



WWP

WORLD WITHOUT POVERTY
BRAZIL LEARNING INITIATIVE



WWP Series Productive Inclusion Reports

**PRONATEC BRAZIL WITHOUT EXTREME POVERTY
(BRASIL SEM MISÉRIA)
MANAUS – AM**

PRONATEC BRAZIL WITHOUT EXTREME POVERTY (BRASIL SEM MISÉRIA) Manaus – AM²

1. INTRODUCTION

One of the main productive inclusion of the Brazil Without Extreme Poverty Plan (Plano Brasil Sem Miséria), is the National Program for Access to Technical Education and Employment (Pronatec, in the original acronym), which provides free professional certification programs for people on the Unified Registry (Cadastro Único)³ through Initial and Continuing Training courses with a minimum of 160 class hours. Altogether, the courses are known as the Pronatec Brazil Without Extreme Poverty Plan (Pronatec BSM, in the original acronym).

In 2015, the Municipal Secretariat for Social Welfare and Human Rights (SEMASDH, in Portuguese) was the public body responsible for Pronatec BSM in Manaus, the capital of the state of Amazonas (AM).

The National Services for Trade Education (SENAEC, in the original acronym), Industry Education (SENAI, in the original acronym), and Transport Education (SEST/SENAT, in the original acronym), as well as the Federal Institute of Amazonas (IFAM, in the original acronym), act as the institutions offering the courses.

The key highlights of this report include:

- The implementation of services in the headquarters of SEMASDH, especially for orientation and pre-enrolment in Pronatec BSM.
- The establishment of informative workshops at the social welfare units and public institutions like community kitchens and public subsidized restaurants, schools and units to

1 The WWP Series Productive Inclusion Reports delves into the process to plan and implement urban and rural productive inclusion activities conducted by Brazilian state and municipal governments. In the context of the Brazil Without Extreme Poverty Plan (*Plano Brasil Sem Miséria*) created in 2011 to help Brazil overcome extreme poverty, the government understands productive inclusion to refer to improving capacities, job opportunities, and income for the poorest families in both rural and urban areas.

2 This document was drafted based on a technical visit conducted by the WWP's productive inclusion consultant Andrea Perotti in June 2015.

3 The federal government's Unified Registry for Social Programs is a tool to identify and track the socioeconomic profiles of low-income families. It is also used to select beneficiaries for social policies and programs and to map deficiencies and vulnerabilities.

provide social/educational services as a dissemination strategy, orientation, and mobilization to enroll in Pronatec BSM courses.

- The participation of provider institutions by the action of the National Program for the Promotion of Access to the Work World (Acessuas Trabalho) in mobilizing, guiding, and following up with participants throughout the entire process.

To support the municipalities, the Brazil Without Extreme Poverty Plan created Acessuas Trabalho, which transfers federal resources to carry out actions that contribute to integrating social welfare beneficiaries into the workforce. This program mobilizes, tracks, and monitors the career paths of its students, working in the realms of labor, entrepreneurship, the solidarity economy, and other employment policies in the municipality. As of 2014, 1,379 municipalities had joined Acessuas Trabalho.

⁴ Direct cash transfer program for families living in poverty or extreme poverty, subject to certain conditions related to healthcare and education.

2. INSTITUTIONAL CONTEXT

- **Implementation period:** Starting in 2012.
- **Implementation location:** Manaus, the capital of the state of Amazonas and the main financial and economic hub of the northern region of Brazil. In 2010, the total municipality population amounted to 1.8 million people. Nearly 7% of the municipal population lives in extreme poverty, and 98% of the residents are urban dwellers. As of October 2015, 23.81% of the local population was receiving benefits from the Family Grant Program (Bolsa Família⁴).
- **Main actors involved:**
 - Municipal Secretariat for Social Welfare and Human Rights (SEMASDH, in the original acronym);
 - Provider institutions for Pronatec Brazil Without Extreme Poverty (Pronatec BSM, in the original acronym): National Education Services (SENAC, SENAL, SEST/SENAT, in the original acronym), and the Federal Institute of Amazonas (IFAM, in the original acronym).

