

Rodrigo Lira Parente

Contemporary of the

# BOLSA FAMÍLIA PROGRAM:

an analysis in the light of the decentralized-municipal  
management index (IGD-M)



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## Contemporary of the Bolsa Família Program: an analysis in the light of the Decentralized-Municipal Management Index (IGD-M)

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“FIGHT WITH DETERMINATION, EMBRACE  
LIFE WITH PASSION, LOSE WITH CLASS AND  
WIN WITH BOLDNESS, BECAUSE THE WORLD  
BELONGS TO THOSE WHO DARE AND LIFE IS  
TOO MUCH TO BE INSIGNIFICANT.”

CHARLIE CHAPLIN

# HOMAGE

In memory of my father,  
Francisco Cavalcante Parente  
(☆10/01/1944 – 05/22/2015†).

# THANKS

To God, who without him would not  
I would be able to get here.

My mother, my daughter Maya and all Teachers and friends  
who helped me in this achievement.

To ``Caixa Econômica Federal``  
for the incentive and to ``Fundação Getúlio Vargas-RJ``.

Rodrigo Parente's work deserves special attention because it was produced from his master's thesis. It is up to academic research to play the role of providing more accurate analyzes and valid answers on certain topics. Texts based on this basis offer more solid conclusions and oppose hasty judgments based on less rigorous data.

The book focuses on the management model of the Bolsa Família Program, revealing not only its social value, but also highlighting its dimensions of administrative modernity, based on the creation of the Decentralized-Municipal Management Index (IGD-M). Themes proclaimed as of contemporary importance are part of the conclusion, such as decentralization, cooperation between actors, public transparency and social control.

By following the academic path, Rodrigo Parente's work shows methodological and analytical relevance, in addition to a choice of theme of great relevance and opportunity. In addition, the interpretative expositions make the reading, at the same time, pleasant and provocative to the minds of its readers. Worth knowing.

Paulo Roberto Motta

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## ABSTRACT

This book aims to analyze the management model of the Bolsa Família Program (BFP) focusing on one of its main management instruments: the decentralized-Municipal Management Index (IGD-M). Given that the management of the BFP is concentrated in the direct relationship between the Union and the Municipalities, there was a need for the former to establish an index that at the same time managed and supervised the program. From this perspective, it is argued that the IGD-M reflects contemporary characteristics of public management reform. Thus, an analysis was carried out through bibliographical and documentary research, of a qualitative nature, to demonstrate aspects of the current public management resulting from these reforms. The results obtained demonstrate that the IGD-M contributes to: i) greater decentralization of management to municipalities; ii) the development of intersectoriality – which is greater cooperation between the actors involved in the decentralization process; iii) the conditionalities (which refer to the debates between universalization and targeting), giving rise to rules for the groups of beneficiaries; iv) public transparency, which is consistent with the greater publicity of program management; and v) social control, to try to reduce poverty and extreme poverty in the country, with a greater degree of accountability. With the creation of the IGD-M by the Ministry of Social Development and Fight against Hunger (MDS), it was possible to establish a more transparent management of the BFP, since the index refers to different characteristics of contemporary public management, among them the establishment of a tax incentive for municipalities that comply with the rules established by the IGD-M.

**KEYWORDS:** Management, Public Policy, Governorship.

# INTRODUCTION

The public income distribution policy implemented by Federal Law number: 10.836, of January 9, 2004, which gave rise to the Bolsa Família Program (BFP), the result of the unification of several social policies such as ``Bolsa Escola``, ``Bolsa Alimentação``, ``Cartão Alimentação`` and ``Auxílio Gás``, is one of the Brazilian public policies to reduce poverty and inequalities in the transfer of monetary resources to families living in poverty and extreme poverty.

Elaborated in 2003 by the Government of President Lula, the BFP is managed by the Ministry of Social Development and Fight against Hunger (MDS), with an intersectoral and intergovernmental perspective, since it relies on the assistance of the Ministries of Health (MH) and of Education (MEC) for the conception and elaboration of the program, as well as all its state and municipal counterparts for the execution of the same. In addition, the complex network that surrounds the management of the program still has the fundamental support of Caixa Econômica Federal (CEF)<sup>1</sup>, responsible for the bank management of the program, providing opportunities for the inclusion of citizens who benefit from these social policies in the financial system, with the aim of also establishing techniques to improve the response to public demands, in its most different forms of relationship with the financial market and its most diversified products and services.

This research entails a descriptive analysis of possible improvements that may be implemented in the Bolsa Família Program, such as, for example, greater dissemination, publicity and access to information by its beneficiaries and is concentrated in the Decentralized-Municipal Management Index (IGD-M), which corroborates the very fashionable bias of current public management, which is the very federalization or decentralization of management to the municipal level, and therefore, the role of city halls and their social assistance agencies in this process is essential.

In order to reach the problem and objectives of this research, it is necessary to move on to the topic of contextualization of the problem, which, finally, concludes with the question to be answered at the end of this work.

## 1.1. Contextualization of the Problem

With the advent of the democratic rule of law, there is a greater demand from the population for services, goods, rights and with it the need for the government to improve the management of the state machine so that there is greater efficiency in it. This developmentalism – which began during the government of President Getúlio Vargas – evolved with the robustness and improvement of the capitalist system in the country, with the growth of its economy and the maintenance and creation of new laws, as well as the adaptation of many others (LEITE JÚNIOR, 2009).

Some administrative reforms in Brazilian public management, such as that of the 1930s (Era Vargas), basic and modernizing reform of the Ministry of Finance (1962/1966), reform of 1967, corroborated the process of Brazilian redemocratization from the 1980 onwards, making the 1995 reform possible, through the Ministry of Federal Administration and State Reform - MARE (BRESSER, 1998).

According to IPEA (2009), to contextualize economic development, better income distribution, universal access to education, food and health are essential.

According to Dagnino (2009), the efficiency of the government's strategic planning and the purge of government corruption are preponderant factors that contribute to this efficiency. In this perspective, it is relevant to consider that the experience of other countries for the better execution of projects in public management is a valid tool to evaluate and monitor successful plans in the most different societies, often adapted to the culture and Brazilian historical peculiarities (LEITE JÚNIOR, 2009).

Ex post, we intend to answer the following question: to what extent did the Bolsa Família Program management model incorporate concepts inherent to public management reforms from the 1980 onwards?

## 1.2. Goals

The aim of this book is to identify how the IGD-M reflects concepts, ideas, methods and practices associated with public management reform movements since the 1980.

To do so, firstly, it is identified which movements marked Brazilian public management after the 1988 Constitution. This analysis will be carried out through



a literature review that can identify its characteristics.

Secondly, the BFP is analyzed as a public income transfer policy, assuming the hypothesis that such a program was conceived against the backdrop of the historical construction presented above. More precisely, it is considered that the IGD-M, as a management tool, is the mechanism by which the program manages to empirically enable the conduction of these theoretical questions raised. This way, an analysis of the IGD-M was carried out here, from its conception to the composition of indicators, which measure and identify such theoretical aspects.

### **1.3. Delimitation and Relevance of the Study**

The research problem is limited to the management of the BFP, within the scope of the Federal Government as a public policy of income distribution, executed by the CEF. It is not intended, therefore, to address the problems of combating poverty in the country and the different possibilities regarding public policies to face it. It is also not intended to expose the BFP's federative problems.

The focus intended here is only to address the BFP management model, specifically analyzing the IGD-M and its management and inspection characteristics of the program.

It is hoped that this book can contribute to the theme of collaborative governorship, in the country's economic and social development process through the analysis of the IGD-M, thus being able to bring improvements for formulators and executors of public policies to continue to manage the BFP, perhaps in a more efficient way, and may also serve as a reference for other income distribution programs in the country that involve cooperative action between federative entities.

# THEORETICAL REFERENCE

The theoretical framework addressed in the research, presented below, covers two issues: i) the contextualization of Brazilian social problems and ii) a brief analysis of contemporary movements in public management and their characteristics.

## 2.1. Contextualization of Brazilian Social Problems

Based in Sen (2001)<sup>2</sup>, the proposal of the theoretical discussion on the theme of inequality, centered on the question “equality of what?”, it can be seen as prior to any other regarding inequality, bearing in mind that, depending on the answer obtained, the approaches they will serve different purposes and may result in completely different results.

One of the aspects that deserve to be highlighted about the question “equality of what?”, is the fact that it endorses not only the equality of a certain focal variable, but also the inequality in others, due to human diversity – personal and external characteristics – which will focus on that established variable. In this step, Sen (2001) presents different ways of answering the central question, such as equality of primary goods, freedom to perform, accomplishments, capacities and functionings.

In welfare economics, the concept of Pareto efficiency is fundamental, where advantage is seen in terms of individual utility/need, requiring a situation in which no person’s utility can be increased without reducing the utility of another (SEN, 2001).

In the analysis of income inequality, the utility approach, as a means of acquiring well-being, reveals inequality between individuals, because even if they have equal income, the utility for each of them will be different. Individuals generally do not have unanimous preferences or tastes, but rather varied preferences (*Ibid.*)

The poverty identification approach, that is, of average income insufficiency, according to Sen (2001), the poverty line, identifies the amount of poverty in a population. In this sense, poverty is seen as deprivation and, nevertheless, something must be done by society to combat this deficiency, through public policies.

