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WORLD WITHOUT POVERTY

BRAZIL LEARNING INITIATIVE

WWP WEBINAR SERIES

Unified Registry for Social Programs
The Brazilian Experience

ipea Institute for Applied
Economic Research

Secretariat of
Strategic Affairs

Ministry of
Social Development
and Fight Against Hunger

BRAZILIAN GOVERNMENT
BRASIL

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What is the Unified Registry and how did we get here?

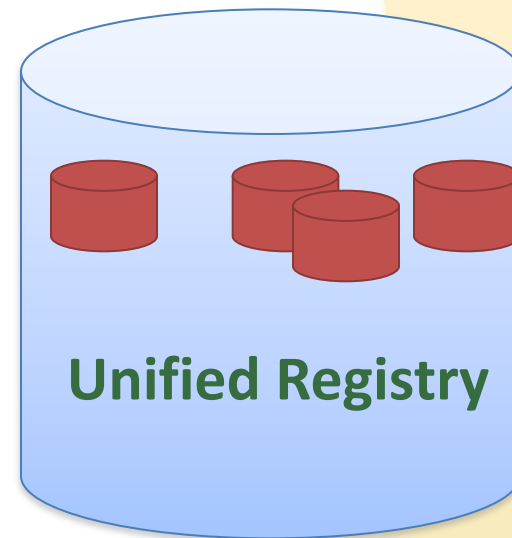
Universal Policies



Contributive Policies



Non-Contributive and Selective Policies



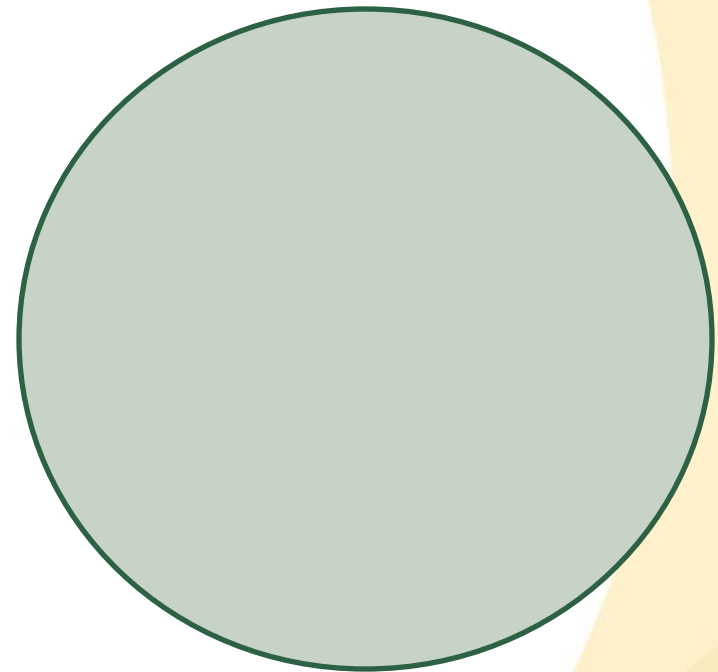
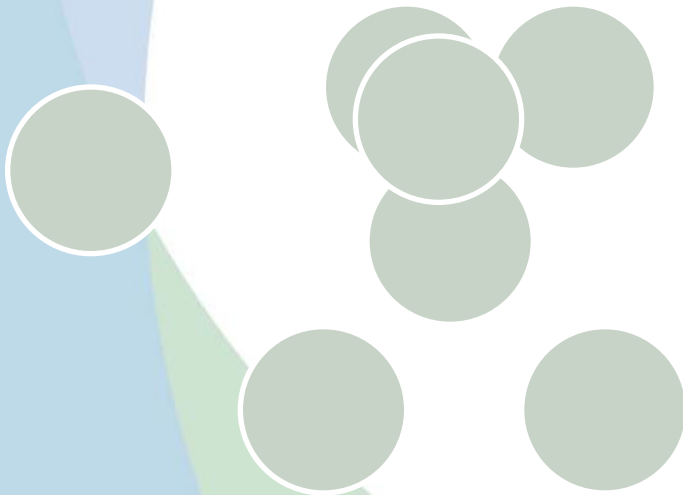
What is the Unified Registry and how did we get here?

