a situation of extreme poverty; that is, 25% of the population in rural areas was living on less than R\$70s per capita per month, while in the urban area such percentage amounted to 5%.

2 For more information regarding the Single Registry, see the chapter "Bolsa Família Program and the fight to overcome extreme poverty in Brazil", in this book.

country and redirect the program actions to support the productive organization of family farmers³.

Thus, it was possible to direct these programs in a focused manner, bringing to the audience of the Plan, in a systemic perspective, one or more actions from the rural productive inclusion “package”; which consists of specialized technical assistance, resources to invest in properties, extension of access to water and electricity, and support for the commercialization of production through public and private purchases. The following shall present the strategies and results achieved between the years 2011 and 2014 for the main actions comprising the strategy of rural productive inclusion in the Brazil without Extreme Poverty Plan.

TECHNICAL ASSISTANCE PROGRAM AND PRODUCTIVE ASSET ORIENTED CASH TRANSFER

The main obstacles faced by the poorest farmers are centered, on one hand, on the lack of technical support to qualify, improve or even start their productive activities and, on the other hand, on the lack of resources to invest in improving their production.

Thus, to improve the productive process of the poorest families, the Technical Assistance Program was created within the scope of Brazil without Extreme Poverty; in which farmers receive continuous and individualized follow-up by agricultural technicians, who share their knowledge regarding ways to increase production, quality and value of the products. The Program also makes Productive Asset Oriented Cash Transfers available for investment in the organization of their productive activities.

³ According to Law n° 11,3261/2006.

At the beginning of Brazil without Extreme Poverty, it was deemed necessary to readjust Technical Assistance and Rural Extension (Ater), an activity that, until then, had been focused on more structured sectors of family farming; oriented towards service for the poorest farmers, most of them identified by low technological contribution, lack of productive supplies, scarce diversification of their production and a low level of associations and cooperatives. Based on that assessment, a special model was created, in which technical assistance and Productive Asset Oriented Cash Transfers to support the productive activities developed by the poorest farmers went hand in hand.

Technical Assistance and Rural Extension (Ater) is a non-formal education service in which trained agents provide assistance to family farmers, *quilombolas*, indigenous peoples, artisanal fisher folk and miners to improve their productive activities⁴. Within the scope of Brazil without Extreme Poverty, the work takes place in stages. In the first phase, the Ater agent carries out an assessment of the initial conditions of the production together with the family, identifying strengths and possibilities. In the second stage, based on the assessment, the family and the technician jointly prepare a detailed project to organize and/or extend the production, setting the stage for the productive organization of the family. Finally, the Ater agent follows up on the family during the project implementation, for it to be implemented in the best possible manner, and to be able to advise the family regarding ways to sell the surplus production. Within the scope of the rural extension work, Ater agents contribute by locally organizing other public policies for those families (such as the Food Purchase Program - PAA and rural housing, among others).

Public procurement announcements for institutions offering technical assistance services are made by the Ministry of Agrarian Development (MDA)

⁴ For more information, please refer to the General Law of Ater (Law n° 12,188/2010).

within the strategy of rural productive inclusion of Brazil without Extreme Poverty. Announcements for the selection of institutions were prepared following several guidelines defined as essential to guarantee that the action would succeed with the audience in extreme poverty:

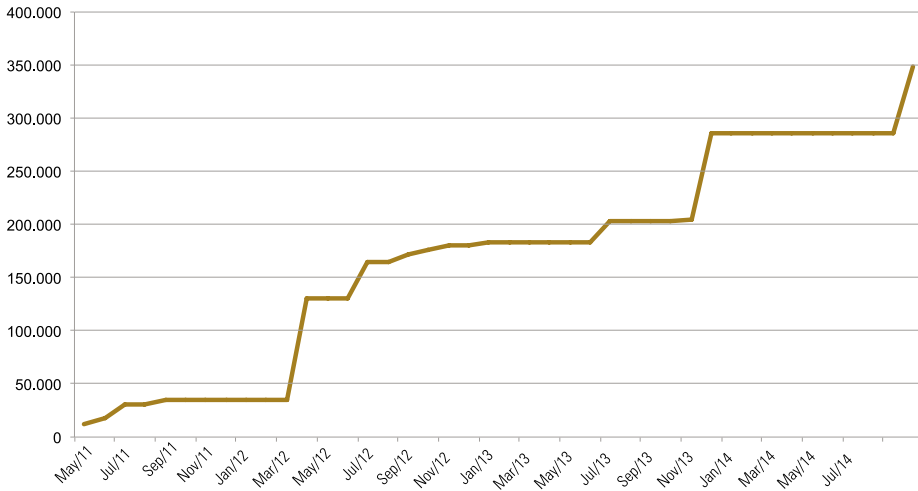
1. projection of individualized and continued monitoring for at least two years. This follow-up is carried out through individual visits and collective activities, aimed at expanding the channels of integration and exchange within communities;
2. preparation of productive projects considering not only the profitability of the productive activity, but also the motivation and productive experience of the beneficiary families and the promotion of food security;
3. service by multi-disciplinary teams, formed by 30% of women and technicians from the region, who share local knowledge and characteristics;
4. specific calls to serve women, traditional communities and peoples (indigenous peoples, *quilombolas*, artisanal fisher folk, miners, among others) and specific calls per region (semiarid, North and Central-West);
5. specific training for Ater technicians focused on the discussion of the differences in approach regarding the audiences of Brazil without Extreme Poverty, as well as the social policies and programs for which the families could be guided.

The initiative, signed in 2011, included service to 253 thousand family farmers. As of October 2014, technical assistance services to aid⁵ 349 thousand

⁵ For these contracts, in the North, North-East (including the north of Minas Gerais, a semi-arid region) and the Central-West regions, and in the calls for specific audiences, the Ministry of Agrarian Development (MDA) publishes announcements (also known as public calls) to select entities interested in rendering technical assistance services. To choose the awardee it takes into account the experience and quality of the technical offer and the team. Both public and private entities can bid. In the South and South-Eastern regions and in the Federal District, the Federal Government has reached agreements to render Ater services directly through the state (or district) entities.

family farmers in the semi-arid regions had already been retained, and over R\$ 608 million had been invested.

**Graph 1 - Evolution of the offer of Ater services
(families served - accumulated 2011-2014)**

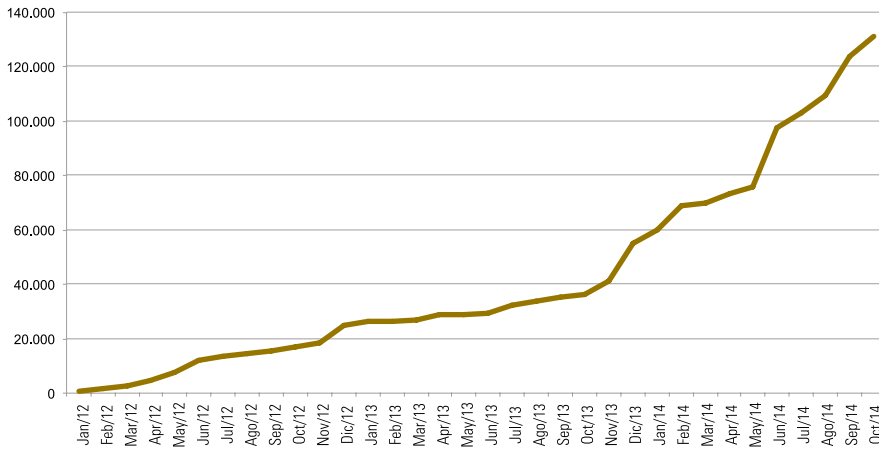


Source: Seseq/MDS (May 2011 to October 2014).

With the resources of the Productive Asset Oriented Cash Transfer Program, every family receives R\$ 2.4 thousand, divided into two installments. Different from a loan, these resources are non-reimbursable and the families receive the second installment when they complete the development stages considered in the project. The resources can be used to purchase equipment and supplies (such as seeds, fertilizers, tools and livestock) or to contract small-scale services that are necessary for the implementation of the project. The payment is made through the Ministry of Social Development and Fight against Hunger (MDS) directly to the farmers, through the Bolsa Família card or the Cartão Cidadão (Citizen Card).

As of October 2014, 131 thousand families had already started to receive Productive Asset Oriented Cash Transfers and over R\$ 344 million had been pledged⁶.

Graph 2 - Evolution of the payment of Productive Asset Oriented Cash Transfers (families served - accumulated 2011-2014)



Source: Sesepe/MDS (January 2012 to October 2014).

In addition to the results of the physical and financial execution of the Technical Assistance Program, it is important to note the significant changes in the actions of the Ater entities and the improvement in the standards of living of the families served by the program. Part of the qualitative results achieved with the actions, according to the report “The rural productive inclusion of the Brazil without Extreme Poverty Plan and the results of the Technical Assistance

⁶ Consultation with management of Siafi in Sisprod on 10/15/2014.

Program: preliminary results”⁷, prepared jointly by the MDA and the MDS, are listed hereunder:

1. Most of the families served by the Program had never received Ater services and it was the first time that the Ater entities reached families who fit the profile of the Plan;
2. There was an increase in the income and assets of families served and an improvement in their nutrition and food security, with the extension and diversification of food production;
3. There were changes in production methods that families obtained through the diversification of productive activities, the implementation of non-agricultural activities and the structuring of small animal breeding;
4. There was important participation of women, as holders of the Bolsa Família card, in the decision-making and implementation of productive projects;
5. It is necessary for the entities hired to develop new strategies and approaches to address the different demands of the poorest families. An example was the successful action of multi-disciplinary teams that collaborated with social assistance and teaching professionals to resolve matters that went beyond the monitoring of the productive aspect.

According to the perception of the technicians and families involved, the success of the program was owed to the combination of Ater services and Productive Asset Oriented Cash Transfers, as well as the involvement of the families in the process. This was greatly due to the fact that families felt that their knowledge and experience were recognized and incorporated into the development of the project

⁷ BRASIL, 2014.

and its stages. Another decisive factor for the success of the action was the strategy of diversification of activities; which, in the case of the prolonged drought that took place in the semi-arid region during that period, was essential to guarantee the financial returns for the families of the productive activities carried out.

“(...) the Technical Assistance Program allowed for the implementation, improvement in the productive organization and the accumulation of productive equity, and it increased food production as well as provided a source of income for beneficiary families, by selling the surplus from production with even better quality) in the local markets”⁸.

Graph 1 – Description of the productive investments and projects supported within the scope of the Technical Assistance Program

<p>Main productive projects developed by the families within the scope of the Technical Assistance Program</p>	<p>Small animal breeding (pig, goat, and poultry farming), bovine stock breeding, corn and bean plantations, horticulture, recovery of soils related to the implementation of small areas of polycultures, crafts and other non-agricultural activities (beauty salon, diner, bakery, convenience store, churro factory, cement block factory, among others).</p>
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⁸ BRASIL, 2014b.

<p>Main investments made by the families with the resources from the Productive Asset Oriented Cash Transfer Program</p>	<p>Acquisition of breeding hens and reproducers to start or increase the activity of small animal breeding</p>
	<p>Acquisition and preparation of inputs to feed such livestock (including the implementation or the reorganization of grazing areas and the acquisition of equipment such as a palm tree saw).</p>
	<p>Enlargement of facilities for the animals (drinking fountains, fences, pens, henhouses, pig pens, etc.).</p>
	<p>Acquisition of supplies and equipment for agricultural production (fabrics, fertilizers and seeds for vegetable gardens and fruit trees, pipes, hoses and valves to install drip irrigation systems, in the case of farmers with access to water for production).</p>
	<p>Acquisition of supplies to develop crafts (crafts as an income alternative during periods of drought).</p>
	<p>Acquisition of raw materials, machinery and equipment for other non-agricultural activities: sand, gravel, cement, block molds, cement mixer and small used truck; shelves, chairs, drier, iron, sink, mirror, nail polish, lotions and shampoo; non-perishable products, shelves to stock goods and freezers for perishable products, among others.</p>
<p>Main technical guidelines received by the beneficiary families of the Technical Assistance Program</p>	<p>Regarding the pruning and treatments of fruit trees, the feeding, sanitary and reproductive management of animals, the supplementation of animal feed and the irrigation techniques, among others.</p>

Source: Sesan/MDS.

In 2011, farmers from the semi-arid region still relied on the distribution of seeds adapted by the Brazilian Agricultural Research Corporation (Embrapa). Meanwhile, due to the extended drought, the cultivation of vegetables and grains ended up being replaced by other activities with better drought resilience, such as raising livestock. In addition, Embrapa was responsible for promoting technology; an effort focused on the poorest farmers through the use of training units. In all, 317 units were established and distributed throughout 126 municipalities of the North-East, promoting technological qualification activities in over 200 communities⁹.

In addition to the actions of Brazil without Extreme Poverty, as part of the more general actions to support family farming, farmers can also access rural-oriented lines of credit and microloans through the National Program for Strengthening Family Agriculture (Pronaf) and of the *Crescer Program*. If we only take into account the operations of Agroamigo, the Pronaf credit line operated by Banco do Nordeste do Brasil; between 2011 and 2013 more than 834 thousand loans were made to those registered in the Single Registry, representing 75% of the program operations. Among these loans, 655 thousand were made to beneficiaries of the *Bolsa Família*, representing 59% of the Agroamigo operations during that period¹⁰.

FOOD PURCHASE PROGRAM (PROGRAMA DE AQUISIÇÃO DE ALIMENTOS - PAA)

One of the main marketing channels of family farming products is the Food Purchase Program (*Programa de Aquisição de Alimentos - PAA*), an initiative of the MDS and MDA which, since 2003, has purchased the produce of family farmers without the need of a bidding process.

⁹ Report sent by Embrapa, as of December 2013.

¹⁰ Operations carried out from 2011 to 2013. Source: Banco do Nordeste do Brasil (BNB), MDS e MDA.

When we take into account the most vulnerable producers from a productive and economic point of view, one of the main challenges faced by the rural productive inclusion strategy was to commercialize part of its surplus. For that to be possible, the PAA, even though it was an established program, underwent a series of changes for improvement¹¹.

Analyzing the history of the PAA within the scope of Brazil without Extreme Poverty, we can observe three main results. The first was the increased percentage of the poorest participants regarding their sales to the PAA. From 2011 to 2013, close to half (50%) of the PAA products were purchased from family farmers registered in the *Single Registry*. In 2010, the rate was 32%.

The second relevant result was that the North-East region became the main provider of products for the PAA, with 45% of the total farmers benefiting during the 2011 to 2014 period. And the third important result was that the percentage of women in the PAA rose from 26% in 2011 to 36% in 2014.

To further improve the PAA, in 2012 a new modality called Institutional Purchase was created, which increased the market possibilities for family farming by allowing the federal, state and municipal governments to purchase the products of small-holder producers without the need for bidding; to supply public organizations such as universities, hospitals, military quarters and prisons.

Through that modality alone, in less than two years, close to R\$ 41 million have already been invested and distributed among the federal, state and municipal governments. The Ministries of Education, Health, Defense and the MDS itself are already using this method; as well as the states of Rio Grande do Sul and São Paulo, the Federal District and some municipalities such as Erechim (RS) and Viçosa (AL). The main products purchased are vegetables and fruits, grains, dairy and organic products¹².

¹¹ More information in the chapter "Rural Productive Inclusion in the Brazil without Extreme Poverty Plan: A synthesis of the recent experience in the preparation and implementation of coordinated public policies to serve the poorest in Brazilian rural areas", available in this publication.

¹² In an experimental phase.

All these initiatives, added to the already consolidated experience of the National School Feeding Program (PNAE), improved the quality of food in schools and other public institutions which receive the food purchased by the PAA; further promoting the diversification and qualification of the offer of family farming products. That makes it feasible for those farmers to have access to the private and institutional market, the purchases of which were stimulated by Brazil without Extreme Poverty.

WATER AND LIGHT FOR ALL

Considering the focus of the strategy of rural productive inclusion in the semi-arid region, an area marked by water scarcity, it was necessary to also consider the access that families had to water for household consumption and to enable production; enhancing investments made through Productive Asset Oriented Cash Transfers and technical assistance.

Since 2003, the MDS has had a cistern construction program in partnership with Articulação no Semiárido Brasileiro (ASA), along with states and municipalities, which resulted in the construction of almost 330 thousand cisterns to store water for household consumption. With Brazil without Extreme Poverty, the action gained a new perspective beyond the issue of food and nutrition security; strengthening its role in overcoming extreme poverty and in the productive inclusion of the rural population of the semi-arid region. Thus, regarding water, Brazil without Extreme

Poverty broke new ground by creating *Water for All*, which coordinated and enhanced the ongoing actions related to access to water in different entities, in addition to creating new actions and partnerships¹³.

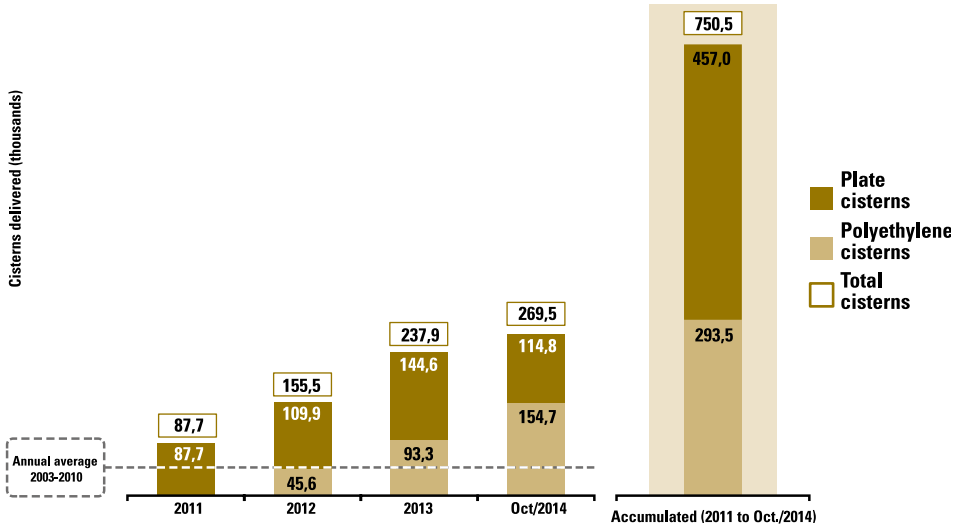
Cisterns with water for household consumption guarantee clean drinking water, as well as for cooking and personal hygiene; while water technologies for production enable the production of food and animal breeding, which can be used for household consumption and thus generate surpluses to sell, therefore creating income and improving the livelihoods of families¹⁴.

During the period from 2011 to 2014, ambitious goals were set to provide 750 thousand cisterns for household consumption and 76 thousand water technologies for production; 750 thousand and 88 thousand of which have been carried out as of October 2014, respectively. The cisterns for household consumption represent a storage capacity of over 12 billion liters of water in the states of the North-East and in the north of Minas Gerais, with over three million people directly benefitting. Starting in 2003, there have been more than one million cisterns built for household consumption and 95.7 thousand water technologies for production.

13 *Water for All* is a partnership of the Ministry of Integration (MI), which coordinates it; the Ministry of Social Development and Fight against Hunger (MDS), responsible for the Cisterns Program; of the National Foundation of Health (Funasa); of the Ministry of the Environment (MMA), with the Freshwater Program; da Fundação Banco do Brasil (FBB); of Petrobrás and Banco Nacional de Desenvolvimento Econômico e Social (BNDES); which carry out their actions in partnership with the states, public consortia, not-for-profit private entities and public banks, such as Banco do Nordeste.

14 The cistern is a type of covered cylindrical water reservoir, which allows for the catchment and storage of rainwater runoff from house roofs. It has a capacity to store 16 thousand liters of water, enough to serve a 5-member family during a drought period of up to eight months. The closed reservoir is protected from evaporation and contamination caused by animals and residues brought by floods. In *Water for All*, there are two types of cisterns for household consumption: the plate cistern, made from concrete plates manufactured at the construction site, and the polyethylene cistern, a type of plastic resistant to high temperatures, in addition to being light and non-toxic. The social technologies of water for production include sidewalk cisterns, flood cisterns, trench barriers, underground dams, stone tanks and irrigation kits.

Graph 3 - Evolution of the number of cisterns for household consumption delivered (2011-2014)



Source: Seseb/MDS.

Other actions of *Water for All* include the installation of cisterns in rural schools, collective supply systems and desalination systems. Over 600 rural schools have received these services and more than 1,300 communities have received collective supply systems implemented by the Ministry of Integration (MI). Another 2,700 communities had assessments for the implementation of desalination systems carried out by the Ministry of the Environment (MMA).

Water for All favors the use of local labor and supplies, boosting the economy of the semi-arid zones. Between the beginning of 2011 and October 2014, the investments made by the federal government in the program amounted to more

than R\$ 5.9 billion¹⁵. The program also carries out training for bricklayers and their families. In the case of the families, training is focused on the appropriate use of water from the cisterns, both for consumption and for production, as well as reservoir maintenance techniques.

Before receiving the cisterns, 89% of the families¹⁶ had to travel close to 2 km per day to collect water, in a trip that took an average of 50 minutes. Most of them were collecting water five times or more per week. With the cisterns, 87% of the families no longer need to collect water and have more than five free hours per week to dedicate their time to other activities. In addition, cisterns resulted in the earning of close to R\$ 100 per month for the families; saving on the purchase of water and food and still profiting from the sale of surpluses.

These achievements were possible because of the increase in the number of partners and the organization of all entities of the federal government involved in the water issue; bringing together different technological methods, and also due to improvements in the management of the program, through establishing clear goals and constant monitoring in situation rooms¹⁷, carried out within the scope of the management of Brazil without Extreme Poverty.

Furthermore, from a management point of view, the improvement of the recruitment methods of the MDS and the MI resulted in a considerable acceleration in the delivery of cisterns; creating an initial registry of entities able to enter into partnerships, as in the case of the MDS, as well as integrating the manufacturing and installation processes of cisterns, as in the case of the MI.

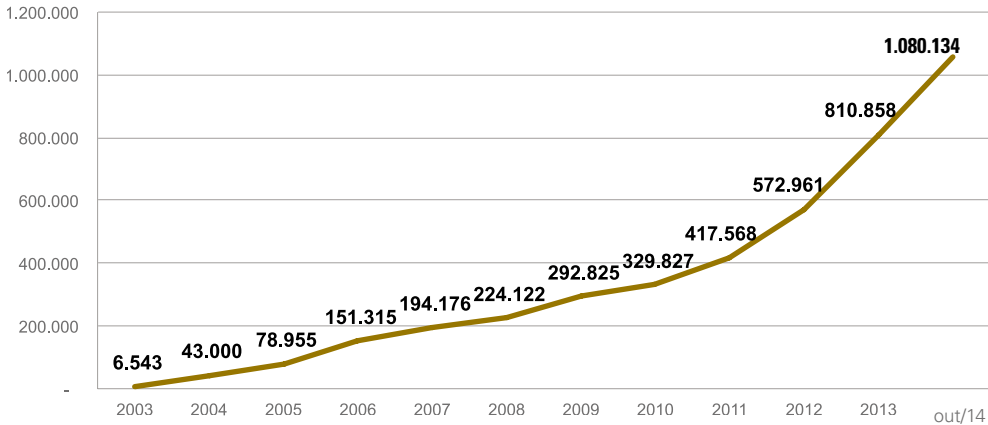
¹⁵Effort carried out by MDS, MI and MMA. Source: Siafi Gerencial in Sispoad. Consultation on 10/15/14, with position on 10/08/14.

¹⁶Qualitative survey carried out by Instituto Vox Populi during the first half of 2014, interviewing 586 beneficiaries of cisterns and 95 without cisterns living in the semi-arid regions of Alagoas, Pernambuco and Piauí.

¹⁷For more information regarding the situation rooms, see the chapter "Intersectorial Coordination of the Actions of Brazil without Extreme Poverty", in this volume.

The increase in the cistern delivery time shows the advantages brought by the new method: between 2003 and 2010, the annual average of cisterns delivered through federal government actions was 41 thousand units. In October of 2014, with barely three years of Brazil without Extreme Poverty, 750 thousand cisterns had already been delivered, multiplying the average rate prior to the Plan by more than five. Throughout 2014, more than one thousand cisterns were delivered per day, on average, considering the 1st and 2nd water technologies.

Graph 4 - Evolution of the number of cisterns for consumption delivered (accumulated 2003-2014)



Source: Seseq/MDS (January 2003 to October 2014).

The use of the Single Registry was crucial for the cisterns and other supply technologies to reach the target audience of Brazil without Extreme Poverty with precarious access to water, thus guaranteeing the focus of the *Water for All Program*.

A study of the profile of beneficiaries¹⁸, carried out in July 2014, showed that 82% of the beneficiaries of Water for All are registered in the Single Registry; 71% of which receive the *Bolsa Família*. According to the income declaration before receiving the transfers from the *Bolsa Família*, 68% were extremely poor and the average monthly income per capita was R\$ 110.85. Women were responsible for the cisterns in 73% of the cases. Afro-Brazilian women and men account for 80% of the cases. In regards to the location of the households receiving cisterns, 83% are in rural areas and 94% are in the Brazilian semi-arid region.

In addition to access to water, Brazil without Extreme Poverty also continued to promote access to electricity, through the *Light for All Program*. In partnership with the Ministry of Mines and Energy (MME), Brazil without Extreme Poverty contributed by locating the rural audience in extreme poverty, determining what should be the focus of the action to guarantee electricity for the poorest Brazilians and to contribute to the field work of electric power utilities.

In all, 369 thousand families of the *Single Registry* were provided with electricity from the beginning of the Plan until June 2014; 267 thousand of which were beneficiaries of the *Bolsa Família Program*. Among them, 262 thousand were in extreme poverty before the Plan¹⁹. In addition to the improvement in the general standards of living of the families, access to electricity also promotes the use of technologies that aid in production, such as electric water pumps for irrigation.

With these programs, Brazil without Extreme Poverty guaranteed the necessary infrastructure for rural families from the Brazilian semi-arid regions to enhance the results of other social programs, such as Ater and Productive Asset Oriented Cash Transfers, allowing for a significant increase in productive organization that was necessary to strengthen the autonomy of the families.

¹⁸Sesep/MDS, with a nominal base of beneficiaries of 1st and 2nd water and extraction from the Single Registry of February 2014.

¹⁹The goal of *Light for All* in Brazil without Extreme Poverty was to serve 257 thousand extremely poor families.

BOLSA VERDE PROGRAM

One of the greatest innovations of the Brazil without Extreme Poverty Plan was the creation of the *Bolsa Verde*, a program that serves families of miners, land reform settlers and river communities who carry out sustainable activities in areas with important environmental resources,²⁰ and whom would be in extreme poverty if they did not participate in the *Bolsa Família*. Coordinated by the Ministry of the Environment, the *Bolsa Verde* supports the improvement of living conditions and increase in income for such populations, while at the same time promoting the preservation of ecosystems.

Families who are part of the *Bolsa Verde Program* receive quarterly transfers in the amount of R\$ 300 for a period of two years, which can be extended. Most families receive the financial benefit through the *Bolsa Família* card, but there is also a possibility to receive it through the *Cartão Cidadão*. In exchange for receiving the *Bolsa Verde* benefit, families commit to preserving the vegetation cover and to make sustainable use of the natural resources in the areas where they live.

Bolsa Verde benefits families in nearly all Brazilian states and biomes, having served, as of November 2014, 69.7 thousand families throughout 68 Protected Areas, 876 Settlement Projects and 64 municipalities with riparian areas. The goal of the program is to benefit 73 thousand families by the end of 2014.

To make sure the Program reaches miners, land reform settlers and river-dwelling families living in remote and isolated areas, several strategies were prepared; involving federal public entities, state secretariats, municipalities, community associations, and

²⁰Currently, the *Bolsa Verde Program* covers the following areas: National Rainforest, Federal Mining Reserves and Sustainable Development Reserves, managed by the Chico Mendes Institute of Preservation of Biodiversity (ICMBio); environmentally differentiated Settlement Projects, managed by the National Institute for Colonization and Agrarian Reform (Incra); areas where riverside dwellers live, managed by the Heritage Secretariat of the Union (SPU).

civil society organizations, among others. Among the strategies, the collective efforts of the *Active Search* should be highlighted²¹. In total, 27 Parana municipalities were included in the action and 38,000 families were served, among which more than 15,500 were already beneficiaries of the Green Grant Program.

