WWP
WORLD WITHOUT POVERTY
BRAZIL LEARNING INITIATIVE

Unified Registry for Social Programs of the Federal Government[1]

Thematic area: Registry for Social Programs.

1. EXECUTIVE SUMMARY

The Unified Registry for Social Programs of the Federal Government ("Cadastro Único") is a tool for identification and socioeconomic characterization of Brazilian low-income families that can be used for social programs and policies geared towards such families. The Unified Registry database allows the government to understand exactly who the poorest and most vulnerable segments of the population are, where those segments live and what their main characteristics and needs consist of.

As such, the Unified Registry is a strategic tool for the coordination of the social promotion and protection network, being paramount for the integration of initiatives from various areas and levels of government aiming to promote the social inclusion of Brazil's low-income population.

Since it began to be used by the Bolsa Família Program (PBF) in 2003, the tool has been continually improved. The improved Unified Registry is the result of better-shared management between the federal government, states, municipalities and the Federal District and of the great effort made by the managers and technicians responsible for the Unified Registry at the different administrative levels.

The Unified Registry is more than a database of low-income citizens. It is, above all, a mechanism to create visibility of the most vulnerable population in each territory, mapping its needs and enabling the integration of actions for its social inclusion from different areas in all Brazilian states and municipalities.

2. OBJECTIVES

The Unified Registry is a tool for identification and socioeconomic characterization of Brazilian low-income families that can be used for the implementation of social programs and policies geared towards such families. Its main objectives are:

- » Identify and characterize the most socially vulnerable segments of the population;
- » Foster the building of a social promotion and protection network that articulates the existing policies in the territories;
- » Be used as a planning tool for public policies geared towards low-income families;
- » Allow for the creation of indicators that can reflect the poverty and vulnerability dimensions of the different territories; and
- » Converge efforts in order to prioritize the offer of services to families in vulnerable situations.

---

1 The information on the Unified Registry for Social Programs of the Federal Government contained in this Report has been wholly or partly extracted from the "Handbook of the Unified Registry for Social Programs of the Federal Government" - 2nd Edition (2013) and the "Management Report 2012", both produced by the National Secretariat of Citizenship Income and presented to internal and external oversight bodies during ordinary annual accounts proceedings."

The Unified Registry breaks with the logic of public management in piecemeal fashion, which often leads to the production and use of information scattered through various government sectors. By concentrating socioeconomic information from low-income families across the country in a single database, the Unified Registry can be used for various social policies and programs in different territories.

For social policy and program managers, this expanded perspective of poverty - portrayed by the Unified Registry - allows for the integration of actions undertaken by different bodies and agencies, facilitating the intersectoral management of public policies, and allows a more detailed analysis, with additional data on income, housing, education, existence of child labor and disability in the family and other relevant information.

Finally, the Unified Registry is considered a strategic public management tool, as it can be used by the federal government, states and municipalities in the implementation of policies aimed at the low-income population that can foster social inclusion initiatives, integrating the three spheres of government.

3. HISTORY

The Unified Registry for Social Programs of the Federal Government was established by Decree 3,877 of July 24 2001, which created the Single Registration Form for Social Programs of the Federal Government. At that time, the Federal Government had a diverse set of targeted cash transfer initiatives for families with similar income profiles, such as Programs *Bolsa Escola* ("School Grant"), *Auxílio-Gas* ("Cooking Gas Aid"), *Bolsa Alimentação* ("Food Grant") and the Child Labor Eradication Program (PETI).

These programs used different registries to identify and select their target audience, making it difficult to coordinate initiatives and the provision of services and reducing efficiency. The information on households benefitted by existing programs were not integrated, with families who were beneficiaries of various programs and others that did not receive any benefit, despite having the profile.

Even though the Unified Registry was created in 2001 with the aim of encouraging the integration of different programs, in practice the integration did not occur immediately. It was still necessary to better define the parameters of how the Registry was to be managed, with definitions of the target audience and the rules and procedures for collecting, updating and maintaining your data.

Only in 2003, with the creation of the Bolsa Família Program (PBF), with legislation establishing the Unified Registry as the instrument for identification and selection of beneficiaries, did the Unified Registry begin to consolidate as a social inclusion tool for low-income families. Thus, through its adoption by the PBF, the Unified Registry became a stronger tool, expanded the number of registered families and improved the quality of the information received.

Nowadays the Unified Registry is no longer seen exclusively as the "Registry of the PBF". New social programs are adopting it every year in all three spheres of government. Examples include the *Tarifa Social de Energia Elétrica* ("Social Electricity Utility Benefit"), *Programa de Cisternas* ("Cisterns Program"), *Carteira do Idoso* ("Senior Citizen ID), *Minha Casa Minha Vida* ("My House, My Life housing program), free enrollment in civil service tests, *Bolsa Verde* ("Green Grant"), *Telefone Popular* ("Popular Telephone"), the Housewife Retirement Program and others. The Unified Registry has been defined as an essential tool for Brazil's Unified Social

Assistance System, and plays a strategic role in the Brazil without Extreme Poverty ("*Brasil Sem Miséria*") Plan.

The strengthening of the Unified Registry has helped reduce the multiplicity of records, improved the quality of the information collected and, mainly, integrated the offers of various social programs that address the most vulnerable Brazilian families.

4. INSTITUTIONS RESPONSIBLE FOR THE TOOL

The Unified Registry has as its core management principle the sharing of efforts and responsibilities between the Federal Government, the states, the Federal District and the municipalities. This model is based on cooperation and partnership between the three levels of government, working together to strengthen and consolidate the Unified Registry as the main instrument to combat poverty and social inequality.