According to Sen (2001), it can be argued that the condition of poverty is not a matter of low well-being, but of the inability to seek well-being precisely because of the lack of economic means. Resources are important for freedom, and income is crucial for avoiding poverty.

Therefore, the diversity of human beings (the fact that we differ from one another in personal characteristics as well as in external circumstances), as well as the plurality of relevant “spaces” in which equality can be evaluated (the multiplicity of variables – incomes, wealth, utilities, freedoms, primary goods, capabilities – which serve respectively as a sphere of comparison). The demands of equality in different spaces do not coincide precisely because human beings are diverse. Equality in one space coexists with substantial inequalities in others (SEN, 2001).

According to Medeiros (2004), the concentration of income in Brazil began in the 1980, being consolidated in the 1990. packages and belts that are protective and reactive to the effects of macroeconomic policies and the structural changes now underway, and must constitute proactive strategies aimed at reducing poverty and disparities in income distribution.

Among the various factors pointed out in the empirical analyzes on the differences in the degree of income concentration, schooling assumes ample predominance. In the neoclassical theory of distribution there is the principle of substitution of production factors. Its operation guarantees the existence of an inverse relationship between the quantity of a factor, that is, its relative scarcity, and its remuneration – the marginal productivity (*Ibid*).

In human capital theory, the unit of distribution is individuals and their remuneration; and this remuneration is determined by the qualifications and skills accumulated throughout their life, acquired through their formal education and specific training for their work (MEDEIROS, 2004).

Market imperfections (such as those typically associated with developing countries) prevent the distribution of desired and actual education from developing in a balanced way, forcibly raising the rate of return on human capital investments, and opening an unwanted income gap (*Ibid.*).

In Keynesian/structuralist theory, the distribution of labor income is influenced by the size of firms, and by asymmetries in growth paths between firms and sectors. Naturally, wage differentials will be greater the slower the pace of global demand and the more deregulated the labor market (*Ibid.*).

According to Medeiros (2004), from the point of view of an income distribution policy, the objective is to reduce inequalities in a higher employment-salary configuration. This configuration depends on the persistence of economic growth and on the increase in the productivity of the technologically more backward sectors, in order to reduce the differences in productivity between sectors and firms.

Table 1: Evolution of personal income distribution in Brazil

Income Strata	1960	1970	1980	1990	1999
20% lower	3,9	3,4	3	2,11	2,34
30% following	13,5	11,5	9,7	9,24	10,21
50% poorer	17,4	14,9	12,7	11,35	12,55
40% subsequent	43	38,4	36,3	37,7	34,9
10% superior	39,6	46,7	51	49,5	47,45
1% superior	12,1	14,6	18,2	13,8	13,31
Gini	0,5	0,568	0,59	0,616	0,596
10% richest/50% poorest	2,27	3,13	4,01	4,36	3,78
1% richest / 20% poorest	3,1	4,29	6,06	6,54	5,68

Source: Demographic censuses 1960, 1970, 1980, 1990, PNAD 1999. Extracted from IPEA (2009).

Table 1 shows the evolution of personal income distribution in Brazil between 1960 and 1999. As previously mentioned, we can see that income concentration intensified in the 1980, consolidating itself in the 1990.

According to IPEA (2009), citing Michel and Silva (2005), either because of the international risk aversion environment of emerging countries, or because of the energy crisis (2001), or because of uncertainty about the victory of a left-wing candidate in the 2002 presidential elections, it was verified that all these events were reflected in pressures on the exchange rate, with evident reflections on the behavior of the inflation rate, forcing the monetary authority to use the interest rate to try to reach the target stipulated for the index. Evidently, the main cost of this decision was to prevent the Brazilian economy from living with GDP growth rates compatible with the need to improve income distribution and social inequality.

Bolsa Família is cited by some authors as one of the determinants of the drop-in income inequality in Brazil. Barros *et al.* (2010) demonstrate that a large part of the reduction in inequality analyzed for the period 2001-2007 was due to

changes in non-work income. In a recent report, the then interim chief minister of the Secretariat for Strategic Affairs of the Presidency of the Republic SAE/PR and then president of the Institute for Applied Economic Research (IPEA), Marcelo Neri<sup>3</sup>, stated that the most important factors for the 70% reduction in the poverty that occurred in the last 11 years were, firstly, changes in income from work and, secondly, the effects of the BFP.

Spending on these social programs usually heavily benefits the poorest people, who tend to spend their income completely. According to the Institute of Applied Economic Research (IPEA, 2011), for every 1% increase in BFP spending, family income grows by 2.25%, generating more economic benefits than its cost. In terms of GDP, each R\$1.00 spent generates an increase of R\$1.44 in this stock. It is also stated that the BFP contributed strongly to the reduction of inequality, representing a drop of 2.15% in the stylized Gini index<sup>4</sup>. With an average reduction of 1.3% per year in the Gini index between 2003 and 2008, progressive social spending seems to have contributed substantially to income deconcentration.

## **2.2. Contemporary Public Management Movements**

The idea of this section is to analyze the characteristics of public management reforms and the Brazilian experience since the 1980s.

The New Public Management movement, also known as Managerialism, began in the late 1970s and early 1980s. Its first practitioners emerged in the UK under Prime Minister Margaret Thatcher and in US city governments (for example, Sunnyvale, California) that had suffered most heavily from economic downturns and tax upheavals. Then the governments of New Zealand and Australia joined the movement. The success of some measures has placed NPM on the administrative reform agendas of most OECD countries and other nations as well (OECD, 1995). It was only later that academics identified the common features of these reforms and organized them under the New Public Management label (GRUENING, 2001).

According to Bresser Pereira (1998), after the great crisis of the 1980s, a new state was built in Brazil in the 1990s. According to this author, this new State would be the result of profound reforms. These reforms would enable the state to perform functions that the market was not able to perform. The objective would be to build a State that responds to the needs of its citizens. A democratic state

in which politicians would be able to hold bureaucrats to account for performance and bureaucrats would be required by law to account to them; and where voters could demand accountability for performance from politicians and these would be obliged by law to account to them, referring, therefore, to governorship. For this, these movements are essential for political reform, which gives greater legitimacy to governments, fiscal adjustment, privatization, deregulation and administrative reform that offers the means to obtain good governorship.

According to Abrucio (2007), an overview of the paths of Brazilian public management since its re-democratization, through the enactment of the 1988 Constitution, was evidenced by a series of innovative actions that were not limited to specific government periods. Its impacts, however, were fragmented and dispersed, without being any less important. Highlight here must be given to some movements, as cited by this author. The most important movement was built around the fiscal issue. He made several advances, some intertwined with the constituent agenda and others with the Bresser proposal. Its corollary was the approval of the Fiscal Responsibility Law. According to that author, this coalition brought enormous economic gains to the Brazilian State, but it was not so successful in terms of effectiveness (doing more with less). The efficiency agenda, according to this author, will require public management actions, something whose importance economists, the majority members of this group, have not yet understood. To do so, they will have to better understand the mechanisms of the new public management.

State and, mainly, municipal governments have introduced several innovations in the field of public policies: greater social participation, more agile actions, and, in the specific case of the states, the expansion of integrated service centers, one of the greatest revolutions in Brazilian public administration. contemporary. Even so, there is enormous heterogeneity between these levels of government, with a large portion of them still linked to the traditional bureaucratic model or, worse, to patrimonial forms — or, even, to a strange but common mixture of both models (*Ibid.*)

According to Abrucio (2007), there were also several innovations in public policies, particularly those linked to the social area. Evaluation mechanisms, forms of administrative and financial coordination, advances in social control, programs geared to the local reality and, to a lesser extent, intersectoral actions appear as

a novelty. Health, education and water resources are the areas undergoing the greatest transformation. It is good to remember that one of the most interesting policies in the social area, the minimum income programs coupled with instruments that create citizen capacity, had their origin in subnational governments and not in the Union.

Perhaps the most significant reformist action in Brazilian public management, according to Abrucio (2007), has been electronic government (e-government). Driven by the experience of the state government of São Paulo, it spread to other states, capitals and the federal government. Its spread is impressive. Its results are excellent in terms of information organization. Most importantly, information technology has led to lower costs as well as increased transparency in government procurement, reducing the potential for corruption. The point at which there has been less progress in e-government is precisely in greater interactivity with citizens, in favor of greater accountability.

One of the characteristics of contemporary public management, decentralization, has been one of the axes of the recent process of reform of Brazilian social policies, although the pace and scope of this process have varied according to each area of social policy (SENNA *et al.*, 2007). From this perspective, it must be noted that decentralization led to an increase in the autonomy of subnational government instances, favored the expansion of spaces for participation and the emergence of innovative experiences in relation to social programs (Arretche, 2000; Souza; Carvalho, 1999). At the same time, they recognize that the existing inequalities in Brazil are also reflected in profound differences in the financial, political and administrative conditions of states and municipalities, affecting their ability to respond to the needs of the population and the new roles assigned to them. In this sense, perhaps one of the biggest obstacles is the persistence of a strongly competitive intergovernmental relationship logic, to the detriment of cooperative interactions (SENNA *et al.*, 2007).