Another important action encouraged and promoted by the *Bolsa Verde Program* was the initiative of the Chico Mendes Institute for the Preservation of Biodiversity (ICMBio) to carry out a specific registry with the Institute of all the families inhabiting the 77 Protected Areas of Sustainable Use managed by the agency. The initiative will allow the federal government to identify, in depth, the reality of the families, both from the perspective of access to public services, as well as in regards to their productive capacities.

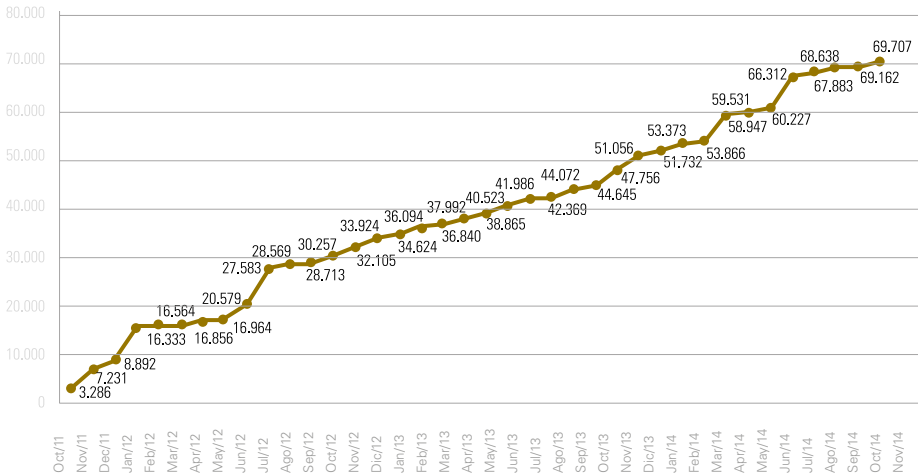
Once the information regarding the families was obtained, provided by the program registration mechanisms, the federal government was prompted to plan and implement supplementary and unprecedented actions for the beneficiaries, who then become the target audience of other programs; focused on productive inclusion (rural extension and technical assistance), access to water and electricity (Water and Light for All) and housing programs (My House My Life).

Bolsa Verde performs, in a sense, a dual role. In addition to paying the poorest families for their services of preserving natural resources, and thus increasing their income and improving their living conditions; the program works as a catalyst

²¹ The collective efforts were an initiative to extend the coverage of the Single Registry in the areas of the *Bolsa Verde* and to increase the number of families who are beneficiaries of both the *Bolsa Familia Program* and the *Bolsa Verde Program*. The action provided, in addition to the registration in the Single Registry and the signature of the Terms of Agreement with the *Bolsa Verde*, the issue of documentation – CPF, RG and Work Card – and other different activities included by the municipalities during the service provided to the families. In addition to expanding the coverage of the Single Registry and increasing the number of family beneficiaries of the income transfers, the collective efforts contributed to reducing potential conflicts in the areas of the *Bolsa Verde Program* by seeking to balance the situation of the families, making it more equal. The collective efforts are focused on the municipalities of the State of Pará, as that Unit of the Federation included the greatest number of families and areas with the profile of the *Bolsa Verde*, as well as due to logistic and budgetary matters.

for the implementation of other policies focused on addressing the demands and vulnerabilities of populations living in those areas.

Graph 5 - Evolution of the number of families served by Bolsa Verde (Accumulated 2011-2014)



Source: Website www.mma.gov.br. Preparation: Sesep/MDS.

LAND REFORM SETTLERS AND SQUATTERS

An important aspect of the Brazil without Extreme Poverty Plan was focused on land reform settlers and the squatters who required service from the National Agrarian Reform Program (PNRA) of the National Institute for Colonization and Agrarian Reform (Incra).

Within the context of the strategy of overcoming extreme poverty, it was essential to think in differently about the actions focused on the land reform settlers and squatters who, historically, were always on the margin of the social and economic development processes. In the case of the e squatters, actions were focused on the strategy of income guarantee, with inclusion of the families in the *Single Registry* and

in the *Bolsa Familia Program*; in addition to actions focused on nutrition and food security, such as food distribution. In regards to land reform settlers, as they have lands available for production, the logic of the actions was similar to those of the productive inclusion actions focused on the traditional audience of family farming, however with some more specific elements.

Active Search was, from the start, one of the great challenges and achievements of Brazil without Extreme Poverty. The target audiences of the agrarian reform and squatters have been priorities of the MDS and the Incra to guarantee the inclusion of the *Single Registry* and the cross-reference checks with the Information System of Agrarian Reform Projects (Sipra), allowed for an assessment to be carried out regarding the socio-economic situation of those families. As a result, the different strategies of the Active Search were developed and implemented, and the results of that partnership could be verified through the increase of land reform settlers and squatters registered in the *Single Registry*, particularly during 2013 and 2014.

In 2014, more than 630 thousand land reform settlers and squatters were part of the *Single Registry* and almost 400 thousand received the *Bolsa Familia*. Programs such as *More Doctors*, *My House My Life*, and *Water for All* also included among their priorities the land reform beneficiaries: 20 thousand families are in the process of receiving their housing units; 350 settlements were provided with doctors and 30 thousand families of the semi-arid region will be provided with collective supply systems.

Out of the goal of 253 thousand services contemplated for the Productive Asset Oriented Cash Transfer program from 2011 to 2014, 50 thousand families of land reform settlers were beneficiaries of the Environmental, Social and Technical Assessment Program of the Agrarian Reform (Ates) and received productive asset oriented loans. First, the loans were granted through the loan structure of the National Program of Agrarian Reform, through the installation loan and later, part of the service to land reform settlers was included in the payment structure of the Technical Assistance Program.

In total, 350 thousand families were provided with technical assistance through existing agreements or through the adjustment or implementation of new agreements, using the methodology of Brazil without Extreme Poverty itself within the scope of the actions of Incra. The Productive Asset Oriented Cash Transfer program supports 12.6 thousand families with financial resources and the *Bolsa Verde* supports another 40.6 thousand families of land reform settlers. In addition to that, the PAA and the National School Feeding Program (PNAE) buy products from over 30 thousand families of land reform settlers.

FINAL THOUGHTS

Including all rural productive inclusion actions of Brazil without Extreme Poverty, R\$ 10 billion have been invested since 2011 in the regions and in the production activities of the poorest family farmers; impacting not only the living conditions of those families, but also boosting the economy of regions with little dynamism.

The combination of technical assistance, supplies, cash transfers, loans, commercialization support, and access to water and electricity was particularly important for the families from the semi-arid region to overcome, with greater confidence, one of the longest droughts in the history of the that area. Actions such as the *Garantia Safra* (Crop Insurance) and the *Bolsa Estiagem* (Drought Grant), among others implemented by the federal government, were essential to provide the necessary support to *sertanejos* (*inhabitants of the semi-arid region*); helping them face the drought period in a more dignified manner.

Weather conditions affected the results of investments made in the productive inclusion of vulnerable family farmers of the semi-arid regions. On the other hand, it should be noted that hardships experienced during this drought did not have the intensity of past dry spells, which allowed family farmers to live with more dignity on the land they chose to live and produce on. In such an adverse situation, this

indicates that the strategy of productive inclusion in rural areas and the social protection actions existing in the region contributed to prevent the impoverishment of the *sertaneja* population.

Despite the progress, there are challenges that may appear as opportunities and new directions to serve an ever growing number of families with improved, quality actions. In the first place, Brazil without Extreme Poverty opened a new space for experimentation, which was essential for the renewal of the public policies. It was possible to test new forms of operating based on new concepts and approaches which, today, allow us to affirm that the path taken was the right one, and can be expanded and qualified with the aim of the strengthening strategies for the poorest segments of the rural population.

One of the challenges faced relates to increasing the scale. Even considering the positive results in terms of reducing rural poverty, the percentage of poor people is still higher in the countryside, which indicates the need to increase the strategies focused on overcoming rural poverty.

The need to intensify actions to support the productive organization of traditional communities and peoples; while respecting their cultural, productive and social specifics should be emphasized.

Another challenge which has had a strong impact on the success of the policies focused on the target audience, even if not exclusive of the actions focused on the rural areas, is the integration and organization between the timing and coherence of the implemented actions; thus enabling the creation of an environment of improving and strengthening the results obtained and, therefore, a more dignified and just life for women and men living in the rural areas of Brazil.

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RURAL PRODUCTIVE INCLUSION IN THE BRAZIL WITHOUT EXTREME POVERTY PLAN: SUMMARY OF THE RECENT EXPERIENCE IN PUBLIC POLICIES TO REACH THE POOREST IN RURAL AREAS OF BRAZIL

*Arnoldo de Campos, Laudemir Muller, Lilian dos Santos Rahal, Mônica Schröder,
Erick Brigante Del Porto and Denise Reif Kroeff*

Over the last few years, millions of Brazilians have been able to leave poverty behind, overcoming hunger and malnutrition. Brazil left the Hunger Map in 2014, according to the report of the Food and Agriculture Organization of the United Nations Organization (FAO)¹. From 2002 to 2013, the prevalence of undernourishment in the Brazilian population decreased by 82%. The strategy to fight hunger and poverty, which gave rise to such vigorous results, was based on the combination of several public policies; such as the valuation of the real minimum wage, the increase of social security coverage, the incentives for job creation and the increase of credit, as well as the establishment and expansion of

¹ Report available in English at: <http://www.fao.org/3/a44030e.pdf>.

the *Bolsa Família* Program; all of which led to a strong increase in income among the poorest. The implementation of actions to strengthen family farming is also noted, acknowledging its important role in the provision of food for the internal market and for the promotion of nutrition and food security. The strategy to combat poverty also contributed to overcoming hunger and constructing mechanisms of governance, transparency and participation in society, such as the revival of the National Council for Food and Nutrition Security (*Conselho Nacional de Segurança Alimentar e Nutricional* - Consea), in 2003.

The observation in 2011, however, was that the social progress of the past decade had to be further developed, in order to reach a target audience that still remained invisible regarding public action. Almost half of the extremely poor in the country were located in rural areas, according to the Brazilian Institute of Geography and Statistics (*Instituto Brasileiro de Geografia e Estatística* - IBGE)². In that sense, a clear assessment was needed regarding institutionalism and the organization of public policies which had given rise to the considerable progress of the period, to reach those social groups who had not yet overcome the condition of social vulnerability or who had not been able access the economic opportunities to transform their day-to-day life and work.

Thus, the federal government launched the *Brazil without Extreme Poverty Plan* in 2011, with the purpose of improving and expanding the best of Brazilian expertise in the social sector; bringing extreme poverty to the center of the political agenda and therefore enabling the target audience to become the focus of government efforts at the time. This implied the reorganization of policies that were already reaching the poor, but now with a clearer focus: the creation of new strategies to reach that audience, the clear definition of service goals, and directing budgetary resources to

² Census 2010 data indicated that only 15.6% of the Brazilian population lived in a rural area, but such part of the population represented 47% of Brazilians living in extreme poverty.

achieve such goals. For the rural environment, the policies focused on the promotion of family farming and rural development were improved and organized. Matters such as food security, income source diversification and the organization for added value and environmental sustainability helped guide the actions and programs focused on the extremely poor in rural areas of Brazil.

Considering the recent experience, after three and a half years of Brazil without Extreme Poverty, this chapter has the intention of reflecting on how the organization and implementation of the rural productive inclusion strategy took place; noting the promotion of nutrition and food security, the extension of the productive organization of the poorest farmers, the reduction of poverty and the integration of family farming in institutional markets. Therefore, this chapter seeks to systematize the main conceptual elements, institutional arrangements and instrumental factors that form the strategy; through the recent path of governmental actions, based on an analysis of the programs which promote production, access to water and public purchases from family farming.

CONTEXT

In 2011, the federal government committed to eradicating extreme poverty in Brazil by 2014. With the lessons learned between 2003 and 2010 by the administrators of public policies to fight hunger and poverty, and with the confirmation that, despite all the indisputable progress during that term, there were still close to 16 million individuals living in extreme poverty in the country³. Within this context, the Brazil without Extreme Poverty Plan was conceived.

³ According to 2010 Census.

Based on a multi-dimensional approach to combating poverty, which considered different aspects in addition to insufficient income⁴, the Plan had the intention of breaking the vicious circle of social exclusion by joining actions for the transfer of income, the access to public services and the opportunities for income and job creation. These would become the three strategies on which Brazil without Extreme Poverty would be based.

In the rural environment, where 15.6% of Brazilians live, there were 7.6 million individuals in extreme poverty (Table 1), which amounted to 47% of the extremely poor population in the country (66% in the North-East region). Beyond the strategy of income guarantee and access to public services, it was a challenge to build a strategy of rural productive inclusion; seeking the productive organization of families, ensuring their self-sufficiency and food security, as well as further supporting the production of surpluses to be sold in private or public markets.

4 An extreme poverty line was defined (at the time of the launching of the Plan the line was up to R\$ 70.00 per capita), which became the reference value to identify the priority audiences of Brazil without Extreme Poverty. For more information regarding the definition of the line, see article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this book.

Table 1 - Number of individuals in extreme poverty in Brazil per region and household situation (rural or urban)

Region	Household situation				Total	
	Rural		Urban			
	Nº people	%*	Nº people	%*	Nº people	%*
North-East	5,049,317	52.5 (66.0)	4,560,486	47.5 (53.0)	9,609,803	100.0 (59.0)
North	1,499,951	56.4 (20.0)	1,158,501	43.6 (13.0)	2,658,452	100.0 (17,0)
South-East	580,908	21.3 (8.0)	2,144,624	78.7 (25.0)	2,725,532	100.0 (17,0)
South	278,615	38.9 (4.0)	437,346	61.1 (5.0)	715,961	100.0 (4.0)
Central-West	184,561	33.1 (2.0)	372,888	66.9 (4.0)	557,449	100.0 (3.0)
Brazil	7,593,352	46.7 (100.0)	8,673,845	53.3 (100.0)	16,267,197	100.0 (100.0)

*Figures in parenthesis represent percentages in regards to the values of each column. Source: IBGE (2010) Demographic Census.

Service to those in extreme poverty through actions of rural productive inclusion must be understood starting from more extensive strategies, resulting both from a prioritization of the political agenda of successive administrations over the last few years and from the institutional expansion and reorganization. These strategies can be summarized in three processes which, even though drafted in different platforms, are linked and complement one another: (i) consolidation of the platform of social policies, with far-reaching policies to combat poverty and the establishment of a universal agenda of social rights; (ii) construction and institutionalization of the agenda for nutrition and food security as a public policy; and (iii) the extension of the policies for rural development and support for family farming.

The strategy of rural productive inclusion is precisely the result of the aforementioned processes, starting from the change of platform observed in two decisive moments in recent years: (a) the definition of the hunger issue “as a response of the Brazilian government regarding its role of upholding the human right to food, consolidated as a “key-strategy”, a priority and guideline for social policies in Brazil”⁵, with the launching of the *Fome Zero* Program (Zero Hunger Program), in 2003; (b) and prioritizing the goal of overcoming extreme poverty in Brazil, with the launching of the Brazil without Extreme Poverty Plan, in 2011. In both moments, the policies to strengthen family farming were essential in defining the main strategies of government action.

Support for family farming involves a set of policies that have been organized and implemented since the mid-1990s, particularly in regards to the creation of the National Program for Strengthening Family Agriculture (Pronaf). From that point on, the large increase in resources made available could be seen, as well as the strengthening of conventional tools of agricultural policy, adjusting them to the conditions of family farming (credit, insurance and marketing support). These policies are the result of the recognition of the economic, social and environmental role that family farmers have within the Brazilian context, as well as their role as promoters of nutrition and food security.

The experiences of the government and society with the construction of those policies for family farming and their results, due to their importance, were included in the agenda to combat hunger in the early 2000s; politically resulting in the Zero Hunger Program, established in 2003.

In the midst of such changes, the construction of a National Policy of Technical Assistance and Rural Extension (Pnater) began, which resulted in the vigorous expansion of the budget allocated to the provision of Technical

⁵ MENEZES; SANTARELLI, 2013.

Assistance and Rural Extension (*Ater*) services, as well as the passing of the General Law of *Ater* (Law n° 12,188/2010). This resulted in the reorganization of a network of state entities and non-governmental organizations, which had been previously disassembled in the beginning of the 1990s. The new law facilitated the provision of *Ater* services by establishing its implementation through contracts instead of agreements (*convênios*).

Beyond the administrative advances, which have been fundamental; this form of recruitment, based on a public call for procurement of *Ater* organizations, has allowed for a previous definition of target audiences, territories and methodologies. This is a relevant aspect for the analysis we make in this chapter, as it supported the preparation of a rural productive inclusion strategy in the main agenda of the current administration. *Ater* is the driving force of one of the stages of the path which joins together several actions and programs, which were created or adapted to support the productive organization and integration of vulnerable rural populations into the market.

The rural productive inclusion strategy of Brazil without Extreme Poverty rises to the challenge of reaching an audience which, despite the strong social advances observed in the 2000s, remained excluded from public actions. The intention was to improve, coordinate and create innovation in the different public policies created in the last decade, targeting the promotion of nutrition and food security, and family farming and rural development; however, with a more defined focus on family farmers in extreme poverty, giving priority to rural women and traditional communities and peoples.

Starting from the assessment, the policy-makers of Brazil without Extreme Poverty defined the following strategic guidelines for rural areas: (i) the guarantee of access to public policies of citizenship and productive inclusion; (ii) direct action with families or communities, through *Ater* services; (iii) reduction of inequalities regarding gender, race, ethnic groups and age; (iv) organization of actions according to regions, starting where extreme poverty is concentrated; and (v) a management system centers on the family for monitoring and assessment of actions.

To face such strategic guidelines and given the multi-dimensional approach to poverty, it was necessary to define differential strategies, adapted to the needs of the different target audiences and regions. Additionally, with the intention of coordinating various actions derived from the main strategies of Brazil without Extreme Poverty, it was necessary to make progress in intersectoral actions, the federal pact and in the dialogue with civil society organizations.

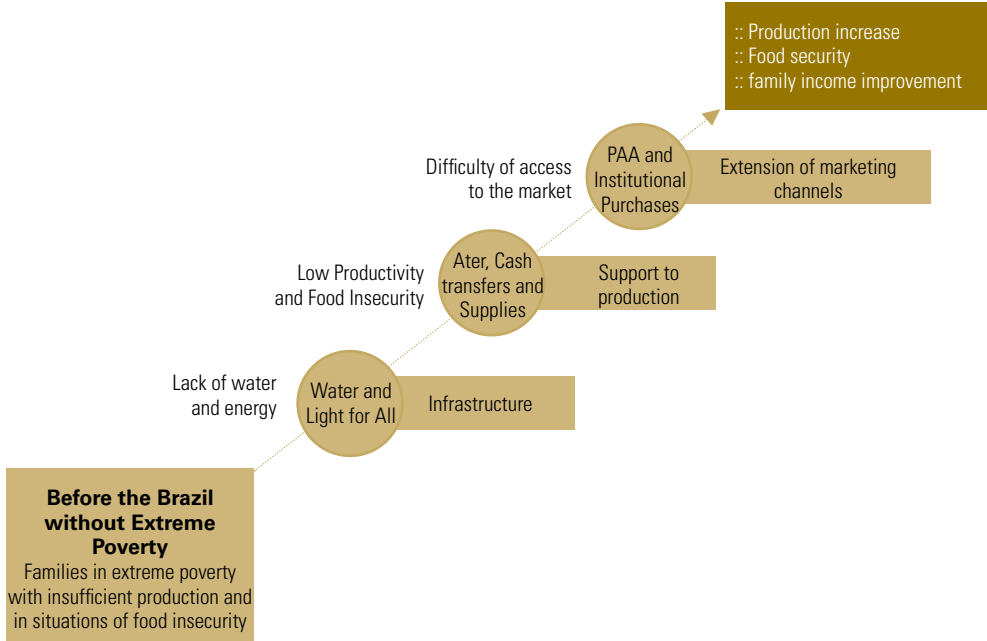
From this perspective, a key mechanism is the Single Registry for Social Programs of the Federal Government; created in 2001 and strengthened and improved in the following years to become the main instrument for the management and implementation of social policies focused on low income families. By enabling the identification and the socio-economic profiling of those families, it was possible to plan the expansion of existing programs, as well as create new actions focused on the target audience of the extremely poor. The effort to locate and mobilize families in vulnerable situations or even in situations of social invisibility also required coordinating the use of databases of those families, with the Single Registry as a reference point for actions carried out in the field. That is, different partners and public officials, whether responsible for or accustomed to using other databases, such as the Pronaf Eligibility Declaration (*Declaração de Aptidão ao Pronaf - DAP*), began to incorporate the data of the Single Registry to identify the target audience of the rural productive inclusion strategy of Brazil without Extreme Poverty.

Consequently, the identification of the target audience of the rural productive inclusion strategy mainly took place from a cross-reference check between the Single Registry and the *DAP* database, with the purpose of identifying and characterizing the families in extreme poverty in rural areas, who have already met the minimum requirements to develop small projects and to organize productive activities. Such definition implied that other audiences in rural areas, such as squatters, land reform settlers and wage-earners, were assisted by strategies that integrated other governmental and civil society initiatives, which are not included in this chapter.

RURAL PRODUCTIVE INCLUSION STRATEGY OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN

The actions that comprise the rural productive inclusion strategy of Brazil without Extreme Poverty contemplate matters of basic infrastructure - water and electricity - as well as a set of measures to support productive organization and the expansion of marketing channels, which can be seen in the following chart. Several of those actions formed important policies and, as previously seen, were already showing considerable results in the strengthening of family farming as well as in the productive inclusion of the poorest farmers. Meanwhile, changes to their design were still necessary in order to actually reach the poorest population. In that sense, the most important innovation of Brazil without Extreme Poverty was the coordination between the technical monitoring, provided by rural extension, and the Productive Asset Oriented Cash Transfers to assist farmers in extreme poverty. The combination of such mechanisms has allowed for changes and improvements in the way in which families generate their income and produce their food, as we will later see.

Chart 1 - The route of rural productive inclusion in the Brazil without Extreme Poverty Plan



Source: Seseq/MDS.

Here, we will discuss three of the main actions of the rural productive inclusion strategy of Brazil without Extreme Poverty: access to water for production, support for productive organization and marketing support.

Water for Production

The semi-arid region annually faces droughts; a natural and cyclic phenomenon in the region. The implementation of social technologies to capture and store rainwater, together with other public policies, has allowed for co-existence with the semi-arid conditions and has transformed the lives of families

by ensuring access to water for household consumption and for food production. Social technologies enable a storage capacity for families who often depend on the service of water trucks or water from wells or springs. The guarantee of access to quality water, in sufficient amounts, is a fundamental component of the human right to adequate food, as established in article ⁶ of the Federal Constitution and in Law n. ° 11,346/2006.

Access to water became one of the priorities of the rural productive inclusion strategy of the Brazil without Extreme Poverty Plan. Therefore, the Water for All Program was created, with the purpose of universalizing access to water for consumption in the rural areas of the semi-arid regions, as well as advancing in the implementation of technologies for access to water for production. In 2011, based on information from the Single Registry, it was estimated that more than 750 thousand cisterns would be necessary to achieve universal access. Water for All implied an expansion of the partnerships, the technologies and the resources involved in such action⁶. In the case of the Ministry of Social Development and Fight against Hunger (MDS), the funding for social technologies for the capture of rainwater for household consumption and production became part of the set of initiatives of Water for All, due to its previously successful experience⁷.

Beyond the action of providing drinking water, the implementation of social technologies of access to water for production was expanded; with the purpose of stimulating and organizing the production of rural families in situations of poverty and of food and nutritional insecurity, with the semi-arid region as a priority. With

⁶ As of 2010, approximately 330 thousand cisterns for household consumption had been built by the MDS, in partnership with social organizations, states and municipalities. Considering those cisterns, in addition to polyethylene tanks, the goal of 1 million cisterns in the semi-arid region was achieved on August 2014.

⁷ During the implementation of the actions, the MDS proposed legal changes to acknowledge social technologies as matters of public policy, to adjust the methods of recruitment and implementation, which resulted in the amending of Law n.° 12,873/2013, establishing the National Program to Support Rainwater Catchment and Other Social Technologies of Access to Water - Cisterns Program, under the responsibility of the MDS and part of the Water for All Program.

the technologies, those families can increase their food production, either for household consumption or to generate income.

Social technologies regarding water for production are a solution to store water for breeding small animals and cultivating a “productive backyard”⁸. They are suitable technologies; easy to use, serve one or more families, are low-cost, with simple maintenance and have a long duration. Just as in the action of water for household consumption, linked to the implementation of the technology, there are processes for training and promotion of local community exchanges in sustainable water management.

With the Brazil without Extreme Poverty Plan, social technology actions regarding water for production gained relevance and were implemented within the context of the construction of a productive inclusion strategy in rural areas. Proof of that could be seen in 2011, the first year of the Plan, when the budget was increased from R\$ 22.5 million to R\$ 220.0 million; close to 10 times the value allocated thus far to support such technologies. According to the 2012-2015 Multi-Year Plan, and considering the goals of Brazil without Extreme Poverty and Water for All, the annual budget of the action was R\$ 440 million, corresponding to twice the amount that was allocated in 2011. That is, for the year 2010, the budget for investments in water infrastructure for low income farmers was practically increased twenty-fold.

8 A productive backyard, within the scope of the Cisterns Program, is the family system for food production consisting of vegetable gardens, orchards and small-scale farming; implemented in the surroundings of the housing unit and maintained by the water made available by a social technology to capture rainwater, thus guaranteeing the food security of the family. The implementation of the productive backyard is carried out together with a training process that values effective water management, productive diversification, agroecology and co-existence with the biome, often promoting the leadership of women.

Support for productive organization

To support the productive organization of family farmers in extreme poverty, the initiative combined the strengthening of existing mechanisms, such as the *Ater* service; with the implementation of innovative instruments, making cash transfers available in the amount of R\$ 2,400 per family. The payments were made in installments, with the condition that the funds must be used in a productive family project. The transfer of resources is directly made to the families through the Bolsa Família card, does not entail new payment structures and administrative costs, and supports the use of an instrument widely utilized by beneficiary families. By using this structure, the action benefits rural women, as the Bolsa Família card is preferably issued in the name of the woman, indicated as the one responsible for the family.

In 2011, the *Programa de Fomento às Atividades Produtivas Rurais* (Productive Asset Oriented Cash Transfer Program), which is carried out jointly by the Ministry of Social Development and Fight against Hunger (MDS) and the Ministry of Agrarian Development (MDA), was established based on the combination of such factors. The *Programa de Fomento às Atividades Produtivas Rurais* is intended for family farmers and other beneficiaries according to Law n.º 11,326/2006, who are in extreme poverty and are registered in the *Single Registry*. The operational design, by organizing the *Ater* action with the Productive Asset Oriented Cash Transfers, in a complementary and integral manner, seeks to produce the suitable conditions for the organization of a productive activity by the beneficiaries. Therefore, *Ater* technicians follow up with the families, taking into consideration a timetable previously defined in an agreement. The innovative character of the Program is based on the fact that its arrangement has the goal of reaching the families of the most vulnerable farmers --those “invisible,” according to the reports of *Ater* agents. By supporting the productive organization of families, the goal is to promote their food security and income generation through the sale of surpluses. *Ater* entities were hired by the MDA through public bids, including the attendance

to *quilombolas*, indigenous peoples and artisanal fisherfolk. Ater is also organized through cooperation agreements, in such cases involving the two ministries and the state governments. Having implemented services for beneficiaries at the end of 2011, until October 2014, the Program already ensured the transfer of the grants to more than 123 thousand families, mostly in the North-East region.

In 2013, the Technical Assistance Program was extended to include measures for the recovery of the productive capacity of families affected by the extended drought in the semi-arid region⁹. A greater cash transfer amount was defined, R\$ 3,000, for farmers who already possessed water technology for production, known as “*Programa de Fomento Semiárido*” (Semi-Arid Productive Asset Oriented Cash Transfer Program)” Thus the scope of the target audience was updated, allowing both the extremely poor and the poor to be potentially eligible. Those changes expanded the efforts for the convergence of technical assistance actions and water for household production to promote co-existence within the semi-arid region, within the context of the fight to overcome poverty. Organizing such actions is a complex task, the challenges of which gradually appear.