Competences of the Federal Government

In the Federal Government, the implementation of activities related to the Unified Registry is under the responsibility of the National Secretariat of Citizenship Income (Senarc) of the Ministry of Social Development and Fight against Hunger (MDS). Its main responsibilities are to coordinate, monitor and supervise the implementation and execution of the Unified Registry, continuously assessing the quality of the information it provides and defining strategies for its improvement. MDS is also responsible for drafting regulations, rules and instructions to guide the work of states, municipalities and the Federal District.

Additionally, The Federal Government provides financial support to municipalities and the Federal District through the transfer of funds calculated via the Municipal Decentralized Management Index - IGD-M. These funds are used to support the creation of new entries, update of existing ones and maintain the quality of the data. The Federal Government also transfers financial resources to states so that they may provide technical support to municipalities in managing the Unified Registry. These transfers are calculated using the State Decentralized Management Index (IGD-E).

Also at the federal level, Caixa Econômica Federal (CAIXA), operating agent of the Unified Registry, has the following duties:

» Develop the Unified Registry System;

» Process the personal information and assign the Social Identification Number (NIS) for each registered person;

» Send all registration forms to the municipalities;

» Train managers and technicians in the operation of the Unified Registry System; and

» Provide municipalities with operational service capacity, among other duties.

» It should be highlighted that CAIXA's attributions as the operating agent of the Unified Registry are planned, developed and implemented under the supervision and guidance of the MDS.

---

2 O Número de Identificação Social (NIS) é pessoal e intransferível. A atribuição desse número é feita de forma integrada com o sistema de numeração do Programa de Integração Social (PIS), do Programa de Formação do Patrimônio do Servidor Público (Pasep) e com o Número de Identificação do Trabalhador (NIT). Ou seja, o NIS, o PIS, o Pasep e o NIT possuem a mesma faixa numérica, mas são gerados por fontes diferentes. Quando a pessoa é incluída no Cadastro Único, o número atribuído é o NIS. Se a pessoa já possuir nº de PIS, Pasep ou NIT, este será também o número de seu NIS.

Competences of the State Governments

State governments play an important role in providing technical support to municipalities who need to manage the Unified Registry at their level. Their responsibilities include:

» Developing strategies for access to civil documentation, focusing on Birth Registration;

» Conducting training to assist municipalities in the management and operation of the Unified Registry;

» Supporting the improvement of municipal infrastructure;

» Identification, monitoring and support in solving problems faced by the municipalities in the management of the Unified Registry;

» Assist municipalities in the registration of traditional and specific populations; and

» Support the identification and registration of the extremely poor under the 'active search' strategy.

Competences of Municipal Governments and the Federal District

The municipality is the forefront player in the management of the Unified Registry. Their main activities include:

» Identify areas where low-income families live;

» Request registration forms from Senarc;

» Continuous training of interviewers, data entry technicians and all professionals involved in managing the Unified Registry (in partnership with state governments);

» Collection of data from families through home visits, task forces or fixed service stations;

» Inclusion of new families and update of existing family data in the Unified Registry System, as well as verification of registration inconsistencies;

» Establishment of routines to update information, including continuous communication with the registered families;

» Maintenance of adequate infrastructure to manage the database and the registration of families in their service area; and

» Publication of the Unified Registry and dissemination of information on social programs for low-income families.

At the municipality level, the professional appointed as 'municipal manager' of the Unified Registry is primarily responsible for ensuring the completion of these actions. She/he is the person who organizes and coordinates all staff involved in the activities undertaken, in accordance with the guidelines of the MDS.

The municipal manager is the person responsible for managing the Unified Registry in the municipality, being responsible for interacting with state governments, the MDS and the various municipal agencies that use its information to implement social programs. His/her main responsibilities are:

» Coordinate the identification of families that make up the target audience of the Unified Registry;

» Coordinate data collection via the registration forms;

» Coordinate the entry data from the forms into the Unified Registry System;

» Coordinate the updating of information;

» Promote the use of Unified Registry data for the planning and management of public policies and social programs aimed at low-income citizens;

» Adopt measures for the control and prevention of fraud and registration inconsistencies, providing channels for receiving complaints;

» Adopt procedures to certify the accuracy of the registered data;

» Ensure the safekeeping and confidentiality of the information collected; and

» Allow the Social Control Instances (ICS) of the Unified Registry and the PBF access to the registered information.

By directly handling the registration of families residing in his/her territory, the municipal manager contributes to building a national database that depicts, in an increasingly reliable manner, the reality of Brazilian low-income families.

Additional information about government responsibilities for the Unified Registry are located at:

http://www.mds.gov.br/bolsafamilia/cadastrounico/responsabilidades-governamentais.

5. MANAGEMENT AND IMPLEMENTATION

The management of the Unified Registry, as well as of the Bolsa Família Program, is conducted in a decentralized and shared manner, with participation by the Federal Government, states, Federal District and municipalities. This partnership between the three levels of government acts to strengthen and consolidate the Unified Registry as the main instrument for the implementation of public policies that combat poverty and social inequality.

As happens with most social programs implemented in Brazil after the Constitution of 1988, the municipalities have a prominent role in the management and operation of the Unified Registry. They are the ones who interact most closely with the population and, as such, are in a privileged position for identifying its main needs. As discussed in Item 1, "Agents Responsible for the Tool", the states, the Federal District and the Federal Government also play strategic roles in managing the Unified Registry.

Decentralized Management Index (IGD)

The management of the Unified Registry, as well as of the Bolsa Família Program, is conducted in a decentralized and shared manner, with participation by the Federal Government, states, Federal District and municipalities. This partnership between the three levels of government acts to strengthen and consolidate the Unified Registry as the main instrument for the implementation of public policies that combat poverty and social inequality.