SEMASDH has been responsible for managing Pronatec BSM in the city of Manaus since the very beginning. In 2015, the Family Protection and Total Assistance Service (Chefia do Serviço de Proteção e Atendimento Integral às Famílias) was linked to this program as well.

The social welfare public policy is run by a network of services of the Unified Social Assistance System (SUAS, in the original acronym).

Being a public service to serve the poorest and most vulnerable Brazilians, this social welfare network has gradually expanded nationwide, achieving the capillarity needed for actions to overcome extreme poverty.

Moreover, the federative pact approach to the network and supply of social welfare services (which are jointly funded by the federal government, the states, and the municipalities) is essential to the system. The Social Development Ministry (MDS, in the original acronym) represents the federal government in managing SUAS. However, it is at the municipal level where the social welfare network liaises directly with the population, as municipalities are responsible for adding families to the Unified Registry with the support of the states.

Pronatec BSM came to Manaus in 2012 aiming to offer free publicly sponsored spots in professional training courses to the poorest and most vulnerable as part of the productive inclusion pillar of the Brazil Without Extreme Poverty Plan.

The Acessuas Trabalho team in Manaus, responsible for the assistance services of the

Pronatec BSM, placed in the SEMASDH headquarters, has become decision-making reference, concerning the implementation of the program in the municipality. Its actions ranged from consolidating information to creating supporting tools for the actors involved. When spots open up in the courses, the team conducts pre-enrollment.

It is worth noticing, with regard to the social assistance area, the 18 basic social protection units working on dissemination, mobilization, and pre-enrollment of the priority audience of Pronatec BSM in their own regions. They have also collaborated on the following actions:

- Disseminating the program and mobilizing the public through day-to-day events and referrals, group activities, and supporting entities in the social welfare network, schools, supervisory councils, healthcare clinics, and other local partners.
- In terms of dissemination and mobilization, they emphasize the importance of the Unified Registry and the services and benefits linked to it.
- Adding families to the Unified Registry, as a means of accessing Pronatec courses, as instrument of inclusion and participation in the set of policies targeting the low-income population.
- Setting up monthly informative workshops, in partnership with the Acessuas Trabalho team, that serve as an important tool to get the priority public involved in the program.

As of 2015, the social services system in the Municipality of Manaus was well-structured. It consists of 18 basic social protection units operating in vulnerable territories within the city, one special social protection unit, one social protection center for the homeless, one Unified Registry and Bolsa Família service center, and one Pronatec BSM assistance center.

The provider institutions in Manaus include the National Education Services (SENAC, SENAI, SEST/SENAT, in the original acronyms), and, to a lesser degree, the Federal Institute of Amazonas (IFAM, in the original acronym).

As a structuring and normative part of the program, these institutions brought their own structures and experiences to the processes of professional and technological education. They receive female students, confirm enrollments, structure and prepare the teaching staff, organize classrooms, labs, and teaching materials.

They finance student subsidies, follow up the students' performance with a pedagogical team, monitor attendance, work to prevent dropout, and, teaming up with *Acessuas Trabalho*, identify and resolve difficulties.

Other important contributing actors to the mobilizing of priority target audiences include, in the realm of SEMASDH, community kitchens, public

subsidized restaurants, special protection units, and the social protection centers for homeless people. Schools, basic health clinics, supervisory councils, social and educational service units for juvenile offenders, and prison system units have also collaborated.

In the field of food and nutritional security, in 2015, there were five community kitchens and two public subsidized restaurants, also located in strategic regions from the perspective of where vulnerable populations live, such as in the central and port areas of Manaus.

3. DESCRIPTION OF ACTIONS

Productive inclusion came to be conceived of and structured by the SEMASDH after the arrival of Pronatec BSM in the city of Manaus in 2012.

Initially, there was a competition between the secretariat and the basic social protection units to ensure enrollment for the program's priority audience.