As it is a new program, the assessment of the results of the Technical Assistance Program is still in progress, to identify whether there were actual improvements among beneficiary families; in regards to (a) productive organization, (b) income generation and (c) promotion of nutrition and food security. Assessments will allow for systematizing the achieved results and evaluating the opportunities and the limits of maintaining them in the medium and long term.

⁹ The region faces the worst drought of the last 50 years, which called for a set of organized emergency measures for the region provided by the federal government: including accelerating the implementation of social technologies for access to water, the payment of the Drought Grant (*Bolsa Estiagem*), the extension of the Crop Insurance (*Garantia Safra*), water-truck operations and the sale of corn at subsidized prices.

Some results, however, are already tangible. Based on the monitoring visits carried out by the Program team and also on the reports prepared by Ater entities, we know that the development of the projects have provided an increase in food production, income and equity of families, as well as an improvement in their self-esteem and a resurgence of the farmer identity.

Access to markets: the role of public purchases

Public purchases use the purchasing power of the government to support family farmers, strengthening and expanding marketing circuits. The *Food Purchase Program* (*Programa de Aquisição de Alimentos - PAA*), created in 2003, within the scope of the *Fome Zero* strategy (Zero Hunger), is one of the main actions of public procurement of food produced by family farmers and has had a successful track record in its 11 years of existence.

From the start, it was innovative by supporting the strengthening of family farming and at the same time, the promotion of access to food for populations in situations of food insecurity, aided by the social assistance network in a “win-win” situation. Furthermore, the PAA contributed to making the rural economies of thousands of municipalities more dynamic, supporting marketing channels and reinforcing local food supply chains. The North-East was the beneficiary region and main supplier of the Program.

By contributing to the increase in the variety of foods produced in family units – of farmers, land reform settlers, extractive communities, indigenous peoples, *quilombolas* and artisanal fisherfolk – and to enhance the local food culture, the Program promoted appropriate nutrition, with fresh and healthier food.

The PAA also demonstrated its “educational” role, as it helped prepare family farmers to sell their produce in the private markets, from the local to the international level. There was instruction and training regarding the productive

planning, regularity of the supply, formalization, quality, prices, among other aspects. It also promoted associations in the marketing of products, providing further stability in the economic organization of family farming.

Another great innovation in the field of public purchases provided by the PAA was the inclusion of a mandatory percentage of purchases from family farming within the scope of the *National School Feeding Program* (Programa Nacional de Alimentação Escolar - Pnae). The initiative opened a new market for producers and yet another possibility to qualify the products which supply the schools of the public education network.

In its more than ten years of action, the PAA boasts big figures: from 2003 to 2013, more than R\$ 5 billion were allocated to public purchases from family farming and close to four million tons of food were acquired. The list of acquired products includes more than three thousand items, particularly milk and dairy products (26%), vegetables (19%) and fruits (14%), followed by beans, rice, cereals, nuts, yams, meat, fish, eggs, fruit pulp and juices, among others¹⁰.

The successful experience of the PAA achieved international recognition as model for public purchases, and is currently being promoted through cooperation in different countries in Africa and Latin America.

Since 2011, the PAA has been improved and simplified¹¹. The main change was in the implementation of its most important method¹², the “Simultaneous Donation”, through a membership agreement between states and municipalities¹³ – eliminating

¹⁰ Reference: 2011-2013 period.

¹¹ Law n.º 12,512/2011 and Decree n.º 7,775/2012.

¹² For further information regarding the other methods of the PAA, see <http://www.mds.gov.br>.

¹³ The association consists of the signature of a document that outlines the commitments between the MDS and the Implementing Units for the implementation of the PAA; with a validity of five years, subject to be extended for an equivalent period, but it does not involve the agreement of values and goals, only commitments.

the required signature of an agreement and the need for financial contribution by the implementing partner. Together with this new mechanism, the direct payment to beneficiary suppliers of the Program (family farmers) was also implemented through a bank card. The implementation of the PAA began to take place within its own information system, making it more secure and transparent. With the association terms, the MDS was able to make suggestions to its partners regarding the goals of priority target audiences, of participation of women in the PAA and other specific objectives such as organic production, in order to encourage program policy-makers to include agro-ecological and organic producers among their priorities.

Beyond implementation changes, the PAA now has an Advisory Committee which includes representatives from family farming organizations in addition to the public policy-makers.

Another important innovation of the Program was the creation in 2012 of the “Institutional Purchase” method, which brought new market perspectives for family farming by allowing entities from the federal government, the states, the Federal District and the municipalities to use their own resources to buy products from family farming in a simplified manner; eliminating the need for a bidding process, in order to meet the demand for food within their scope of action. Federal universities, the three military branches, public hospitals and jails are examples of entities which can operate within that modality.

The promotion of such method, the improvement of the mechanisms for its implementation and the need to meet the government entities food demands constitute the next steps to consolidate the supply to the institutional market with quality products from family farming.

FINAL THOUGHTS

The experience of the rural productive inclusion strategy of the Brazil without Extreme Poverty Plan showed that it was possible to reach the poorest populations; those invisible in our society in rural areas. Previous public policies did not reach those individuals. If they did reach them, they did not manage to remove them from extreme poverty due to a number of reasons; among them, a policy design which has been traditionally insufficient in reaching the most vulnerable audiences.

The trajectory of public policies in combating hunger and poverty has experienced a significant evolution in recent times, with an evident improvement in their design and implementation, along with a significant increase of available funds. This path is a result of the recognition and the priority given to matters regarding nutrition, food security and the strengthening of family farming in the political agenda of successive governments; which has transformed into a legal outline supporting the budgetary and institutional developments.

The rural productive inclusion strategy of the *Brazil without Extreme Poverty Plan* is just one more step in the aforementioned path. The main actions arising from such strategy – access to water, support for productive organization and marketing – went through adjustments and restructuring. Others had their resources increased and signed new partnerships, and some mechanisms were created targeting those in extreme poverty. Millions of people in the semi-arid region gained access to water for personal consumption; some of them also gained access to water for food production, through social technologies for the catchment and storage of rainwater. Thousands of families in extreme poverty were able to organize their productive activities by receiving technical assistance and cash transfers for investment. Additionally, the participation of the poorest population in the PAA was expanded, reaching close to 50% of the number

of farmer suppliers of the Program who are in the Single Registry. More than that, the rural productive inclusion strategy has had notable success promoting opportunities for beneficiary families, to promote their skills and boost their self-esteem.

Despite the optimum results achieved, the challenges ahead were evident regarding the following steps of this strategy. Expanding the coordination of programs and actions is the main challenge. Considering that the Brazilian state already has a set of instruments promoting productive inclusion in rural areas which, meanwhile, have their own decision-making bodies as well as their own focus and/or regional coverage; it is necessary to establish institutional arrangements that make progress in uniting such mechanisms. Therefore, we suggest including in the structure the *Garantia-Safra Program* (Crop Insurance Program), the Pronaf micro-loans, and support for economic organization; in addition to the aforementioned access to water, productive organization and public purchases. It is essential to make progress in the necessary convergence of rural productive inclusion actions and programs – with *Ater* as the main strategy, which perhaps entails more than simply improving cross-sectorial work. To achieve greater leaps forward and achieve even more effective results, we need to make progress as well in the management of the available mechanisms and in the integration of administrative records and databases, using the Single Registry as a reference.

An effective measure for this integration was the creation of the Semi-Arid Technical Assistance program in 2013, in response to the challenge of recovering the productive capacity of family farmers in poverty living in the Brazilian semi-arid region, and who are harshly affected by the impacts of the extended drought.

Another clear challenge is the extension of services to indigenous peoples, quilombola communities and other traditional communities and peoples. Efforts involving adjusting the public policy mechanisms must be expanded and innovations must be made, taking into consideration the cultural and linguistic differences.

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THE WATER FOR ALL PROGRAM: A POWERFUL TOOL TO FIGHT POVERTY

Arnoldo de Campos, Adriana Melo Alves, Vitor Leal Santana and Igor Arsky

Since the beginning of the establishment of Brazil there have been records regarding the incidence of drought and its consequences; such as malnutrition, extreme poverty, high infant mortality rates, low life expectancy rates, rural migration and low socio-economic development indexes. As a way to mitigate the conditions of extreme poverty resulting from a shortage or lack of water, governments historically have established actions in the semi-arid region focused on battling the drought.

During the last decade, on the other hand, civil society and governments have built a new paradigm in their relation to the drought; treating it not as a phenomenon to be battled, but as a local feature with which to co-exist. This new principle of co-existence with the drought was progressively confirmed by studies showing that the main problem of the drought and dry spells in the Brazilian semi-arid region did not mean that there was a complete lack of water, but rather the irregular distribution of water during the different seasons and throughout the years.

Starting in the end of the 1990's, organizations such as the Brazilian semi-arid Network, (*Articulação no Semiárido Brasileiro – ASA*) prepared intervention proposals

for the semi-arid region, the focus of which was to enable access to water for human consumption during dry-spells or periods of drought. The model designed for the proposal considered the use of a low-cost social technology with high potential for replication for the storage of rainwater: cement plate cisterns.

Cement cisterns are reservoirs with the capacity to store 16 thousand liters of water, connected to the house roof through a piping system. When it rains, water captured on the roof accumulates in the cisterns. When full, the cistern guarantees the supply for human consumption for a family of five, for a period of up to eight months. Within that context, ASA prepared the *Programa Um Milhão de Cisternas Rurais* (P1MC) (One Million Cisterns Program), which had the purpose of building one million cisterns for families in rural areas of the Brazilian semi-arid region.

The implementation of the cistern was carried out in a scattered manner and on a small scale until, in 2003, the action became part of the policy for nutrition and food security of the federal government, as one of the actions of the *Fome Zero Program*, under the command of the National Secretariat for Food and Nutritional Security (Sesan) of the Ministry of Social Development and Fight against Hunger (MDS).

The path was clear: investing in decentralized and territorial access to water, making greater gains with the policy and having as a reference certain conditions such as: priority service to the rural areas of the Brazilian semi-arid region; formalization of cross-sectorial partnerships and agreements (federal governments, states, municipalities, civil society organizations); and the use of public announcements and availability of budget resources.

The result of such initiative was the construction of more than 329 thousand cisterns to store water for human consumption in the rural areas of the Brazilian semi-arid region, in addition to over seven thousand technologies for food production and animal breeding. These achievements would set the framework for the development and implementation of the Water for All Program within the scope of the Brazil without Extreme Poverty Plan.

THE WATER FOR ALL PROGRAM AND ACCESS TO WATER IN THE SEMI-ARID REGION

Through the Brazil without Extreme Poverty Plan, the federal government undertook the commitment of overcoming extreme poverty in Brazil by 2014. From the very first moment, even when preparing the Plan, the determination of the government to promote universal access to water in rural areas was clear; particularly regarding the Brazilian semi-arid region, as a fundamental step to overcome extreme poverty.

The first step in seeking universalization was to identify the demand for cisterns for household consumption in the semi-arid region. Such an estimate began from the intersection of three variables to define the priority target audience of the Water for All Program, to be identified in the Single Registry: a) to reside in a municipality of the semi-arid region; b) to reside in the rural areas of the municipality; and c) to lack access to the public water supply network.

The goal defined for the 2011 – 2014 period was to serve 750 thousand families in the Brazilian semi-arid region¹, which represented a huge challenge at the time; considering that the service estimate for four years required duplicating the deliveries of cisterns made during the previous eight years. With that established goal, a set of actions were generated with the aim of constructing a model capable of the following: extending the scale of the service; building a design to coordinate the process, to then be carried out in the Water for All Program²; defining the territorial

1 The definition of the goal of 750 thousand families was projected by removing number of families who had been provided with water tanks by 2010 from the total demand.

2 This commitment was carried out in the Water for All Program, established by Decree n° 7,535, of July 26, 2011, which reinforced the relevance of systems for the catchment and storage of rainwater as an alternative to promote health, food security and the local development of rural populations, and populations in situations of social vulnerability.

distribution of the goals among the stakeholders involved; formatting management mechanisms and follow-up of implementation; extending the range of partners to take on such a task; and guaranteeing greater availability of budgetary resources.

In order to achieve the established goals, the following was critical: the organization of the federal institutions and agencies with legal competence on matters of nutrition and food security, water infrastructure and public water supply, health and environment; as well as the coordination with states, municipalities and civil society organizations. A coordinated action was necessary, with the involvement of other government agencies, and the organization of meetings at the MDS to create a comprehensive program for water access. Within that context, two authorities were responsible for carrying out the cross-sectorial coordination of the subject – The Management Committee of the Water for All Program and the situation room of the Water for All, within the scope of the coordination and monitoring structure of the Brazil without Extreme Poverty Plan.

Considering the diversity of partners responsible for carrying out the goal and expanding the challenge; it was critical, at first, to organize the action of each of these partners, seeking to avoid the overlapping of actors. This way, sets of municipalities were defined wherein each one could carry out their contracts. This territorial division resulted in a well-defined mosaic of the distribution of goals, considering that each partner should act in the pre-established locations, with the aim of providing universal service in the respective territories.

The Management System of Universalization of Access to Water (Sistema de Gerenciamento da Universalização do Acesso à Água, also known as SIG Água), by cross-referencing information from the Single Registry with information from the Management System of Universalization of Water Cisterns (SIG Cisternas)³,

3 SIG Cisternas is an information system developed by the MDS and used by the partners to record the cisterns and other technologies implemented, further adding a set of information regarding the family and its rural property. It is a management and monitoring tool for the implementation of the actions of the Water for All Program.

had the purpose of providing, via Internet, the list of families to be assisted in each municipality; including the location of those families, facilitating planning for mobilization of and service to the target audience of the Program, beyond the work of Active Search to be carried out.

Given this scenario, beyond the inclusion of other agencies and institutions in carrying out the objectives of the Water for All Program, such as the Ministry of National Integration, the Ministry of the Environment and the National Health Foundation (Funasa); the MDS itself looked for new partnerships.

New or already existing partnerships were established with eight out of the nine states which officially form part of the semi-arid region; in addition to the expansion of the actions for states in the South, South-East and Northern regions of the country, and the strengthening of the partnership with the One Million Cisterns Program Association (*Associação Programa Um Milhão de Cisternas – AP1MC*). Partnerships were also signed with Banco do Nordeste do Brasil, starting with a service rendering contract, and agreements were signed with public consortia of municipalities-stakeholders who, until then, had not participated in the process. *Petrobras*, *Banco Nacional de Desenvolvimento Economico e Social (BNDES)* and *Fundação Banco do Brasil (FBB)* also joined the Program. The Ministry of Integration, at the same time, called a private initiative to participate through a public bidding process, in which the companies *Acqualimp* and *Fortlev* became the awardees.

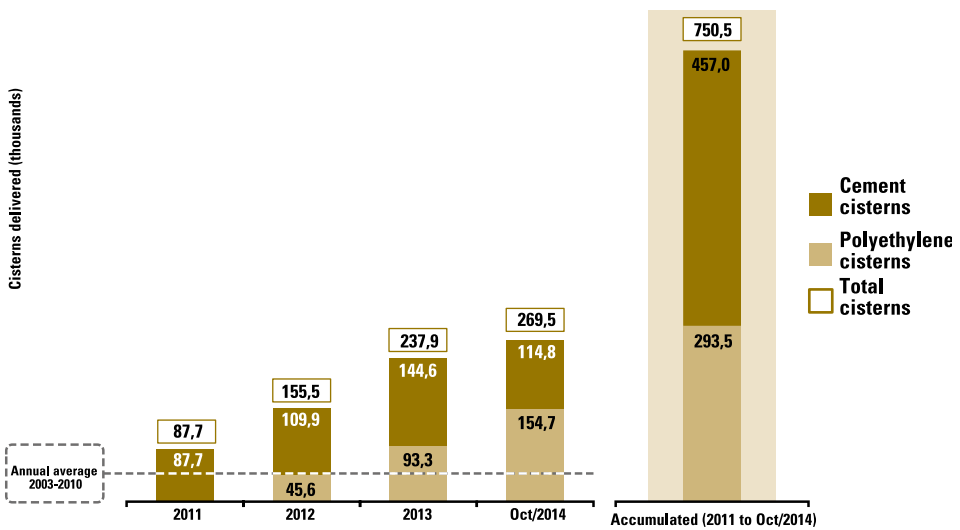
In brief, the universalization strategy involved the participation of an extensive set of stakeholders, in a significant effort for coordination and implementation, capable of guaranteeing service to the initially surveyed demand. The cement cistern made up the majority of the goal: 450 thousand cisterns for human consumption, which were built by the MDS and FBB. The installation of 300 thousand polyethylene cisterns was to the responsibility of the Ministry of Integration, in addition to collective supply systems. *Funasa* entered the Program with a goal which complemented the actions of the other partners; installing cisterns for human consumption, both made out of concrete and polyethylene, in addition to the installation of collective systems. On the other hand, the Ministry

of the Environment focused on the installation of desalination systems.

The goal associated with water production, set at 76 thousand units and distributed among the different technologies, was carried out in partnership by the MDS, BNDES and Petrobras. The Ministry of Integration provided supplements, such as irrigation kits, small dams and other technologies.

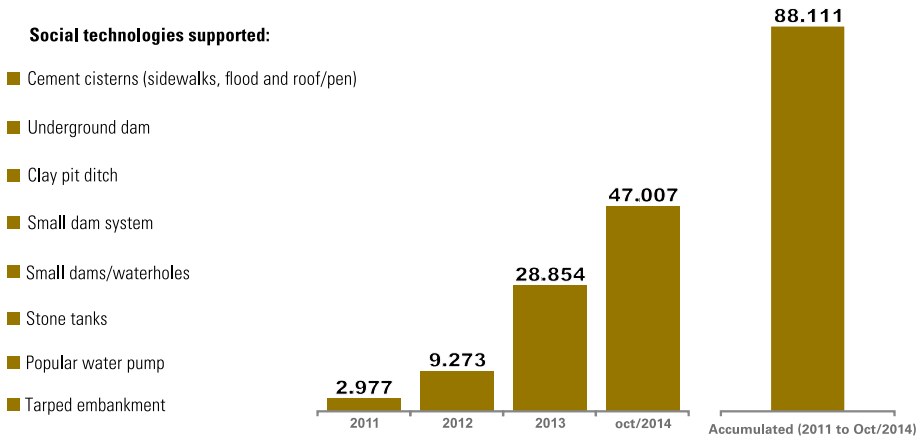
That effort, reflected in the significant extension of the budget of the Program and, therefore, in the extension of the contracts, resulted in the delivery of 457 thousand cement cisterns, 293.5 thousand polyethylene cisterns and 88.1 thousand social technologies for access to water for food production.

Chart 1 - Cisterns for household consumption delivered (2011-2014)



Source: MDS, MI, Funasa and FBB.

Chart 2 – Production Technologies delivered (2011-2014)



Source: MDS, MI, Funasa and FBB.

After almost four years of implementation of the Brazil without Extreme Poverty Plan, it is important to note not only the fulfillment of the established goal, but the consolidation of a policy of decentralized access to water; which has as its driving force the partnership with civil society organizations and the valuation of the beneficiary citizen as the subject of the implementation process of the public policy.

THE DIFFERENT IMPLEMENTATION ARRANGEMENTS OF THE WATER FOR ALL PLAN

Partners who are part of Water for All adopt different implementation models and different technologies for access to water, even using different names for their actions. The methods to mobilize, select, train and install technologies vary. The following describes, in general terms, the implementation models of the MDS, MI, Funasa and MMA. It should be noted that FBB, Petrobras and BNDES acted similarly to the MDS.

Cisterns Program: social technology, decentralized access to water, co-existence with the semi-arid region and food security

The National Program to Support the Catchment of Rainwater and Other Social Technologies (Cisterns Program) was established through articles 11 to 16 of Law n° 12,873, of October 24, 2013, and regulated through Decree 8,783, of July 04, 2013. It has been carried out by the MDS since 2003 in a decentralized manner, initially anchored in the extensive partnership established with the Brazilian Semi-Arid Network (Articulação no Semiárido Brasileiro – ASA) and later, with states, municipalities and municipal consortia.

The Cisterns Program aims to install social technologies for access to water, mainly involving the catchment of rainwater; in order to equip families with a water storage solution that allows for human consumption and food production. Such action falls within a broader perspective of food and nutritional security and income generation for vulnerable families located in the rural areas, which face difficulties in access to drinking water and/or water restrictions.

As a result of a social process of learning regarding methods of co-existence with the drought, the concrete cistern for the catchment and storage of rainwater and other social technologies of access to water is simple, inexpensive and easily applied and maintained by the community. In that process, the whole community is mobilized and families are encouraged to reflect on water management within the family and community environments. Labor, in the installation of the technology, is generally local; as the family farmers themselves are trained for building the construction of the structure.

Mobilization and training activities are an integral part of the methodology, which, among other factors, characterizes the aforementioned technologies as social technologies and not just as engineering works; subject to implementation based on the direct involvement of the families or communities to be assisted. That participative methodology seeks to awaken in the beneficiary the feeling of

achievement, of appropriating the technology and acknowledging their citizenship.

The social technology, by providing a water supply, is synonymous with autonomy⁴ for poor rural families; who, until then, were completely dependent on service provided through water trucks or wells, generally saline or dammed. The Program seeks to break the ties of patronage and the political dependency of families regarding inefficient solutions; “feeding the ‘drought industry’, which actually did not change the reality in the region”⁵.

The effectiveness of the implemented technologies depends on the sustainable use of water and the awareness of beneficiary families regarding the storage limits for the dry season. Considering such needs, the Program structure has training and social mobilization processes for water management by the families the main purpose of which is to maintain over time the social achievements that the use of such technology provides. The chart hereunder specifies the learning processes associated with the stages for the implementation of the technologies, in addition to the construction process.

4 With an approximate value of R\$ 200, 00 per 8-thousands liter water truck, the family saves at least R\$ 400, 00 per year, considering that it has 16 thousand liters of rainwater available; also significantly reducing the political dependency in obtaining water.

5 RUANO; BAPTISTA, 2011.

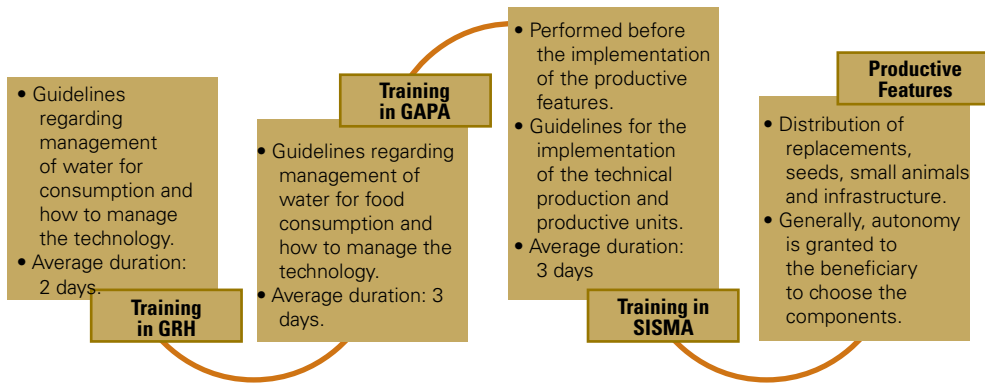
Table 1 – Activities related to the implementation of the social technologies for access to water supported by the MDS

Activity	Characteristics
Mobilization and selection of families	Process related to the selection of the communities and the mobilization of the families who will be considered along with the technologies, requiring participation of local representative institutions.
Training in water management for human consumption (GRH, for its acronym in Portuguese)	Focused on families provided with technologies for access to water for human consumption. It is the first learning process within the scope of the Program, and intends to guide the family regarding maintenance of the technology, ways to treat and manage stored water, in addition to promoting reflections on citizenship and entitlement to water.
Training in water management for food production (GAPA, for its acronym in Portuguese)	The first training for families to be provided with water technologies for production. It involves considering handling and management strategies for the water available in the community and in its production systems, including different uses and boundaries in the use and management of the water available.
Training in simplified water management system for production (SISMA, for its acronym in Portuguese)	Guidelines provided in a second stage, before the delivery of the productive components related to water technologies for production. In such training, simple techniques are taught, which enable families to use water and technology in a rational manner.
Exchange of experiences	Moments when farmers have a chance to get to know experiences carried out by other families regarding strategies of co-existence with the drought, as well as innovative productive techniques. The horizontal exchange of knowledge allows for the recovery and appreciation of farmers as social and technical innovators; possessing knowledge and experiences which, once shared, encourage and motivate families to improve their productive systems.
Productive Feature	Supplies and/or infrastructure material delivered to beneficiaries in order to develop or enhance the farming production on the property.

Source: Sesan/MDS.

Activities follow a process that seeks to follow up on the entire process of the extension services of access to water and the progress of learning; with the final purpose of providing the family with full autonomy for water management and for the development of productive processes on their property, allowing that family to achieve a new level of social development.

Flow Chart 1 – Flow of training associated with the implementation of the technologies



Source: Sesan/MDS.

For access to water intended for human consumption, the social technology used is that of the family-sized cement cistern; with a capacity of 16 thousand liters⁶, made through the assembly of pre-molded stone slabs, and with a capacity to serve a family of five for a dry period of up to eight months. Technologies of access to water for food production⁷ include those such as sidewalk tanks, flood tanks with a capacity of 52 thousand liters, underground dams and clay pit ditches. Table 2

⁶ For more details, see Instrução Operacional Sesan/MDS n° 1/2013.

⁷ For more details see Instruções Operacionais Sesan/MDS n° 2, 3, 4 and 5/2013 and Instrução Operacional n°3/2014.

details the social technologies supported by the MDS.

Chart 2 – Main social technologies of access to water supported by the MDS within the Cisterns Program

Technology	Uses	Characteristics
Concrete cistern, 16 thousand liters	<ul style="list-style-type: none"> - Drinking, cooking and basic hygiene - Family use. 	<ul style="list-style-type: none"> - Reservoir of rainwater collected from a house roof.
Underground dam	<ul style="list-style-type: none"> - Animal drinking fountain. - Recharge of groundwater table - Small irrigations. 	<ul style="list-style-type: none"> - Barrier along the riverbed for flood runoff, streams and temporary flows, through the installation of a flexible plastic lining in an excavated ditch. - Reserve of run-off seepage in the soil.
Sidewalk tank, 52 thousand liters	<ul style="list-style-type: none"> - Animal drinking fountain. - Small irrigations. - Family use. 	<ul style="list-style-type: none"> - Reservoir of rainwater captured from a cemented area of 200m².
Flood water tank, 52 thousand liters	<ul style="list-style-type: none"> - Animal drinking fountain. - Small irrigations. - Family use. 	<ul style="list-style-type: none"> - Reservoir of rainwater collected from the flood runoff.
Clay pit ditch	<ul style="list-style-type: none"> - Animal drinking fountain. - Small irrigations. - Family or community use. 	<ul style="list-style-type: none"> - Reservoir dug in the soil down to the waterproof layer, with tight and deep vertical walls, and a capacity to store at least 500 thousand liters of water.
Stone tank	<ul style="list-style-type: none"> - Community use. - Animal drinking fountain. - Small irrigations. - Household use (washing clothes, taking baths and hygiene of sanitary facilities). 	<ul style="list-style-type: none"> - Stone dam built on the rock slabs, called "caldeirões" (cauldrons). - Stored water volume ranges from 100 thousand to a million liters.
Popular water pump	<ul style="list-style-type: none"> - Community use. - Meets the general needs, except for drinking. 	<ul style="list-style-type: none"> - Installed in inactive tubular wells, with a depth of up to 80 meters.

Technology	Uses	Characteristics
School water tank, 52 thousand liters	- Drinking, cooking, and basic hygiene of students, administrators and teachers.	- Reservoir of rainwater collected from school roof.

Source: Sesan/MDS.