As happens with most social programs implemented in Brazil after the Constitution of 1988, the municipalities have a prominent role in the management and operation of the Unified Registry. They are the ones who interact most closely with the population and, as such, are in a

3 The Social Control Instances (ICS) represent the participation of civil society in government actions. When they adhere to the Bolsa Família Program and to the Unified Register, municipalities must appoint a board or committee to exercise this control, which must be intersectoral and include members from different areas of the city. The ICS must be parity-based, with the same amount of seats for representatives from government and civil society. The primary responsibility of the ICS regarding the Unified Registry is to contribute to building and maintaining an accurate Registry which reflects the economic reality of the households in the municipality, has reliable data and ensures equity of access to the benefits of public policies geared towards the most vulnerable households.

privileged position for identifying its main needs. As discussed in Item 1, "Agents Responsible for the Tool", the states, the Federal District and the Federal Government also play strategic roles in managing the Unified Registry.

The Decentralized Management Index (IGD) is an important initiative implemented by the MDS, helping municipalities and states provide financial support to those entities that show good performance in managing the Bolsa Família Program and the Unified Registry. The Unified Registry (IGD-M) was established in 2006, while the State Decentralized Management Index (IGD-E) was created in 2008. Financial support to municipalities, the Federal District and the states has significantly contributed to improving the management of the Unified Registry and Bolsa Família, both through actions for the re-registration of families and for the monitoring of conditionalities and the offer of complementary actions.

The Decentralized Management Index (IGD) is a synthetic, objective and transparent indicator that couples the criteria for cash transfers with the monitoring and encouragement of good management practices. The IGD, therefore, has emerged as a solution to assess the quality of the management of the PBF and that of the Unified Registry. The criteria for its definition include the validity and up-do-dateness of entries as well as the monitoring of health and education conditionalities. The index varies between 0 and 1. The closer to 1 the index ranks, the better the criteria are rated, which leads to higher amounts being transferred for the programs by the MDS.

The table below shows the four criteria used to calculate the IGD-M:

Calculation of the IGD-M based on four criteria

Criterion 1	Operation	Arithmetic mean of the following variables: I. Quality and integrity of Unified Registry information (coverage rate of entries); II. Up-to-dateness of the database (how current is its information); III. Rate of children with information on school attendance (follow-up rate of school attendance); IV. Rate of families with monitoring of health conditionalities (follow-up rate of the 'health agenda').
Criterion 2	Adherence to SUAS	This criterion indicates whether the municipality has adhered to the SUAS, as determined by the Basic Operational Standard (NOB / SUAS).
Criterion 3	Submission of proof of expenditure of IGD-M resources	Indicates whether the local manager for the National Social Assistance Fund has registered in the SUASWEB proof the expenditures presented to the Local Social Assistance Council (CMAS).
Criterion 4	Full approval of expenditures presented to the CMAS	Indicates whether the CMAS recorded in the SUASWEB system its full approval of the accounts presented by the local manager of the National Social Assistance Fund.

Source: MDS, 2012.

4 SUAS: Unified Social Assistance System.

The IGD funds are transferred monthly from the National Social Assistance Fund (FNAS) to the Municipal Social Assistance Fund, on a compulsory basis and in fund-to-fund modality. The amounts are deposited in a current account opened by the FNAS in Bank of Brazil especially for the implementation of the activities related to the Unified Registry and the Bolsa Família Program.

Municipalities have autonomy to decide which management actions of the Unified Registry and the Bolsa Família Program are to receive the resources. These actions must be directly related to one of the following:

» the management of benefits and conditionalities;
» the monitoring of beneficiary families;
» the registration and update of data from the Unified Registry;
» the implementation of complementary programs;
» the supervision of the PBF/Unified Registry; and
» the Social Control of the PBF in the municipality.

The IGD-E is regulated by MDS Ordinance 256 of March 19 2010. The IGD-E is calculated as the simple arithmetic average of the following factors

I. Coverage Rate of Qualified Registrations, calculated by dividing the sum of valid entries in the Unified Registry in the state by the sum of the estimated number of households that compose the target audience in of Unified Registry in the state;

II. II - Up-to-dateness Rate of Registrations, calculated by dividing the sum of valid entries in the Unified Registry profile in the state that have been updated over the last two years by the sum of valid entries in the Unified Registry profile in the state;

III. III - Rate of Monitoring of School Attendance, calculated by dividing the sum of the number of children and adolescents belonging to beneficiary families of the Bolsa Família Program in the state with information on school attendance by the sum of the total number of children and adolescents belonging to beneficiary families of Bolsa Família Program in the State; and

IV. IV - Rate of Monitoring of the Health Agenda, calculated by dividing the sum of the number of families with information on the monitoring of health conditionalities in the state by the sum of families with a 'health profile' in the state.

Institutional web page with information on the calculation of the IGD-M and IGD-E: http://www.mds.gov.br/bolsafamilia/gestaodescentralizada

Provision of information to third parties

The national database of the Unified Registry is managed by the Federal Government through the MDS, and contains data on the low-income persons/families registered by the municipalities. To ensure confidentiality of the data, all activities in the Unified Registry System are subject to information security controls, requiring access permissions from users.

Besides being a tool for the selection of beneficiaries of social programs, the Unified Registry is a powerful source of information for research and other public policies aimed at improving the quality of life of the most vulnerable segments of the population.

Thus, federal, state and municipal managers of the Unified Registry must be prepared to relay registration information to other government agencies, licensees and permission-holders from public services, research institutions and other agents requesting information.

Considering Decree 7,724/2012, which regulates Law 12,527 of November 18 2011 (better known as the Access to Information Act - LAI), personal information relating to intimacy, private life and the "honor and image" of citizens contained in administrative records maintained by the Government is restricted, and can only be disclosed if there are legal provisions for doing so or with express consent of the persons to whom the data refer. Thus, bodies and entities of the government must ensure the protection of information of personal nature, which is of restricted access.