For Paula (2007), Social or Societal Management would be at the basis of a demand, throughout the 1990s, for a broader political project for the State and society, which would include the following elements: a) a new development model for Brazil to face the crisis of national-developmentalism; b) a proposal for the reorganization of the state apparatus; and, c) an alternative vision of public management to managerialism. This author's summary table on the main

differences between Social Management and Managerialism can be seen below:

# I. Summary table by Paula (2004) on the main differences between Social Management and Managerialism

Table 1 - Variable observed when comparing the models

	MANAGERIAL PUBLIC ADMINISTRATION	CORPORATE PUBLIC ADMINISTRATION
Origin	International movement for state reform, which began in the 1980s and is based mainly on the British and American models	Brazilian social movements, which began in the 1960s and unfolded in the following three decades
Political Project	It emphasizes administrative efficiency and is based on structural adjustment, recommendations from international multilateral organizations and the managerialist movement	It emphasizes social participation and seeks to structure a political project that rethinks the Brazilian development model, the structure of the state apparatus and the management paradigm
Structural dimensions emphasized in management	Economic-financial and institutional-administrative dimensions	Sociopolitical dimension
Administrative organization of the state apparatus	Separation between exclusive and non-exclusive activities of the State at the three levels of government	There is no proposal for the organization of the State apparatus and it emphasizes local initiatives of organization and public management.
Opening of political institutions to social participation	Participatory at the level of discourse, but centralizing with regard to the decision-making process, the organization of political institutions and the construction of popular participation channels	Participatory at the level of institutions, emphasizing the development of structures and channels that enable popular participation
Management approach	Managerialism: emphasizes adapting managerial recommendations to the public sector	Social management: emphasizes the development of management experiences focused on the demands of the target audience, including cultural and participatory issues

Source: Paula (2004).

According to Senna *et al.* (2007), the course of the decentralization process in the social area presents different rhythms both with regard to the transfer of responsibilities to states and municipalities and to the various sectoral social policies. One of the consequences of this process is that the areas that made the most progress towards decentralization are now faced with structural limits



of Brazilian society that, despite the achievements made, require intersectoral confrontation, through the formation of a social protection network. Indeed, the formulation of social policies with this conception was not the keynote of the post-constituent reform and only recently has the challenge of intersectoriality been addressed in a more concrete way, occupying a prominent place in the debate agenda of the social area of the Federal Government.

This process of decentralization or federalization, according to Bresser (2008), comes with the new public administration and differs from bureaucratic public administration by following the principles of managerialism. To achieve its objectives, the new management model, which serves as a reference for the three government levels – federal, state and municipal – must emphasize professionalization and the use of private sector management practices.

However, as stated by Senna *et al.* (2007), the lack of clarity in the definition of strategies for implementing intersectoriality, demonstrate how fragile the mechanisms of induction by the Federal Government are. In reality, efficient dialogue channels between the different sectors of government in the three political-administrative spheres have not yet been built.

We saw earlier that decentralization is directly related to intersectionality. Senna *et al.* (2007), quoting Andrade (2006), warn that the task of promoting intersectoriality is quite audacious, but important and necessarily involves the creative construction of a new object of intervention common to the different sectors of the State that deal with the social question. It is clear, therefore, that the strong point of the proposal for intersectoriality is the possibility of building a vision of the complexity of the problems, having as a requirement the contribution of different sectoral accumulations, surpassing proposals that translate into the mere overlapping of sectoral actions.

The states, in addition to their fundamental role in supporting the municipalities located in their territory, also stand out as articulators and promoters of intersectoriality, through training for intersectoral management and offering actions aimed at professional qualification or regional development (CURRARELO, *et al.*, 2011).

For Currarelo *et al.* (2011), intersectoriality can cause changes in the institutional arrangement of public policies, in order to affect the respective federative implementation arrangement, in addition to demanding greater

coordination capacity. For these authors (Bronzo, 2007, p. 19):

“The logic of sectorality is expressed not only in the organizational culture, structured in secretariats and specialized programs, but also in the mechanisms for allocating resources and information systems. The lack of shared information systems constitutes another important obstacle to the development of intersectoral management.”

Although in its traditional form the budget can make intersectoral management difficult, under a new format the budget can act as a potentiating mechanism of intersectorality, to the extent that joint guidelines are materialized in plans and budgets, which is not, however, exempt from difficulties, since the dispute for resources and power rarely occurs without friction and wear (CURRARELO, *et al.*, 2011).

Regarding the focus of public policies and services, the first aspect to be highlighted is that, although recent legislation is clear regarding the role of the three levels of government in the implementation of conditionalities, it is on the municipality that most of the responsibilities for supplying public services fall. services and monitoring the compliance with obligations of beneficiary families (SENNA *et al.*, 2007).

Legislation preserves families from any sanction only when it is proven that compliance with conditionalities has been impaired due to problems related to the provision of services by municipalities. Considering that it is the prerogative of the municipalities to keep the information system up-to-date and offer services related to conditionalities, one can imagine that numerous problems related to the different financial and managerial capacities of the municipalities will interfere with the fulfillment of such requests. Thus, one cannot fail to raise the possibility that families are punished due to the inability of many municipalities to keep up to date the transfer of information to the MDS (SENNA *et al.*, 2007).

According to Currallero *et al.* (2011), in terms of coordination, intersectorality in the management of conditionalities is facilitated by the explicit mandate of the federal legislation for the Ministries involved. There is even a certain consensus around the principle that income transfer enhances and gives synergy to actions developed by the areas of health (combating malnutrition, infant mortality and maternal mortality; promotion of women's health), education (combating evasion and school dropout, greater participation of parents in their children's school life) and social assistance (reduction of vulnerabilities and strengthening of bonds and

social promotion).

With New Public Management (NPM), the emphasis shifted to focusing, because, since you don't have enough resources to do everything you need, you have to give priorities to make public policies more efficiently. and focused on a part of society that is demonstrably in need of social protection.

It bets on the efficiency of social control and delegates the formulation of public policies to bureaucrats: the monopoly of decisions was granted to the secretariats that formulate public policies and the execution, attributed to the executive secretariats, to third parties or to social organizations, according to the character of the activity. In general, the government of the social-liberal alliance separated the technical groups from the political system, engaging them in programs controlled by the Presidency itself (ABRUCIO, 2006).

Paula (2004) maintains that managerialism and social management coexist in the Brazilian State. Social control is idealized, as there are no mechanisms for this control to occur, nor the expected transparency. Another sign of the character of social participation in the governmental structure and dynamics of the managerial aspect is the emphasis on the engagement of the public bureaucracy itself or the staff of social organizations in the management process. The structure and dynamics of the post-reform State apparatus do not indicate the channels that would allow the infiltration of popular demands.

Regarding the guarantee of transparency and access to information, as previously mentioned, the Federal Constitution of 1988, as defined in articles 5 and 37, describes:

"Article 5º. XXXIII - everyone has the right to receive from public bodies information of their particular interest, or of collective or general interest, which will be provided within the term of the law, under penalty of liability, except for those whose secrecy is essential to the security of society and the State."

"Article 37. The direct and indirect public administration of any of the Powers of the Union, the States, the Federal District and the Municipalities shall obey the principles of legality, impersonality, morality, publicity and efficiency, and also the following: (Wording given by Constitutional Amendment number: 19, of 1998) [...] § 3 The law shall regulate the forms of user participation in direct and indirect public administration, regulating in particular: (Wording provided by Constitutional Amendment number: 19, of 1998)[...] II - user access to administrative records and information on government acts, subject to the provisions of article 5, X and XXXIII."

According to Garces *et al.* (2002, p. 71): “Transparency for society and the strengthening of social control are important contributions of the program management model. These conquests can be expanded with the more intense use of the program and its results as instruments of dialogue between the government and society. The program thus becomes the ideal reference for public discussion on the results achieved and the necessary improvements for its continuous improvement. It allows, at the same time, to establish a relationship of co-responsibility between the community and the State, to ensure social transformation, a crucial measure in view of the fiscal difficulties and the size of the challenges of a developing country”.

For Abrucio (2007), electronic government would be the instrument with the greatest potential to increase government efficiency in Brazil. Much progress has already been made in this field, which guarantees a foundation for the continuity of actions. But there are still several areas of the State that have not been “illuminated” by the so-called e-government, particularly the “government notary offices”, which are bodies that are averse to transparency/accountability and any public control. It is necessary to use e-government, moreover, at points where it is already present, as is the case of public tenders, which must be predominantly based on electronic purchases. However, it is not enough to make the moment of choosing suppliers or executors of public services more transparent. It is also necessary to allow monitoring, in real time, of the execution of such expenses.

## "BOLSA FAMÍLIA" PROGRAM AND THE DECENTRALIZED-MUNICIPAL MANAGEMENT INDEX (IGD-M)

Bolsa Família is a Federal Government program aimed at conditional income transfer actions, established by the Federal Government in October 2003, through Provisional Measure number 132. Subsequently created by law number: 10,836 of January 9, 2004 and regulated by decree number: 5,209 of September 17, 2004. This program is managed by the Ministry of Social Development and Fight against Hunger.