Assessment studies of the program show that the cisterns provided result in better health conditions and a reduction in the time and effort spent traveling for water, among other benefits. Another example is the research carried out by Brazilian Agricultural Research Agency (Empresa Brasileira de Pesquisa Agropecuária (Embrapa), which points out the following conclusions regarding the use of cisterns by families: improvement of the water consumed; reduction of the occurrence of water-borne illnesses; and a reduction in the time the family- mainly women and children- spends to obtain water every day. Such benefits have direct effects on the local human development level and, as a result, the satisfaction of families is high (92% of surveyed individuals state they are very satisfied with the Cisterns Program).

Beyond the direct results measured by assessment research, the indirect effects on the lives of families and communities must also be recorded. Most municipalities in the region have small populations (less than 10 thousand inhabitants); almost exclusively dependent on the Municipal Participation Fund (FPM), with an economy based on low-yield family farming and with the lowest human development indexes in Brazil. Hence, an important aspect of the implementation of the Cisterns Program is that every resource transferred by the federal government for this policy is applied in municipalities of that region.

In other words, the policy is focused on optimizing the local potential of the region, whether in the purchase of supplies, in the recruitment of labor for construction or technicians for the implementation of field activities. The purchase

of material for the construction of the technologies, made from local vendors or vendors from neighboring municipalities, boosts the local economy; as close to 70% of all resources invested in the Program, over R\$ 2 billion⁸, are used in sales for municipalities of the region.

Work training courses for the implementation of the technologies, also promoted with resources from the Cisterns Program, have resulted in a new work force in those localities. The family farmers from the communities themselves go through a theoretical and practical training process. During the whole period of implementation of the Program, at least 20.6 thousand cisterns builders were trained in the semi-arid region. Many of them continue to make a living building cisterns, whereas others have joined the work force and other government projects, such as the works of the Growth Acceleration Program (*Programa de Aceleração do Crescimento* (PAC) in the region.

Another approach makes reference to the employment of young people. The Program demands an essentially young work force. They are field technicians and facilitators involved in direct contact with the families. They support the mobilization and selection of the families to be benefited, guide the arrival of supplies in the community and organize the training sessions for water management. These young individuals receive training and education, and seek technical and academic education, with the purpose of applying the knowledge acquired in the service of local development. They are daughters and sons of family farmers who take on an important social role in their communities.

Another contribution of the Cisterns Program is the strengthening of the popular organizations to which such families belong. For the mobilization and selection of the families, it is necessary for a municipal commission as well as

⁸ Considering figures used by the MDS from 2003 to 2014, 75% during the 2011-2014 period. Source: Siafi, obtained by Coordenação Geral de Acesso à Água (CGAA/MDS).

community commissions to be established; essentially formed by representatives of civil society organizations, local leaders and public agents such as teachers and health community agents. The collective group is co-responsible for the implementation of the Program within the local context, following up on all stages, from planning to implementation. The members of these commissions also receive training and are encouraged to work towards finding alternatives for the community. This instrument is a powerful agent for public oversight within the municipal scope.

The exchange of experiences, an element related to the implementation of technologies for access to water for food production, constitutes important spaces for the exchange of experiences, techniques and practices that have been being used in the region; with the potential to be replicated in a successful manner and with direct impact on the production of the families.

The logic for the formalization, implementation and accountability of the projects developed within the scope of the Cisterns Program followed the legal framework of voluntary transfers over the past few years, established in Decree n° 6,170/2007 and in Portaria Interministerial MP/MF/CGU n° 507/2011. In spite of the significant results observed in the implementation of the policy until then, there was a clear perception of the difficulties for its operation, starting from the rules defined by such framework, considering the specifics related to the logic of the action.

With the worsening of the drought in the semi-arid region in 2013, and considering the relevance of the governmental strategy to overcome extreme poverty, embodied in the Brazil without Extreme Poverty Plan; the opportunity to discuss a new implementation system arose, to guarantee the institutionalization and standardization of the instruments related to the implementation of the policy. This mainly considered the existing bureaucratic bottlenecks and the context of the multiple stakeholders involved in an institutional arrangement that would include extensive federal organization and intense partnership with civil society.

The process began with the MDS coordinating internal consultations as well as discussions with partners and organizations from civil society with extensive participation

in the action, so that within a short period of time, between the months of April and May 2013, a proposal was put forth that became *Medida Provisória* n° 619, of June 6, 2013. That dynamic of meetings with stakeholders which historically contributed to the development of the action remained the same in the following months, considering the set of tools associated with the regulation of the Cisterns Program.

The design proposal of a new legal framework considered creating an institution out of the action of the Ministry, as it was anchored only by budgetary activities. It also considered acknowledging the specifics of the action due to its participatory character and use of social technologies, as well as planning the performance of the actions of access to water under the management of the MDS, through rules that would simplify and standardize procedures related to the implementation of the partnerships, contracts, the performance of the entities and accountability.

In general, the new system regulated by Decree n° 8,783, of July 4, 2013, standardizes the actions of the MDS partners in the implementation of the program. Those partners sign service rendering contracts, through a bidding process with private non-profit organizations previously registered with the MDS; starting with the announcement and standard contracts for the implementation of technologies with a standard methodology and unit value. Accountability is focused on results measured from the information system, the geolocation of the technologies and the receiving agreement signed by the family.

With the indirect achievements in the access to quality water for human consumption and food production, as well as with the arrival of other public services and other income generation programs, thousands of families began to have real, concrete incentives to remain in their place of origin. That reduced migrations to the sub-urban areas of cities or to other regions, which had mainly been due to long drought periods which regularly affected the region.

As can be observed, in addition to becoming an alternative for the water supply of the rural population in poverty, guaranteeing a minimum of food security; the implementation of such social technologies also has an educational feature. It

enhances its social achievements by promoting the strengthening of civil society within the scope of public policies and significantly contributes to the promotion of local human development.

Polyethylene Cisterns and private initiative action

The decision to extend the role of technologies used in the *Water for All* Program, including the polyethylene cisterns, was based on the need to guarantee greater speed in the implementation and enabling immediate service to the families and, therefore, the fulfillment of the goal of 750 thousand cisterns for household consumption by 2014.

The Ministry of National Integration (MI) is responsible for contracting and installing the polyethylene cisterns, which have the same storage capacity as the concrete cisterns of 16 thousand liters. In addition to the cisterns for human consumption, the MI also acts in the installation of collective supply systems and of water production technologies, such as small dams and irrigation kits. In order to carry out the purchase and installation of cisterns, the MI, jointly with São Francisco and Parnaíba Valleys Development Company (*Companhia de Desenvolvimento dos Vales do São Francisco e do Parnaíba – Codevasf*) and the National Department of Works against the Drought (*Departamento Nacional de Obras Contra as Secas - DNOCS*), operates through agreements with the states and by bidding to contract supplier companies.

Initially, the mode of operating consisted of three different bidding processes: 1) the public call for the social and technical support company, responsible for the mobilization and oversight of the work; 2) the bidding for the company responsible for the supply of the cisterns, using price records; and 3) the bidding for the company responsible for the transportation and installation of the cisterns. Currently, for new contracts, the cistern supply, installation and transportation are carried out by a single company; avoiding issues such as the storage of equipment and accountability difficulties in the case of defects.

The transportation of cisterns is carried out with trucks and, once in place, the time required for the actual implementation of the cistern takes around four hours. For the implementation of the *Water for All Program*, each state was in charge of creating a State Management Committee, which allowed for a discussion forum on access to water and the participation of state and municipal government agencies, in addition to civil society organizations. State committees are in charge of receiving and forwarding demands to the MI regarding the communities to be assisted. Meanwhile, municipal management committees are responsible for the selection and prioritization of the communities to be assisted, to support the actions of registering the families and for social mobilization, as well as to follow up on the implementation of the Program.

The methodology adopted for social mobilization was inspired by the methodology of the Brazilian Semi-Arid Network (*Articulação no Semiárido Brasileiro – ASA*). The contracted company appoints someone responsible for the mobilization activities for a set of municipalities, and whose duties include encouraging the creation of a municipal management committee through meetings; in which civil society organizations and the municipal leaders are called, the Program is presented and the purpose of the committee is explained. The committee can be established through elections or by invitation to major local institutions, depending on the mobilization in the municipality. In general, committees gather 10 to 15 individuals, including movements such as religious leaders, the Landless Workers' Movement (*Movimentos dos Trabalhadores Rurais Sem Terra - MST*), unions of rural workers, community health agents, and others. In addition, in some municipalities and depending on how active the management committee is, community commissions are created to support the committee in each municipality.

The members of the committees and commissions are responsible for the implementation of a pre-registry of beneficiaries, where the suitability of the profile is checked. Later, a house-to-house validation visit is carried out, in addition to the Active Search. Once confirmed, the selected families go through training for

water management and, after the installation of the cistern; the company carries out a satisfaction survey among the families. Committees then act as a channel for the resolution of any eventual issues which may arise with the equipment in use; in addition to being a catalyst for new demands from public agencies. In some cases, social mobilization can leave a legacy of promoting new channels for organization and participation, linked to the main issues of water shortages and sanitation.

Over time, participating companies began to develop new strategies to overcome issues faced in the operation. One example is the model of one of the companies which enables monitoring of the water tank; from its departure from the factory, to the installation in the home of the beneficiary family, through the storage logistics. This follow-up is done based on the record of water tanks identified by the QR-Code⁹, jointly with a registry of families, created through a geographical information system and in a Business Intelligence system that provides management reports regarding the program. Seven of the thirteen units manufacturing the polyethylene tanks involved in the Program are installed in the North-Eastern region, and all of them employ local labor. Inhabitants from the region are also contracted for the installation of the water tanks. Polyethylene, the raw material of the water tanks, is produced in the North-East, collaborating with the petrochemical chain of the region.

The Rural Sanitation Program and service to isolated communities

The National Health Foundation (*Fundação Nacional de Saúde – Funasa*) coordinates the Rural Sanitation Program and is also a partner of the Water for

⁹ The QR (Quick Response) code is a bi-dimensional bar code that can be easily read using most camera-equipped cellular phones. That code is either converted into text (interactive), a URL, a telephone number, a georeferenced location, an e-mail, a contact or SMS.

All Program, with its principal task of providing service to rural communities and riverside dwellers, indigenous peoples and *quilombola* populations. Service to such communities has special relevance, as these populations are generally more affected by social exclusion processes, have less access to public policies, and are mostly located in pockets of extreme poverty.

Guaranteeing the means to overcome the challenges of exclusion for such communities, as in the case of those living with water scarcity, is part of the effort towards historical reparation that the Brazilian state must promote in regards to such populations, in order to include them on the path to social dignity. Having adequate water for personal consumption, food production and livestock is one of the paths of public policies which must be structured focusing on the autonomy of these communities.

Aiming to guarantee the right to good quality water, Funasa operates through agreements with states and municipalities and through direct implementation (through the Differential Hiring Scheme), within the scope of the Growth Acceleration Program (PAC). It liaises directly with the municipality or the state, which are responsible for defining the list of beneficiaries for the Program from among those in the Single Registry. In general, the task to validate the list is up to the community health agents, who visit each household and know the reality of the families.

The Funasa cement cisterns have some different features; with construction reinforcements, a system for automatic disposal of the first rainwater and a fixed water catchment system. Along with the water tank, which is delivered with half a load of water, families also receive a clay filter to guarantee the quality of the water to be consumed.

Freshwater Program: extension of the access to quality water

In addition to the low levels of precipitation, the semi-arid region is also known for the presence of saline groundwater in several areas of its territory.

Water is available for catchment, but not suitable for human consumption. However, with desalination equipment, it can become adequate for consumption, supplying a whole community. This equipment, when combined with an integral production system, also generates income through the production of fish and the planting of food to feed livestock.

The Freshwater Program, coordinated by the Ministry of the Environment (MMA), was implemented in 2004 and has already installed 152 desalination systems, benefiting 100 thousand individuals. In 2011, the program became part of the *Brazil without Extreme Poverty Plan* and the *Water for All Program*, assuming the goal of installing 1,200 desalination systems by the end of 2014.

The implementation of the Freshwater Program includes the partnership of federal, state and municipal institutions, as well as civil society organizations. There is a nucleus in each state assisted, which is the top decision-making body, and coordination is generally assumed by the water resources agency of the state. Resources are transferred by the MMA to the states through agreements, and states are responsible for the implementation of the program in place.

The criteria to select beneficiaries include: the low Municipal Human Development Index (IDH-H), low levels of precipitation, shortage or lack of access to other sources of drinking water, and high rates of child mortality. In order to subsidize states starting with the most critical municipalities, the national coordination created the Index of Access to Water (ICAA), which is a combined average of the aforementioned items. Once the municipality has been selected, the exact location depends on the presence of specific technical criteria; identified through an analysis of the hydrological, geo-morphological, climatic and other conditions, as well as the social conditions of the community. So far, 2.7 thousand communities have been assessed.

Desalination plants, or desalination systems, consist of: a deep tubular well, a well pump, untreated water reservoir, stone structure, a fountain, a desalinator, drinking water reservoir, waste containment tanks and reservoirs (wastewater).

They operate through reverse osmosis, managing to filter salt water from the well so that it becomes potable, without the need for any other additive, making it suitable for human consumption.

The wastewater (concentrate) exiting can go to containment tanks for evaporation or, where conditions are suitable, can be used in an integrated production system. In that case, the waste goes towards crustacean and fish farming tanks, which alter the water in a progressive manner. After the water remains in the last tank, it is sent to a terrain with a plantation of “erva-sal” (saltbush - *Atriplex nummularia*), a plant that can absorb the salt from the soil and which is used to feed cattle. A desalinator provides access to a minimum of 5 liters of drinking water per person per day in the beneficiary areas.

The operation of the systems depends on an agreement signed by the entire beneficiary community; establishing the rules of use, the rights and obligations, along with how to manage the productive system, if applicable.

In general, members of the community are trained in the system’s operation and a public institution is defined to support the management of the system (the state secretariat involved or the municipality). In some cases, communities form a neighbors association, which can set a monthly maintenance fee and the rules to sell fish and saltbush plants. Some associations create a reserve fund with the resources for eventual demands for the replacement of parts, purchase of food and other needs.

FINAL THOUGHTS

The *Water for All Program* today represents an example of how it is possible to promote access to water for the most vulnerable communities in rural areas; contributing with a set of activities which have a direct impact on the quality of life of the families and on local development. By developing decentralized supply structures, with extensive public oversight and broad participation, Water for All

contributes with the democratization of access to water; mainly promoting the improvement of health, nutrition and food security for low-income families residing in rural areas, particularly in the Brazilian semi-arid region.

The model of governance constructed throughout the ten years of the Cisterns Program and throughout the four years of the Water for All Program gives value to arrangements of a decentralized, educational character; with efficiency and effectiveness, and enhanced by its social achievements. Thus it is able to promote the strengthening of civil society participation within the scope of the creation, implementation and follow-up of public policies.

The design of new rules and procedures for the implementation of that policy arose from the lessons learned from almost 10 years of implementation; identifying the institutional arrangement and the main issues observed in the different models adopted, as well as successful experiences of other public policies.

After reaching the goal of families provided with access to water for household consumption in the semi-arid region, other challenges have been presented. It is both feasible and imperative for the next phase to look towards the expansion of access to water for the production of food in the semi-arid region in an integral manner; in coordination with other policies supporting family farming, such as rural technical assistance, cash transfer, loans and access to markets; thus making the productive inclusion of such families more effective and sustainable. In addition, it is necessary to continue the expansion of the Water for All Program in other regions and biomes which suffer from the lack of drinking water for human consumption; such as the Amazon region, or those areas which suffer from issues with inadequate water distribution throughout the year, such as the Southern region.

In addition to meeting the demand of water for consumption in the semi-arid region, the extension of service to schools lacking access to water is necessary, as well as service for isolated communities of traditional and indigenous and *quilombolas*.

Finally, it is time to move ahead with the discussion of a National Policy

for Co-Existence with the Biomes, particularly in the semi-arid region, and the coordination of the Water for All Program with other water infrastructure policies in place in the region.

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BOLSA VERDE PROGRAM: ENVIRONMENTAL PRESERVATION AND ERADICATION OF EXTREME POVERTY

*Paulo Guilherme Francisco Cabral, Andrea Arean Oncala,
Larisa Ho Bech Gaiivizzo and Renata Corrêa Apoloni.*

The goal of poverty eradication, based on a human rights approach, has been emphasized through different mechanisms signed by the countries within the scope of the United Nations; such as the Universal Declaration of Human Rights (1948), the International Covenant on Economic, Social and Cultural Rights (1966), and the World Summit on Sustainable Development (1995)¹. One of the most recent agreements among 190 countries participating in the Millennium Summit, promoted in September 2000 by the United Nations, was the Millennium Declaration, a document which established the eight Millennium Development Goals (MDGs); among which is the goal of reducing extreme poverty by 2015 to half of the level recorded in 1990.

At the same time, mechanisms related to the environmental agenda have increasingly assumed the intrinsic relationship between poverty eradication and environmental preservation. The Convention on Biological Diversity, signed in

¹ FERES AND VILLATORO, 2013

1992 during the United Nations Conference on Environment and Development, Eco 92, and ratified by the Brazilian Government in 1994; acknowledges the eradication of poverty as a priority in regards to the analysis of the necessary actions for the preservation of biological diversity.

The Final Document of the United Nations Conference on Sustainable Development (Rio+20), held on June 2012 in Rio de Janeiro, titled “The Future We Want”; establishes the urgency for the eradication of poverty as its priority, considering that this issue is the greatest global challenge that we currently face, and is an indispensable condition for sustainable development.

In Brazil, the eradication of extreme poverty has been part of the priority agenda of the government for at least a decade, and was recently boosted through the implementation of the Brazil without Extreme Poverty Plan. The Plan, established in 2011, has the purpose of overcoming extreme poverty within the country, via the integration and coordination of policies, programs and actions aligned along a threefold strategy: income guarantee, access to public services and productive inclusion.

Data from the 2010 Demographic Census, which provided important insight for the preparation and direction of the Plan’s actions, indicated that only 15.6% of the Brazilian population lived in rural areas. However, they represented 47% of those in extreme poverty.

In that setting, within the scope of the Brazil without Extreme Poverty Plan, the Program to Support Environmental Preservation – Bolsa Verde Program (Green Grant), was launched in 2011; an income transfer program with social and environmental conditionality. The Bolsa Verde has as its target audience those families in extreme poverty, among which are traditional communities and peoples as well as family farmers; who pursue activities of environmental conservation in areas with relevant natural resources and assets.

The selection of the objectives, territories and the target audience of the Program also arose from the confirmation that there is a large number of Brazilians

in extreme poverty, who live far from urban centers in areas with well-preserved vegetation. Due to such characteristics, a phenomenon observed is that the potential audience of the Bolsa Verde ends up suffering a dual invisibility, due to their situations of poverty and because they are part of the socially excluded sectors of society, far from large urban centers; factors that contribute to their difficulty of access to public policies.

The Bolsa Verde Program brought the possibility of a new outlook regarding the environmental policies developed by the Ministry of the Environment in those territories, incorporating the importance of social protection as one of the pillars for its strengthening. It is a matter of relevance both for local communities as well as for the population of the country as a whole, which benefits from the ecosystem services provided by the maintenance of environmental preservation in those areas.

Finally, the Bolsa Verde opens spaces for dialogue regarding poverty in those territories, and the need to improve living conditions for those families; recommending coordination with other public policies of productive inclusion, access to services, environmental training, and strengthening territories, among others.

THE CONCEPTION AND STRUCTURING OF THE BOLSA VERDE PROGRAM

The Bolsa Verde Program is coordinated and carried out by the Ministry of the Environment (MMA), based on a complex structure of the distribution of competencies within entities and institutions at the local, regional and federal level.

The Program is regulated by Law 12,512/2011², regulated by Decree n° 7,572/2011³.

Although it was designed in light of the discussions of programs regarding the payment of environmental services, with the first beneficiary families included in October 2011; since its creation, the elements which comprise the program have characterized it as an income transfer mechanism with social and environmental conditionality.

The Program was included in the *Brazil without Extreme Poverty Plan* aligned with the actions of productive inclusion. It seeks to join together the overcoming of extreme poverty and environmental conservation through the following specific objectives:

- encouraging the preservation of ecosystems, understood as their maintenance and sustainable use;
- to promote citizenship, the improvement of living conditions and the increase of income of populations in extreme poverty who carry out preservation activities of the natural resources in rural areas within the defined regions;
- to encourage the participation of its beneficiaries in actions of environmental, social, educational, technical and professional training.

The Program grants a benefit of R\$ 300 (three hundred Reals) on a quarterly basis to families who fit the profile established by a set of territorial, social and environmental criteria.

² The Bolsa Verde Program was established by Provisory Measure n° 535, of June 02, 2011. That measure later evolved into Law n° 12,512, of October 14, 2011, which establishes the Program to Support Environmental Preservation and the Program for the Development of Rural Productive Activities; it modifies Laws n° 10,696, of July 2, 2003; 10,836, of January 9, 2004, and 11,326, of July 24, 2006”.

³ Decree n° 7572, September 28, 2011, which regulates aspects of Provisory Measure n° 535, of June 2, 2011, which deal with the Program to Support Environmental Preservation – Programa Bolsa Verde”.

Territorial criteria for the selection of areas, however potentially more extensive by Law – with any rural areas defined as priority by the executive power— seek to give priority to the following federal areas: Protected Areas of Sustainable Use, Settlement Projects established by the National Institute for Colonization and Agrarian Reform (Incra), and territories occupied by river inhabitants under the management of the Secretariat of Heritage of the Union (SPU).

The social criteria for the family to be included in the Bolsa Verde are: i) to be registered in the Single Registry of Social Programs of the Federal Government⁴, ii) to be in extreme poverty⁵ and iii) to be a beneficiary of the *Bolsa Família* Program.

Finally, as environmental criteria, the areas must meet the vegetable coverage percentage as defined by the Management Committee of the Program, verified through annual environmental assessments via satellite images. The vegetable coverage percentages currently used and defined by the Management Committee of the Program are: 80% in the Amazon biome; 35% in the *Cerrado* biome within the Legal Amazon⁶; or 20% in the biomes outside the Legal Amazon. In addition, the areas must have some kind of management mechanism; that is, a document which generally displays the rules regarding the use of the natural resources located in the territory.

According to Decree n° 7,572/2011, preservation activities must be consistent with what is considered in the management and settlement mechanisms

4 According to Decree n° 6,135/2007, the Single Registry of Social Programs of the Federal Government is the instrument for the socio-economic identification and characterization of Brazilian low-income families, to be mandatorily used for the selection of beneficiaries and for the integration of social programs of the federal government, focused on assisting that target audience.

5 The situation of extreme poverty, within the scope of the Brazil without Extreme Poverty Plan, was redefined through Decree n° 8,232/2014, respectively as "per capita family income of up to R\$ 77.00". For more information regarding the readjustment of the line, see article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this book.

6 The Legal Amazon includes the states of Acre, Amapá, Amazonas, Mato Grosso, Pará, Rondônia, Roraima, Tocantins and part of the state of Maranhão (west from Meridian 44o) (BRASIL, 1988).

of the territorial areas reached by the Bolsa Verde Program, when applicable, or by agreements or other community mechanisms acknowledged by the managing entities of the areas in question. Today, over twenty different types of management mechanisms are accepted by the Bolsa Verde Program.

Once the areas are included in the Program and the families are selected, the next step entails collecting the family's signature of the terms of agreement for the Program; through which the family assumes the responsibility of committing to fulfill the agreements established in the areas designated for the preservation and sustainable use of natural resources. For that commitment to be understood, the one in charge for the delivery of the terms of agreement – usually, the administrator of the area where the family lives – is responsible for explaining to the family the purposes of the Program and the commitments to be assumed.

The family, once included in the Program, can receive the grant in branches of the Federal Savings Bank, lottery branches and similar locations; through the card of the Bolsa Família Program of the Citizen Card or through a bank transfer in branches of the Bank.

The head of the family, selected for purposes of receiving the benefits and for the signature of the terms of agreement of the program, must be informed that their role corresponds to the one responsible for the family identified in the *Single Registry*, which gives priority to women as responsible card holders. Therefore, as in the example of the Bolsa Família Program, there are a majority of women as card holders and heads of family in the Bolsa Verde Program.

MANAGING ENTITIES AND PROGRAM IMPLEMENTATION

The management of the Bolsa Verde Program is under the charge of an inter-ministerial group, the Program Management Committee. The Committee is chaired

by the Ministry of the Environment and it includes the participation of: the Casa Civil of the Presidency of the Republic; the Ministries of Social Development and Fight against Hunger (MDS); of Agrarian Development; of Planning, Budget and Management; and of the Treasury. It also enlists the participation of representatives from federal agencies responsible for the management of the areas, including the Instituto Chico Mendes de Conservação da Biodiversidade – ICMBio, the National Institute of Colonization and Agrarian Reform – Incra, and the Secretariat of Heritage of the Union – SPU/Ministry of Planning, Budget and Management.

The Management Committee is a decision-making body of the Program and has as its main role: i) to approve the planning of the Program, matching the resources available with the number of beneficiary families; ii) to define the monitoring and assessment system of the Program; and iii) to indicate priority areas for the implementation of the Program. Therefore, the Committee is the main space for coordination of all the actions of the Bolsa Verde.

The Program also has a monitoring mechanism within the scope of the Brazil without Extreme Poverty Plan, called the situation room. The room is coordinated by the Ministry of Social Development and Fight against Hunger and includes the presence of agencies and ministries that participate in the Inter-ministerial Group of Oversight of the Plan - Casa Civil, Ministry of Planning, Ministry of Treasury, in addition to entities directly linked to the management of the Bolsa Verde - Incra, ICMBio, SPU.

In addition to those two managing bodies of the Program, each entity has its own specific responsibilities. The Ministry of the Environment is responsible for coordinating, carrying out and operating the Bolsa Verde, with the instructions of the Management Committee. As the managing body of the Single Registry, within the national scope, the Ministry of Social Development and Fight against Hunger is responsible for carrying out the identification of the families based on Single Registry data who meet the collective requirements to enter the Program. It is also responsible for coordinating the inclusion of the identified families as the target audience of the

Bolsa Verde who are not yet in its database, in cooperation with the municipalities.

The Incra and the ICMBio are responsible for collecting and forwarding to the Ministry of the Environment the geo-reference database of the Settlement Projects and Protected Areas, respectively; coordinating the identification, selection and inclusion of the families.

Making the connection between the local and federal levels, the entities responsible for the management of the areas considered by the Program – ICMBio, Incra and SPU, with their headquarters in Brasilia⁷ – are in charge of providing the updated lists of beneficiary families of the regions, and for indicating local administrators who will support the implementation of the Program in the territorial units.

Such local support ranges from providing information and clarification regarding the *Bolsa Verde*, through the collection of household signatures for the terms of agreement of the Program – as previously mentioned – as well as providing for actions in the monitoring of the environmental conditions and assistance for municipalities to locate the families in extreme poverty and their inclusion in the Single Registry.

As an operating agent of the Program, the Federal Savings Bank is responsible for, among other matters, organizing and supporting the payment logistics of the benefit. The Savings Bank is also the operating agent of the *Bolsa Familia* Program.

⁷ The agencies responsible for the management of the Program areas – Incra, ICMBio and SPU, have their headquarters in Brasilia/DF, from where they coordinate the preparation and implementation of the policies in the territories. The implementation itself of the policies is carried out through a decentralized structure, through coordination or regional and local offices. Local administrators of the Program have been appointed in the decentralized units.

OPERATIONAL WORKFLOW OF THE PROGRAM

According to the definitions of the Management Committee of the Bolsa Verde Program (2014), the operational workflow of the program must follow the following steps:

1. indication of areas by partner agencies – those responsible for the management of the priority areas for the Program;
2. performance of the environmental assessment, coordinated by the MMA;
3. validation and publication of the suitable areas, by the Management Committee;
4. provision of the official database of families through partner agencies of the MMA;
5. identification of the income profile of the families registered and who are beneficiaries of the Bolsa Família Program; by matching the database of families with the Single Registry, by the Ministry of Social Development and Fight against Hunger;
6. selection of families with the target profile, and inclusion in the registry of the *Bolsa Verde* Program, by the MMA;
7. collection of signatures of terms of agreement for the Program by partner entities;
8. delivery of the terms of agreement to the MMA, which carries out an analysis of compliance of the terms;
9. indication of potential beneficiaries for the Federal Savings Bank, by the MMA; and
10. inclusion of the families in the Program payroll, by the Federal Savings Bank.