- ❑ Main instrument used by Brazil to select low-income families and include them in social programs
- ❑ 26.6 million families and 80 million people, practically half of Brazil's population
- ❑ A network that updates and includes over 1.3 million families across Brazil every month

Unified Registry: why?

Isolated policies

Policies integrated in the unified registry



Unified Registry: why?

- ❑ Eliminates duplication of efforts when registering, verifying identity and income, updating information
- ❑ Allows exclusion errors to be identified
- ❑ Allows inclusion errors to be identified
- ❑ Makes it easier to eliminate duplicated delivery of benefits and services
- ❑ Economies of scale - activities that may seem too costly or technical individually make sense when applied in a large scale, to various programs: investments in updating, automating and checking data, contracting of experts to analyze data, etc.

Better quality information for all policies

Unified Registry: target audience, purpose and way of use

Brazil's Unified Registry Threshold

- ❑ Households with a monthly family income of up to ½ the minimum wage per person; or
- ❑ Households with higher incomes, if their admission is linked to having been selected or participating in social programs or services.

BASIC CONTRADICTION OF UNIFIED REGISTRIES: DESPITE EXISTING FOR THE PURPOSE OF INFORMING PROGRAMS....

- ❑ it cannot be designed accounting only for the threshold or eligibility criteria of a set of fixed programs because they change constantly and rely on the registry for their expansion/contraction: planning, monitoring and evaluation function of registries;
- ❑ cannot fulfill all of one programs' data needs, because it serves many 'masters'.

WHERE DO WE DRAW THE LINE?

Unified Registry: target audience, purpose and way of use

- ❑ Eligibility analysis

Verification of program access criteria: vulnerability, location and others

- ❑ Prioritization analysis

Organization of access queue based on registration data

- ❑ Program planning

Territorial vulnerability analysis to inform program design

- ❑ Monitoring and evaluation

Follow-up of beneficiary families, registration and update process, comparisons with non-beneficiaries

What is the Unified Registry and how did we get here?

A combination of 5 income transfer programs for poor households under a unified *Bolsa Familia* Program (PBF, the federal Family Grant program) and a **clear political goal to expand it to all the poor:**

1. *Bolsa Escola* (School Grant - Ministry of Education-MEC): transfer conditional upon poor children's attendance of public school.
2. *Bolsa Alimentação* (Food Grant - Ministry of Health-MS): transfer conditional upon poor families' use of the public healthcare network.
3. Food Card (Ministry of Social Development-MDS): used by poor families exclusively to purchase food.
4. Gas Voucher (Ministry of Energy-ME): cash transfer to purchase gas.
5. Child Labor Eradication Program (MDS): transfer conditional on school attendance and participation in after-school activities.

What is the unified Registry and how did we get here?

2001

The Unified Registry is formally created by law.

2003

The *Bolsa Familia* Program is launched, unifying 5 similar programs.
The Unified Registry starts to grow: 5.5 million families.

2005

Data for the Unified Registry starts to be improved.

- A financial incentive is created to improve the quality of data collected.
- Municipalities sign terms of accession.
- First database crosscheck: formal labor income.

2006
to
2009

A large-scale legislative and normative review is conducted.
Version 6 of the data entry software is improved: online check against the Brazilian Tax Payers' Registry (CPF) for better identity check.
A new questionnaire and software are designed.

2010

A new online version of the *Cadúnico* (V7) is launched.

2011

The "Brazil Without Extreme Poverty" Plan is launched: the tool is effectively used to integrate all programs targeting extreme poverty.

2013

All municipalities have migrated to the new version of the *Cadúnico* (V7).
Database cross-checks for investigative purposes are regulated.
Contract to systematize data checks against the pension system.

What is the Unified Registry and how did we get here?