Therefore, when requests are made from third parties for information on the Unified Registry, a number of procedures must be performed to ensure the correct use of the data and to respect the dignity and privacy of citizens. These procedures were defined in MDS Ordinance 10 of January 31 2012 and must be observed by federal, state and municipal managers of the Unified Registry whenever they receive requests for access to data from families enrolled in their territory.

At the federal level, the National Secretariat of Citizenship Income (Senarc) is responsible for relaying data to ministries and other agencies and entities of the Federal Public Administration, oversight bodies, research institutes, individual researchers and the Legislative and Judiciary branches of government. Decree 6,135/2007 clearly states the following:

Article 8 The **identification data** of families in the Unified Registry is confidential, and may only be used for the following purposes:
   I.   formulation and management of public policies; and
   II.   conduction of studies and research."

Access to identified data is facilitated for public or private institutions legally responsible for the implementation of social programs that use the Unified Registry as a mandatory tool for the selection of beneficiaries.

For other institutions that are not responsible for programs that must use the Unified Registry, the Register's manager may provide personally identifiable data upon a formal request that clearly identifies the purpose of the use of such data. For these cases, the above-identified procedures must also be adopted.

If the request is from the Judiciary or oversight bodies, the request must be made by official letter, and the applicant must be informed of the restrictions and responsibilities regarding the use of the information.

International organizations, civil society organizations and private companies may have access to information from the Unified Registry via Technical Cooperation Agreements (TCAs). When the data request comes from research institutes or autonomous researchers, it is necessary that the applicant submit his/her research project to the institution managing the Unified Registry.

Non-personally identifiable information from persons and families may be granted upon a formal request that identifies the purpose of using Unified Registry data.

State coordinators, municipal managers and the Federal District may provide registration data from its administrative jurisdiction to third parties, provided that they comply with the procedures defined in MDS Ordinance 10/2012.

Programs that use the tool

The Federal Government uses the information contained in the Unified Registry to identify and select beneficiaries for various social programs, including:
   » Bolsa Família Program (PBF);

- » *Tarifa Social de Energia Elétrica* ("Social Tariff for Energy");
- » *Brasil Alfabetizado* ("Literate Brazil");
- » Child Labor Eradication Program (PETI);
- » *Carteira do Idoso* ("Senior Citizen ID");
- » *Programa de Cisternas* (Cistern Program);
- » *ProJovem Adolescente* ("Teenage ProJovem" Program);
- » *Minha Casa Minha Vida* ("My House, My Life") and other Housing Programs (Ministry of Cities);
- » Fee waiver for civil service tests;
- » Free Pass Program (Ministry of Transport);
- » *Telefone Popular* ("Popular Telephone" Program)
- » Retirement pension for low-income citizens
- » *Bolsa Verde* ("Green Grant") Program;
- » *Mais Educação* ("More Education") Program;
- » *Brasil Carinhoso* ("Affectionate Brazil") Action;
- » *Água Para Todos* ("Water For All");
- » *Bolsa Estiagem* ("Drought Grant"- Emergency Financial Assistance);
- » Program for Development of Rural Productive Activity;
- » National Program for Access to Vocational Training and Employment (Pronatec); and
- » *Correio Social* ("Social Post Office").

The use of the Unified Registry is compulsory for all federal social programs geared to the low-income population, with the exception of Social Security and the Continuous Cash Benefit (BPC) program , for which use is optional. The MDS also encourages states and municipalities to use the database of the Unified Registry to implement local social programs.

Bolsa Família Program

Conditional direct cash transfer program that benefits households in poverty and extreme poverty. To participate, families must have a per capita family income of up to R$ 154.00 and have their health and education conditionalities monitored. The family composition determines the benefits to which the family is entitled.

Key links:

http://www.mds.gov.br/bolsafamilia/beneficios

http://www.mds.gov.br/bolsafamilia/condicionalidades

Child Labor Eradication Program (PETI)

The program is part of the Unified Social Assistance System (SUAS) and articulates a set of actions aimed at the removal of children and adolescents up to 16 years of age from the practice of child labor (other than apprenticeships, allowed for children older than 14).

5 The BPC guarantees a monthly transfer of one minimum wage to citizens who are 65 years old or older and to persons with disabilities (regardless of age) incapable of working and living independently who prove not to have the means to provide for their own sustenance or have it provided by their family.

Main link:

http://www.mds.gov.br/assistenciasocial/peti

Free Pass

Persons belonging to families with per capita family income of up to one minimum wage affected by physical, mental, hearing, visual or multiple disability are entitled to free travel in interstate bus, train or boat trips

Main link:

http://www.transportes.gov.br/index/conteudo/id/36024

Tarifa Social de Energia Elétrica

Discount in electricity bills for families that have per capita income of up to half the minimum wage or with at least one member who is a beneficiary of the Social Assistance Continuous Cash Benefit (BPC).

The discount varies between 10% and 65% of the full amount. The lower the energy consumption, the greater the discount offered to the family.

For indigenous and 'quilombola' (refugee slave descendant) families with per capita family income of up to one minimum wage and power consumption equal to or lower than 50 KWh/month, the discount is of 100%.

For families with total family income of up to three minimum wages, the discount is granted if the family has a member under home-based health care treatment that makes continuous use of hospital equipment (presentation of medical certificate required).

Key links:

http://www.aneel.gov.br/aplicacoes/noticias/Output_Noticias.cfm?Identidade=2097&id_area=90

http://www.mds.gov.br/bolsafamilia/informes/informe-gestores/Informe%20232.pdf

Senior Citizen ID

For persons aged 60 or older who have individual incomes of up to two minimum wages but cannot prove it. The ID enables senior citizens to obtain free transportation tickets or have discounts in paying for interstate travel by bus, train and boat.