ACTIVE SEARCH AND STRATEGIES FOR REGISTERING THE TARGET AUDIENCE OF THE BOLSA VERDE PROGRAM

The initial efforts of the policy focused on the identification and selection of beneficiary families in the areas indicated for the Program. One of the main gaps in the preparation and implementation of the policies for the agricultural-extractive target audience is the lack of data regarding its population, which could provide a portrait of the social and economic conditions. In that sense, the data provided by the Single Registry is extremely important.

Since that initial challenge, solutions have been developed in order to address this lack of updated data. In 2013 the ICMBio, with the financial support from the MMA and the MDS, implemented a large-scale operation to update the registry in all Protected Areas of Sustainable Use. It is an arduous process, but of great relevance to consolidate all policies focused on that target audience.

In addition to the registry of beneficiary families in the regions, another matter which the Program had to improve was the lack of families included in the Single Registry. As described in the operational workflow of the Program, both sets of information (matching between the lists of beneficiary families in the regions and the data from the Single Registry) allow for the verification of the social conditions, so that the families who fit the profile of the Program can be selected.

The lack of families registered in the Single Registry is mainly due to the long distances of their homes in relation to the municipal headquarters, which implies logistic difficulties both for the municipalities to be able to carry out the registration, as well as for the families themselves to travel to the municipalities with all necessary documentation. Additionally, there are differences and gaps in the registers between the Single Registry and the registers from partner agencies. In those circumstances, one can observe the “double invisibility” of that population: where there are difficulties for families residing in remote areas, making it difficult

to be registered by governmental agencies, and for their information to be included in the databases properly. It was within such context that one of the great initial contributions of the Bolsa Verde Program was also evident: supporting the dialogue and the process of giving visibility to those individuals, allowing for access to public policies.

Putting an end to such invisibility is one of the driving forces of the *Brazil without Extreme Poverty Plan*; in which the *Active Search* strategy has the purpose of bringing the State to the citizen, rather than waiting for the poorest populations to seek out the public power.

“The challenge is to reach those who do not have access to the public services and who live outside any social protection network. The absence of civil documentation, constant migrations, residence in conflicted territories, belonging to traditional populations which inhabit isolated or distant areas, belonging to socially excluded segments, and being unaware of their rights, among others, make it difficult for those families to gain access to the municipal, state and federal social programs.”⁸

Therefore, the *Active Search* has the purpose of locating, including in the Single Registry and recording updates of all extremely poor families, as well as the reference of such families to the services of the social protection network.

In that regard, in 2012 and 2013, the *Bolsa Verde* Program supported the Ministry of Social Development and Fight against Hunger in carrying out mobilization and awareness seminars in the states, with the participation of strategic municipalities for the *Active Search*, focused on the target audience of the *Bolsa Verde*.

8 BRASIL, 2014.

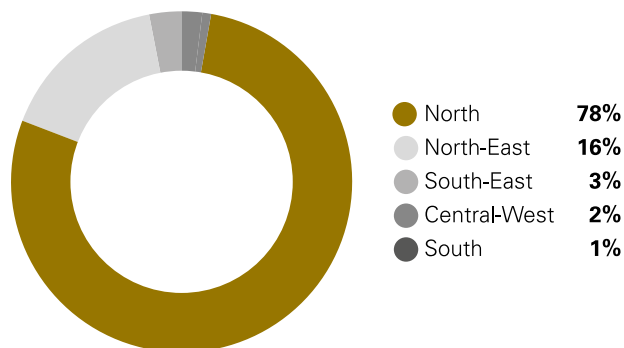
In regards to the collection of signatures of the terms of agreement with the Bolsa Verde Program, different strategies were studied and implemented, such as: delivery of the terms of agreement by mail, with free return postage to the MMA; organization of collective efforts (*mutirões*); and the strategy currently in progress of retaining a company which works in the field specifically for this purpose.

The strategy of the collective efforts deserves to be noted, because it added knowledge regarding different aspects of the policy in practice. Collective efforts were a large operation carried out in 27 municipalities of the state of Para, in the Amazon region, during the months of July through December 2013. It had two main purposes: 1) the inclusion of families in the *Single Registry* through the *Active Search* activities, also including the basic documentation services in some places, with support from the Program for National Documentation of the Rural Worker; and 2) collection of signatures of the terms of agreement. The action had the support of the Ministry of Social Development and Fight against Hunger, the Ministry of Agrarian Development, and the State Secretariat of Social Assistance of Pará, of municipalities and entities responsible for the management of the areas: Incra, ICMBio and SPU. It also had the participation of over 40 technicians from the headquarters of those entities in Brasilia, who traveled great distances in the regions and had contact with the implementation of the policy and local reality. As a result of the actions, close to 40 thousand families were assisted, and over 10 thousand were included in the *Bolsa Verde* Program.

PROFILE OF PROGRAM BENEFICIARIES

Currently, the *Bolsa Verde* assists over 68 thousand beneficiary families throughout the entire country. They are mostly concentrated in the Northern region, with 78% of beneficiaries; particularly in the states of Pará (60%), Amazonas (10%), Acre (3%) and Tocantins (3%). The region with the second greatest number of beneficiaries is the North-East, with 16%; particularly concentrated in the states of Bahía (8%) and Maranhão (3%).

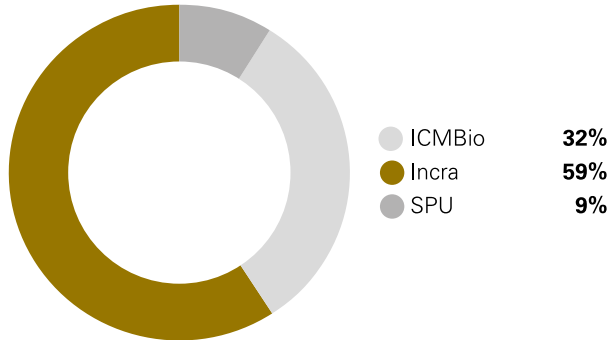
Chart 1 - Percent Distribution of *Bolsa Verde* Beneficiaries per region



Source: MMA, 2014.

In regards to the origin of those beneficiaries, 59% are from Incra settlement projects, followed by 32% from ICMBio protected areas and 9% from river territories acknowledged by SPU.

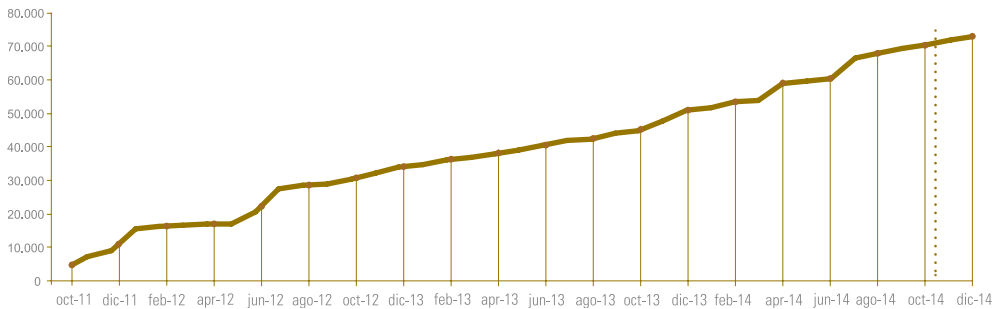
Chart 2 – Percent distribution of the beneficiaries of the *Bolsa Verde* per managing entity



Source: MMA, 2014.

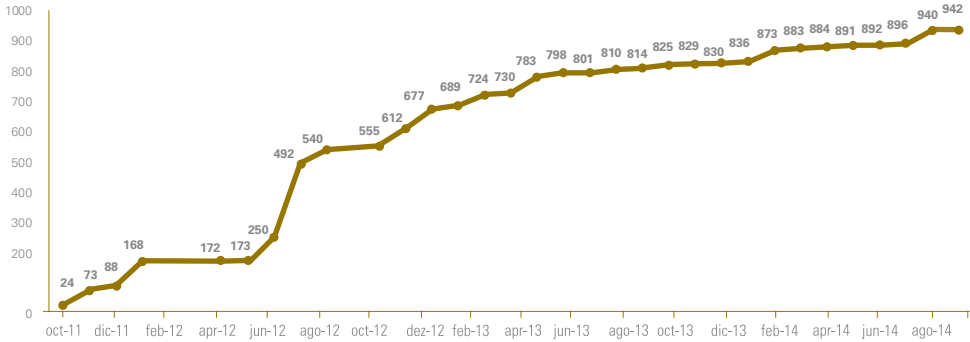
Charts 3 and 4 represent the evolution of the number of beneficiary families and areas since the beginning of the Program.

Chart 3 – Accumulated total of beneficiary families of the *Bolsa Verde* and scenarios



Source: MMA, 2014.

Chart 4 – Evolution of the number of areas served by the *Bolsa Verde*



Source: MMA, 2014.

MONITORING MECHANISMS OF THE PROGRAM

In addition to the matters of identification, selection, and inclusion of families throughout these first three years of the Program, completed in October 2014; part of the efforts involved the structuring of an extensive arrangement that allowed for the development of the necessary operational standards for the implementation and follow-up of the Program.

During that period, the *Bolsa Verde* database and the basic module of the system to manage that database, the *SisBolsaVerde*, was created. The *SisBolsaVerde* module allows the general public and the local administrators to be able to access a series of public consultations in a different manner, through the link of the *Bolsa Verde* Program on the website of the Ministry of the Environment. At the time of structuring these databases, routines were established for the inclusion of families, preparation of the monthly payroll, oversight by local Program administrators and monitoring of the vegetation cover.

In addition to the monitoring of the financial and physical implementation of the *Bolsa Verde*, one of the most important advances is the environmental monitoring

of the areas that were included in the Program, allowing for the verification of any increase or decrease in the vegetation cover of the area. The monitoring of the vegetation cover is carried out on an annual basis in approximately 900 areas --which correspond to approximately 470,000 km², or 5% of the national territory.

Another strategic component of the Program is monitoring through sampling. Its methodology was developed between 2012 and 2013, in partnership with the Rural Federal University of Rio de Janeiro (UFRRJ). The proposal is focused on the assessment of the policy impact on beneficiary families, and was discussed with representatives of civil society in a seminar held on September 2013, in Brasilia.

FUTURE CHALLENGES AND THE STRENGTHENING OF THE BOLSA VERDE PROGRAM

Currently, the *Bolsa Verde* Program faces the challenge of making progress in the coordination and strengthening of the public policies focused on agro-extractive workers in the assisted areas; so as to guarantee better living conditions, an increase in income and production, and access to more public services for the families.

Within the scope of the actions to support production, in 2013 Incra issued a guideline of the Program for Technical, Social and Environmental Advisory for the Agrarian Reform (*Ates*) to serve approximately 26 thousand families - beneficiaries and non-beneficiaries of the *Bolsa Verde* Program - in the areas of the Program, in the states of Pará and Acre. The methodology for the guidelines was developed in order to serve the demands of the extractive workers social movement, based on a differential model of technical assistance focused on extractive activities. The result was obtained from a joint effort of the Brazilian Forestry Service (SBF), the Ministry of Agrarian Development (MDA), Incra, ICMBio and the MMA.

On the other hand, training was prepared for local administrators and beneficiaries of the *Bolsa Verde* Program with a mechanism to strengthen social and

productive inclusion, being considered a threefold strategy: access to public policies, sustainable management of natural resources and strengthening of associations/cooperatives. The environmental training methodology was developed through the partnership between the Ministry of the Environment and the International Institute of Education of Brazil (IEB), with support from the British Embassy.

The construction of the proposal followed an innovative methodology with a perspective based on the previous consultation of beneficiaries and local managing partners in the *Bolsa Verde* Program (Incra, ICMBio and SPU). Consultations took place in 2012 in workshops held in the states of the Northern region, as they have the majority of Program beneficiaries.

Currently, the challenge has been which method to use to implement national training, and in different models, in order to serve the needs of technical and environmental training of the beneficiary families. We can work with a series of options: a) investing in the training of local administrators – including those of the *Single Registry* – regarding the *Bolsa Verde* Program, which will support and train local leaders and beneficiary families; b) offering technical training to young people for the sustainable management of natural resources; c) offering training to local technicians working directly in the areas, for technical assistance actions, among others.

Guaranteeing the structure for training in the areas covered by the *Bolsa Verde* has been the main effort in the environmental training field. Because the target audiences as well as the formats regarding the training needs in that field are different, the *Bolsa Verde* Training Program is structured by coordinating the various initiatives; most of them currently in place.

One of the perspectives with which work has also been carried out is the integration of the *Bolsa Verde* with another strategic policy of the MMA, the Rural Environmental Registry (Cadastro Ambiental Rural - CAR). CAR is the electronic public register of national scope, mandatory for all rural lands, with the purpose of integrating environmental information from rural lands and properties; forming a database for the economic and environmental planning, control, and monitoring,

and for the fight against deforestation⁹.

Starting with the registration of the lands, the Rural Environmental Registry considers the construction, implementation and monitoring of Recovery Projects for Degraded Areas, when considered necessary.

In addition to the policies related to the technical and environmental training, management of territories, and the fight against deforestation – CAR and the Program for Deforestation Prevention and Control in the Legal Amazon; the perspective of integration with other policies of the *Brazil without Extreme Poverty Plan*, as well as those that have proven to be effective in strengthening the communities, such as the Food Purchase Program (*Programa de Aquisição de Alimentos -PAA*) and the Policy of Minimum Price Guarantee for Socio-Biodiversity Products (*Política de Garantia de Preço Mínimo dos Produtos da Sociobiodiversidade – PGPM-Bio*); offer the possibility for the Bolsa Verde Program to act as a catalyst for other policies to strengthen agro-extractive territories.

Another possibility for the future of the *Bolsa Verde* would be to maintain the transfer of resources to families, no longer within a context strongly related to social protection, but under a payment arrangement for environmental services.

Based on the description of the different components of the *Bolsa Verde* Program, it is possible to see the diversity of actors involved in the implementation and the new methodologies and policies which could be coordinated, showing positive progress in the consolidation of the Program.

The *Bolsa Verde* has helped improve the income and living conditions of beneficiary families, reinforcing their commitment to the sustainable use and preservation of the environmental resources with which they live and manage.

⁹ The Rural Environmental Registry was established by Law n° 12,651, of May 25, 2012, and establishes the protection of native vegetation, among other provisions.

By combining the social and environmental strategies, the *Bolsa Verde* Program connects the eradication of poverty with the scope of environmental policies, thus showing the potential and necessary convergence of environmental preservation and improving the social conditions of the populations living in protected areas.

With the expansion and strengthening of complementary actions such as those already in course (Program for Technical, Social and Environmental Assistance for the Agrarian Reform, environmental training, and the Rural Environmental Registry), the Program will help improve the social and productive conditions, allowing for greater economic independence of populations involved in extraction activities, settlers and river communities.

The great merit of the *Bolsa Verde* was that of making the demands visible and its potential to improve the living conditions of its beneficiaries, along with strengthening the commitment of different institutions of the Brazilian government for the extension of public policies to improve the well-being of such populations.

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MEASURING EXTREME POVERTY IN BRAZIL: METHODOLOGICAL IMPROVEMENTS AND NEW ESTIMATES

*Paulo de Martino Jannuzzi, Marconi Fernandes de Sousa, Alexander Cambraia Nascimento
Vaz, Julio Cesar Gomes Fonseca and Marcia Valéria Sousa Barbosa*

Different conceptual and analytical approaches have been used in international and Brazilian literature over the last few decades to study and measure the phenomena of hunger, poverty and extreme poverty¹. There are studies focused on the assessment of poverty as an expression of the lack of available income (monetary poverty); those which portray poverty as the lack of access to and consumption of food (malnourishment, undernourishment or food insecurity); research based on the perception of poverty as not meeting basic monetary and non-monetary needs of individuals (multi-dimensional poverty); studies that view poverty as a phenomenon of relative and non-absolute income insufficiency or other socio-economic dimensions (relative poverty); and studies that research poverty based on the self-declared position of individuals (subjective poverty).

1 Feres and Vilatoro, 2013.

There is no conceptual approach or measure that is considered to be necessarily better, more valid or consensually acknowledged as most legitimate to measure the phenomenon, assess actions or plans to fight against hunger and malnutrition, nor to overcome poverty in any situation. Methodological and conceptual approaches are complementary, each of them with their merits as well as gaps and limitations. Naturally, for purposes of assessing public programs on the subject, every method of defining and measuring poverty should reflect the design of specific programs and policies chosen. For the preparation and assessment of food supplementation programs, as well as the distribution of milk for children or basic food baskets for families, direct measures are ideally required at the levels of malnutrition as anthropometric indicators. If the fight against hunger involves the implementation of income transfer programs, productive inclusion actions and active employment policies – dynamism of economy, real increase of the minimum salary-, then monetary poverty indices are useful to monitor the coverage rates of the population. If the strategy involves the supply of food through meals served at schools or food security teams, such as popular restaurants and food banks, then indicators of access to specific food items can bring significant benefits for assessment. Finally, if the design of the program focused on the mitigation of poverty is more extensive, involving different sectorial actions of social policies, then multi-dimensional poverty measures or a broader set of poverty measures and social indicators can be more useful for the design, monitoring and assessment of the strategy².

In Brazil, the perspective of poverty as a syndrome of income insufficiency was consolidated as the approach most used in academic studies to assess the population living in poverty³. The strong correlation between income and other socio-economic dimensions, identified in different studies such as food insecurity, difficulty of access to the urban infrastructure and to the social programs and

² JANNUZZI, MOREIRA and SOUTO, 2012.

³ IBGE, 2006; SOARES 2011.

services, helped contribute. Not long ago, being “income poor” also implied facing food insecurity, not having a suitable home, and being deprived of access to a series of services and social rights.

It should be noted, however, that the measure of poverty does not depend solely on the conceptual approach adopted, but on the methodological difficulties that are inherent to the calculation of the indicators associated with such approaches; resulting from the availability, or lack of, information regarding income and other dimensions of living conditions in sampling research. The complexity of data collection in the context of high population mobility, the transversal or longitudinal nature of the investigation, the refusals and lack of responses to questionnaires, and the underreporting of income sources as well as the volatility of income; may introduce biases which significantly affect the estimates of poverty and extreme poverty, therefore underestimating or over assessing the phenomenon.

This chapter has the purpose of discussing the methodological issues inherent to the assessment of monetary poverty – more specifically, extreme poverty – as well as presenting the technical solutions used by the Secretariat of Evaluation and Information Management of the Ministry of Social Development and Fight against Hunger (Sagi/MDS), to achieve more reliable and consistent estimates regarding the phenomenon in Brazil over the last few years. This chapter is structured into three sections, in addition to this introduction and the final thoughts. The first section discusses the methodological decisions that affect the calculation of the poverty and extreme poverty rates, related to the definition of the poverty and extreme poverty lines, and the calculation of available income per individual. The second section systematizes the methodological procedures adopted to discuss several technical issues resulting from the survey of information about income in the annual editions of the National Household Sample Survey (Pesquisa Nacional por Amostra de Domicílios - PNAD) of the Brazilian Institute of Geography and Statistics (IBGE); more specifically the treatment of households without income (or zero income) and those with overlooked income (or non-declared income).

The following section presents the enhanced estimates of poverty and extreme poverty, their ranges of reliability, as well as the inequality indicator (gap), from 2001 to 2013, for each country.

METHODOLOGICAL ISSUES OF THE CALCULATION OF POVERTY AND EXTREME POVERTY RATES

In the conceptual and methodological perspective of monetary poverty, an individual is considered poor if their disposable income, or total expenditure, was less than a given monetary value established in a regulatory manner – the poverty line – the value of which represents the cost of all products and services considered essential to meeting their survival and consumption needs. If the resources available are not sufficient to purchase the food basket necessary for the minimum daily caloric intake, then the individual is considered to be in extreme poverty.

Methodological decisions regarding the definition of the extreme poverty line, in the treatment and calculation of available income, as well as in selecting the survey for one case or another – definition of the line or calculation of the income — can lead to very different estimates of the population living in extreme poverty⁴. This is mainly due to the asymmetry and typical curve of the income distribution histogram in Brazil, with a high concentration of households and people in the low income ranges (Chart 1). Let us assume that two surveys collect information regarding household income – one in greater detail – such as the Family Budget Surveys (Pesquisas de Orçamentos Familiares - POF) – and the other less

⁴ See estimates presented in JANNUZZI et al (2012), considered within the range of 9 to 19 million.

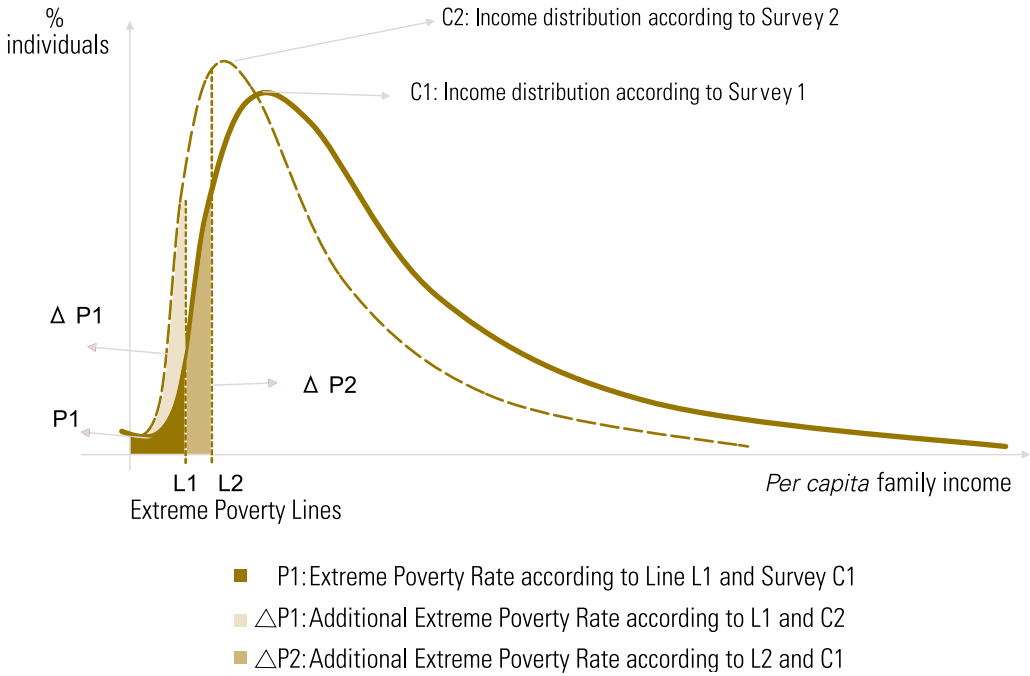
comprehensive – as done in PNAD⁵. In the case of POFs, due to the amount of detail regarding questions on income, as well as the survey of information regarding expenses during one week, the gathering of income data from all sources and household members tends to be more effective; thus moving the income distribution curve (C1) further to the right than the one corresponding to PNAD (shown as C2). If the extreme poverty rate of the first survey is P_1 , then corresponding to the second survey is $P_1 + \Delta P_1$. This characteristic of the income distribution curve causes the small increments in the value of the extreme poverty line (from L_1 to L_2) to significantly increase the extreme poverty rate (from P_1 to $P_1 + \Delta P_2$).

The sensitivity of the extreme poverty rate regarding the line used, or the detailing of the income data collected in the surveys, can be seen with the results of PNAD 2012: for every one Real added to the extreme poverty line of R\$ 70 - or each additional Real collected in the household among the poorest 5% - the population in extreme poverty increased by 120 thousand individuals, or by 1 million (0.5 percent) for every R\$ 86⁶.

5 It should be noted that, while non-exhaustive, PNAD gathers information on incomes and transfers from 14 sources and types, for all household members.

6 A previous study of Jannuzzi (2000) focused on the São Paulo metropolitan region during the years 1990 to 1998 found that the extreme poverty estimate would be even more sensitive: extreme poverty would increase one percent for every R\$ 4 added in the value of the poverty line. The impacts of income distribution during the 2000's would be contributing to less sensitivity in the present.

Chart 1 - Sensitivity of the extreme poverty estimates facing the asymmetry and Kurtosis of the income distribution curve and of the value of the extreme poverty line



Source: POF and PNAD/IBGE. Preparation: Sagi/MDS.

The assessment of extreme poverty, as previously noted, therefore depends on critical decisions regarding the value of the extreme poverty lines, on the procedures adopted in the calculation of the disposable income, and on the accuracy of the collection of income data over time by PNAD; the annual survey used in Brazil for the regular calculation of poverty and extreme poverty lines, as well as different

social indicators.⁷ This will be discussed in the following paragraphs.

The value of the extreme poverty lines has food baskets of actual consumption patterns of the target population as a parameter, which meet the standards of the minimum daily caloric intake. This basic food consumption is a reference point to help explain the differences in extreme poverty rates. We should note that this parameter depends on the demographic composition and the occupational profile of the population: the greater the senior population and the urban occupation ratio, the lower the average basic caloric intake. In the case of Brazil, the average basic food consumption was declining over the last 30 years; currently reaching levels close to or below 2,000 calories.

In Brazil, food baskets used for this purpose are a result of Family Budget Surveys, carried out since the 1970's. They are surveys which reflect food purchases, for apparent consumption, but do not directly indicate the individual consumption of food, with the exception of the National Study of Family Expenses of 1974. In that survey, not only was the actual consumption recorded, but the food was even weighed at the time of preparation. In the Family Budget Survey of 2008/09, part of that investigative nature was recovered with a sub-sample of households, in which a questionnaire which actually recorded food consumption was applied both within and outside of the household.

Another important component of the differences in indicated estimates results from using surveys not only with different collection mechanisms and protocols, but also over different time periods which portray the patterns of food. Food baskets

7 Since 1967, when it was introduced, PNAD went through a period of redesigning of its sampling method, the extension of its investigative scope, reformulation of concepts and innovation in the collection process (from paper to hand-held computers); seeking to adjust to the need to provide information on an annual basis for the monitoring of the socio-economic situation, social change and the overall impact of public policies. Currently, it is becoming a survey with continuous monthly collection, the PNAD-Contínua (Continuous PNAD). The merit and historical contribution of the survey to academic studies as well as the creation and assessment of policies in the area of poverty were acknowledged by Rocha (2013).

defined based on caloric intake data result in the definition of more valid extreme poverty lines, which represent actual consumption patterns, rather than the baskets based on apparent consumption and data collected in the surveys of food expenses. Food baskets derived from older surveys do not reflect the important changes in the patterns of food consumption, resulting from an increase in purchasing power; due to factors such as the valuation of the minimum wage, income transfers, the extension of the provision of school meals and food security sources (popular restaurants, community kitchens, food banks, etc.); of the increase of meals purchased outside of the household, as well as the introduction of “calorie bombs” sold at a low cost (pastries, sweets, etc.).

The target population in reference to the definition of the food basket, with minimum calorie consumption, is another factor to take into account. Considering the food consumption pattern of the poorest 10% to 20% nationally and regionally leads to different food baskets. There is also the decision to consider the totality of products identified in the pattern of consumption - national or regional - of that population in reference, or a simplified basket, with 30 to 50 types of foods, which would make updating prices over time easier.

The price index used for updating the monetary value of the food baskets is another factor to take into account to understand the differences between extreme poverty rates. In this aspect there are several methodological options, from the most coherent and justifiable strategies in technical terms to the most pragmatic in operational terms. The ideal technical choice would be to update the basket based on the price variation of each product, according to the population and region. The pragmatic decision is the use of food price indices, the total or subcomponent, to have a territorial context most similar to the corresponding population and region regarding the food basket. In Brazil, the monthly price indices collected by the IBGE and other regional institutions make reference to the population with a higher income than those in reference to the poverty lines, residing in the main capitals and metropolitan regions. In that situation, by adopting the existing indices

in the country; the assumption is that the price of food in smaller, less urbanized municipalities – farther away from the main capitals where a considerable part of the poor population resides – would be following the trends of the big urban centers. We must assume a hypothesis – often deemed as bold – that the price variation in both contexts would have to converge in the long term, or that the greater availability of food and competition in capitals compensates for the lower burden of meals outside of the household, as well as the transportation costs of foods in municipalities in the inland regions of Brazil.