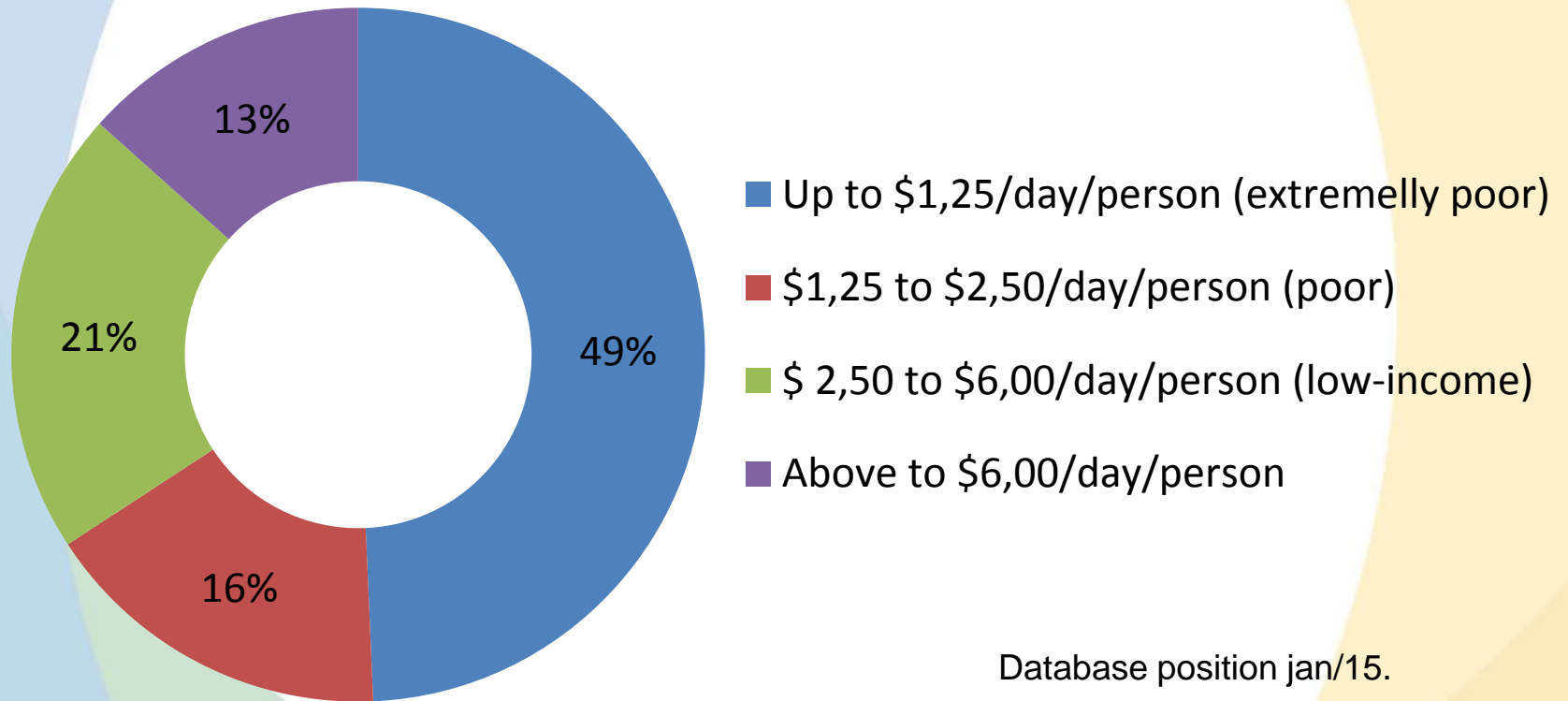


- ❑ 40 questions about households and families
- ❑ 60 questions about documents, schooling, work and income
- ❑ Concepts used in official statistics + specific questions to identify vulnerabilities