Main link:

http://www.mds.gov.br/bolsafamilia/cadastrounico/programas-usuarios/acoes/assistencia--social/carteira-do-idoso-1/carteira-do-idoso

Literate Brazil Program

Focused on literacy for citizens aged 15 or older, adults and seniors who did not attend or did not have access to school at the appropriate age. Citizens enrolled in the Unified Registry and beneficiaries of the Bolsa Família Program have priority enrollment in the Literate Brazil classes.

Key links:

http://www.mds.gov.br/falemds/perguntas-frequentes/bolsa-familia/programas-comple-mentares/gestor/cadunico-programa-brasil-alfabetizado

http://www.mds.gov.br/bolsafamilia/informes/informe-gestores/Informe%20309%20-%20PBF%20e%20parcerias%20com%20a%20Educacao.pdf

"Drought Grant" - Emergency Financial Assistance

A federal benefit designed to assist family farmers with average monthly income of up to two minimum wages affected by disasters in the Federal District or municipalities in state of public calamity or emergency recognized by the Federal Government.

Main link:

http://www.mds.gov.br/falemds/perguntas-frequentes/bolsa-familia/programas-comple-mentares/beneficiario/bolsa-estiagem

National Youth Inclusion Program (ProJovem Adolescente)

Geared towards teenagers and youth aged 15 to 17, aimed at strengthening family and community life and ensuring the return of adolescents to school and their permanence in the education system through the development of activities that encourage social interaction, citizen participation and general training for the labor world.

The target audience is mostly composed of young people whose families are beneficiaries of Bolsa Família, extending also to young citizens at personal and social risk referred by the Special Social Protection services of the Unified Social Assistance System (SUAS) or by agencies of the System for Assurance of the Rights of Children and Adolescents.

Main link:

http://www.mds.gov.br/assistenciasocial/protecaobasica/servicos/projovem

More Education Program

The idea of the program is to increase the length and quality of the stay in public schools of children and adolescents living in poverty and extreme poverty, offering full-time elementary education consisting of school days of at least seven hours. Requires prior adherence by the schools, and priority is given to those schools with the most children coming from beneficiary families of the Bolsa Família Program.

Key links:

http://portal.mec.gov.br/index.php?Itemid=86&id=12372&option=com_content&view=article/

http://www.mds.gov.br/bolsafamilia/informes/informe-gestores/Informe%20309%20-%20PBF%20e%20parcerias%20com%20a%20Educacao.pdf

Minha Casa, Minha Vida Program (PMCMV)

The program aims to encourage the building and acquisition of new housing units for families with income of up to ten minimum wages residing in Brazilian municipalities. Three of the PMCMV modalities are intended exclusively for families with monthly income of up to three minimum wages who fall within the income profile of the Unified Registry, pursuant to Article 4 of Decree 6,135/2007.

Main link:

http://www.cidades.gov.br/index.php/minha-casa-minha-vida

Other Housing Programs under the Ministry of Cities

There are other housing programs for low-income families, geared not only at the construction of housing but also at urbanization, improved housing and sanitation. They are:

- » Social Interest Housing - HIS-FNHIS
- » Urbanization, Regularization and Integration of Precarious Settlements - UAP-FNHIS
- » Habitar Brazil ("Housing Brazil") IDB - HBB
- » Pró-Moradia ("Pro-Housing")
- » Collective Operations - FGTS
- » Pró-Municípios ("Pro-Municipalities")

More details on these programs can be obtained in the link below:

http://www.cidades.gov.br/index.php/programas-e-acoes

Cisterns Program

Benefits low-income rural populations by building cisterns in the Brazilian semiarid region. The program covers the following states: Alagoas, Bahia, Ceará, Paraíba, Pernambuco, Piauí, Rio Grande do Norte, Sergipe and northern Minas Gerais.

Main link:

http://www.mds.gov.br/segurancaalimentar/acessoaagua/cisternas

Water for All

The program aims to ensure access to water for dispersed rural populations in extreme poverty, either for their own consumption or for food production/animal husbandry, allowing the generation of a marketable surplus that can expand the income of family farmers.

Main link:

http://www.integracao.gov.br/agua-para-todos

Retirement for Homemakers

The pension benefit is geared toward people who are exclusively dedicated to working from home, do not have their own income and are part of families with total monthly income of up to two minimum wages.

Key links:

http://www.previdenciasocial.gov.br/vejaNoticia.php?id=44041

http://www.previdencia.gov.br/conteudoDinamico.php?id=1204

Popular Telephone Program

Provision of landlines with cheaper rates for all low-income families in the Unified Registry whose data have been updated over the last than 24 months. The recipient of the Popular Telephone Program is entitled to 90 free minutes to make calls to other landlines in the same city every month paying a standard fee between R$ 13 and R$ 15 per month.

Main link:

http://www.mds.gov.br/bolsafamilia/informes/informe-gestores/Informe%20326%20forma-tado.pdf

Green Grant (Environmental Conservation Support Program)

Financial benefit paid quarterly to extremely poor households (per capita income of up to R$ 77.00) residing in protected areas that preserve national forests, federal extractive reserves, forest settlement projects, sustainable development projects or agro-extractivist settlement projects (among other areas.

Key links:

http://www.mma.gov.br/estruturas/201/_arquivos/apresentao_bolsa_verde_201.pdf

http://www.mds.gov.br/bolsafamilia/informes/informe-gestores/Informe%20no%20280%20--%20Bolsa%20Verde_versao%20gabinete_final%20aprovada.pdf

http://www.mds.gov.br/falemds/perguntas-frequentes/bolsa-familia/bolsa-verde/beneficia-rios/bolsa-verde

Social Post

Beneficiary families of the Bolsa Família Program are entitled to send Social Posts (maximum weight of 10 grams), for R$ 0.01 (1 cent).