With so many technical possibilities and methodological choices, each of them with more justifiable arguments and assumptions from a certain point of view, but with limitations and criticism according to other interpretations; it is no surprise that the values of the extreme poverty lines used in the country have such significant differences. The methodology of the Economic Commission for Latin America and the Caribbean (ECLAC) and the Ipeadata⁸ adopt 24 regional lines and use the Survey of Family Budgets of 1987/1988 of the IBGE as the baseline for the composition of the basket according to caloric requirements and, therefore, their regional price variations. Researcher Sônia Rocha, from the Institute of Labor and Society Studies (Instituto de Estudos do Trabalho e Sociedade - IETS), uses 25 regional lines also based on the POF of 1987/1988. But for the same area – the rural North-East, for instance - the line values show a quite significant discrepancy: R\$ 111 by Eclac and R\$ 59 in the line adopted by the IETS; in Porto Alegre, R\$ 155 by Eclac, as compared to R\$ 82 by IETS⁹.

The World Bank does not use a national food basket in the calculation of its extreme poverty lines, but rather an average international extreme poverty line

8 *Macroeconomic, financial and regional database organized by the Institute of Applied Economic Research, which gathers and consolidates data from different institutions.*

9 *Reference values as of September 2012. In the SAGI Technical Study 08/2014, available at www.mds.gov.br/sagi, charts are shown with the extreme poverty lines of Eclac and by the researcher Sonia Rocha.*

of US\$ PPP 1.25/day¹⁰. This is the extreme poverty index adopted by the United Nations to monitor the goal of reducing extreme poverty by half by 2015, within the Agenda of the Millennium Development Goals. Such reference is a result of studies carried out by the World Bank in some countries, using results coming from samples located in those countries (that is, samples that are not necessarily representative of the national consumption pattern of such countries), seeking to identify an average baseline that could be used in international comparisons. The application of the PPP methodology is used to allow the comparison of the incidence of poverty in countries, based on a common framework, given the differences in the purchasing power of the national poverty lines.

The conversion of such parameters to values in Reals is not done by the simple adoption of the exchange rate. The exchange rate is an important element in the calculation but, actually, the conversion factor depends on an international program coordinated by the World Bank which surveys more than 100 household consumer goods in 62 countries and their comparison with prices/quality of similar products in the United States. It should be noted that these products are not necessarily the most relevant ones in the food baskets of the population in poverty, but are those which constitute the majority of the Gross Domestic Product, the central motivation of such program. Until April 2014, conversion factors made reference to the 2005 international survey. Recently, preliminary results of a new data survey carried out in 2011, with new, explicitly lower conversion factors were published¹¹.

¹⁰ PPP: Purchase Power Parity. In Portuguese, *Paridade do Poder de Compra* (PPC).

¹¹ In the new series of conversion factors, the corresponding factor (for Household Consumption) as of 2005 would be 1.425 instead of 1.571. See the World Bank database site: <http://data.worldbank.org/indicator/PA.NUS.PRUT.PP>.

The international poverty line of US\$ PPP 1.25/day would be equivalent, as of September 2012, to R\$ 65.1 (versus R\$ 71.8 using the old conversion factor)¹².

Regarding the extreme poverty line, Sagi, Ipea and other institutions and researchers have adopted the reference value of R\$ 70 per capita in June 2011¹³ the beginning of the Brazil without Extreme Poverty Plan – updating it for comparative purposes with the National Consumer Price Index (Índice Nacional de Preços ao Consumidor - INPC) throughout the years. Such reference line is related to the international line of the World Bank of \$ 1.25 dollar PPP/day, and is close to (actually, slightly above) the lines used by IETS in the rural North and North-East, where over half of the population in extreme poverty in the country is located. Additionally, such parameter - \$ 70 - was the criterion used to differentiate the values of basic and variable benefits that form the final benefit of the Bolsa Família Program. As a poverty line, it adopted R\$ 140 per capita, following the tradition of the studies and assessment of poverty in Latin America by Eclac¹⁴.

Once the lines have been defined, it is necessary to discuss the calculation of the available income for every individual. The condition of being poor or extremely poor is determined by the comparison between income and the line. Following the national and international literature, the household is the consumer unit adopted for the calculation of the available income per individual, as the survival strategies of the low-income population go through the division of work and responsibilities that

12 The Bank adopts the 2005 conversion factor for the calculation of 1.25 PPP in Reais. Based on the accumulated inflation rate of the National Index of Consumer Prices of the IBGE, it calculated the lines for the months in reference of the Brazilian research used, the PNAD, which would lead to an extreme poverty line in September 2012, of T\$ 84.4 (using the old Household Consumption conversion factor) or T\$ 76.6 (using the updated conversion factor). There is much criticism concerning that methodological decision, acknowledged by researchers of the Bank itself, as shown in CHEN; TAVAILLON (2008), p.16. One of the criticisms is the loss of logic in the international comparability, a main feature of the 1.25 dollar PPP parameter.

13 In June 2014, the value of the extreme poverty line was updated to R\$ 77 per capita.

14 FETES;VILLAPOTO (2013).

involve the members of the family residing in the household¹⁵. Such characteristic was adopted, as was necessary, in the operation of the registration of families in the Single Registry for Social Programs and in the design of the Bolsa Família Program¹⁶. As described in the interviewer manual of the Single Registry (p. 63), “Even people who are not relatives, but divide the income and expenses of a household are, for the Single Registry, a family (...)”¹⁷.

In all, some authors and institutions still erroneously define the family, in the manner established in PNAD, as the consumer unit for purposes of calculating the per capita available income. The issue with such methodological choice is the fact that the criterion to identify families by PNAD consists solely on kinship among members of the same household. To better illustrate this issue, a household where a child resides with parents and grandparents is divided into two families, which necessarily results in lower per capita calculation of income in regards to a calculation that could consider all members of the household and their corresponding income. The correct thing to do would be to define the household unit as a consumer unit, instead of the family. By not proceeding that way, the extreme poverty situation of approximately 1.6 million people is being erroneously calculated, according to PNAD 2012 data. Even if the impact of such methodological choice is small, conceptually it needs to be repaired¹⁸. The World Bank itself used the family as a unit in the Brazilian case - but not in other countries - having revised such procedure by mid-2014. With the revision, now taking into account the household rather than

15 MEDEIROS; OSÓRIO 2001; BARTHOLO; ARAÚJO 2008.

16 Law 10,836/2004, art. 2º, paragraph 1º, item I and Decree n. 6135/2007, art. 4º, item I.

17 The Interviewer Manual is available at: <http://www.mds.gov.br/bolsafamilia/capacitacao/capacitacao-cadastro-unico/arquivos/manual-do-entrevistador.pdf>.

18 Eclac was already alerted to such inconsistency in the treatment of the data from Brazil, as in other countries the adopted concept seems to be, in fact, the household. The poverty rates calculated by the IETS continue to adopt the family as its analysis unit.

the family as the consumer unit, the extreme poverty rate (US\$ 1.25 PPP) of BIRD for 2012 fell from 4.6% to 3.8%¹⁹.

Other aspects regarding the methodological procedures in the treatment of income can affect the extreme poverty rates calculated by different researchers and institutions. BIRD and Eclac, for instance, make adjustments in the household income if the families own the home where they reside, with an increase of 10% and 13.5%, respectively. Such procedure would be justified to guarantee the international comparability of poverty indices in Brazil, calculated starting from a survey - PNAD - with emphasis on social-demographic and labor aspects, instead of emphasis on family expenses, as in other countries. The World Bank also ascribes a correction in the income of households in the rural zone, to correct differences in the cost of living in regards to the urban zone; based on the fact that the international research for the definition of the US\$ 1.25 PPP line used data from a few metropolitan centers in Brazil. Therefore, the use of a substantially higher extreme poverty line than those considered feasible in the rural zone is compensated with such procedure. As Chen and Ravallion state, the comparability issues of surveys affect poverty estimates²⁰.

Despite such critical methodological issues, the fact is that most estimates of poverty and extreme poverty calculated by different institutions and available in national and international reports are declining and convergent from 1990 to 2012, as can be seen in Chart 2; put together from the World Development Report of the World Bank; the Social Overview of Latin America, by Eclac; the Follow-up Report to the Millennium Development Goals (MDG) prepared by the IPEA; the IETS; the data available in the Ipeadata bank; and Sagi/MDS.

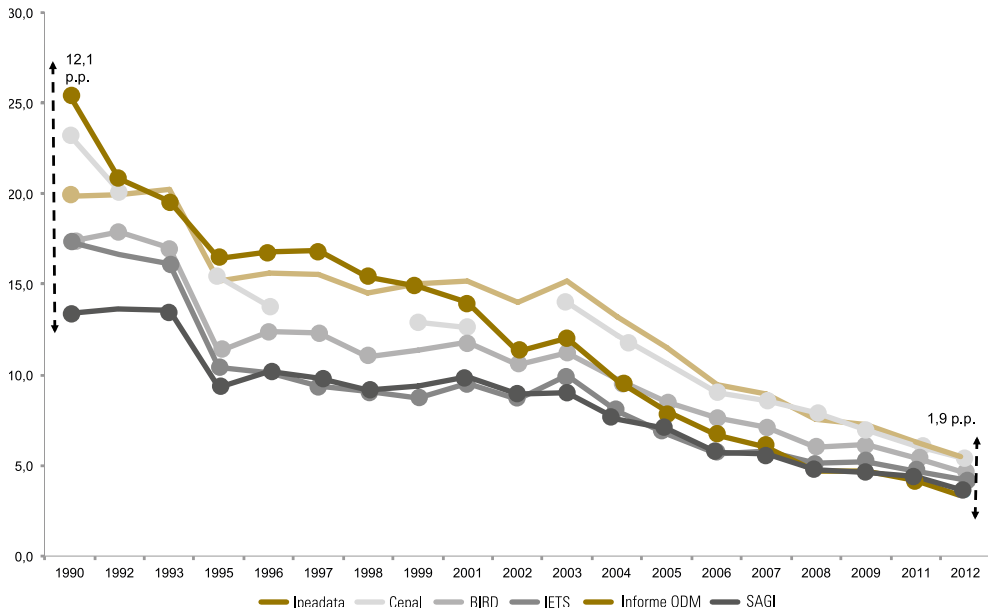
19 Since August 2014, the World Bank revised poverty and extreme poverty rates available in its databases, adopting the household as the calculation unit for the per capita income, as a result of the meetings held during the first half of 2014 between the technical teams of the MDS and the Bank.

20 CHEN; RAVAILLON 2008, p.19.

All estimates start from higher levels in 1990 - one of them reaching more than 25% - and become lower and closer levels, between 3.5% and 5.4%, in 2012. While in 1990, the difference in percentage points of the higher and lower estimate was 12.1 percent points (p.p.); in 2012 such difference is 1.9 p.p. Considering the size of the Brazilian population, such differences in the extreme poverty rates in 2012 would lead to the confirmation that the population in extreme poverty would be between 6.7 million and 10.3 million in 2012. Those are very significant differences, the understanding of which makes reference to the previously presented methodological issues²¹.

21 It should be noted that the calculation methodologies of the extreme poverty estimate observed in the chart present two methodological choices in common: 1) exclusion of members from the PNAD households whose condition of residence in the household is that of boarders, domestic workers and relatives of domestic workers; and 2) exclusion of households or families with at least one member that had not declared one of the incomes collected by the survey. According to PNAD 2012, out of a population of 199.7 million individuals, close to 500 thousand are not considered in the estimates due to the first filter and another 8.5 million due to them not having a declared income.

Chart 2 - Evolution of the extreme poverty rates according to different sources (Brazil, 1990-2012)



Source: Quoted institutions. Preparation: Sagi/MDS.

TREATMENT OF HOUSEHOLDS WITH ZERO INCOME AND WITHOUT DECLARATION: NECESSITY AND PROCEDURES

Although PNAD has enabled important and indispensable monitoring of the social programs and governmental actions to overcome poverty, noting the reduction of the number of individuals in poverty and extreme poverty; the problems with recording incomes are beginning to have a significant impact on the assessment of the dimension of poverty and extreme poverty. The numbers of individuals classified as “without income” - 2.4 million individuals in PNAD 2013

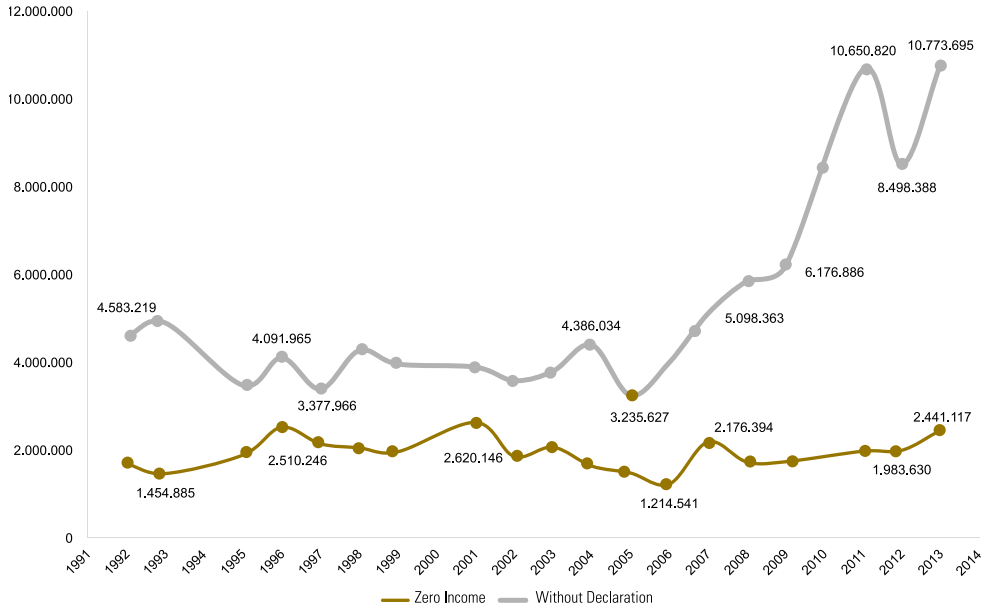
- and with “overlooked income” - 10.8 million individuals -, along with the amount of underreporting of income in the Bolsa Família Program, estimated as 25% of the potential beneficiaries²², are significant and can affect the estimates of poverty and extreme poverty in the country. Although such figures are small as compared to the 201 million residents in the country in 2013, they are certainly significant in regards to the estimates of extreme poverty noted in the previous section, from 6.7 million to 10.3 million in PNAD 2012, according to different lines and procedures to measure per capita household income.

In academic literature on the topic, issues arising in the collection of income data have been described and studied for a long time, as has been already mentioned in the previous section²³. In PNAD itself, such issues are not new, as can be seen throughout its history, but they seem to have increased recently (Chart 3). Such matters do not seem to have been treated in a systematic manner from an operational point of view of the topic, possibly because it has been assumed that those “without declaration” would be similar to a sample of the general population – which in reality is not, as shown hereunder –, or because the estimates of poverty and extreme poverty were much higher to the point of being affected by collection errors among those with “zero income”.

22 This is the underreporting estimate calculated in the 2010 Demographic Census, as analyzed in the SAGI Technical Study 10/2012 and compatible with what is presented by PNAD 2009, according to the methodology to identify beneficiaries presented by the Text for Discussion n° 1654 of 2011 of the IPEA. It is worth noting that there is strong differentiation by size and by state, reaching over 30% in municipalities with over 500,000 inhabitants, 40% in the state of Rio de Janeiro and lowest percentages in the states of North and Northeast, such as Piauí, with 19% underreporting receipt of the Bolsa Família.

23 See JANNUZZI, 2000, 2011; SOARES, 2009; FERES; VILLATOROS, 2013.

Chart 3 – Evolution of the number of individuals without declared income or with zero income in the per capita household income (Brazil, 1992-2013)



Source: PNAD/IBGE. Preparation: Sagi/MDS.

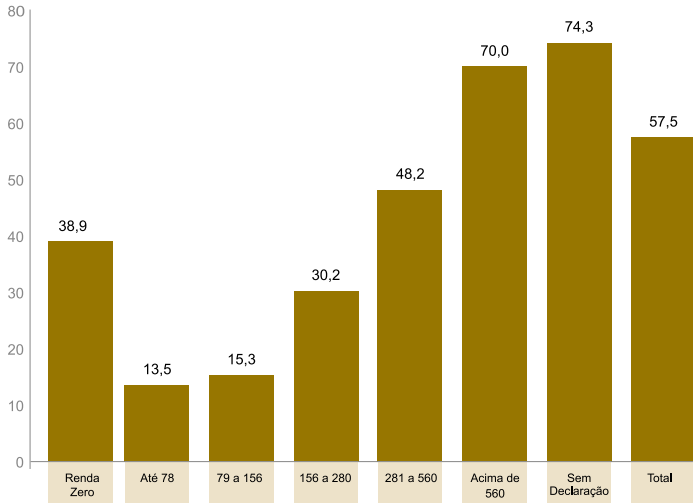
In the research, the classification of a household in the “without declaration” situation results from the fact that if a member of the household does not declare one of the 14 incomes collected in PNAD, all individuals in the household are classified as “no income declaration”. The inconsistency of household profiles without income is essentially the result of how income is recorded in the PNAD questionnaire. The wording of the collection question, “Which was the monthly income that _____ normally earned, in September _____, in this job?” suggests doubtful procedures, which match the concept of regular income with the income of the month in reference. Despite the fact that training guidelines determined the collection of regular income data in situations in which the surveyed individual had not earned any

income during that month, that doubtful directive has led to the overestimation of individuals without income who would not usually be extremely poor.

With such field operation procedures and calculation of the household income, it is not surprising that the average profile of the two segments - “without declaration” and “without income” - is somewhat very distant from the population in extreme poverty (Chart 3)²⁴. We can see, for instance, that among those with zero income, almost 39% may have a washing machine; a figure much higher than the one corresponding to households with per capita income between R\$ 1 and R\$ 78. Now, among the households without declared income, the percentage with a washing machine amounts to 74%; showing the average profile that is even better off than that of the households with a higher declared income. Similar contrasts are also seen with other indicators, such as schooling, housing, or ownership of assets.

24 Different procedures presented in SAGI Technical Studies 12/2012 and 24/2012 show that most of the individuals therein classified would neither classify as poor nor extremely poor.

Chart 4 – Households with a washing machine according to per capita income levels (Brazil, 2013)



Source: PNAD/IBGE 2013. Processing: Sagi/MDS.

Thus, considering the above, in order to produce more reliable statistics on poverty and extreme poverty, it is necessary to use some determining and/or statistical procedure that allows for dealing with the high – and growing – portion of households with overlooked income (without declaration) and with those reported as without income (zero income); identifying individuals therein included with a profile, in fact, of extreme poverty. By identifying such percentages and considering them suitably in the calculation of the rates, we obtain more consistent estimates of the poverty and extreme poverty levels in the country²⁵; as presented below. It should be noted that the mitigation of the effects of the underreporting of beneficiaries of

25 If $T_x = \text{Ext. Poor}/\text{Population}$, then $\Delta T_x / T_x = \Delta \text{Ext. poor} / \text{Ext. Poor} - \Delta \text{Population} / \text{Population}$. Thus, if $\Delta \text{Population} / \text{Population}$ increases (due to the inclusion of those without declaration in the calculation of the rates), $\Delta T_x / T_x$ would decrease; if $\Delta \text{Ext poor} / \text{Ext. Poor}$ increases (due to the inclusion of those without declaration who fit the profile of extremely poor), $\Delta T_x / T_x$ would increase.

the Bolsa Família Program is not discussed in this text, due to the methodological complexity involved²⁶.

The combination of two procedures was selected from among several methodological possibilities to deal with the matter. The first procedure was the recalculation of the *per capita* household income of those “without income declaration”, based on the set of individual incomes declared by a member of the households. Such procedure allows for verifying among those “without income declaration” the individuals who, based on the declared income, exceed the extreme poverty line, but does not allow for a final decision regarding the extreme poverty condition of the others²⁷.

The second procedure involved the technical application of a Determining Analysis to identify, among those “without income” and the remainder of those “without declaration” from the first procedure, the individuals who would have similar socio-economic characteristics as the population in extreme poverty (with *per capita* household income of R\$ 1.00 up to the extreme poverty line). The Determining Analysis is a technique used to find functions to predict classification within groups, based on discriminant variables that aid in the identification among the groups under analysis²⁸. Based on a set of 10 variables regarding the education level of the individual

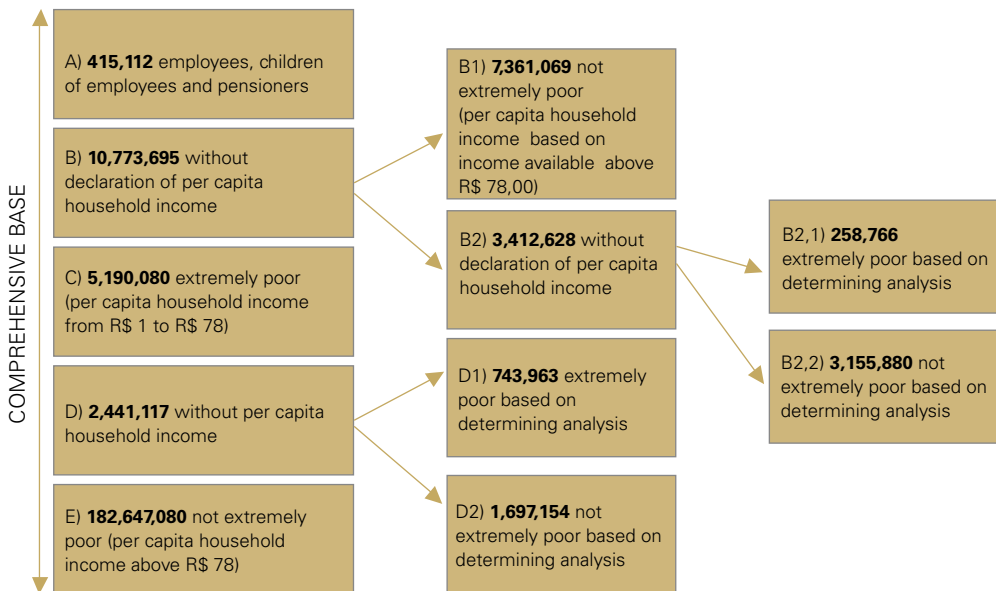
26 In the Text for Discussion Ipea 788 there is a proposal to deal with such issue in the PNAD, as well as in the Technical Study Sagi n° 24/2012. A research study to deal with that matter is starting to be outlined between the MDS and IBGE, within the Cooperation Terms for the performance of the PNADs 2013 and 2014, using the historical series of questions regarding transfers from social programs, collected since 2008, and disclosed jointly in the variable “other incomes” (V1273) in the survey micro data.

27 See Technical Study Sagi 24/2012, already quoted, for a more detailed description of this procedure.

28 The process consists of the creation of discriminant functions where each created function maximizes the differences among the groups formed by the predicting variables. This procedure is repeated in each stage, so as to maximize the differences in the resulting function, with such function kept unrelated to the others generated in the previous stages. Thus, with each step, sub-sets are created that minimize the classification error, thus leading to a high percentage of correct classifications. At the end of the procedure, there is only a discriminant function, which better qualifies the group of predicting variables.

in reference, access to urban services and durable consumption goods, it was possible to derive a classification function with high discriminant accuracy²⁹.

Flow Chart 1 – Flow chart of the procedures adopted in the population set without income declaration and without income in the per capita household income of PNAD 2013 for the calculation of the extreme poverty estimate



The application of the first procedure among the 10.8 million individuals classified as having no declared income in PNAD 2013 allowed for the identification of 7.4 million individuals with per capita household income above the reference

²⁹ The variables used were: the existence of three or more children from 0 to 14 years of age in the household; the education level of the person in reference; ownership of a car or motorcycle in the household; ownership of a washing machine, refrigerator, gas or electric stove, landline and computer with Internet access; existence of a bathroom in the household; and access to piped water through the general network or from a well or spring. See Technical Study SAGI n° 15/2014 for more details on the application of the technique.

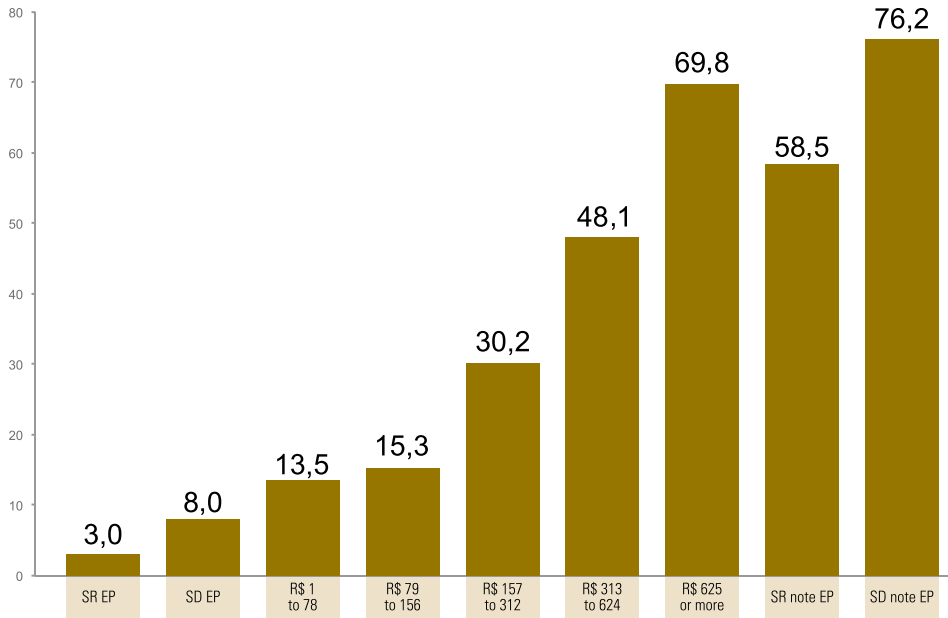
parameter of extreme poverty (R\$ 78 in 2013)³⁰. Thus, among those “without declaration”, there would be close to 3.4 million individuals who, due to the income available from those declaring, would not exceed the extreme poverty line. With the application of the calculated discriminant functions, we see that out of those 3.4 million individuals, only 257 thousand would actually be subject to classification as extremely poor. The procedure applied to the set of 2.4 million individuals without income revealed that only 744 thousand would, in fact, be extremely poor. With the adopted procedures, in 2013, the extreme poverty rate would be 3.1%, and the poverty rate would be 8.1%³¹ (Chart 1). The application of similar procedures for the remaining non-extremely poor of the “without declaration” and “zero income” groups shows that the great majority of them would not be classified as poor. Thus, it was adopted as an additional estimate of the poor population, resulting from the first procedure, with a calculated income between R\$ 78 and R\$ 156 (570 thousand individuals in 2013)³².

30 This is equivalent to the parameter of R\$ 70 updated by INPC as of June 2011 to September 2013.

31 Based on the flow presented, the extreme poverty rate should be calculated by the formula: Ext. Poverty Rate = $(C+B2.1+D1) / (B+C+D+E)$, different from the traditional formula Extreme Poverty Rate = $(C+D) / (C+D+E)$. This way, the 3.1% rate is obtained from the ratio between the 6,190,809 million extremely poor individuals out of a population total of 201,051,972. Without the proposed improvements in the treatment of those “without declaration” and “zero income”, the rate would be 4.0% of extremely poor, obtained from the ratio between the 7,631,197 million extremely poor individuals out of a total of 190,278,277 million. It should be noted that the difference between the original and improved rates increases throughout the years, showing the difficulties in gathering the income variable throughout the period.

32 The results obtained with the application of the Determining Analysis point to a promising path to continue refining poverty statistics, whether in the treatment of those “without declaration” and “zero income”, or in the treatment of undeclared income from the Bolsa Família Program. Preliminary studies point out that the impact on the estimate could be up to 1 percent lower.

Chart 5 - Households with washing machines according to per capita income levels after Discriminating Analysis (Brazil, 2013)



EP: Extremely poor; SD: without declaration; SR: without income.

Obs.: Per capita household income values make reference to multiples of the extreme poverty line of R\$70, updated by the INPC for 2013.

Source: PNAD/IBGE 2013. Processing Sagi/MDS.

Source: Sagi/MDS.