https://www.wwp.org.br/sites/default/files/unified_registry_form_english_wwp.pdf

Brazil's Unified Registry: some indicators

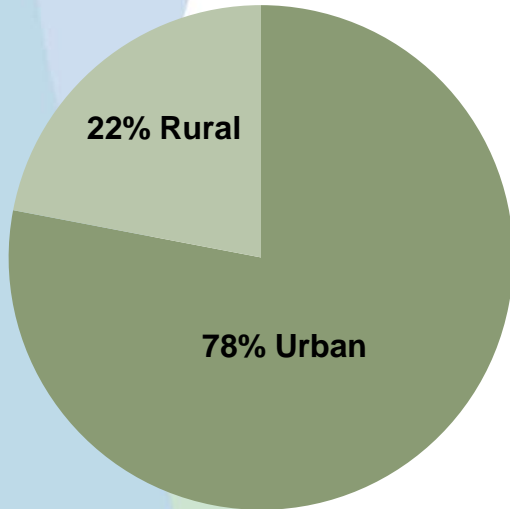
Distribution of families registered, by range of monthly household income per capita



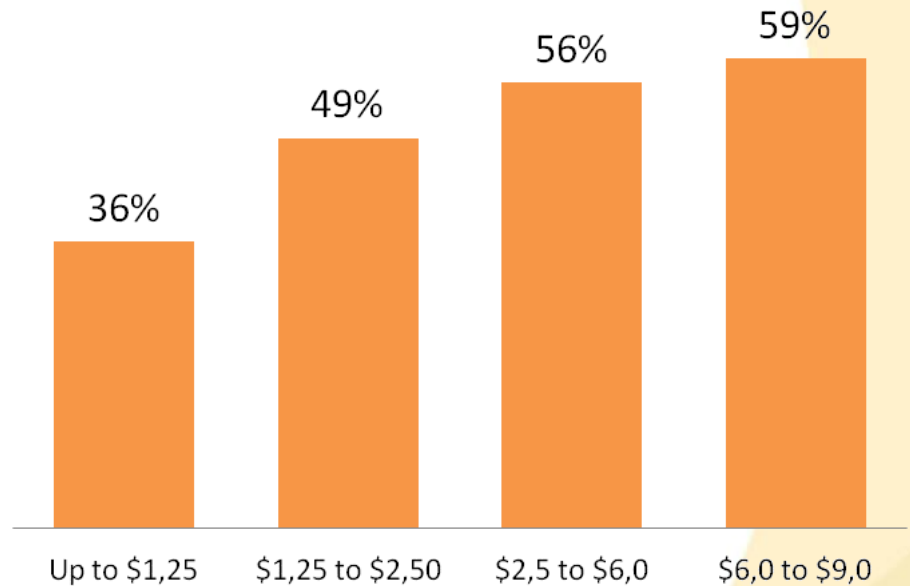
Database position jan/15.