Main link:

http://www.correios.com.br/produtosaz/produto.cfm?id=BCEAD750-0960-A73E-86BC8E-6CA0BAA93B

National Program for Access to Vocational Training and Employment (Pronatec)

Provision of vocational and technical training focused on insertion in the labor market. It is result of a partnership between the Ministry of Education and the Ministry of Social Development. Courses are offered free of charge, and beneficiaries of the Bolsa Família Program receive food, transportation and school supplies.

Main link:

http://pronatec.mec.gov.br/

Program for Development of Rural Productive Activity

Conducted through a partnership between the Ministry of Social Development and the Ministry of Agrarian Development (MDA), the program is geared to families in extreme poverty and aims to: encourage the creation of jobs and income with sustainability; promote the food and nutrition security of its beneficiaries; encourage the participation of beneficiaries in social, educational, technical and professional capacity building initiatives; and encourage beneficiaries to engage in cooperatives and associations.

Key links:

http://www.mds.gov.br/segurancaalimentar/fomento-a-producao-e-a-estruturacao-produtiva-1/fomento-as-atividades-produtivas-rurais

http://www.mda.gov.br/portal/noticias/item?item_id=9296578

"Affectionate Brazil" Action (Ação Brasil Carinhoso)

In addition to increasing cash transfers, the Affectionate Brazil Action fosters better education with the promotion of increased vacancies in day cares and expands the health care services by including Vitamin A / iron sulfate supplementation and free asthma medication. All of these benefits are provided in a crucial stage for children, when they develop their physical and intellectual capabilities: early childhood.

Because it is built on three pillars - income, education and health - the Affectionate Brazil Action involves efforts from the Ministries of Social Development and Fight against Hunger (MDS), Education (MEC) and Health (MS), in addition to partnerships with state and local governments and the involvement of the whole society.

Key links:

http://www.mds.gov.br/bolsafamilia/informes/informe-gestores/Informe%20321%20%20--%20BSP%20-2.pdf

http://www.mds.gov.br/brasilsemmiseria/brasil-carinhoso/governo-vai-retirar-da-miseria-familias-com-filhos-de-ate-6-anos

http://www.mds.gov.br/brasilsemmiseria/brasil-carinhoso/saladeimprensa/noticias/2012/maio/governo-vai-retirar-da-miseria-familias-com-filhos-de-ate-6-anos

Fee Waiver for Civil Service Tests:

Low-income candidates in the Unified Registry are entitled to exemption from the registration fee in civil service tests conducted by the Executive Branch of the Federal Government. The applicant must apply for exemption directly to the organizer of the tender, according to the guidelines of the official announcement.

Key links:

http://aplicacoes.mds.gov.br/sistac/

http://www.mds.gov.br/bolsafamilia/cadastrounico/programas-usuarios/acoes/isencao-de-
-taxas-em-concursos/isencao-de-taxas-em-concursos-publicos

6. TARGET AUDIENCE AND RULES FOR USE OF THE TOOL

The Unified Registry is a tool for the identification and socioeconomic characterization of Brazilian low-income families of mandatory use for the selection of beneficiaries and integration of social programs of the Federal Government geared towards such families. Registration is allowed for low-income families , i.e. those whose per capita income is of up to half the minimum wage or whose total family income is of up to three minimum wages. Legislation also allows for the registration of families with incomes higher than these thresholds, since inclusion in the Unified Registry is also linked to participation in social programs implemented by the federal government, states, municipalities and the Federal District.

To be included in the Unified Registry, families must be registered in municipalities that have adhered to the Register, as per the terms established by the Ministry of Social Development and Fight against Hunger (MDS). Currently, all Brazilian municipalities have joined the PBF and the Unified Registry.

Registration is free, and families provide the required information through an interview. The information is collected by interviewers directly from the low-income families and registered on the Unified Registry forms. The data on the families may also be directly included in the Unified Registry System without the need to fill out paper forms. Before the interview, it is essential to define the person who will provide the information to the interviewer, i.e. the Head of Household (RF), who must be a member of the family, resident at its home and be aged 16 or older. It is recommended that such person be, preferably, female.

Data collection can be done in the following ways:
  » Home visits;
  » Fixed service stations; and
  » Mobile service stations, including registration task forces.

It is essential that the municipal manager use the low-income family estimates provided by the MDS to guide the planning of registration initiatives. However, it is the municipal manager's responsibility to include all low-income families identified in his municipality in the Unified Registry, even if all estimated families have already been registered. There is no maximum

---

6 The compulsory use of the Unified Registry does not apply to programs administered by the National Social Security Institute (INSS) and to the Continuous Cash Benefit (BPC), for which use of the Unified Registry is optional.

7 The Unified Registry requires persons to live in the same household and share income or expenses to be considered members of the same family.

number of families that can be included in the Unified Registry, so no low-income family is to be left out.

The information provided by families consists of self-declared statements, and the interviewer must accept the responses provided by the Head of Household (RF). However, before starting the interview, the interviewer is required to alert the RF about his/her responsibility to tell the truth, at the risk of losing the right to participate in government programs.

At the end of the interview, it is important to clarify to the RF that her/his inclusion in the Unified Registry does not guarantee automatic inclusion in any social programs that make use of its data. The family may qualify only if it meets the criteria of access and permanence established for each program. It is noteworthy that the interview is to be conducted by interviewers trained in completing the Unified Registry forms.

Registered information must be updated every 24 months (from the date of last interview) or whenever there is a change in the family's composition, address or socioeconomic conditions. The update is extremely important to ensure the quality of the data and to guarantee that the information recorded on the Unified Registry database is always representative of the reality of families. This is a continuous process, since population data change rapidly.

Each information update requires a new interview with the family to verify what has changed. For example, the birth of a child entails a change in family spending; a change of address entails changes in the characteristics of the household; changes of occupation involve changes in income (and, sometimes, in family expenses).