With the subsequent arrival of the *Acessuas Trabalho* program, the internal processes at the secretariat related to executing the program started to become better aligned, especially between SEMASDH and the basic social

protection units. Communication flows and referrals were set up, and strategies and work timelines defined.

Acessuas Trabalho set up at the SEMASDH headquarters, where the Unified Registry and the Family Grant program services are also located, to ensure bilateral flow and referrals between the programs.

In the same space, there was an identification station to issue documents where, thanks to a negotiation by the SEMASDH, services for beneficiaries of social services became priority.

LEARN MORE

It became clear during orientation and pre-enrollment that a good portion of the population needed to be referred to document issuance.

As many lack proof of residence, the solution for residents with informal jobs or living in unregulated areas, was a residence declaration issued by the police department.

In the absence of school records, the program agreed to accept a self-declaration made by the students.

The basic social protection units also work on procedures related to the Unified Registry, adding and updating beneficiaries, which helps speed up the services for users in their territories.

As such, they were able to recruit and enroll in courses individual members of families benefiting from the Family Grant program, beneficiaries of social welfare services, and the population matching the Unified Registry profile.

Among these instruments to disseminate information and recruit students from among the priority audience, of note are the informative workshops held by the Acessuas Trabalho team. Aiming to reach the most vulnerable segments, these sessions are held at public facilities that provide services destined for this population, such as community kitchens, public subsidized restaurants, social and educational service units for juvenile offenders, and the prison system.

LEARN MORE

Thanks to this dissemination and recruitment in specific spaces, teenagers subject to corrective measures with restricted movement and homeless people were included in the program and able to attend Pronatec BSM classes.

The informative workshops are also held at the basic social protection units, schools, and healthcare clinics. Aiming to implement a continuous process of dissemination and recruitment, the Acessuas Trabalho team holds

informative workshops even when there were no open class spots.

The pre-enrollment takes place primarily through basic social protection units. The basic social protection units act to provide orientation prior to pre-enrollment, to support potential students in selecting the courses that best match their profile, interests, and background to participate, taking into account such aspects as location and time slots available.

It is evident that the agreements and speed in serving and referring beneficiaries, in addition to the organized cycle of activities spearheaded by *Acessuas Trabalho*, ranging from dissemination and recruitment among the target audience to pre-enrollment procedures, reveal a context of synergies in the realm of social welfare, allowing Pronatec BSM to be effectively implemented in the municipality.

Following the pre-enrollment, the public is referred to confirm enrollment, which takes place at the provider facilities (the National Education Services and the Federal Institute of Amazonas, IFAM).

Pursuant to this logic, the decision as to which courses are to be offered at the municipality was made jointly between the provider institutions and the social welfare network, as well as based on agreements made at the SEMAS-DH headquarters. The course determinations were made taking into account the needs and

interests of the social welfare beneficiaries, as recorded in the reports of the people attended at the basic social protection units.

Moreover, to agree on the courses, the social welfare team drew on official information on the labor market and other official data, such as the Annual Social Information Report (RAIS, in the original acronym), and also documents published by the Ministry of Social Development (MDS) to support the municipalities in implementing the Brazil Without Extreme Poverty Plan. The *Acessuas* team also investigated job vacancy notices published in the city's major newspapers.

In the end, based on the operating areas of the provider institutions, data on labor market demand, and the profile of the target audience of Pronatec BSM, the choice was made to offer a variety of daytime and nighttime courses to the population, including for the following jobs: painter, woodworker, ironworker, construction carpenter, scaffolding assembler, bricklayer, mortar layer, solid waste management worker, applier of ceramic linings, web design assistant, civil construction designer, power distribution network electrician, plumber, installer, mechanic for car air conditioning maintenance, brake maintenance mechanic, car suspension and steering mechanic, motorbike maintenance mechanic, outboard motor maintenance mechanic, refrigeration and home acclimatization systems, assembly

and maintenance of computers, wastewater and effluent treatment operator, painter, web programmer, appliance repairperson, lathe operator, storekeeper, TV cable and satellite installer, phone operator for assembling electronic equipment, and event receptionist.