The program unified the management and execution procedures of income transfer actions, such as the programs: ``Fome zero``, ``Bolsa escola``, Cash assistance to buy gas, Food Stamps, Food Grant, among others. The four types of benefits that make up the income and profile of families can be seen in Annex I, part 8.

Due to the focal characteristics of the program, beneficiary families only receive the established amount if they meet the following requirements (CEF, 2010):

- in the case of pregnant women, attendance at prenatal consultations, according to the schedule recommended by the Ministry of Health (MH);
- participation in educational activities offered by the Ministry of Health on breastfeeding and healthy eating, in the case of inclusion of nursing mothers;
- keep up-to-date vaccination cards for children between 0 and 6 years of age;
- guarantee a minimum attendance of 85% in school for children and adolescents between 6 and 15 years of age;
- guarantee a minimum attendance of 75% in school for adolescents aged 16 and 17;
- participate, when appropriate, in adult literacy programs.

By the federative division of the program, due to its capillarity, it is up to the municipal governments to carry out the registration of these families, through the Single Register of Social Programs of the Federal Government (CadÚnico), provided that the family seeks the sector responsible for Bolsa Família in their municipality. After registration, the selection of families able to receive the benefit

by the Ministry of health is made, based on the data entered by the municipalities in the CadÚnico. The selection, carried out monthly, has as main criterion the per capita income of the family, which is regulated by Ordinance GM/MDS (Ministry of Social Development and Fight against Hunger) number: 341 of October 7, 2008.

Created in April 2006, the Decentralized-Municipal Management Index (IGD-M), according to MDS (2012), has contributed significantly to improving the municipal management of the BFP, both in actions to register families and in monitoring conditionalities, articulating complementary actions and supporting the program's social control.

The IGD-M, according to MDS (2012), represents an important strategy adopted to support and encourage federal entities to invest in improving the management of BFP and CadÚnico. This index evaluates management in its fundamental aspects, offering financial support to those municipalities according to their performance.

The index reflects an instrument for promoting and strengthening the intersectoral management of the BFP. It corresponds to a way of assessing registration coverage, the quality of CadÚnico management and the quality and integrity of information on monitoring conditionalities in the areas of education and health<sup>5</sup> (MDS, 2012).

In other words, the IGD-M serves both to measure the quality of the actions undertaken, reflecting the performance of each municipal administration, and to encourage them to obtain qualitative results and also to compose the basis for calculating the amount of resources that each municipality must receive financial support <sup>6</sup> (MDS, 2012).

The logic of the IGD-M, according to MDS (2012), differs from other possible ways of disciplining the transfer of financial resources, such as agreements. In them, resources are consigned and lack accountability to the originating body. In the IGD-M, the transfer of resources is understood as a right achieved by the municipalities that carried out the actions and reached the minimum rates established in the current legislation. Accountability, in this case, must be carried out at the local level, to the Municipal Council of Social Assistance (CMAS). This logic was institutionalized by Law number: 10.836, of January 9, 2004,<sup>7</sup> what made the IGD-M <sup>8</sup> a mandatory transfer from the Union to federal entities that voluntarily adhere to the BFP, provided they reach established minimum rates (MDS, 2012).

It also contributes to the municipalities and the DF seeking, according to MDS (2012), to continuously improve the management of the BFP and CadÚnico, executing with quality and efficiency the actions expressed in the Decree <sup>9</sup> number: 5209, of September 17, 2004, and in the Ordinance <sup>10</sup> MDS/GM number: 754 of October 20, 2010 (these actions can be seen in Annex II, part 8).

According to the MDS (2012), the National Secretariat for Income and Citizenship (SENARC) began to prepare studies to build a financial and budgetary support mechanism based on indicators of BFP and CadÚnico management. The idea was to value municipalities with management quality and encourage others to always achieve better local management indicators.

The IGD-M came, in short, to address the lack of quality assessment in the management of the BFP and CadÚnico, considering as criteria: the validity and updating of registrations, as well as the monitoring of health and education conditionalities (*Ibid.*).

This attribution requires a high capacity for intersectoral articulation, mainly with the municipal secretariats of social assistance, education, health, labor and income, planning (or similar ones), as well as with the State Coordination of the BFP, which can provide guidance on regional specificities.

The creation and objectives of the index are included in Law number: 10.836, of January 9, 2004, article 8, "The execution and management of the Bolsa Família Program are public and governmental and will be carried out in a decentralized manner, by through the combination of efforts between the federated entities, observing intersectoriality, community participation and social control."

In the Federal Constitution of 1988, which structures the Income Transfer Policy in Brazil, it is evident that the success of an initiative such as the BFP depends greatly on the volume of efforts and the performance of decentralized management and articulated in an intersectoral way, of all the entities involved in the process. And it is in the concrete territory of cities, neighborhoods and communities that a social public policy like this is carried out. Thus, taking a look at the quality of management of any program of this nature must go through the concern with the quality of local management (MDS, 2012).

Resources are transferred to municipalities and the Federal District (DF) directly from the National Social Assistance Fund (FNAS) to the Municipal Social Assistance Fund (FMAS) and to the Social Assistance Fund of the Federal District

(FAS/DF), respectively. Resources are transferred from the FNAS to the FMAS, pursuant to article 8, of Law number: 10.836, of January 9, 2004, <sup>11</sup> in “bottom-to-bottom” mode (*Ibid.*).

Deposits are made in a current account opened by the National Social Assistance Fund (FNAS) at Banco do Brasil (BB) especially for the purpose of financial execution of activities linked to the decentralized management of the BFP and CadÚnico (*Ibid.*).

According to the MDS (2012), the municipalities and the DF have the autonomy to choose between the actions aimed at the BFP and the CadÚnico, in which the resources must be applied, whether in the sense of monitoring compliance with conditionalities; administer benefits; monitor beneficiary families; register and update CadÚnico data; articulate complementary actions; inspect the BFP and CadÚnico; and to strengthen BFP’s Social Control, supporting the work of the Social Control Instances (SCI), as established by Ordinance MDS/GM number: 754, of October 20, 2010, among others.

Surveys carried out by the National Secretariat for Income and Citizenship (SENARC) between 2006 and 2008 showed that the IGD-M significantly contributed to improving the management of BFP and CadÚnico in municipalities. This instrument for transferring resources encourages the search for quality management by municipalities (including the DF) that register families, manage their benefits and monitor compliance with conditionalities, the states that coordinate actions and provide technical support to municipalities in their territories, and the Federal Government, which coordinates the Income Transfer Policy in Brazil (MDS, 2012).

According to the MDS (2012), it is possible to observe that the transfer of financial resources to support the management of the BFP and CadÚnico, through the IGD-M, has achieved the objectives of contributing to the improvement of the program’s operating conditions in all areas. spheres. It has also had repercussions on gains in meeting the demands of BFP beneficiary families, becoming a highly relevant factor for achieving the objectives proposed by the “Brasil Sem Miséria” Plan (BSM), launched in 2011, especially with regard to the effort to find extremely poor families that are still outside the network of protection and social promotion and other actions of the public power.

The IGD-M, according to the MDS (2012), contributes to municipalities seeking, on an ongoing basis, to improve the management of the BFP and



CadÚnico, executing with quality and efficiency the actions expressed in Decree number: 5.209, of September 17 from 2004,<sup>12</sup> and in Ordinance MDS/GM number: 754, of October 20, 2010<sup>13</sup> (which can be seen in Annex II, part 8).

It is important to remember that the realization of the expense is linked to the receipt of the resource. The budget is the legislative authorization to carry out the expenditure within the limits of the financial resources received.

According to Law number: 4.320/64, article 60, it is prohibited to make expenses without prior commitment. Thus, the inclusion of IGD-M resources in the municipal budget is mandatory. Without this, the expense has no legitimacy, that is, it is not configured as a public expense and the municipal manager can be held responsible for disrespecting the law (MDS, 2012).

All expenses related to the transferred federal resource must be carried out in accordance with the legal requirements required for any other public administration expense (processing, commitment, settlement and payment), maintaining the respective administrative and fiscal documentation for the minimum legal period required (*Ibid.*).

The IGD-M can be synthesized, as in the flowchart below:

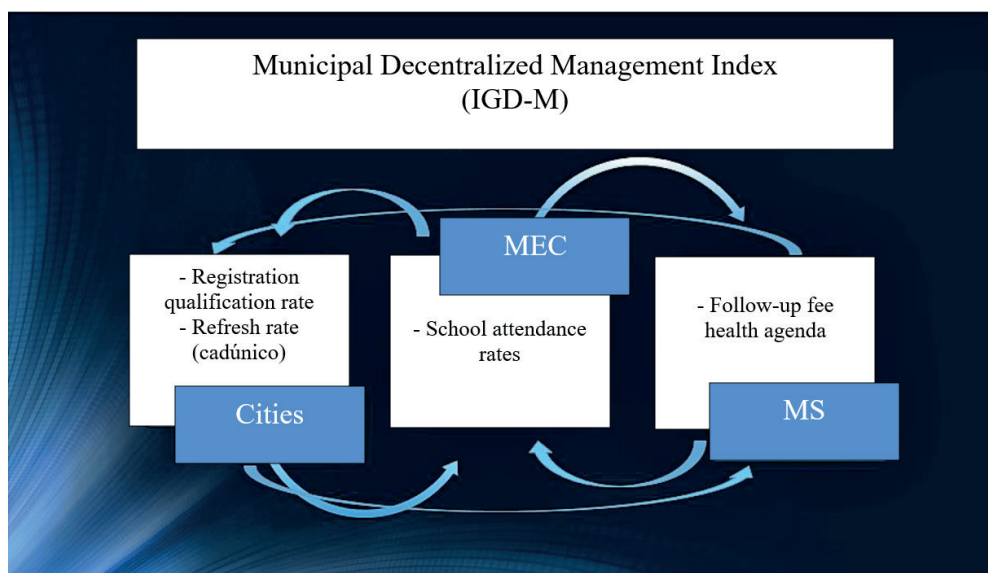


Figure 1 – IGD-M explanatory flowchart Source: Own elaboration.