Brazil's Unified Registry: some indicators

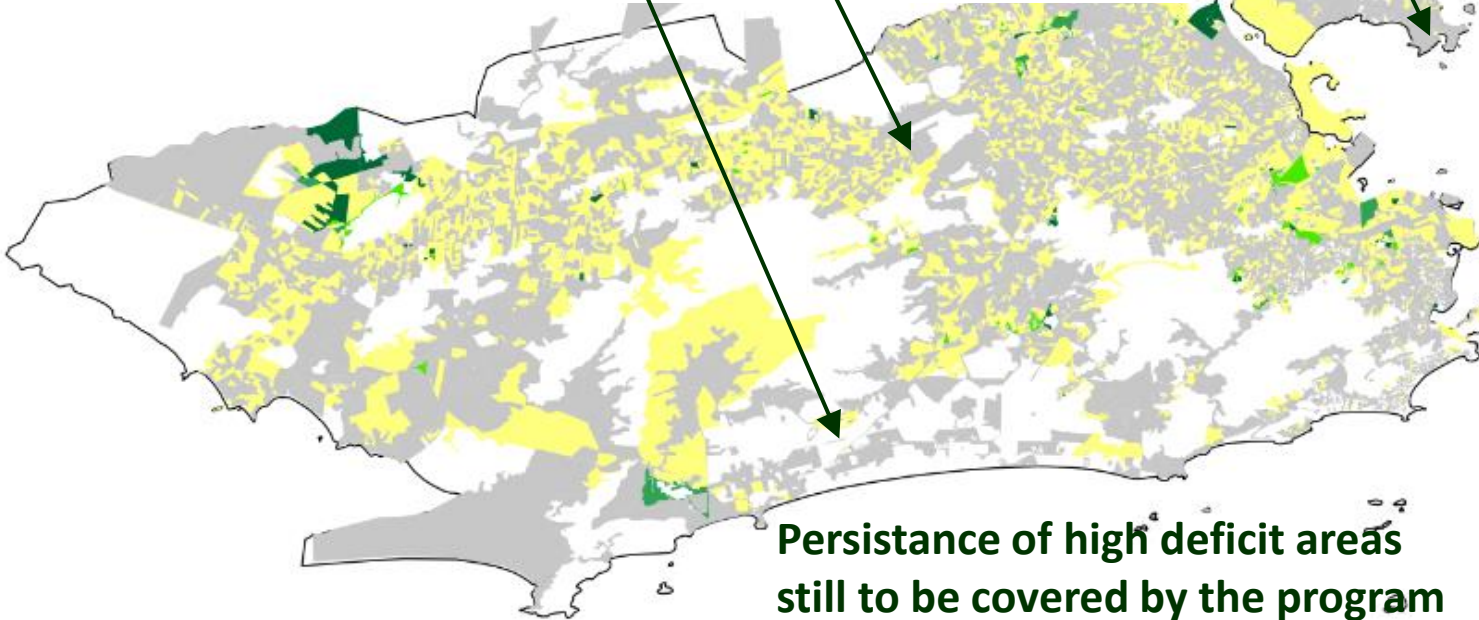
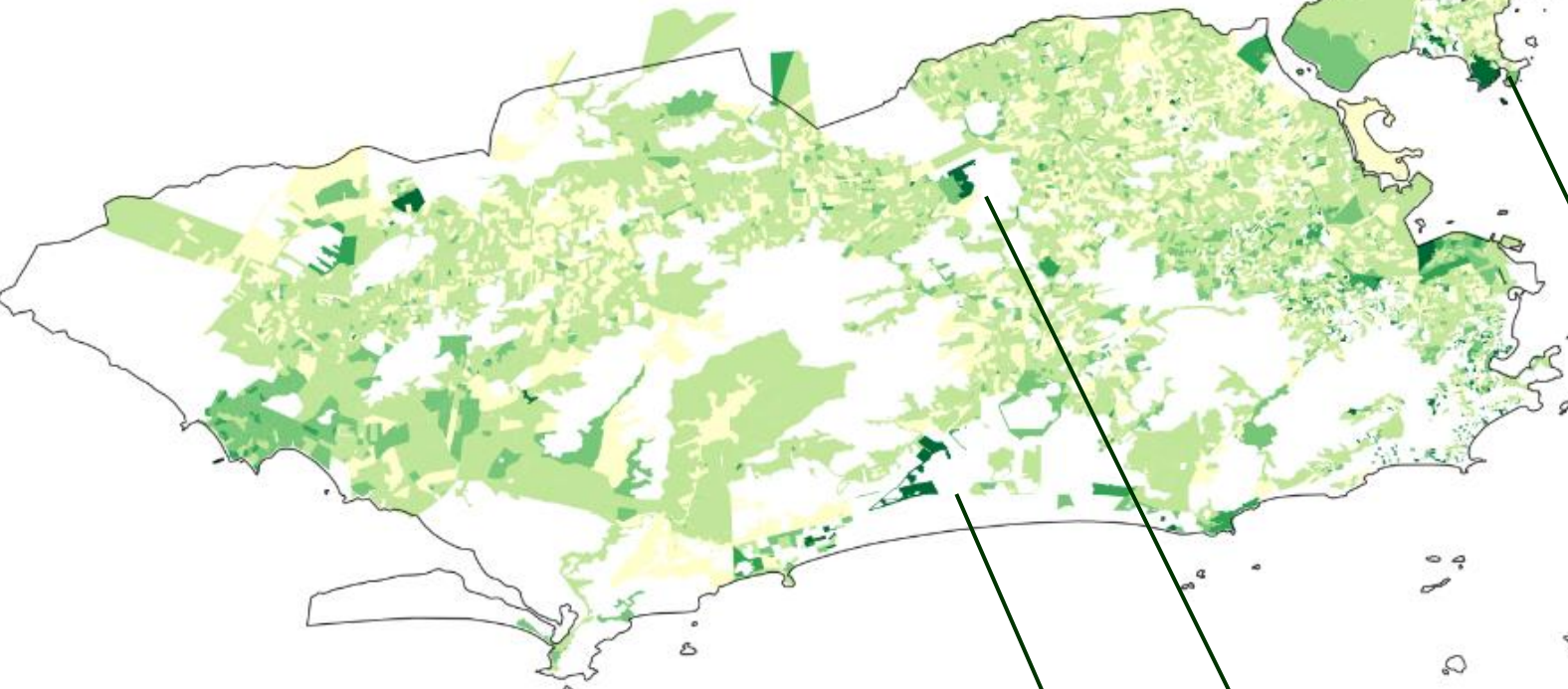
Distribution of households by area