As can be observed, the courses were primarily oriented toward the service and civil construction sectors, given the prevalence of these areas in the city's economy and the likelihood of finding a job on the market. Considering the reality of the municipality, even courses in small-scale agriculture and livestock were offered, including the following jobs: butchering of small, medium-sized, and large livestock, family farmer, raiser of small and medium-sized livestock, gardener, and farming machine and equipment operator.

As reported by the provider institutions, enrollment took place with no major issues, because the public referred by social welfare came to the institutions ready with the documentation they needed to confirm enrollment. In some cases, people were missing documents, but SEMASDH was able to provide them quickly.

Social welfare also received support from the provider institutions in tracking students throughout their career paths and during the courses because, due to the size of the terri-

tory, the number of classes, and the low number of people on the team, Acessuas Trabalho was unable to provide systematic in-person follow-up services.

The follow-up efforts mainly consist of ongoing telephone contact with the social welfare network and the providers, which reported dropouts or situations where the Acessuas team needed to intervene. The teaching teams also conduct classroom visits to talk directly with the students and identify problems.

The relationship between social welfare and the teaching institutions was set up from the very beginning of the program's activities in order to identify and mobilize the target audience and track their results.

LEARN MORE

Despite the difficulties with the follow-up efforts, Acessuas Trabalho invested in overseeing enrollment and certifications, producing reports by territory based on data from SISTEC. They also directly contacted dropouts to identify the reasons why they had left the course.

These data are being separated by territory, systematized into reports, and made available to the basic social protection units as a way to engage them in future tracking of career paths.

As a strategy to raise the level of schooling of the social welfare audience, the Acessuas Trabalho team refers users to Youth and Adult Education Courses. In addition, to encourage participation in Pronatec BSM courses, it pushed provider institutions to change the schooling requirement from “complete” to “incomplete” for some of the courses offered.

The relationship between theoretical content and practical situations, the adoption of external classrooms, the use of alternative materials, such as posters, paintbrushes, and paint, field research, internal contests and celebrations, and the introduction of cross-cutting topics to support learning were just a few of the teaching strategies harnessed by the provider institutions to deal with the low level of schooling observed among students while participating in the courses, as well as to reduce dropout rates.

LEARN MORE

Strictly speaking, the materials used by the program (coursepacks, manuals, videos) are meant to be the same everywhere throughout the country where the federal teaching institutions are present. The teaching strategies were potentially different and adapted to the diverse local realities.

⁵ CAIXA is a federal public enterprise that invests in sectors such as housing, basic health, infrastructure, and service provision.

The perspective of market inclusion for graduates of the program became a concern of SEMASDH at the end of 2013, with the arrival of the Acessuas Trabalho team.

Despite that, the social welfare network recognized that there was not significant progress in defining the strategies and articulations for processes related to jobs and referrals to the labor world. There was a lack of articulation with the Secretariat of Labor and Entrepreneurship, and the National System of Employment for the municipality (SINE, in the original acronym).

Even so, Acessuas Trabalho aimed to act by encouraging entrepreneurship. Thus, dialogue began with the community bank located in Mauzinho, a region of Manaus. There was also discussions with the public bank Caixa Econômica Federal (CAIXA)⁵ to bring the supply of credit to small businesses and the public served by the basic social protection units.

Some specific initiatives include compiling vacancies for Pronatec BSM students in the realm of the provider institutions, and having business people participate in the Pronatec BSM training courses. In some cases, these business people requested professionals trained by the institution. When new vacancies became available, pre-selections were carried out so that for each vacancy available, five graduates could be suggested.

4. CHALLENGES FACED/ LESSONS LEARNED

In spite of the excellent structures of the provider institutions in terms of their physical units, their facilities were not accessible to disabled persons. With no access ramps, physical barriers, such as turnstiles, narrow doors for entering the classrooms, labs, and elevators.