Source: Own elaboration.

## METHODOLOGY

The method used for the development of the research was entirely based on the case study (YIN, 2009). For this author, the case study is an empirical investigation of a contemporary phenomenon, within its real-life context, especially when the boundaries between phenomenon and context are not clearly defined.

According to Yin (2009), the case study faces a technically unique situation in which there will be more variables of interest than data points and the results are based on several sources of evidence. Another result is that this would benefit the prior development of theoretical propositions to conduct data collection and analysis.

Following the guidelines discussed above, the data collection used books, publications on the subjects addressed, theses and dissertations, consultations in libraries, as well as material available on the internet through the data dissemination sites made available by the Ministry of Social Development and Combat to Hunger (MDS) and Caixa Econômica Federal (CEF).

To respond to the problem of descriptive research, concepts, ideas, practices and methods were related to public management reform movements since the 1980 and were grouped into five major categories. The IGD-M characteristics were then analyzed in light of these categories, as summarized in Table 2, part 5, below.

The limitations related to time, costs and operational difficulties did not allow reaching relevant sources to conduct interviews and, therefore, establish a greater range of information, as would be desirable.

## DATA ANALYSIS

This section aims to relate the IGD-M and a set of categories extracted from the literature on the public management reform movement called New Public Management (NPM): decentralization (federalism); intersectionality; conditionalities (universalism versus targeting); social control and public transparency.

This relationship is shown in Table 2, below, and the elements related to the IGD-M are explained in Annex III, in part 8.

	<b>TCQC + TAC + TAFE + TAAS / 4</b>	<b>Adherence to the SUS (Unified Health System)</b>	<b>Proof of expenses</b>	<b>Approval of expenses (CMAS)</b>
<b>Decentralization</b>	<ul style="list-style-type: none"> <li>- CadÚnico</li> <li>- number: of families</li> <li>- Counties</li> </ul>	<ul style="list-style-type: none"> <li>- adherence to the computerized system</li> </ul>	<ul style="list-style-type: none"> <li>- municipal manager</li> <li>- revenue generation</li> </ul>	<ul style="list-style-type: none"> <li>- oversight</li> <li>- SuasWeb (MDS)</li> </ul>
<b>Intersectoriality</b>	<ul style="list-style-type: none"> <li>- MH and MEC</li> <li>- schools and SUS</li> </ul>	<ul style="list-style-type: none"> <li>- no communication between systems</li> </ul>	<ul style="list-style-type: none"> <li>- intermitent</li> </ul>	<ul style="list-style-type: none"> <li>- Union inspection in municipalities</li> </ul>
<b>Universalization vs. Focusing</b>	<ul style="list-style-type: none"> <li>- conditionalities</li> <li>- expense control</li> </ul>	<ul style="list-style-type: none"> <li>- indeterminate</li> </ul>	<ul style="list-style-type: none"> <li>- focusing</li> <li>- discretion</li> </ul>	<ul style="list-style-type: none"> <li>- focusing</li> <li>- discretion</li> </ul>
<b>Social Control</b>	<ul style="list-style-type: none"> <li>- updated of register</li> <li>- entrance and exit</li> </ul>	<ul style="list-style-type: none"> <li>- information generated in the system</li> </ul>	<ul style="list-style-type: none"> <li>- investments</li> <li>- assistance</li> <li>- development</li> </ul>	<ul style="list-style-type: none"> <li>- investments</li> <li>- assistance</li> </ul>
<b>Public Transparency</b>	<ul style="list-style-type: none"> <li>- e- government</li> <li>- official websites</li> </ul>	<ul style="list-style-type: none"> <li>- lack of cooperation/ intersectionality</li> </ul>	<ul style="list-style-type: none"> <li>- no quality publicity</li> </ul>	<ul style="list-style-type: none"> <li>- poor publicity</li> </ul>

Table 2 – Matrix of characteristics of the Decentralized-Municipal Management Index (IGD-M)

Source: Own elaboration.

With regard to the IGD-M (horizontal part of the matrix), note that the first factor, which deals with the simple arithmetic mean of the four rates analyzed (formula in Annex III, part 8), which are: Rate of Qualified Coverage of Registrations (TCQC); Registration Update Fee (TAC); School Attendance Monitoring Rate (TAFE) and Health Schedule Monitoring Rate (TAAS), measures all analyzed NPM categories.

Regarding the second factor, which is adherence to the Unified Social Assistance System (Suas) – a system referring to a computerized database, thus

having characteristics of e-government –, this reflects, as will be analyzed later, only the characteristics of decentralization and social control.

As for factor III, which aims to inform the proof of expenditure of IGD-M resources, only the categories intersectorality and public transparency are not observed.

Finally, the fourth factor – which is the information on the total approval of proof of expenditure on IGD-M resources by the Municipal Social Assistance Council (CMAS) – public transparency is also not observed, as in the last two factors.

The reference characteristics of public management (vertical part of the matrix) will be analyzed below.

### 5.1. Decentralization

As seen in Sen (2001), the condition of poverty is not a matter of low well-being, but the inability to seek well-being precisely because of the lack of economic means. Resources are important for freedom, and income is crucial for avoiding poverty. And, according to Medeiros (2004) – consubstantiating Sen's idea –, continued economic growth has a clear favorable effect on reducing absolute poverty, but an uncertain and unpredictable effect on income distribution.

In the view of the authors discussed, after the clash between Societal and Managerialism, the decentralization movements, as observed by Senna *et al.* (2007), led to an increase in the autonomy of subnational government instances, favored the expansion of spaces for participation and the emergence of innovative experiences in relation to social programs. At the same time, they recognized that the existing inequalities in Brazil are also reflected in profound differences in the financial, political and administrative conditions of states and municipalities, affecting their ability to respond to the needs of the population and the new roles assigned to them.

In the case of the BFP, the Federal Government has emphasized shared management involving the three government levels, which suggests greater intersectorality. The use of CadÚnico avoids disparities in information, while the signing of terms of cooperation between the MDS, states and municipalities for the implementation of the program and the possibility of complementing, by subnational entities, the financial resources transferred to beneficiary families are highlighted

aspects by BFP formulators as important strategies to encourage adherence to the Program and intergovernmental cooperation (SENNA *et al.*, 2007).

Although the Federal Government has, until recently, privileged the induction of the decentralizing process, it can be said that the conception present in the BFP represents a certain concern in taking a step forward in facing the fragmentation of State intervention in the social area (SENNA *et al.*, 2007).

## 5.2. Intersectoriality

According to MDS (2012), some means of strengthening intersectoriality would be:

- Sensitize the mayor, municipal secretaries and other people responsible for public policies in education, health and social assistance on the BFP, in order to implement the understanding and the degree of responsibility in the management of the Program;
- Promote decentralized events with the participation of technicians from the areas of social assistance, education and health;
- Develop strategies and implement practices to introduce and strengthen the culture of intersectoriality and transversality;
- Develop strategies with the Municipal Department of Education to monitor school attendance, in order to always obtain results greater than 0.75, at least;
- Develop strategies with the Municipal Health Department to monitor the health agenda, in order to always obtain results greater than 0.60, at least;
- Develop strategies together with the Municipal Secretariat of Social Assistance (or correlated) to act in the active search for families, aiming to reach 100% of qualified coverage of registrations and registration updating, without ever falling below 80%;
- Elaborate joint strategies between the areas of social assistance, education and health, with the purpose of analyzing the results of monitoring conditionalities and guiding actions in places, generally difficult to access, where families in situations of vulnerability and social risk are concentrated for that integrated actions are directed towards them.

Indeed, in the literature that deals with the recent process of decentralization of social policies in Brazil, the study by Arretche (2000) stands out, noting that, in general, Brazilian municipalities still have many weaknesses in the provision

of education and social services. health, compromising the implementation process of BFP conditionalities. Another element highlighted by the author is that, although the municipality signs a term of adhesion to the program committing itself to adequately offer the basic services provided for in the conditionalities, the legislation does not provide for actions of accountability and punishment for defaulting municipalities.

Thus, according to Senna *et al.* (2007), it is on the families that the responsibility for complying with conditionalities falls almost exclusively. Furthermore, it is necessary to consider that the perspective of social inclusion to Bolsa Família is also anchored in the offer of complementary programs (such as programs of job and income generation, professionalizing courses, microcredit, purchase of agricultural production, workshops of 'entrepreneurship' and support solidarity economy initiatives, among others) which, in theory, must be implemented cooperatively between the different levels of government and based on the intersectoriality of actions.