Households with simultaneous access to public utility services: electricity, sewage system or cesspool, solid waste collection and water distribution network



Housing Deficit in Rio de Janeiro City



Housing Program

Persistence of high deficit areas still to be covered by the program

How can we ensure data quality?

- ❑ **Self declaration with criminal liability:** head of household (16 or older) is responsible for information accuracy. This is to inhibit patronage and misconduct by municipal agents and account for high level of informality of poor populations, eliminating barriers to entry.
- ❑ **Update** the registry, whenever the information changes or confirm it every 2 years (currently 74%).
- ❑ **Standardize** the questions' underlying concepts (100): mostly according to the Brazilian Institute of Geography and Statistics-IBGE (family, race/color, level of schooling, work). Enables quality assurance checks.
- ❑ **Objective questionnaire:** the longer the questionnaire, the poorer the info will be. Interviewers are poorly qualified. Needs to cover only the basic information to characterize the family's social situation for all programs. Here we must draw the line on broad vulnerabilities' questions, resisting political pressures to cover all management information needed by programs.

How can we ensure data quality?

- ❑ **Technological structure:** critiques to data entry, traceability and identity check.
- ❑ **Incentives policy** to standardize information and keep it up-to-date.
- ❑ **Ongoing stakeholder training** : multipliers, distance education and standardized materials.
- ❑ **Registry verification:** annual check against formal labor (public and private) records and pension system.
- ❑ Clear, standardized and predefined concepts and procedures.
- ❑ Monitoring plans for decentralized management: workshops, action plans, monitoring indicators, etc.

Data flow and distribution of responsibilities by level of government

- ❑ Management of the Unified Registry is a shared responsibility of the Federal Government (MDS and CAIXA), states and municipalities.
- ❑ Inspections are supported by the Brazilian audit system.
- ❑ Cooperation between the levels of government consolidates the Unified Registry as an instrument of the STATE.
- ❑ Despite being harder to put in place, the decentralized model:
 - ❑ promotes local institutional capacities, which is also a necessary part of Brazil's democratic consolidation
 - ❑ promotes a system of power balance checks between different parties and levels
 - ❑ no one controls the entire process, which inhibits undue political appropriation.