Article 18 of Ordinance 177/2011 provides that the municipality must remove the whole family from the Registry in the following cases:

>> All members pass away;

>> The family refuses to provide information required for updating the entry;

>> Information is omitted or untruthful information is provided by the family (in proven bad faith);

>> By request of the family;

>> By judicial decision; or

>> Inability to locate the family for information updates for a period not exceeding four years from the last inclusion or update of information.
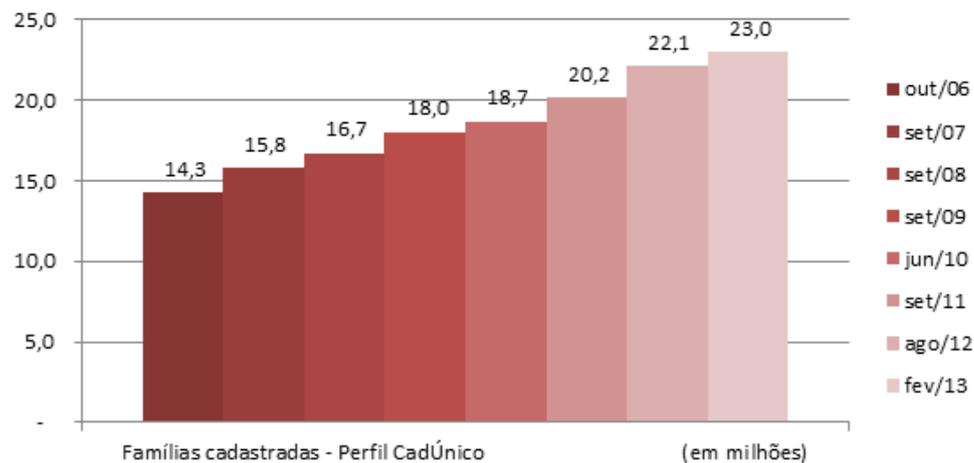
OMunicipalities can also remove families from the Registry if their income is above the one established in Unified Registry legislation, except in cases where the registration of the family is linked to the inclusion and monitoring of the family in federal, state or municipal social programs.

In addition to excluding a whole family, municipalities may also exclude a single person from the Unified Registry database. The following situations may cause the exclusion of individual persons from a family inserted in the Unified Registry:

>> Death;

>> Removal of the person in question from the registered family;

>> By request of that person; and

>> By judicial decision.

7. COVERAGE

The Unified Registry has national coverage, currently covering all 5,570 Brazilian municipalities. The graph below illustrates the evolution of the number of families included in the Unified Registry over the last eight years:

Source: MDS

In September 2013, the Unified Registry System encompassed 26,666,909 registered families, 23,826,172 of which had a per capita income of up to half the minimum wage.

8. FINANCING

Funding for the Unified Registry for Social Programs of the Federal Government is provided at the federal level. However, between 2005 and 2010 the MDS signed loan agreements with the World Bank and the Inter-American Development Bank (IDB): i) WB Agreement: "Bolsa Família Program" and ii) IDB Agreement: "Social Protection System Support Program".

The goal of both projects was to support the MDS in strengthening its institutional activities, including strengthening the Unified Registry, developing a system for monitoring and evaluation, promoting training activities and giving support to complementary policies and programs. Between 2005 and 2007, there was partial financing of conditional cash transfers from the PBF under the two loan agreements.

Currently, MDS is signing a second Agreement with the World Bank for the implementation of the project called "Consolidation of the PBF and Support to the National Commitment for Social Development". The Project supports the following core areas: the Bolsa Família Program Management System, Strengthening and Enhancing the Single Registry, Strengthening of the Monitoring System and Evaluation and Support of the National Commitment for Social Development under the Brazil without Extreme Poverty Plan (BSM), covering the three main areas of activity of the Plan. During 2012 and 2013, the World Bank has financed 1.85% of the amounts actually received by the PBF beneficiaries.

In all three projects, external financing occurs through direct reimbursement to the banks by the National Treasury (STN/MF) of part of the PBF benefits, previously paid with funds from the Treasury and proven by MDS. Thus, no direct funding from the IBRD and IDB is used to pay the beneficiaries of the Bolsa Família Program.

To fund activities related to the Unified Registry at the federal level, there is Budget Provision 6414 - National System for Identification and Selection of Target Citizens for Social Programs of the Federal Government - Unified Registry - whose responsible agency is the Secretariat of Citizenship Income of the MDS. The purpose of this Provision is to fund the planning, coordination, monitoring, support and maintenance of the registration of families with per capita income of half the minimum wage considered as part of the target group for cash transfer programs in the Unified Registry, ensuring the quality of information and the uniqueness of the records. In addition, Budget Provision 6414 aims to: support the collection, updating and maintenance of the information that make up the Unified Registry; achieve integration with other registration databases; and encourage the use of the Unified Registry by social programs of the Federal Government.

There are two other Budgetary Provisions directly related to the Unified Registry:

» Provision 6524 - "Concession, Arrangement, Maintenance, Payment and Termination Services for Direct Cash Transfer Benefits", which comprises the services agreement with CAIXA, the Operating Agent of the Bolsa Família Program and of the Unified Registry. Regarding the Unified Registry, the services provided by CAIXA to the MDS are as follows: develop the Unified Registry System; process registration data and assign the Social Identification Number (NIS) to each registered person; send all registration forms to the municipalities; train managers and technicians in the operation of the Unified Registry System; provide municipalities with operational service capacity; and other duties. This Provision had its execution taken out of the MDS in 2012, when it was shifted to direct execution by the Ministry of Finance as Provision 00M4 - Compensation to Financial Agents.