### 5.3. Universalism vs. Focusing

Following the trajectory of income transfer programs in Brazil, according to Senna *et al.* (2007), the BFP defines the fulfillment of some conditionalities related to the areas of health and education. The expectation, according to the explicit justification in the legislation and official documents of the Program, according to these authors, is that the fulfillment of conditionalities both facilitates the access and insertion of the poor population in basic social services and favors the interruption of the cycle of reproduction of poverty, thus configuring a kind of 'output port' for the program.

According to these authors, the legislation that defines the management of monitoring the conditionalities of the Bolsa Família Program is very detailed. Here, it is worth mentioning that the Ordinances that deal with the subject were published after complaints<sup>14</sup> from the mainstream press regarding the conduct of actions to control the counterparts and the focus of the program (SENNA *et al.*, 2007).

According to Senna *et al.* (2007), the main controversy surrounding BFP conditionalities appears, on the one hand, in the recognition that they have the potential to pressure demand on education and health services, which, in a way,

may represent an opportunity unique in expanding the access of an important contingent of the population to the supply circuits of social services. But, on the other hand – Senna *et al.*, (2007), citing Lavinias (2004) – when the fulfillment of obligations is required as a condition for the exercise of a social right, the very principles of citizenship may be threatened.

With the obligation to maintain conditionalities, many families that belong to the benefit profile, unable to even reach a health center, or even send their children to school, due, for example, to access difficulties (as means of transport, for example), despite needing the benefit, would be limited due to the requirements.

For the creators of Bolsa Família, according to Senna *et al.* (2007), the requirement of conditionalities would be a way to expand the exercise of the right to health and education, still incomplete among us. However, it is necessary to recognize that the achievement of such an objective requires the implementation of consistent mechanisms of social monitoring of the beneficiary families in the sense of reverting this requirement into a real opportunity for social inclusion. However, the BFP does not provide for social monitoring of families by multidisciplinary teams, which would require actions beyond the strict control of counterparties. It is indisputable that actions of this nature would greatly contribute to the success of the Program, like other programs in the areas of social assistance and health that focus on strengthening the bond between professionals and the beneficiary population.

The initial phase of BFP implementation, as highlighted by Senna *et al.* (2007), is marked by a void regarding the normalization of social control actions. At that time, there was a general indication that social control must be carried out at the local level, through a council or committee installed by the Municipal Public Power, but it was not defined what this instance would be or its role in relation to the program.

According to Senna *et al.* (2007), the legal definition of the instances responsible for monitoring the BFP only took place a little over a year after its implementation (with the publication of the BFP Regulation Decree and Ordinance 660 in September and November 2004), when the BFP already reached almost all municipalities in the country and around 8 million families.

## 5.4. Social control

According to Senna *et al.*, (2007), the Decree that regulates the program defined that social control at the local level must be carried out by a council formally constituted by the municipality or even by an existing instance, provided that parity between government and civil society was respected, including the representation of the beneficiaries, and that it had, among its advisers, representatives from the areas of education, health, social assistance, food and nutrition security, children and adolescents (SENNA *et al.*, 2007).

This advice, according to Senna *et al.* (2007), must have a deliberative and intersectoral nature, with the monitoring, evaluation and supervision of the Program's execution at the municipal level as its main attributions. However, given the urgency of implementing BFP social control mechanisms, the MDS temporarily assigned this control to the Management Committees of the ``fome zero`` Program and the Municipal Social Assistance Councils, until the councils provided for in the legislation were constituted. Another aspect that deserves to be highlighted in this legal apparatus is the search for greater transparency in the process and accountability of the different actors involved, through the requirement that the municipal manager of the BFP and the public policy council that will formally be responsible for monitoring the project be indicated by the local level. program. It was only in May 2005 that more detailed definitions were made about the social control of the BFP.

Decentralization, intersectionality, conditionalities (universalism versus targeting), public transparency and social control are correlated, as supported by MDS (2012), which served to create the IGD-M, which among other forms of control can make the relationship of these different characteristics of the Public Administration with the measurement factors, performance analysis, expenses and counterparts of the IGD-M for a logic of improvement in the management of the BFP.

When defining the procedures for joining ``Bolsa Família``, Ordinance MDS/GM number 246 of 2005 requires the municipality to have a legally constituted instance of social control as a necessary condition to receive the foreseen financial incentives, including those related to updating the CadÚnico and the IGD -M. It is observed, as in other federal social policies and programs, that the MDS strategy encourages the formation of local instances of social control, imposing constraints



on municipalities that do not comply with such requirements (MDS, 2012).

According to Ordinance MDS/GM number: 246, of May 20, 2005, the Instance of Social Control (ISC) of the BFP can be created or designated, that is, an exclusive instance can be created for monitoring the BFP and CadÚnico, as well as an existing council may be appointed to exercise this attribution<sup>15</sup> (*Ibid.*).

Social control, for MDS (2012), in short, is understood as citizen participation in monitoring the management, inspection, monitoring and control of Public Administration actions, referring to social management. This is an important mechanism for strengthening citizenship that contributes to bringing society closer to the State, opening up the opportunity for citizens to monitor government actions and demand good public management. Therefore, they need to be well informed and trained. It is up to the municipal manager of the BFP and CadÚnico, in addition to disclosing to citizens about the existence of the Institutions of Social Control (ISC), to subsidize the Municipal Social Assistance Council (CMAS) and the specific ISC of the BFP, when it exists, of information to regarding the activities carried out in the municipality.

## 5.5. Public Transparency

According to MDS (2012), the Fiscal Responsibility Law establishes that the limit to be registered as “remaining amount to be payed” will be the financial amount available for payment within the fiscal year.<sup>16</sup> The amounts entered in “remaining amount to be paid” are characterized as processed (tax document received and attestation for unpaid payment in the fiscal year) and not processed (tax document not yet received, which will or will not be paid in the next fiscal year). Supplementary and special credits will be authorized by specific law and opened by executive decree. The opening of supplementary and special credits depends on the existence of resources available to pay the expected expense and will be preceded by a justification.<sup>17</sup>

Since municipal councils, as MDS (2012) points out, must appreciate the accounts rendered by managers, it is also interesting that they participate from the planning of actions. The greater the involvement of directors in planning the allocation of IGD-M resources in CadÚnico and BFP actions, the more institutional security there will be for the manager. In this sense, it is also worth remembering that the CMAS will approve the accountability of the IGD-M, but they must work

together with the ISC responsible for the social control of the BFP and CadÚnico, if there is a specific one. The municipal manager who identifies this reality in the municipality must be careful to convene both councils for planning the application of resources and monitoring the activities of the BFP and CadÚnico.

As the theme is relatively new in Brazil,<sup>18</sup> some questions are still open and must be part of the concerns of professionals working in the implementation of CadÚnico and BFP, which, according to MDS (2012), are:

1. Have the existing social control mechanisms made possible the effective participation of society in monitoring and controlling the public management of the BFP?
2. How to improve the operation of these mechanisms and maximize their results?
3. What measures must governments and society take in this process?
4. What other mechanisms can be developed?
5. What is missing for councils to actually exercise social control? Autonomy? Infrastructure? Training? Social Mobilization?
6. How to strengthen the bond between the council and society? How to engage citizens to participate in this social control mechanism?
7. How can municipalities contribute to this process?

As for the success of society's control over the State, it is certainly dependent on information from the latter to the former. However, the need many times for technical and specific knowledge for certain information, such as data analysis and mobilization capacity, are undoubtedly limiting parameters for a large part of the population in relation to political institutions.

However, according to MDS (2012), the themes of access to BFP and CadÚnico documents and information and technical training on matters pertaining to conditionalities, benefit management, inspection, among others, gain special prominence, as they are identified as limits to the good performance of the control function of the councils.

This is where municipal managers, as MDS (2012) highlights, with regard to CadÚnico and BFP, play a fundamental role. They are the ones who, with the resources of the IGD-M and with the help of institutions of governmental control (comptrollers, courts of accounts, Public Prosecutor's Office, ombudsmen, internal affairs departments, etc.) and of the MDS itself, can promote technical courses

for training counselors. This function includes: communicating with counselors and encouraging their participation in distance social control courses; allow them to have access to a computer and the internet; hold events to raise awareness and mobilize civil society; and providing information to the population on BFP and CadÚnico issues.

For MDS (2012), transparency and access to information are essential for the consolidation of the democratic regime and for good public management, as well as enabling popular participation and social control. With easy-to-understand access to public data, citizens can monitor the implementation of the BFP and CadÚnico and monitor the application of resources transferred by the IGD-M.