Another challenging factor facing Pronatec BSM in the municipality of Manaus was how to advance in the institutional strategies and joint efforts to promote opportunities for inclusion for graduates of the program in the work world. In that sense, the obstacles existed in the municipal government itself, in light of the difficulty to set up dialogue between the social welfare network and the Municipal Secretariat of Labor and Entrepreneurship.

For this reason, there was a plan to hire a professional from the Acessuas Trabalho team to design and consolidate the strategies to promote opportunities for graduates of the Pronatec BSM course to join the work world.

The social welfare team also recognized the challenge of creating strategies and mechanisms to track or follow up with students

along their career paths, both while participating in and after the courses. In order to offer this type of follow-up during the course, social welfare worked with the support of two providers.

With no infrastructure to offer in-person follow-up, and focused more on the importance of preventing and monitoring dropout rates, Acessuas Trabalho invested in tracking and analyzing the ratio of enrollment to certifications using the National System for Professional and Technology Education (SISTEC)⁶. They also directly contacted dropouts to identify the reasons why they had left the course. These data, systematized and organized by territory, will support future processes to providing follow-up services along the career path and prevent dropouts.

5. SUPPLEMENTARY INFORMATION

Pronatec BSM provide constant services to the target audience of its programs, even when there are no spots available in its courses. The people who are attended on a day-to-day basis are recorded so that they can be contacted for pre-enrollment if their profiles match the program they are interested in and when the spots open up.

This service is known as the Pronatec Room. It is a small space with three service counters.

⁶ System charged with publishing on a monthly basis information about intermediate-level technology courses, schools, and students.

The service includes attending the customer, providing guidance, and referrals to the Unified Registry, the basic social protection units, and other citizen services, as well as document issuance.

The Unified Registry and Family Grant program services are located on the same premises, which facilitates the reciprocal flow of candidates among the various services.

At the same administrative complex is an identification station to issue documents. This station prioritizes social welfare beneficiaries, and provides a rapid solution for people for whom the lack of appropriate documentation is an impediment to enroll in Pronatec BSM's courses or in any other social service.

With Acessuas, the processes related to implementing Pronatec BSM began to take on greater strategic and methodological unity in dissemination and recruiting the target audience for pre-enrollment. The Acessuas Trabalho team has begun to play a major role in establishing and consolidating the flow of information that SEMASDH disseminates in the territories through the basic social protection units.

With institutions and teams located throughout various diverse neighborhoods of the city, the basic social protection units offer a territorial dynamic of dissemination and re-

cruitment to participate in Pronatec courses among social welfare beneficiaries.

As the demand for Pronatec courses has become one of the principal social welfare needs, the basic social protection units are adding into their routines instruments and practices to engage in outreach with the population that wants to take part in the program. In coordinated action with Acessuas Trabalho, these units are deeply involved in disseminating information among the target audience and recruiting candidates to take part in the Pronatec BSM courses.

LEARN MORE: THE UNIFIED REGISTRY

The strategies of dissemination and mobilization used by the teams working out of the basic social protection units emphasize the Unified Registry, not only as a means of accessing Pronatec courses, but also as a tool for inclusion in social welfare services and benefits and other policies targeting the public that fits the Registry profile.

Broad awareness of the Unified Registry, as well as the ramping up of inclusion processes, has led to a jump from 140,000 families on the registry when Pronatec BSM commenced operations in 2012 to 244,378 in October 2015⁷.

Activities to disseminate information and mobilize the public to take part in courses have included meetings with people joining the Unified Registry, encounters with families that have not

⁷ Report from the website of Brazil Without Extreme Poverty in the municipality. Manaus. Available at: <<http://www.brasilsemisèria.gov.br/municipios>>.

complied with the conditions the Family Grant program, or get-togethers with beneficiaries of social welfare services.

The program has also been disseminated through routine services provided to the low-income population and through the social welfare network of entities, supervisory councils, health-care clinics, and other local partners, in direct dialogue with the teams and leaders of these organization. These actions have been distributed in brochures and posters on bulletin boards at the social services units.

The informative workshops were one of the main recruitment instruments. These workshops were planned and led by the Aces-suas Trabalho team once a month at each of the basic social protection units.