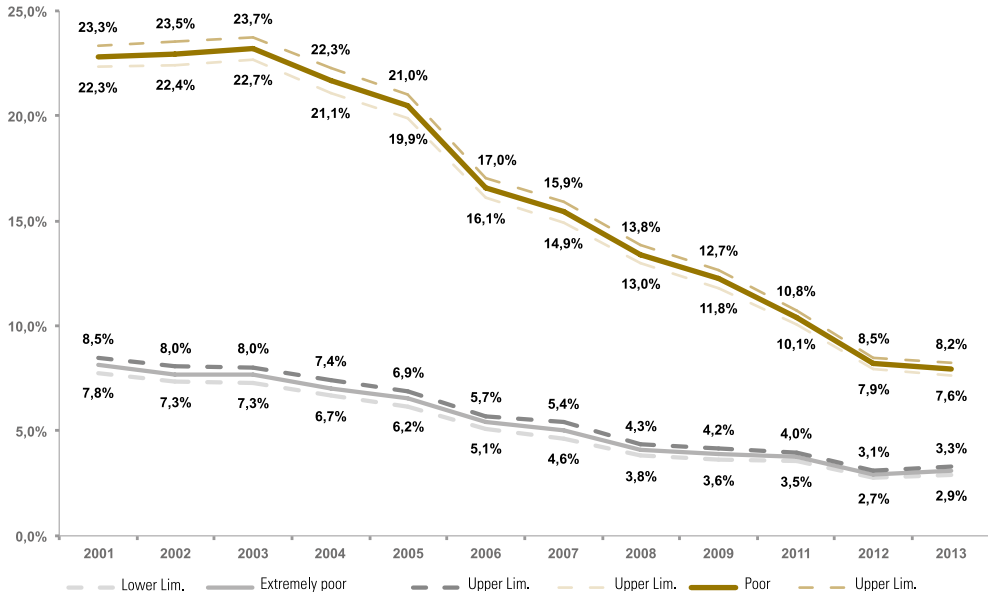
The socio-economic profile analysis of the groups resulting from the application of the procedures shows the methodological consistency of such procedures. In fact, illustrating the profile based on the “ownership of a washing machine” indicator, we can see that the extreme poverty groups established from the removal of the two original segments of “zero income” and “undeclared income” have characteristics similar to those with declared income, classified as in extreme poverty (Chart 5).

EVOLUTION OF IMPROVED EXTREME POVERTY RATES FOR THE PERIOD OF 2001 TO 2013

The application of the two procedures in the PNAD from 2001 to 2013 allows for the calculation of poverty and extreme poverty estimates that are more representative of the Brazilian population (representing more than 99% of the population), in addition to more consistent estimates in terms of those already described regarding the over-registration of individuals in households with “zero income” and “undeclared income”. In general, these improved extreme poverty rates are close to 0.8 to 1.5 percent lower than the rates calculated without the proposed treatments, and followed a downward trend during the period, as reported in several studies.

Between 2001 and 2013, the extreme poverty rate would have decreased by more than half, from 8.1% to 3.1% of the population; while the poverty rate would have fallen to less than one third of what it was, from 22.8% to 7.9% (Chart 6). It is worth noting that, as the PNAD sampling plan did not cover the rural zone of the Northern region until 2003, poverty and extreme poverty estimates presented there for 2001 to 2003 are slightly underestimated (by up to 0.5 percent).

Chart 6 - Evolution of the poverty and extreme poverty rates and their reliability ranges at 95% (Brazil, 2001-2013)



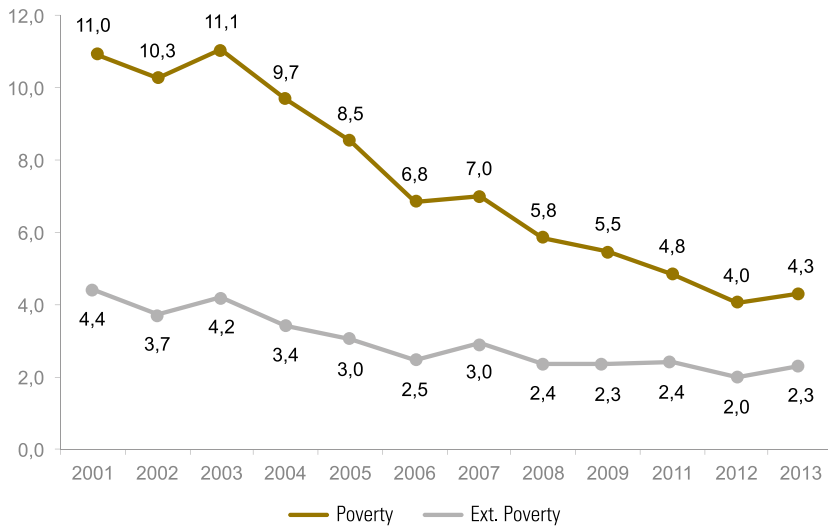
Fuente: PNAD/IBGE 2013, Elaboración: Sagi/MDS.

The calculation of the sampling errors of the estimates, according to the complex PNAD sampling plan, shows that in 2013, the extreme poverty rate would be between 2.9% and 3.3%; while the poverty rate would be between 7.6% and 8.2 %³³. Between 2001 and 2013, the reliability range of the estimates decreased by more than 40%; portraying the reduction in the internal income inequality in the

³³ The PNAD sampling plan considers the stratification of sampling units, conglomeration (selection of the sample at different stages, with sampling units), unequal selection probabilities in one or more stages, and adjustment of the sample weights to adjust the known population totals, which causes the sample error to be calculated in a more complex manner than in simpler sampling designs. See Silva, Pessoa, Lila (2002).

two groups, or of the poor and the extremely poor³⁴. In fact, the inequality among the poorest is confirmed by the relative gap analysis – the relative difference in the per capita income of the households in regards to the value of the line. Among those in extreme poverty, the gap went from 4.4\$ to 2.3%; while the gap regarding poverty fell from 11.0% to 4.3% during the period (Chart 7).

Chart 7 - Evolution of the average gap in regards to the poverty and extreme poverty rates (Brazil, 2001-2013)



Source: PNAD/IBGE. Preparation: Sagi/MDS.

34 It should be noted, furthermore, that the reliability interval of the improved rates are close to 10% lower than the original PNAD rates, which was to be expected, due to the withdrawal of the extreme poverty group from the socio-economic profile that does not match such population segment.

FINAL THOUGHTS

Different national and international reports have pointed to the significant reduction of poverty and extreme poverty since 1990, measuring extreme poverty in levels that are close to and convergent with the 3% estimate. With such level of extreme poverty, the usual technical procedures in the calculation of the rates need to be reviewed, or else the indices might not manage to reflect the positive or negative effects of the economic situation and the social programs focused on overcoming poverty. Food baskets defining the extreme poverty lines need to make reference to more current consumption patterns, such as those portrayed in the Survey of Family Budget and Nutritional Investigation of 2008/09³⁵.

Calculation procedures for the available income must use the household as the consumption unit - instead of the family in the concept adopted in PNAD, as some researchers and institutions still insist. They need to also include improvements such as those adopted herein in the treatment of households “without declaration” and “without income”, in addition to procedures to correct the undeclared income and of the value of governmental transfers; such as those from the Bolsa Família Program, the Continuous Welfare Benefit, and other state and municipal programs.

Overall, statistics and indicators need to follow the extension of the scope, scale and complexity of the social programs implemented over the last few years. The capacity to analyze the social reality and to assess the effectiveness of the governmental action depends on that. Surveys and data sources have been structured to answer to such demands, as has been demonstrated: to name two examples, the National Household Sample Survey and the Single Registry for Social Programs

35 The use of that POF was decisive for the Food and Agriculture Organization of the United Nations (FAO) to review the parameters of the Prevalence of Malnutrition (PoU) for Brazil. In The State of Food Insecurity in the World (SOFI) 2014, it was noted that Brazil would have a prevalence of malnutrition below 5% - 1.7% using the parameters available on their website - correcting the estimate of 6.9% published in the report corresponding to the previous year.

in its seventh version. As this text intended to show, it is necessary, in the scope of social indicators and measures built for the monitoring and assessment of social programs; to review conceptual assumptions, methodological procedures and the usual technical choices to be able to capture the social change/resilience and the effectiveness of the governmental action.

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THE END TO EXTREME POVERTY IS JUST THE BEGINNING

Tereza Campello and Tiago Falcão

The Brazil without Extreme Poverty Plan was launched on June 2, 2011, with a clear and ambitious goal: overcoming extreme poverty within one administration period. The Plan finds support in the Federal Constitution, which establishes as one of the objectives of the government that of “eradicating poverty and marginalization and reducing regional and social inequalities”¹.

This is a commitment that was legitimized by the result of the 2010 elections and confirmed by the elected President Dilma Rousseff during her inaugural speech: “The most stubborn struggle of my administration will be that of the eradication of extreme poverty and the creation of opportunities for everyone”².

The statement caused different reactions. There was indifference among those who saw extreme poverty as something that was just part of the natural landscape of the country that did not cause much discomfort, with the assumption that it was a typical phenomenon of a country in our stage of development, and therefore not an issue to be confronted.

¹ FEDERAL CONSTITUTION, Art. 3º, III.

² Extract from the inaugural speech of President Dilma Rousseff, January 1st, 2011.

Skeptics, on the other hand, saw few possibilities for change or innovation in the social policies then underway, given the economic and institutional limitations that would leave little space for consistent progress. Those who saw the courage of the President by setting such an ambitious objective for herself and for her administration were surprised. In the words of the former governor Marcelo Deda:

The trademark of governments is an attempt at a policy and marketing to synthesize the objectives that unify the team and guide the work. It is usual for those trademarks to reflect much more the desire for dissemination of the marketing than of the essence of the thoughts of the governments. And I remember, president Dilma, that the first time I looked at the slogan and appreciated the trademark of your government, I was shocked. A positive shock. I noticed that beyond the slogan, that trademark reflected your courage and commitment.³

Such disposition shown by Dilma Rousseff can only be compared to the commitment assumed by President Lula: “If at the end of my mandate every Brazilian can eat three times a day, I will have achieved my life’s mission”⁴.

In this book we have registered what was done to carry out the Brazil without Extreme Poverty Plan. From the start we knew that in order to make progress, doing more of the same would not be enough. Designed to consider the different dimensions and faces of extreme poverty, the Brazil without Extreme Poverty Plan took shape as an extraordinary effort of the State and civil society in the consolidation of the social transformations of the country.

With the Constitution of 1988 as its foundation and building on the successful experiences of inclusion implemented by the two administrations of president Luiz

³ Excerpt of the speech of the then-governor of Sergipe, Marcelo Deda, during the launching ceremony of Ação Brasil Carinhoso of the Brazil without Extreme Poverty Plan, in May 2012.

⁴ Part of the first statement of Lula as president-elect, in 2002.

Inácio Lula da Silva (2003 to 2010), the Plan brought important innovations to lead the social policies in Brazil.

As we approach the final deadline established for the conclusion of the actions of the Brazil without Extreme Poverty Plan, it is necessary to assess the results achieved, the legacy of the Plan and the agenda that has been created based on its implementation. This article approaches three topics. The first part will analyze the Brazil without Extreme Poverty Plan in regards to the fulfillment of its objectives, particularly regarding the scope of its greatest goal: overcoming extreme poverty in Brazil. In that part, the text also addresses the legacy of the Plan and the valuable lessons arising from its implementation. In the second part, an agenda for the consolidation and extension of the results achieved is presented as contribution for discussion. The last part is reserved for the final thoughts.

RESULTS OF THE BRAZIL WITHOUT EXTREME POVERTY PLAN

The results achieved by the Brazil without Extreme Poverty Plan can be assessed in three dimensions. It is possible to see the fulfillment of the goals of each of the actions that are part of the Plan. In this case, we have the implementation aspect. Using national statistics, specifically the National Household Sample Survey (PNAD) of the Brazilian Institute of Geography and Statistics (IBGE), it is possible to infer the macro-results, both from a monetary point of view as well as a multi-dimensional approach. Finally, there are results that are intangible or hard to measure but also deserve mention, which will herein be referred to as the 'legacies' of Brazil without Extreme Poverty.

Results in the implementation aspect

Throughout this book, the results of the actions of the Plan were presented and analyzed in a detailed manner. As shown, all goals were met or are about to be attained. The speed of implementation ultimately led to the reinforcement of goals, always aiming for expansion. In that process, the figures of the Active Search and Pronatec Brazil without Extreme Poverty are outstanding.

Considering that the detailed results are already established in other texts, this article merely presents a summary (Table 1) with the priority actions of the Brazil without Extreme Poverty Plan, including the goals, both original and revised, and the results obtained as of October 2014.

Table 1 - Results of the Brazil without Extreme Poverty Plan as of October 2014

Priority action	Initial goal	Revised goal	Results as of October 2014
Active Search	800 thousand families*	1.5 million families*	1.35 million families (August 2014)
Bolsa Família	Overcoming extreme poverty for all beneficiaries		14 million families served 22 million individuals overcame extreme poverty
Pronatec Brazil without Extreme Poverty	1 million students registered	1.3 million students registered	1.5 million students registered
Inclusion in the field: Ater, seeds, assistance	Technical Assistance	Technical Assistance	Technical Assistance

	and Productive Asset Oriented Cash Transfer for 253 thousand families	and Productive Asset Oriented Cash Transfer for 253 thousand families	for 349 thousand families and Productive Asset Oriented Cash Transfer paid to 131.3 thousand families
Water for All	Delivery of 750 thousand cisterns of 1st water	Delivery of 750 thousand cisterns of 1st water and 76 thousand tanks of 2 nd water	Delivery of 750 thousand cisterns of 1st water and 88.1 thousand water tanks of 2 nd water
Bolsa Verde	73 thousand families served	73 thousand families served	69.8 thousand families served
Nurseries	350 thousand children of Bolsa Família registered in nurseries	504 thousand children of Bolsa Família registered in nurseries	702 thousand children of Bolsa Família registered in nurseries

**In the case of the Active Search, it is not a goal, but an estimate. Source: Sesep/MDS.*

The figures speak for themselves. The Active Search strategy allowed 1.35 million families in extreme poverty to be located, registered and immediately included in the Bolsa Família. Another 1.2 million families were located, registered and included in the Program throughout the implementation of the Plan; totaling 2.5 million families which, in addition to receiving the cash transfer, became visible to all of the programs that use the Single Registry as a tool to select their audience.

With the Active Search process to locate the families in extreme poverty, we managed to make progress and essentially universalize the Bolsa Família for that audience⁵. The Program's coverage increased from 13 million to 14 million families. Meanwhile, the greatest impact was the revision of the benefits structure, with the establishment of the benefit to overcome extreme poverty; which allowed for the assistance of 22 million Brazilians who remained below the extreme poverty line, despite being beneficiaries of the Bolsa Família. During the implementation period of the Plan, the average benefit rose from R\$ 94 to R\$ 170. For the poorest, this progress was even more significant, as the benefit increased from R\$ 107 to R\$ 242, which represented an actual 83% increase.

The partnership with the Ministry of Education (MEC) in the structuring and implementation of the courses of Pronatec Brazil without Extreme Poverty, resulted in the original goal of 1 million registrations being exceeded by 50%, allowing for the professional qualification of 1.5 million low-income workers who accessed the courses through the social assistance network. Beyond exceeding the goal, the success of such action dispels prejudice. The demand for courses of Pronatec Brazil without Extreme Poverty is the greatest example to dismiss the false statements that those in poverty do not try to improve their lives due to lack of effort; as well as the insinuations regarding conformity and laziness. Millions returned to school seeking better employment and new opportunities.

The path of rural productive inclusion allowed for 349 thousand farming families to be assisted, identified from among the most vulnerable in the Single Registry. In October 2014, 131.3 thousand of those families had already received at least one installment of the cash transfers. The combination of technical assistance, Productive Asset Oriented Cash Transfers and access to water was essential to facilitate the course through an extended period of drought and allowed for the recovery of productive activities in the semi-arid region.

5 It should be noted that the entrances and exits in the Bolsa Família take place every month and that many families left the Program voluntarily. Therefore, we cannot add the families located through the Active Search to the pre-existing number of families in the Program.

In the Water for All Program, 750 thousand cisterns were delivered in the semi-arid region by October 2014. If we count all deliveries from 2003, the figure is already at 1,100,000 water tanks. To achieve such an objective, it was necessary to exponentially increase the delivery rate of cisterns in the country. During several months in 2014, over one thousand cisterns were delivered per day, changing the lives of the populations and the landscape of the semi-arid zone.

Bolsa Verde was created and evolved during the implementation period of the Brazil without Extreme Poverty Plan, and already benefits 69.8 thousand families of extractivist communities, land reform settlers and riverside communities. For the first time, a public policy was prepared and effectively carried out directly for the population of extractive workers in extreme poverty. As important as the payment of the benefit was; even more significant was the government's acknowledgment that it was essential to better understand the reality of the families living in those areas and to act in order to ensure the improvement of the quality of life for people and the preservation of the environment.

Finally, the identification of 702 thousand children of the Bolsa Família in nurseries during 2014 demonstrates that the path to transforming the lives of the poorest Brazilians begins at a much earlier age. One out of every five children up to 48 months old whose families are enrolled in the Bolsa Família Program is already registered in a nursery. All children 4 to 5 years of age will be in pre-school by 2016, signaling an important step forward in terms of access to the educational system.

As shown in this book, these are just some of the countless results achieved by the Brazil without Extreme Poverty Plan. They deserve recognition mainly due to the impact they have had, but also because of the symbolism of their implementation and the effort made by all partners involved to achieve the goals.

There were several factors which guaranteed such success. The organization and coordination framework, which encouraged cooperation among implementing entities and the effective integration of sectorial policies, is just one example. Another is the development of monitoring and management systems which allowed

for modifying developments and adjusting goals in a timely manner, to prevent discontinuity or frustration in the implementation. Also, as a pre-requisite for the proper functioning of every Plan, the priority given to it by the President and by all central government entities was a key factor.

In the case of the budgetary implementation, for example, the Brazil without Extreme Poverty Plan was prioritized; being included with special emphasis and with special registry in the Annual Budgetary Laws (Leis Orçamentárias Anuais - LOAs) as well as the Budgetary Guideline Laws (Leis de Diretrizes Orçamentárias - LDOs), and excluded from all contingency measures, with full support of the Ministry of Planning, Budget and Management and of its Secretariat of Federal Budget. The same applied for the financial implementation process, which had the full support of the Ministry of Finances and of the Secretariat of the National Treasury.

MACRO-RESULTS

Macro-results: extreme poverty in terms of income

For an assessment regarding the macro-results of the Plan, it is necessary to observe the path to reducing extreme poverty in Brazil throughout the most recent years, both from a monetary point of view as well as regarding multi-dimensional indicators.

Looking exclusively at the income dimension and using as a parameter the extreme poverty line of the Brazil without Extreme Poverty Plan of R\$ 70 per month *per capita*⁶; 3.1% of the population of the country was in a situation of extreme

⁶ In values as of June 2011. In June 2014, the extreme poverty line was readjusted to R\$ 77. For more information regarding the extreme poverty line of the Brazil without Extreme Poverty Plan, see article "The extreme poverty line and the target audience of the Brazil without Extreme Poverty Plan", in this publication.

poverty in 2013, according to PNAD data. That indicates the position of the country during the month of September that year; therefore it does not portray the progress made at the end of 2013 and throughout the year 2014. For a final assessment of the coverage period of the Brazil without Extreme Poverty Plan, it is necessary to wait for the PNAD 2014 results, which shall be available during the second half of 2015.

Before the launching of the Brazil without Extreme Poverty Plan, the belief was that after a long period of reduction in the poverty and extreme poverty rates in the country, which began in 2003; the trend starting in 2011 would be a decrease in the rate of reduction, or even a stabilization of the rates. This process was expected due to the growing difficulty to serve the needs of the poorest populations still excluded (the greater the progress, the more difficult it becomes); intensified by the perspective of reduction in the economic growth rate in light of the international financial crisis.

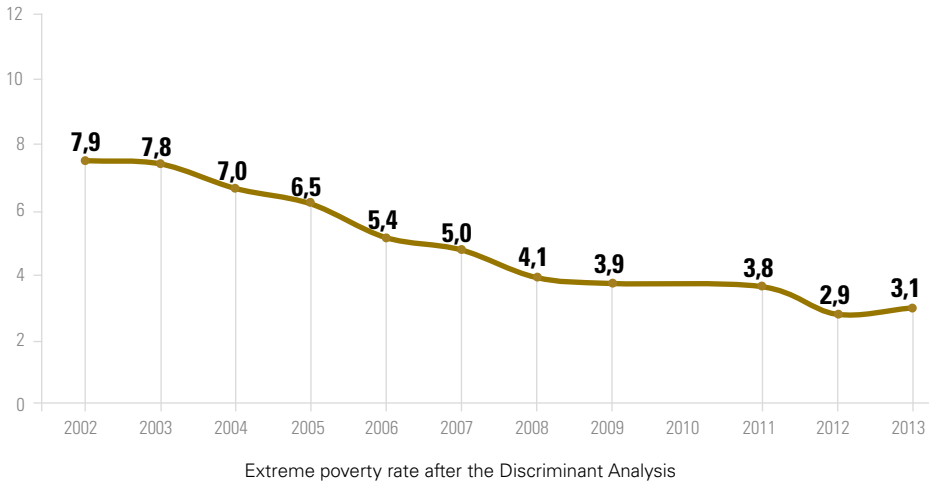
Meanwhile, as observed in Chart 1, since the launching of the Plan the downward trend continued. The extreme poverty rate fell from 3.8% in 2011 to 3.1%⁷ in 2013, after a small fluctuation within the margin of error in the 2012/2013 period⁸. Thus, the level achieved by Brazil in 2013 comes close to reaching the global goal of eradicating extreme poverty established by the World Bank to be achieved by 2030, which is 3%⁹.

7 For information regarding the Discriminant Analysis used for the treatment of "zero income" and those "without declaration" of income in PNAD, see the previous article in this text, "Measuring of extreme poverty in Brazil: methodological improvements and new estimates".

8 According to the same article mentioned in the previous note, "the calculation of the sampling error of the estimates, according to the complex sampling plan of PNAD, shows that in 2013, the extreme poverty rate would be between 2.9 % and 3.3 %, and that the poverty rate would be between 6.9% and 7.4 %".

9 The World Bank Group Goals – End Extreme Poverty and Promote Shared Prosperity.

Chart 1 - Evolution of the extreme poverty rate in Brazil (2002-2013)



Source: PNAD/IBGE. Preparation: Sagi/MDS.

These results cannot be exclusively ascribed to the Brazil without Extreme Poverty Plan. However, it is not wrong to assume that a considerable part of the progress resulted from the intensification, enabled by the Plan, of the actions focused on those in poverty.

The studies analyzing the elements which determine the reduction of monetary poverty in Brazil indicate that the labor market exercises a predominant role in this process. But governmental cash transfers are also very important (particularly for those in extreme poverty, who still face difficulties in integrating into the workforce), and their effects in terms of reducing inequalities have an

excellent cost-benefit ratio¹⁰.

It is also interesting to note the trend of the issues related to inequality. There were some groups far more affected by extreme poverty than others, such as northerners and northeasters, rural residents, Afro-Brazilians and children. Comparing the evolution of extreme poverty in regional terms, among urban and rural zones, among white and Afro-Brazilian individuals and different age groups, we see a strong reduction of extreme poverty and also in the inequalities among those groups.

Changes in the intensity of monetary poverty also need to be analyzed. The income gap, which measures the distance among those who remain in extreme poverty and the monetary poverty line established by the Brazil without Extreme Poverty Plan, presented a significant decrease¹¹. This reveals that those still identified as extremely poor by PNAD 2013 were much closer to overcoming this situation than in the past.

Macro-results: multi-dimensional approach

The Brazil without Extreme Poverty Plan was structured since its beginning to face extreme poverty in its different dimensions. After an intense process to include millions of people in poverty and extreme poverty throughout the administrations of President Lula, the most excluded populations continued to live in extreme

¹⁰ According to calculations by Marcelo Neri (Ipea/SAE, based on micro-data from the PNAD, 2002-2012 period), every additional Real spent in the Bolsa Família affects inequality 369% more than in the Social Security in general and 86% more than in the Continuous Welfare Benefit for the Elderly and Disabled (Benefício de Prestação Continuada - BPC).

¹¹ According to the article "Measuring extreme poverty in Brazil: methodological improvements and new estimates", in this book. By analyzing the 2004 to 2013 period, in fact, the relative gap of extreme poverty – difference of the per capita income of households in extreme poverty with the extreme poverty line – went from 3.4% to 2.3%; the poverty gap decreased from 9.7% to 4.3% during the period.

poverty. They are whom we call the core group of poverty. Considering the high level of hardship and lack of access to public services, rights and opportunities; a plan focused on that specific target audience had to be conceived in a multi-dimensional manner.

Such was the concept which organized the Brazil without Extreme Poverty Plan from the start. Therefore, the Plan was designed based on a threefold strategy: access to income, opportunities to improve economic inclusion and access to services. Establishing a monetary extreme poverty line was an important step for the definition of the target audience to be made a priority. However, that fact did not limit the extension of the Plan. The Brazil without Extreme Poverty Plan was created and implemented with the objective of facing the multiple factors of vulnerability and social hardships. Therefore, it is natural to also assess it from a multi-dimensional point of view.

For a better understanding of the effects of the Plan, it would be ideal to create an indicator that would include the exact scope of achievements made by the actions of the Brazil without Extreme Poverty Plan. Nevertheless, methodological difficulties and potential issues regarding an indicator specifically created for this purpose led the coordinating body of the Plan to opt for methodologies which had already been internationally established. The following shows the results of the reduction of poverty obtained applying methodologies developed by the United Nations Development Program (UNDP) and by the World Bank¹².

¹² See Technical Studies SAGI n. 09/2014 and n. 18/2014. Available at: www.mds.gov.br/sagi.

The Multi-Dimensional Index of the UNDP

In its Human Development Report the UNDP uses the Multidimensional Poverty Index (MPI), based on the methodology developed by the Oxford Poverty and Human Development Initiative (OPHI)¹³.

The MPI takes into account multiple hardships using three factors, considering a total of 10 indicators. Each of the three factors - education, health and life pattern - has the same weight in the calculation; one third of the total. The addition of hardship in the three factors gives us the total score of hardship in the household. If the score were higher than 33.3% hardship, then the household and all those living in it are considered to be in a situation of multidimensional poverty. It is important to note that the income aspect is not taken into account in that methodology.

¹³ Oxford Poverty & Human Development Initiative (OPHI).

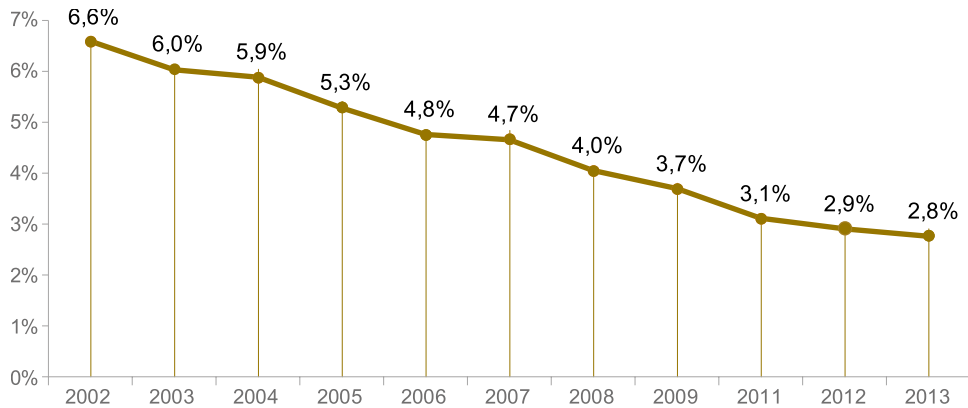
Table 2 - Factors and indicators that comprise the UNDP multidimensional poverty index (MPI)

FACTORS	INDICATORS	HARDSHIP	
Education (33.3%)	Schooling	Nobody completed six years of studies	
	School enrollment	At least one child of school age is not enrolled in school	
Health (33.3%)	Nutrition	At least one malnourished member	
	Infant mortality	One or more children died	
	Electricity	There is no electricity	
	Drinking water	There is no access to clean drinking water	
Living Conditions (33.3%)	Sanitation	There is no access to suitable sanitation	
	Fuel for cooking	Use of "dirty" fuel (manure, wood, coal)	
	Home floor	Living in a home with dirt, sand or manure floor	
	Assets		Not having access to an information device (radio, TV, telephone) nor to at least one asset related to mobility (bicycle, motorcycle, car, cart, motorboat) or at least one related to subsistence (refrigerator, farmland, cattle)

Source: Technical Note n° 5 of the Human Development Report 2014 (PNUD).