It is up to the municipal managers of the BFP and CadÚnico, therefore, to facilitate citizens' access to information of public interest, proactively and spontaneously disclosing this information, whenever possible, in a clear and easy-to-understand language. The types of functions to be performed by the CMAS and other ISC responsible for the Social Control of the BFP and CadÚnico in the municipalities are as follows, as pointed out by MDS (2012):

- Supervisory Function: concerns the follow-up and control of acts performed by mayors, municipal secretaries and their teams (includes all activities carried out by the municipal management of BFP and CadÚnico);
- Mobilizing Function: refers to encouraging popular participation in public management and contributions to the formulation and dissemination of information strategies for society on public policies;
- Deliberative Function: refers to the prerogative of the councils and ISC responsible for the social control of the BFP and CadÚnico to decide, whenever triggered by the municipal manager of the BFP and CadÚnico, on the planning of actions and strategies to be implemented, as well as such as the obligation to assess the expenses presented by the FMAS manager and launch his opinion in the MDS computerized system (SuasWeb);
- Consultative Function: related to issuing opinions and suggestions on queries sent to them by the management of the BFP and CadÚnico in the municipality.

In order to reach a management of social control by the population before the State, managers must be more agile in the face of the obligation to publicize – within legality – the information pertinent to the BFP beneficiaries, because only this way and with the support of the legislation, the population will be able to exercise

its citizenship as a supervisory agent of the treasury. Therefore, e-government must be encouraged, as this is the main means of accessing information related to public transparency.

Another important observation, in an attempt to approximate the ambivalence of social management embraced with managerial characteristics necessary for the perfect delineation of efficient public management, would be the execution, as related in this work, of a wide collaborative social network of the most diverse agents participating in the constituted democratic process, with the appropriate legislation sanctions to avoid (and purge) corruption in this management model.

## FINAL CONSIDERATIONS

Faced with the complexity related to the management of the Bolsa Família Program (BFP), the creation of the Decentralized-Municipal Management Index (IGD-M) was an attempt to obtain adequate governorship for cooperative participation between the Union and the thousands and most diverse municipalities from the country. This index, as seen, is an instrument that aims to control and supervise the management of the BFP.

The main conclusion of this book is that the IGD-M, as a BFP management instrument, while on the one hand draws on the source of Social Management (PAULA, 2004) reflects the concepts advocated by public management reform movements along the lines of the New Public Management (NPM), especially with regard to the pursuit of efficiency or degree of openness of State institutions to social participation, and is the adaptation of managerialism in the public sector.

The effective fulfillment of all the proposed actions derived from the unification of the income transfer programs that culminated in the BFP, in 2003, depended on the availability of financial resources to be made available to the municipalities for the execution of the referred actions with the minimum of quality.

For this, it was clear the need to update the registration information in the database of the Single Registry of Social Programs of the Federal Government (CadÚnico). Considering the costs, the qualified registration update process is implemented, which now has relevant financial support from the Federal Government for activities to implement the CadÚnico and BFP in the municipalities.

The successful completion of the registration update process demonstrated that the low availability of resources to be invested in the management of the BFP, within the municipality, would compete as a limiting factor in the management of the program.

Thus, based on the results obtained through the IGD-M, the municipalities that perform well receive financial resources to invest in activities aimed at the shared management of the BFP under the terms of their legislation.

Regarding decentralization, one of the critical concepts of public management reform movements, it can be observed that the expansion of power to municipal entities has developed a new form of management, with greater autonomy to meet the specificities of municipalities.

The Union, through the process of decentralization, transfers powers to the municipalities with the intention of them being its “arms” to deal directly with public policies (for example) in a given territory.

It can be observed that the use of the IGD-M promotes, among the various actors involved in the management of the BFP, greater capillarity and intersectoral cooperation to reach the population living in poverty and extreme poverty. This reflects better management of benefits in municipalities.

Therefore, it is concluded that decentralization and intersectorality are dependent on each other, due to the need for interaction between the different sectors involved in the management of government public policies.

It is also concluded that through targeting (conditionalities), the IGD-M contributes to the BFP actions reaching populations devoid of total survival capacity. However, the conditions of each beneficiary must be observed in order not to impose impeding rules for families that are limited to comply with them.

It seems that the two biggest weaknesses regarding the use of the IGD-M are concentrated in social control and public transparency. For this, it must be noted that the only source of information for citizens and beneficiaries of the BFP is e-government (electronic government) and even then, for the most part, insufficiently. Complementarily, there are no other effective mechanisms for publicizing the program's actions.

In the analysis of the public management items referenced in this work, it was possible to establish the points of convergence for a better management of public policies, as well as to observe which factors need to be stimulated for the model to become more efficient.

As a suggestion, other aspects related to the BFP management model require additional studies. Among them, it is worth mentioning: i) interdependencies between sectors/organizations, both at the federal and municipal levels and ii) what must be the role of the states in the management of the BFP?

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# ANNEXES

## **I. The four types of BFP benefits**

The program's target audience are families with monthly per capita income of up to R\$77.00, with or without children, who are considered to be in extreme poverty. And also, families with monthly per capita income between R\$77.00 and R\$154.00, provided they have children or adolescents aged between 0 and 17 years or pregnant women in their composition, these families are considered in a situation of poverty.

There are four types of benefits: basic, variable, youth variable and overcoming extreme poverty. The basic benefit, in the amount of R\$77.00 per family, is intended for families with an income of up to R\$77.00, regardless of the composition and number of the family group. The variable benefit can be received in three situations.

If there are children up to 15 years old in the family, pregnant or lactating women, the value of the variable benefit is R\$35.00. The Variable Benefit linked to Young People, in the amount of R\$ 42.00 per young person, is intended for families with teenagers between 16 and 17 years old. The benefit for overcoming extreme poverty is paid to Bolsa Família Program families that remain in extreme poverty (monthly income per person of up to R\$77.00), even after receiving other benefits. It is calculated to ensure that families exceed the extreme poverty income threshold.

The Bolsa Família Program allows families in extreme poverty to accumulate the basic benefit, the variable benefit, up to a maximum of three benefits per family, and the variable benefit for young people, up to a maximum of two benefits per family. As for families in poverty, it is allowed to accumulate the variable benefit, up to a maximum of three benefits per family, and the variable benefit for young people, up to a limit of two benefits per family.

Data on beneficiary families can be obtained from the transparency portal <sup>20</sup>. This portal provides, by year, information on the region, state and municipalities of the beneficiary family, as well as the NIS and the name of the person responsible for the family and the amount received in the year.

## **II. Management and focus of IGD-M expenses**

- Management of conditionalities, carried out in an intersectoral manner, comprising the activities necessary for recording, systematizing and analyzing information related to school attendance and the health agenda;
- Benefits management;
- Monitoring of beneficiary families, especially those in a situation of greater social vulnerability (BFP and Food Card Program – PCA beneficiaries) carried out in an articulated manner between the areas of social assistance, health and education;
- Identification and registration of new families, updating and review of CadÚnico data referring to citizens residing in the federated entity's territory;
- Implementation of complementary actions to support the development of beneficiary families, and qualification for access to services developed according to their demand and profile, especially in the areas of:
  - Literacy and youth and adult education;
  - Comprehensive education;
  - Professional training;
  - Generation of work and income;
  - Financial education;
  - Access to oriented productive microcredit;
  - Actions in the area of food and nutrition.
- Activities related to monitoring and inspection of the BFP, requested by the MDS;
- Management articulated and integrated with the benefits and social assistance services provided for in the Organic Law of Social Assistance (LOAS);
- Technical and operational support to Social Control Instances (SCI).

### **- Identification and registration of new families, updating and review of data on citizens residing in the municipality in the Single Registry**

- This attribution requires a full understanding of the importance of keeping the registration base qualified and up-to-date and that local management has adequate structure for the performance of these activities;
- It also requires continuous training of the management team on the current

CadÚnico operating system;

- Gives rise to the development of actions for the registration of indigenous and traditional populations.

#### - **Benefits management**

- This attribution requires mastery over the Citizen Benefits System (Sibec) and high capacity for articulation with CAIXA's liaison agency in the municipality and contact with CAIXA's Regional Management of Social Programs;
- It is important for the manager to be aware of the number of cards in stock at CAIXA and the payment effectiveness of their municipality;
- A beneficiary prevented from receiving the benefit mainly due to lack of information jeopardizes the entire registration/registration update effort. It is up to the manager, together with local CAIXA representatives, to think of strategies to remedy these difficulties.

#### - **Implementation of complementary actions to the BFP**

- Support for the sustainable development of beneficiary families, according to their demand and profile, especially in the areas of:
  - Literacy and youth and adult education;
  - Professional training;
  - Generation of work and income;
  - Financial education;
  - Access to oriented productive microcredit;
  - Community and territorial development;

### **III. IGD-M measurement method**

1. Operating Factor: corresponds to the simple arithmetic mean <sup>22</sup> of the following variables:

- **TCQC** – Qualified Registration Coverage Rate, calculated by dividing the number of valid registrations of families with CadÚnico profile, in the municipality, by the number of families estimated as CadÚnico's target public in the municipality;
- **TAC** – Registration Update Rate, calculated by dividing the number of valid registrations of families with CadÚnico profile, in the

municipality, updated in the last two years, by the number of valid registrations with CadÚnico profile in the municipality;

- **TAFE** – School Attendance Monitoring Rate, calculated by dividing the number of children and adolescents belonging to BFP beneficiary families in the municipality, with information on school attendance, by the total number of children and adolescents belonging to BFP beneficiary families in the municipality; It is

- **TAAS** – Health Agenda Monitoring Rate, calculated by dividing the number of beneficiary families with a health profile in the municipality with information on monitoring health conditionalities, by the total number of families with a health profile in the municipality.