Participants in these sessions were mobilized by the social services unit teams. They are generally social welfare beneficiaries and their family members, but also include members of the broader population, as well. These activities are held at the collective spaces at the units with no limit set for the maximum number of participants, as long as they could fit in the space.

Based on a road map developed earlier, the informative workshops aimed to inform and mobilize the people who would participate in the Pronatec BSM courses. The workshops discuss the social benefits and professional education

opportunities offered by Pronatec BSM.

The workshops help explain what Pronatec is and how it works, the provider institutions, criteria to participate, and the documents needed to participate. They also address topics such as professionalization and opportunities to join the work world and raise your income, with testimony provided by people who have participated in the courses in the past.

The Acessuas team prepares, for the sessions, materials with information about each of the courses, the spots available, provider institutions, locations, shifts, the time burden and duration, minimum level of schooling required, start and end date, as well as fields of interest and the average wage paid in the market for each qualification presented. There is an annual schedule of workshops even when there are no open spots in the classes. The deadlines, procedures, and orientation for pre-enrollment and enrollment are also discussed with participants, as well as useful addresses and telephone numbers.

To expand the scope of Pronatec BSM, the informative workshops are also held in other spaces maintained by SEMASDH, such as community kitchens, public subsidized restaurants, special social protection units, and social services centers for the homeless. Moreover, they are offered at basic healthcare clinics, schools, the social and educational services network, and even through the prison system.

The relationship between social welfare and the teaching institutions was set up from the very beginning of the program's activities in order to identify and mobilize the target audience. The consensus is that the relationship is generally positive, cooperative, and complementary, and helps both sides learn. Pronatec BSM is responsible for liaising between the system and municipal management as a whole.

The program has had an impact on the provider institutions in terms of their stances, perceptions, and models for intervening. The injection of financial resources to the program helped it to expand and assess its activities in the municipality, considering that many institutions were facing challenges and operating on a deficit or with incomplete classes.

In terms of the classroom content of the Pronatec BSM courses, the provider institutions invest in educating the instructors to work with the program's target audience through short trainings and special classes.

The courses of some of the providers are divided into two modules: general skills and specific skills. The general skills module instructors have been trained specifically in the strategy of "winning over the student," advoca-

ted by Pronatec BSM, because it is at this stage that many students decide whether or not to stay in the course.

It is common to have mixed classes, with various target audiences meeting in the same classrooms at Pronatec. The teaching teams understand that this measure promotes equal attention and treatment and raises the Pronatec BSM students' self-esteem.

The providers tend to provide additional support to students as well, such as dental care, psychosocial support, and even physical therapy. For example, Pronatec BSM students used to complain a lot about back pain from sitting so long in the classroom, and for having been out of school for so long.

Similarly, it is worthwhile to note the vulnerability of Pronatec BSM students. Some have to come to class on foot to save money on the transport option offered by the program. Many come hungry to class. Others bring their children with them because they do not have anyone with whom to leave them. The administrative teams at the institutions have had to take care of the children so their parents can attend class.

To illustrate the level of engagement between Pronatec BSM and the provider institutions, it

is worthwhile to mention the case of a fire in the community of Bariri, a poor area of Manaus, which happened in 2012. Following the fire, the provider institution was moved to amend its institutional rules and ensure that the students affected by the fire would not have to drop out and would be able to complete their course.

Some students living in the community who were attending Pronatec BSM's courses for the jobs of waitress and receptionist were no lon-

ger able to come to class because the fire had affected their homes.

The institution visited the site, and put together an aid group. They hired the teachers to work extra hours to make up lost classes and offer the classes on site in the community to ensure that the students could complete their certifications. In addition, the institution articulated traineeship for the students in one of the city's hotels, which ended up hiring some of them. One of them became a housekeeper manager.

ipea Institute for Applied
Economic Research

MINISTRY OF
**SOCIAL AND AGRARIAN
DEVELOPMENT**



WWP.ORG.BR/EN