Chart 2, hereunder, makes reference to the calculation of the UNDP multidimensional poverty index for Brazil between 2002 and 2013. An abrupt decrease in poverty in all its factors can be seen for that time period.

Chart 2 - Evolution of multidimensional poverty in Brazil according to the PNUD OPHI methodology (2002-2013)



Source: PNAD/IBGE. Preparation: Sagi/MDS.

Multidimensional measure of the World Bank

The World Bank measurement includes monetary and non-monetary indicators in its composition (Table 3), classifying the population in poverty into four circumstances:

1. Chronic poverty: this groups includes people with income below the poverty line and who are subject to three or more hardships;
2. Transitory poverty: this groups includes people with income below the poverty line and who are subject to less than three hardships;
3. Vulnerable: this groups includes people with income above the poverty line and who are subject to three or more hardships;
4. Non-vulnerable: this group includes people with income above the poverty line and who are subject to less than three hardships.

Table 3 - Factors and indicators that comprise the World Bank multidimensional measure

Factor	Indicator
Education	There is at least one person from 7 to 17 years of age who does not attend school
	None of the individuals in the household has a minimum of 8 years of schooling
Access to water	The household does not have access to the water supply network or a well
Sanitation	The household does not have access to the sanitation network or a septic tank
Electricity	The household does not have access to electricity
Housing	The household is not built with durable material
Assets	There is no ownership of at least two of the following items: refrigerator, stove and telephone
And in the monetary dimension,	
Factor	Indicator
Income	The per capita household income is less than R\$ 140

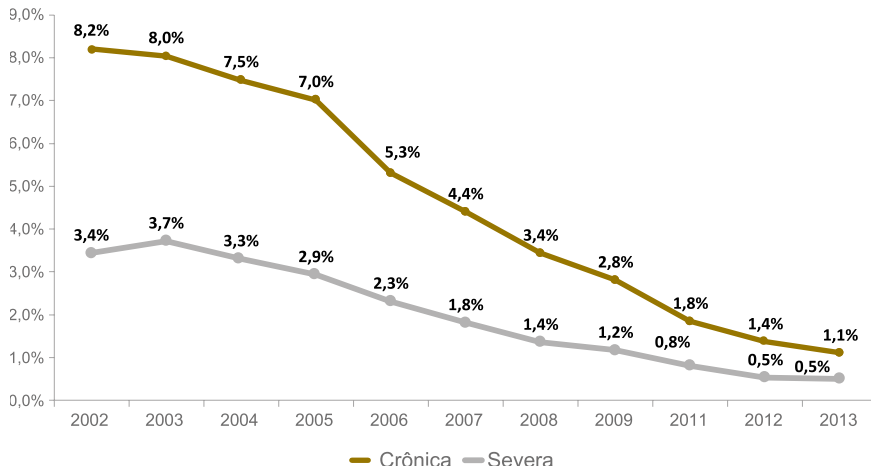
Source: World Bank.

During the implementation period of the Brazil without Extreme Poverty Plan, the chronic poverty rate calculated according to the World Bank methodology fell from 1.8% to 1.1% of Brazilian population. It is important to note that the income rate used for the classification of chronic poverty is R\$ 140 Reals; twice the extreme poverty line¹⁴ defined for the Brazil without Extreme Poverty Plan. If the

¹⁴ LOPEZ-CALVA, L.; LACHS, S.; FRUTTERO (in print)

extreme poverty line of the Plan is used, we would have – according in the World Bank classification – severe poverty, in which Brazil achieved in 2013 a rate of 0.515, according to Chart 3.

Chart 3 - Evolution of chronic and severe poverty in Brazil (2002 - 2013)



Source: PNAD/IBGE. Preparation: Sagi/MDS.

The decrease has been steeper since 2002 due to the array of public policies focused on fighting poverty implemented during such period. It is an unprecedented moment in Brazilian history in terms of the extension of access to goods and services for the poorest.

When we analyze each of the indicators of hardship identified by the World Bank as crucial to be able to exit the situation of poverty, we understand why, in Brazil, poverty decreases even when measured as a multidimensional phenomenon.

¹⁵The persistence of severe poverty in the level of 0.5% from 2012 to 2013 can be explained by the variation in the ratio of extremely poor in PNAD, already analyzed.

PNAD shows that the standards of living of the population improved considerably from 2002 to 2013, and improved even more for the poorest 5%. Let's see:

- If we take as the basis the education level of the person in reference in the household, we see among the poorest 5% an increase of 138% in the rates of heads of household with complete primary education (from 14% in 2002 to 34.4% in 2013);
- The school attendance of children from 6 to 14 years of age in the poorest households increased 5.5% (from 92.5% in 2002 to 97.5% in 2013);
- Progress in access to sanitation systems among the poorest 5% was three times greater than for the average population (from 35.2% in 2002 to 54% in 2013);
- Even among the poorest 5% it is already possible to state that access to electricity is practically universal, because 97.6% of the poorest households have power, according to PNAD 2013.

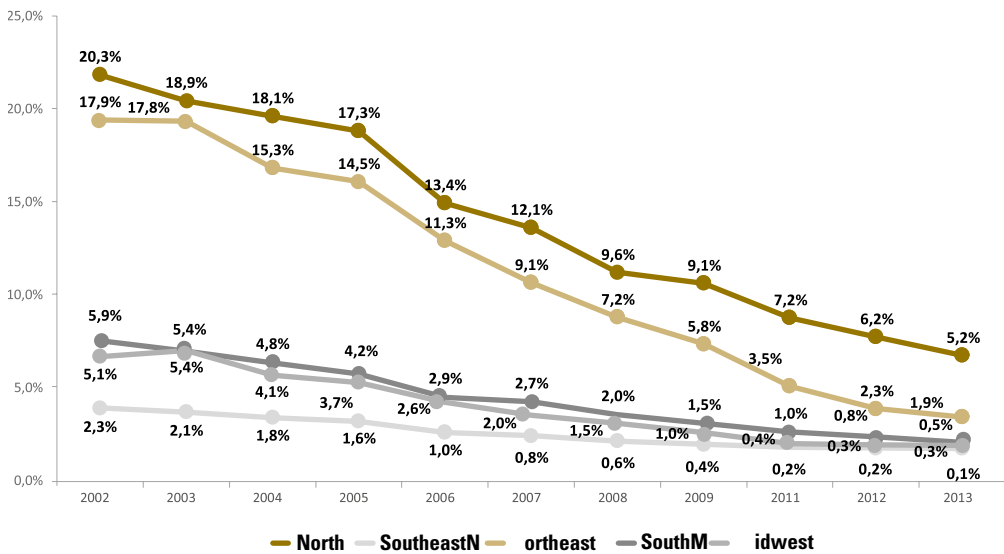
In all those cases, the entire population experienced improvements, but the poorest 5% show an obvious positive difference. It is clear that, in some cases, such as with electricity, access is now practically universal. Precisely the poorest, especially those in rural areas, remained without access. With the creation of Light for All, in the Lula administration, a true revolution began in rural areas; where 15 million Brazilians were able to have electricity, with all the benefits that it entails.

As access to goods and services becomes universal, the potential to change the poverty rates within the World Bank model is being reduced. The impact of the set of public policies focused on overcoming poverty and the greater access to goods and services by the poorest becomes more evident when we see the multidimensional poverty curve of the different audiences.

Comparing those individuals and territories which historically had greater incidences of poverty (North and North-East regions, Afro-Brazilians, children), we can better comprehend the intensity of the progress.

The most striking effect is that of the reduction in the concentration of poverty in the North and North-East regions. In the chart hereunder we can see that multidimensional chronic poverty decreases in all regions, even in the South and South-East. Meanwhile, in the North and North-East, where the percentage of those in extreme poverty was 17.9% in 2002 and fell to 1.9% in 2013; we see the synergetic effect of the income increase at the same time as the extension of access to water, energy, education and other services. This is a rate almost eight times faster than the decrease observed in the South-East. It is also interesting to also see how curves nearly approach one another. From a regional point of view, Brazil today is less poor and more equal, as shown in Chart 4.

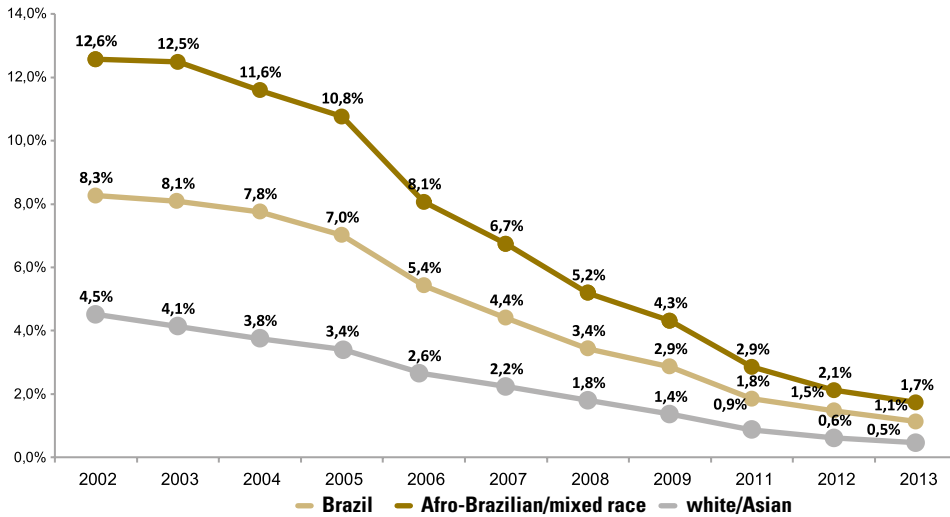
Chart 4 - Indicator of chronic multidimensional poverty per region



Source: PNAD/IBGE. Preparation: Sagi/MDS.

The same effect is observed in the reduction of chronic poverty among whites, non-whites and those of Asian heritage, as compared to Afro-Brazilians and those of mixed race), as well as indigenous peoples. Here we also see a reduction in inequalities. All groups improved in Brazil. In the meantime, in the groups which historically had the greatest incidence of extreme poverty – Afro-Brazilian and indigenous peoples – the rate decreased with greater intensity, from 12.6% in 2002 to 1.7% in 2013.

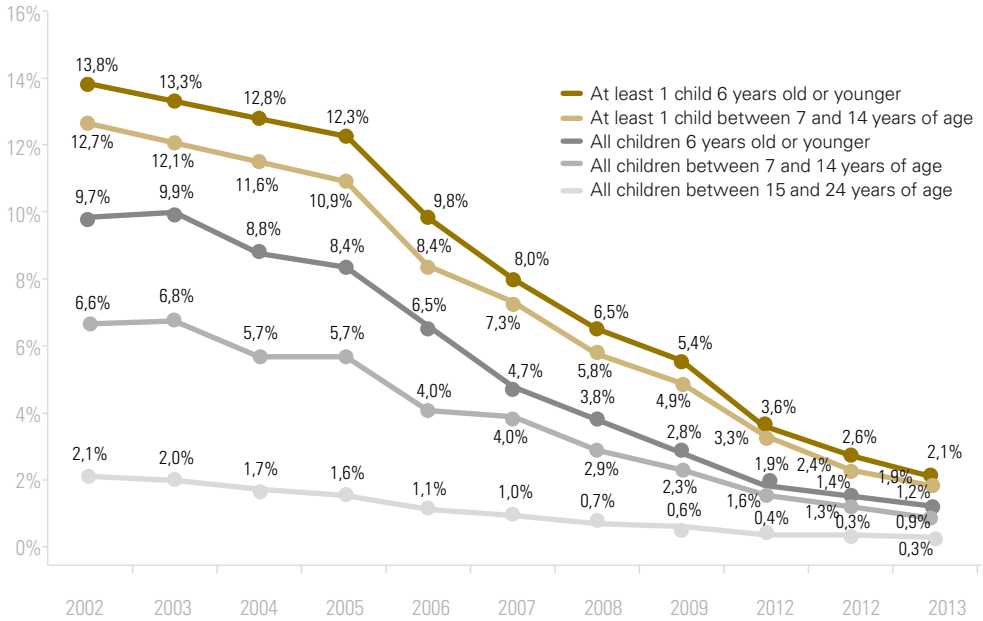
Chart 5 - Indicator of chronic multidimensional poverty per race (2002 to 2013)



Source: PNAD/IBGE. Preparation: Sagi/MDS.

Finally, we should note one of the most encouraging results: the reduction of multidimensional poverty in families with children and adolescents. Reducing poverty among that group was always one of the main objectives of the administration of president Dilma.

Chart 6 - Indicator of chronic multidimensional poverty per type of family (2002-2013)



Source: PNAD/IBGE. Preparation: Sagi/MDS.

Results show that the action of the federal government did, indeed, reach the poorest populations and was not limited to just the transfer of income. We reached the most isolated individuals and even the very core of poverty. It is important to mention that some of the ongoing actions do not even show in the multidimensional poverty indicators used; for example the increase in the number of the poorest students attending schools full time and nurseries. Additionally, the indicators do not record the increase in the number of poor families that have professional qualification from Pronatec and with credit for production inputs (in the case of micro-entrepreneurs and family farmers), both in cities and in rural areas. Nevertheless, it is a clear sign that we are heading in the right direction.

Once again, we cannot ascribe the results exclusively to the Brazil without Extreme Poverty Plan. But it is true that the path is one of continuous improvement throughout the years, whichever methodology is used, and the combination of efforts from different areas of action of the Brazil without Extreme Poverty Plan cannot be disregarded.

Legacies of the Brazil without Extreme Poverty Plan

It might seem too early to talk about the legacy before the implementation of a complex plan such as the Brazil without Extreme Poverty Plan has concluded. However, the accumulated experience and the depth of the discussions that arose as a result allow, at least, for brief considerations on the subject.

The Brazil without Extreme Poverty Plan presents several elements of innovation in management. The following are noteworthy: the process of perfecting existing programs, with improvements in the effectiveness and efficacy of ongoing actions without causing interruptions or crises; the creation of new government programs based on the identification of bottlenecks and the audiences not reached; the imposition of a new rate of implementation for the actions of the Plan; the intensive use of non-bureaucratic mechanisms and the improvement of the benefits structure; the unprecedented cross-sectorial and federal coordination, as well as with the civil society. It is a modern, agile and transparent monitoring system, completely integrated with the management mechanisms¹⁶. A demonstration of the quality and innovation in the management of the national strategy to overcome extreme poverty took place in 2013, when both the Brazil without Extreme Poverty Plan and its follow-up model were acknowledged in the 18th Contest of Innovation in Federal

¹⁶ More details in ENAP (2013).

Public Management, promoted by the National School of Public Administration (Enap)¹⁷.

Furthermore, we can discuss conceptual, operational and management legacies, in addition to the innovation aspects mentioned above. The first group highlights the progress in the debate on equity and a new perspective in the analysis of the old dichotomy between universality and focalization. Although from a conceptual point of view, yet already with operational and management elements, we find the new position of the federal government; consolidated in the Active Search strategy, and the development of new agendas. Within that context, a prime example is the early childhood agenda built from the Brasil Carinhoso Action.

Expanding on the operational legacies, we find the new roles ascribed to the Single Registry for Social Programs and the change in the benefits structure of the Bolsa Família, which guarantee a minimum protection level for the Brazilians who need it the most. In regards to the management aspects, we must also mention the new social federalism and acknowledge the relevance of defining a new coordinating body, as well as innovative mechanisms to monitor the success of the implementation of such a complex plan.

¹⁷ "Estratégia de Monitoramento Analítico do Plano Brasil sem Miséria e Programas do Ministério do Desenvolvimento Social e Combate à Fome" ("Strategy of Analytical Monitoring of the Brazil without Extreme Poverty Plan and Programs of the Ministry of Social Development and Fight against Hunger"), in 3rd place; and "Plano Brasil sem Miséria, do Ministério do Desenvolvimento Social e Combate à Fome" ("Brazil without Extreme Poverty Plan, of the Ministry of Social Development and Fight against Hunger"), in 4th place. ENAP (2013).

FUTURE AGENDA FOR A BRAZIL WITHOUT EXTREME POVERTY¹⁸

Just as we pointed to the risks of naturalization or the denial of the achieved results, we must point out the opposite risk: that of exacerbated nationalism. The illusion that one of the most unequal countries in the world completed its development phase within a decade and then turned the page on social issues is a false one. The challenges to consolidate a “social state”¹⁹ in Brazil and, thus, a country of rights and opportunities for everyone are still overwhelming.

In order to fight poverty and inequality, it is necessary to renew commitments and set new goals and challenges, as well as review the mechanisms for cross-sectional coordination, monitoring and action. With that in mind, we conclude this chapter with the presentation of the main agendas in which the experience of the Brazil without Extreme Poverty Plan shows that progress is still needed.

Income

We must celebrate the fact that we built mechanisms to ensure that no Brazilian has an income lower than the minimum level established as the extreme poverty line. The progressive increase of such level needs to be a goal in Brazilian public policies. Therefore, it is necessary to maintain mechanisms for the regular updating of the extreme poverty line and the values of the benefits which guarantee a minimum protection for the Brazilian population.

¹⁸ This topic makes extensive use of the rich discussion that took place at the time of the preparation of the basis for the government program of the then-candidate for reelection, Dilma Rousseff.

¹⁹ CASTEL (1998).

Transitory poverty needs to be better understood to accelerate the assistance process of those who, for some reason, fall below the line. Reducing the amount of time it takes to acknowledge such situations and the steps taken to serve the most immediate needs of those citizens is fundamental to reduce the effects of extended exposure to hardship and risks.

The Active Search strategy must be expanded to all dimensions of social policy. Identifying and serving all Brazilians who are in a situation of poverty should be a main focus of the Brazilian state. The universal coverage must be accompanied improvement in the quality of the services rendered. Thus, the goals established in the National Education Plan, combined with the opportunity to increase resources for education and health as a result of the pre-salt layer exploration, are encouraging.

Childhood

It is necessary to start early in order to reduce the deep inequalities still present in the country. The early identification of pregnancy and the increase in the number of pre-natal consultations are essential for the reduction of complications during pregnancy and for the reduction of maternal and infant mortality. The nutritional and multi-vitamin reinforcement, already expanded through Brasil Carinhoso, enables the poorest families to provide to their children a treatment similar to that of richer children in that aspect.

Over the last few years, we made strong progress in the reduction of infant mortality. The Bolsa Família Program, together with the Family Health Strategy, has had a huge success in keeping our children alive²⁰. The commitment is to ensure similar conditions for the integral development in such critical stage that early

20 RASELLA *et al.* (2013).

childhood is, strengthening family and community bases as well as public services focused on child development.

The current generation of Brazilians in early childhood is the first one in history that did not co-exist with the plague of hunger²¹. We must guarantee that it is also the first one with full access to nurseries. Federal, state and municipal governments, organized civil society, entrepreneurs and workers, must sign an agreement in favor of early childhood, with a view towards the extension of the coverage of spaces in nurseries in an equitable manner. We must reduce the difference in access to nurseries due to the income.

The universalization of the registration of children from 4 to 6 years in childhood education, considered for 2016, will allow the extension of the structure to follow-up the attendance of children from the Bolsa Família Program also for such age group. The logic here is not one of inclusion as conditionality of the Program, but one of guarantee of access and follow-up of the path, looking towards the literacy of those children at the right time.

Full-time education must be offered in all poorest territories (schools with a high percentage of children from the Bolsa Família Program) and in the most violent territories of the big urban centers, as a way to reinforce learning and extending alternatives to premature work and illegal activities.

21 The report "The State of Food Insecurity in the World" launched in September 2014 by the Food and Agriculture Organization of the United Nations (FAO) indicated that Brazil left the Hunger Map.

Youth

The transition from primary school to high school acts as a funnel. The poorest and most vulnerable adolescents are generally excluded from the educational system at such a critical moment, or just before then. Increasing education by reducing evasion is a big challenge that the MEC acknowledges and has been tackling.

Increasing incentives for adolescents to enter – and remain – in high school, along with increasing the attractiveness of the educational system, are important steps; as well as the combination of formal education with opportunities to prepare them for the working world. In that regard, the MEC has been working to make progress in the extension process and in improving the quality of the courses offered by Pronatec, making it possible to study and become qualified at the same time.

The anticipation of gaining access to higher education through the increase of spaces in federal institutes and universities plays a very important role in expanding the horizons for adolescents and young people from poor families. Within that context, maintaining and strengthening the University for All Program (Programa Universidade para Todos - Prouni) of the Student Financing Program (Programa de Financiamento Estudantil - Fies), as well as the use of the quota system, is very important for Brazilians who, until quite recently, did not have the chance to even dream about attending university.

For those choosing to join the labor market upon finishing high school, a combined effort involving several areas of governmental action is required to improve the school-work transition. We must expand the range of opportunities: qualification courses, professional guidelines, and incentives. Support for entrepreneurship and associations also need to be available made widely available. Learning and internships must be revised to become more effective mechanisms of inclusion.

For young people who have left school before completing their studies, incentive mechanisms to return to and complete their education must be offered,

with the aim of making up for lost time. The return to school to finish their studies must be accompanied by professional training; expanding opportunities to improve their standards of living.

Meanwhile, the youth agenda cannot be limited to school and work. The atmosphere and sports culture which grew as a result of the legacy of the World Cup and with the anticipation of the Olympic Games should be taken into consideration. Stimulating the practice of sports must be a priority, as well as the democratization of access to culture and incentives for artistic production.

Finally, the struggle against violence must be strengthened, particularly regarding its main victims – young Afro-Brazilian men – based on the lessons of the Juventude Viva Program (Youth Alive Program). It is important for a strategy against violence to be combined with policies for effective awareness among youths regarding the risk of drugs and the prevention of premature pregnancy.

Better professional integration for those who need it the most

The maintenance of an economic growth dynamic is essential for the improvement in the inclusion of the poorest. However, for the better use of the opportunities created by economic dynamism, it is necessary to increase the scale and the quality of different initiatives in course.

The success of Pronatec focused on the audience of the Brazil without Extreme Poverty Plan allows the setting of even more ambitious goals in the field of professional qualification. The current demand exceeds 500 thousand spaces per year. Connecting big works and investments in course in the country with the initiatives for professional qualification must be one of the quality improvement fronts of the action focused on the poorest.

For an even greater qualitative jump in the productive inclusion initiatives it is necessary to strengthen the integration of the educational processes with the

labor intermediation mechanisms, including the implantation of an information system to reduce the costs for the search and recruitment of workers and employers.

The focused productive micro-loan program — Crescer— must be extended to the whole national territory, through public and private banks and the network of microloan operators. Even with recent progresses, such policy is still very focused on the North-East region, and it needs to be better distributed throughout the national territory.

The offer for technical assistance to the owners of small businesses, the incentive to their formalization as individual micro-entrepreneurs, and the support to solidary economy and association initiatives, still have a great growth potential. Meanwhile, the format of such expansion needs to be better discussed.

Increase of opportunities in the field

The experience of the Brazil without Extreme Poverty Plan allows concluding that the rural productive inclusion strategy can transform the reality of the family farmer, even under the most adverse conditions. The guarantee of water for consumption and production, combined with technical assistance, foment resources, supplies (seeds and breeders) and support to sales have surprising effects. Added to that is the expansion of the Garantia-Safra Program, a great instrument to make feasible the co-existence with the drought. All these progresses need to be maintained and strengthened.

The universalization of access to water for consumption must be concluded in the North-East and the action of the Water for All Program must be particularly expanded towards the North and Central-West regions of the country, with technologies adapted for such regions.

Technologies for production water seem to be the priority of the Water for All Program in the future. Technologies for the catchment of rainwater such as underground dams and water tanks must be combined with productive yards that provide consumption food for families and surpluses for income generation.

The integration of the actions of productive inclusion, considering an extensive set of policies (technical assistance, Foment, water for consumption and production, Garantia-Safra, focused productive microloans, public purchases, etc.), must have as purpose goals that are even more ambitious than those of the Brazil without Extreme Poverty Plan. That strategy would have as guide the technical assistance, transformed into a permanent service for the families.

Additionally, access to loans and to the public purchase channels must be extended in all municipalities, using their institutional markets (purchases made by the public power) to make local purchases. The integration of the Food Acquisition Program (PAA) with the National School Feeding Program (PNAE) and the dialogue with the private agents will continue to promote the improvement of the food children consume in schools and the diversification and qualification of the offer to the private market, strengthening local economy.

With the extension of the rural branch of Pronatec, it will be possible to expand the professional qualification and to guarantee that there is coordination between the demand for labor and the qualification of workers, increasing the insertion of qualified professionals also in the field.

The national agenda for decent work must be the guide to overcome the precarious situation of farm journeymen, with the end to degrading and slave work.

The agrarian reform, the regularization of and entitlement to lands are also important instruments of productive and social inclusion and of improvement in the life quality in the field.

It is still necessary for there to be a commitment towards the promotion and improvement of the quality of the services in the field, particularly in the areas of sanitation, housing, water, electric power, health and education. As already noted by the MEC, special attention shall have to be paid to the thousands of rural schools with up to 60 students each.

Management

In the field of management, it is necessary to guarantee the use of the Single Registry as a tool to identify other needs of the individual, in addition to income. Deadlines and updating methods must be reassessed. In addition, mechanisms to improve the quality of the information in the Registry must be perfected with the purpose of consolidating its use so that those in poverty and extreme poverty have access to programs and services such as: Minha Casa Minha Vida, basic sanitation, equipment for public security, sports, culture and entertainment.

Finally, to make the fight against poverty even more effective and for the promotion of inclusive and sustainable development, it is necessary to strengthen the territorial approach in the actions to fight poverty; working in a cross-sectorial way and promoting the participation of different stakeholders in the preparation and the implementation of the strategies which take into account the social, economic and environmental specifics of each territory. The creation of strategies to address the specifics of the indigenous population and traditional peoples and communities – guaranteeing that the set of public policies fully reaches them, overcoming the difficulties related to geographical isolation, ensuring and protecting their territories and livelihoods, and promoting productive and social inclusion actions that respect their culture and society – remains a challenge.

FINAL THOUGHTS

With the end of the implementation of the Brazil without Extreme Poverty Plan approaching, all of the goals initially set were – or are about to be – achieved, and some of them were widely surpassed, as was shown in this chapter and throughout this book. These are results of the great efforts by all parties involved in the Plan, and they must not be construed as a type of development that would naturally take place, one way or another. Because, as was made clear in this publication, they were actually the result of firm political decisions, of excellence in management by the

technical teams and of considerable work in the implementation of the policies; at the federal level as well as state and municipal levels. It is extremely important to acknowledge these results because it signifies, essentially, the strengthening of the inclusion agenda which brought the fight against extreme poverty to the center of the government agenda.

It is quite true that, even with many advances, there is still prejudice regarding the beneficiaries, from the perspective of an alleged dual society: *us*, those who work and contribute versus *them*, those who receive benefits and abuse the system. Such a return to holding the poor accountable for their own situation shows that overcoming poverty can be as difficult as overcoming prejudice. But we will not lose heart because of that, as we know that such division is fictional. We know that the poorest population works, and works very hard, has initiative, and the will to survive. The productive inclusion strategies of the Brazil without Extreme Poverty Plan make it clear that those in poverty do not want charity. What they want are opportunities. And, when they overcome the obstacles, they do so with all their might, despite the adversity.

All this is a reason to be proud, for all of us who implement the strategy to overcome extreme poverty and for Brazil as a whole. There is no doubt that today we live in a better, more just and more equal country. And that we need to, want to and can go much further. We conclude this book by creating a balance which strengthens the commitment to the country we desire to live in: a Brazil with greater equality and opportunities for everyone. We achieved many things, but it is clear that the *end to extreme poverty is just beginning*.

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