» Provision 8446 - "Support for the Decentralized Management of the Bolsa Família Program", which is one of the main strategies for the improvement of the Bolsa Família Program and of the Unified Registry, strengthening shared management with states and municipalities through the transfer of financial resources based on quality indicators for municipal and state management. Activities funded through this Provision and related to the Unified Registry include the following: registration of new entries, update of existing ones, maintenance of the quality of registration data and management of Unified Registry data in general.

9. LEGISLAÇÃO

The main pieces of legislation guiding the Unified Registry are:

» Decree 3,877 of July 24 2001, which created the Single Registration Form for Social Programs of the Federal Government).

» Decree 6,135/2007 - Regulates the Unified Registry.

» MDS Ordinance 177/2011- Defines procedures for the management of the Unified Registry.

» MDS Ordinance 10/2012 - Disciplines the criteria and procedures for the provision and use of information contained in the Unified Registry

With the publication of Decree 6,135 of June 26 2007 and Ordinance 177 of June 16 2011, the legislation of the Unified Registry was improved, to more clearly define its objectives, its operation and its attributions.

Ordinance 274 of October 10 2011, amended by Ordinance 177/2011, published normative instructions with procedures to be followed in cases of exclusion of records and/or changes of domicile by beneficiary families.

Normative Instructions 1 and 2 of August 26, 2011 set forth the technical definitions and operating procedures required for the use of versions 6.05 and 7 of the Registration Forms (Blue Notebook for Version 6.05; Green Notebook and Supplemental Forms for Version 7), of the Data Entry and Maintenance Application of the Unified Registry (for Version 6.05) and of the Unified Registry System (for Version 7), as per Ordinance 177/2011.

Normative Instructions 3 and 4 of October 14 2011 established technical definitions and operating procedures required for the use of versions 6.05 and 7 of the Registration Forms (Blue Notebook for Version 6.05; Green Notebook and Supplemental Forms for Version 7), of the Data Entry and Maintenance Application of the Unified Registry (for Version 6.05) and of the Unified Registry System (for Version 7), in case of exclusion of data records and families changing municipalities, as per Ordinance 177/2011.

All legislation concerning the Unified Registry is available at the website:

http://www.mds.gov.br/bolsafamilia/legislacao.

10. ADDITIONAL COMMENTS

The Secretariat for Evaluation and Information Management (SAGI) of the MDS has developed a computerized tool called CECAD – Tool for Consultation, Extraction and Selection of Information from the Unified Registry.

The information contained in CECAD is extracted monthly from the Unified Registry database. The CECAD is a tool developed to support activities by state and municipal managers while planning, implementing and managing local public policies for low-income families. It allows the consumers of the information to understand the socioeconomic reality of these families, bringing information regarding the family unit, characteristics of the household, paths of access to essential public services and data from each individual family member.

Cecad allows for four levels of consultation:

a) Tabulator: enables the cross-referencing of two variables from the Unified Registry and the application of filters to the queries, e.g. cross-reference "quilombola families" with "form of water supply" and filter by family income. In this case, one could know how many registered quilombola families do not have adequate access to water within a user-defined income range. The same kind of query can be performed for persons;

b) Simple Frequency: allows the computation of a single variable of the Unified Registry and the application of filters. It is possible, for example, to obtain the number of persons with disabilities in a certain municipality and filter by family income;

c) Data Extractor: allows the extraction of registration information from registered families in CSV format with some filters, such as 'belonging to traditional groups' or others;

d) Search by NAME/NIS: Allows for the querying of analytical information from individual persons and the family to which they belong. Personal data may be searched by Name, NIS and/or CPF.

CUsing Cecad, it is possible to tabulate data from families registered in states and municipalities from a single variable or through the cross-referencing of two variables. A number of pieces of information collected in the Unified Registry forms can be used as query terms, including income, schooling level, age range, characteristics of the household, existence of child labor, belonging to traditional groups and others. Furthermore, it is possible to search

8 The CSV (Comma Separated Values) format is a widely used standard to export data into easily accessible files. CSV files can be opened by a number of applications, including Microsoft Excel and even the Windows Notepad.

persons included in the Unified Registry by NIS number, Individual Taxpayer ID (CPF) number or full name.

Access to personally identifiable data from registered persons requires a specific password to access the Cecad. There are three access profiles recognized by the CECAD:

» Cecad Federal Manager: profile with the broadest access, allows the user to access all the features of Cecad and view the information of all municipalities and states;

» Cecad State Manager: lets users view information for a specific state and the municipalities within its area of coverage; and

» Cecad Municipal Manager: allows users to view information for a specific municipality.

CECAD is available in the Bolsa Família Program Management System (SIGPBF), which can be accessed at www.mds.gov.br/sistemagestaobolsafamilia or through the website of the Bolsa Família Program.

SAGI has also developed the Unified Registry information Tabulator (TabCad) application, which can be accessed at: http://aplicacoes.mds.gov.br/sagi/cecad/sobre_tabcad.php. CWith TabCad, anyone can access the Tabulator and Simple Frequency sections of CECAD without the need for a password. The Extractor section and the search by Name/NIS are unavailable since they provide access to personally identifiable data from registered families.

Hint: The link http://aplicacoes.mds.gov.br/sagirmps/ferramentas/nucleo/grupo.php?id_grupo=53 offers copies of the following assessment surveys and technical studies prepared by SAGI on the Unified Registry:

» Survey strategy for collection of data on knowledge, attitudes and financial practices of families enrolled in the Unified Registry for Social Programs;

» Technical Study - ETEC - 09/2012: "Analysis of Survey for Collection of Data on Knowledge, Attitudes and Financial Practices of Families Enrolled in the Unified Registry for Social Programs;

» Research Paper: "Unified Registry: the potential of information technology to improve access to the Bolsa Família Program";

» Research Paper: "Diagnosis of productive inclusion potentialities for the public enrolled in the Unified Registry for Social Programs of the Federal Government (CadÚnico)".