2. Adherence factor to the Single Social Assistance System (Suas), which expresses whether the municipality adhered to Suas, in accordance with the Basic Operational Norm (NOB/Suas);

3. Information factor for the presentation of proof of expenditure on IGD-M resources, which indicates whether the FMAS manager entered the proof of expenditure on the MDS computer system (SuasWeb); It is:

4. Information factor of the total approval of the proof of expenses of the IGD-M resources by the CMAS, which indicates whether the referred Council registered in SuasWeb the complete approval of the accounts presented by the manager of the FMAS.

IGD-M calculation formula:

$$\text{IGD-M} = \text{Factor I} \times \text{Factor II} \times \text{Factor III} \times \text{Factor IV}$$

Values assigned to the calculation formula factors:

Factor I, as already explained, is the calculation of registration fees and conditionalities:

$$\text{TCQC} + \text{TAC} + \text{TAFE} + \text{TAAS}$$

4

Factors II, III and IV are assigned the following values:

- **VALUE 0 (zero) when:**

a) The municipality has not adhered to Suas (Factor II);

b) The municipality has not informed on SuasWeb, by April 30 of the year following the end of the fiscal year <sup>23</sup>, presentation of proof of expenditure on IGD-M resources to the respective CMAS (Factor III); It is:

c) CMAS has not reported on SuasWeb, by May 31 of the year following the end of the fiscal year <sup>24</sup>, the total approval of the proof of expenses of the transferred resources (Factor IV).

An important observation is that the factor specified in item “b” will be equal to zero until proof of expenses is presented, posted on SuasWeb. The factor specified in item “c” will be equal to zero until the pendencies are resolved or the amounts not approved are returned to the FMAS, and the transfer is reestablished after the registration of the CMAS manifestation for total approval (partial approval is also equal to zero). There is no transfer of resources for the period in which the municipality stopped receiving.

**- VALUE 1 (one) when:**

- a) The municipality has adhered to Suas (factor II);
- b) The municipality has informed, on SuasWeb, the presentation of proof of expenditure of IGD-M resources to the respective CMAS (Factor III);
- c) The CMAS has informed, on SuasWeb, the total approval of the proof of expenses of the transferred resources (Factor IV).

**- Calculation of resources to be transferred to each Municipality**

According to article 4 of the Ordinance <sup>25</sup> GM/MDS number: 754, of October 20, 2010, the financial resource to be transferred by the MDS to the municipalities is calculated as follows:

**Resource to be transferred = IGD-M x BRL 3.25 per valid registration updated + incentives**

**Synoptic Table**  
**Values corresponding to the IGD-M factors**

<b>Factor</b>	<b>Condition</b>	<b>Value</b>
<b>I</b>	The TCQC, TAC, TAFE, TAAS rates higher than 0.20 and the result of the I factor (IGD-M) higher than 0.55	<b>THE OWNER IGD-M</b>
	TCQC, TAC, TAFE, TAAS rates higher than 0.20 and factor I (IGD-M) result lower than 0.55	
<b>II</b>	Adhered to Suas	<b>1</b>
	Did not adhere to Suas	<b>0</b>
<b>III</b>	Informed in SuasWeb the proof of IGD-M expenditures	<b>1</b>
	Did not inform in SuasWeb the proof of IGD-M expenditures	<b>0</b>
<b>IV</b>	CMAS informed in SuasWeb the total approval of IGD-M expenditures	<b>1</b>
	CMAS did not inform in SuasWeb or partially approved it	<b>0</b>

The updated valid Registration must fully meet the following requirements: a) have all mandatory fields of the Main Registration Form fully completed for all family members; and b) present, with regard to the Person Responsible for the Family Unit (RF), the Individual Taxpayer Registration (CPF) and/or electoral title, with the exception of indigenous and quilombola families, whose RF may present any other identity document provided for in the Registration Form (MDS, 2012).

1° STEP: We multiply the value of the IGD-M calculated in the month by R\$ 3.25 (three reais and twenty-five cents) for each valid registration of a family registered in the National CadÚnico Database in the month prior to the month of reference for the calculation<sup>26</sup> with monthly per capita income of up to half the minimum wage in the municipality, updated in the last two years, up to the limit of the estimate of the number of families identified as the target public of CadÚnico in the municipality;

2nd STEP: We add to the result of the amount determined in the 1st step, the following financial incentives: 3% (three percent), proportional to the monitoring of beneficiary families in situations of non-compliance with conditionalities, who are in the process of family monitoring;

- 3% (three percent), when the municipality responds, within the stipulated deadlines, to SENARC's demands regarding the investigation of possible irregularities in the local execution of the BFP; 2% (two percent), when the municipality has 100% (one hundred percent) of data relating to municipal management updated in the BFP Management System (SIGBFP) for less than one year; and 2% (two percent), when the municipality presents at least 96% (ninety-six percent) of BFP cards delivered on the IGD-M calculation date.

## NOTES

1. It is worth noting the relevance of Caixa Econômica Federal, a public company with more than a century and a half, one of the main direct executing agents of government and state public policies, among them the ``Minha Casa, Minha Vida`` Program, ``Minha Casa Melhor`` Program (``furniture card``), Social Integration Program, Salary Bonus, State Scholarships, Severance Pay Fund (FGTS), Unemployment Insurance, among others;
2. Indian economist who won the 1998 Nobel Prize in Economics for his studies on social choice, the welfare state and income distribution through microcredit;
3. Available at <<http://www.sae.gov.br/site/?p=18407>>. Accessed on: 27 Jan. 2014;
4. Ipea used a stylized GINI index for 12 family groups investigated by the study. Families' expenses and incomes were detailed, grouped into 12 types, corresponding to the combination of the location attribute (rural and urban) and the head's level of education;
5. According to article 11-B, items I and II, of Decree number: 5,209, of September 17, 2004 (with updates provided by Decree number: 7,332, of October 19, 2010);
6. Article 8, paragraph 2, items I, II and III of Law number: 10,836, of January 9, 2004;
7. Updated by Law number: 12.058, of October 13, 2010;
8. Includes IGD-M (municipalities and DF) and IGD-E (states);
9. Updated by Decree number: 7.332, of October 19, 2010;
10. Repealed Ordinance GM/MDS number: 148, of April 27, 2006, which gave rise to the IGD-M, as well as all other ordinances that change it. It was updated by Ordinance GM/MDS number: 319, of November 29, 2011;
11. As previously seen, it is a requirement to receive IGD-M resources. It is worth remembering that the name of the manager may or may not coincide with the Secretary responsible for the folder in which the BFP and CadÚnico are linked. The important thing is that this person is a reference in the municipality on BFP themes and that he plans, coordinates, articulates with other areas, follows the MDS guidelines, is in contact with the State Coordination of BFP and CadÚnico, always seeking the Management improvement. Experience has shown that such objectives are more easily achieved when the manager has full dedication;



12. Updated by Decree number: 7.332, of October 19, 2010;
13. Repealed Ordinance GM/MDS number: 148, of April 27, 2006, which gave rise to the IGD-M, as well as all other ordinances that change it. It was updated by Ordinance GM/MDS number: 319, of November 29, 2011;
14. During the months of September, October and November 2005, several reports published in the various means of communication denounced fraud in the process of registration, selection, delivery of cards and monitoring of conditionalities established by the BFP. Such denunciations had important repercussions on civil society and the Federal Government;
15. In this context, it is recommended to create a Commission for Monitoring Benefits and Income Transfers, similar to the one created by the National Social Assistance Council (CNAS), in accordance with CNAS Resolution number: 15, of May 24, 2011;
16. Complementary law number: 101/2000, article 42;
17. Law number: 4.320/64, article 43;
18. Implemented by the Constitution of the Federative Republic of Brazil (1988);
19. Article also presented (with certification) at Faculdade Machado Sobrinho, in Juiz de Fora/MG (2013);
20. <<http://www.portaltransparencia.gov.br/PortalTematicas.asp>>, consulted on February 2, 2014;
21. Law number: 8.742, of December 7, 1993 (updated by Law number: 12.435, of July 6, 2011);
22. The simple arithmetic mean is obtained by dividing the sum of the rates by their number (4). This result must be greater than 0.55 (fifty-five hundredths) to receive funds;
23. According to article 6, paragraph 2 of Ordinance GM/MDS number: 625, of August 10, 2010 (updated by Ordinance GM/MDS number: 118, of April 8, 2011);
24. According to article 6, paragraph 2 of Ordinance GM/MDS number: 625, of August 10, 2010 (updated by Ordinance GM/MDS number: 118, of April 8, 2011) – Exceptionally, in relation to the accountability processes for the year 2011, this deadline was extended to July 31, 2012 (Ordinance number: GM/MDS number: 81, of May 15, 2012);

25. Updated by Ordinance GM/MDS number: 319, of November 29, 2011;

26. Families with monthly family income per capita of up to half the minimum wage, with registrations updated in the last two years, up to the limit of the estimated number of families identified as the target audience of CadÚnico in the municipality are considered.

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