Data flow and jurisdiction by level of government

Local level: 5,570 municipalities

Data is collected through a standardized form

Online data entry and transmission

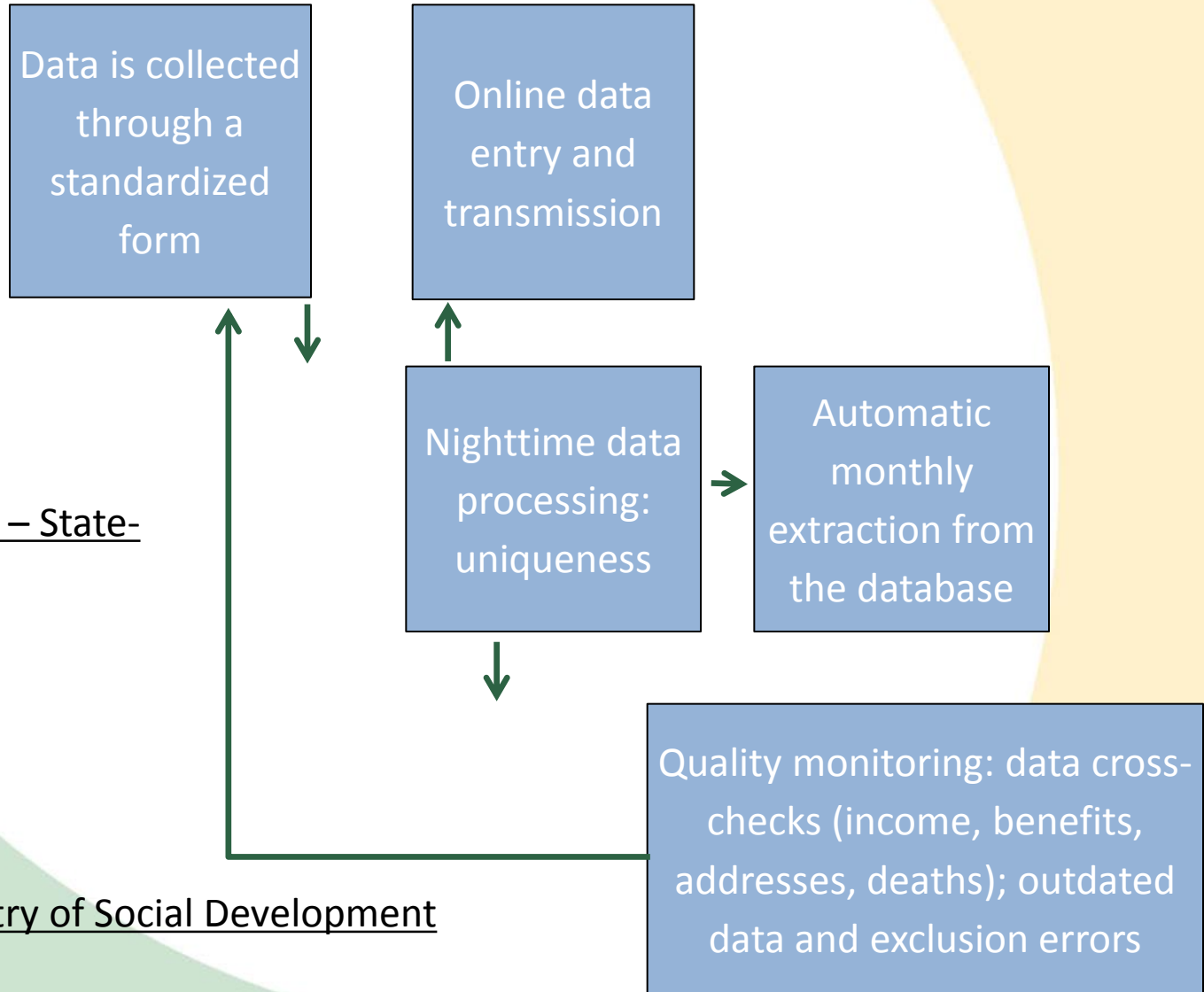
Nighttime data processing: uniqueness

Automatic monthly extraction from the database

Central level: CAIXA – State-owned Bank

Central level: Ministry of Social Development

Quality monitoring: data cross-checks (income, benefits, addresses, deaths); outdated data and exclusion errors



Data flow and jurisdiction by level of government

- ❑ All 5,570 local governments, 27 states, MDS, CAIXA and audit network
- ❑ In 99.4% of them, the Unified Registry is located within the local Social Assistance Secretariat
- ❑ In 60%, registration is carried out at Reference Centers for Social Assistance (CRAS) – in neighborhoods
- ❑ In 54% in a centralized fashion somewhere in the city center
- ❑ Only 7% of registries are home visits
- ❑ 32 thousand permanent interviewers and a total of 40 thousand exclusive collaborators: most have finished secondary school and are outsourced or temporary workers

Unified Registry: target audience, purpose and way of use

- ❑ Point of entry to over 20 nationwide programs and services
- ❑ At least 10 local programs and services



Cash Transfers

Non-Cash Transfers

Labor: rural technical assistance, tax benefits for small enterprises

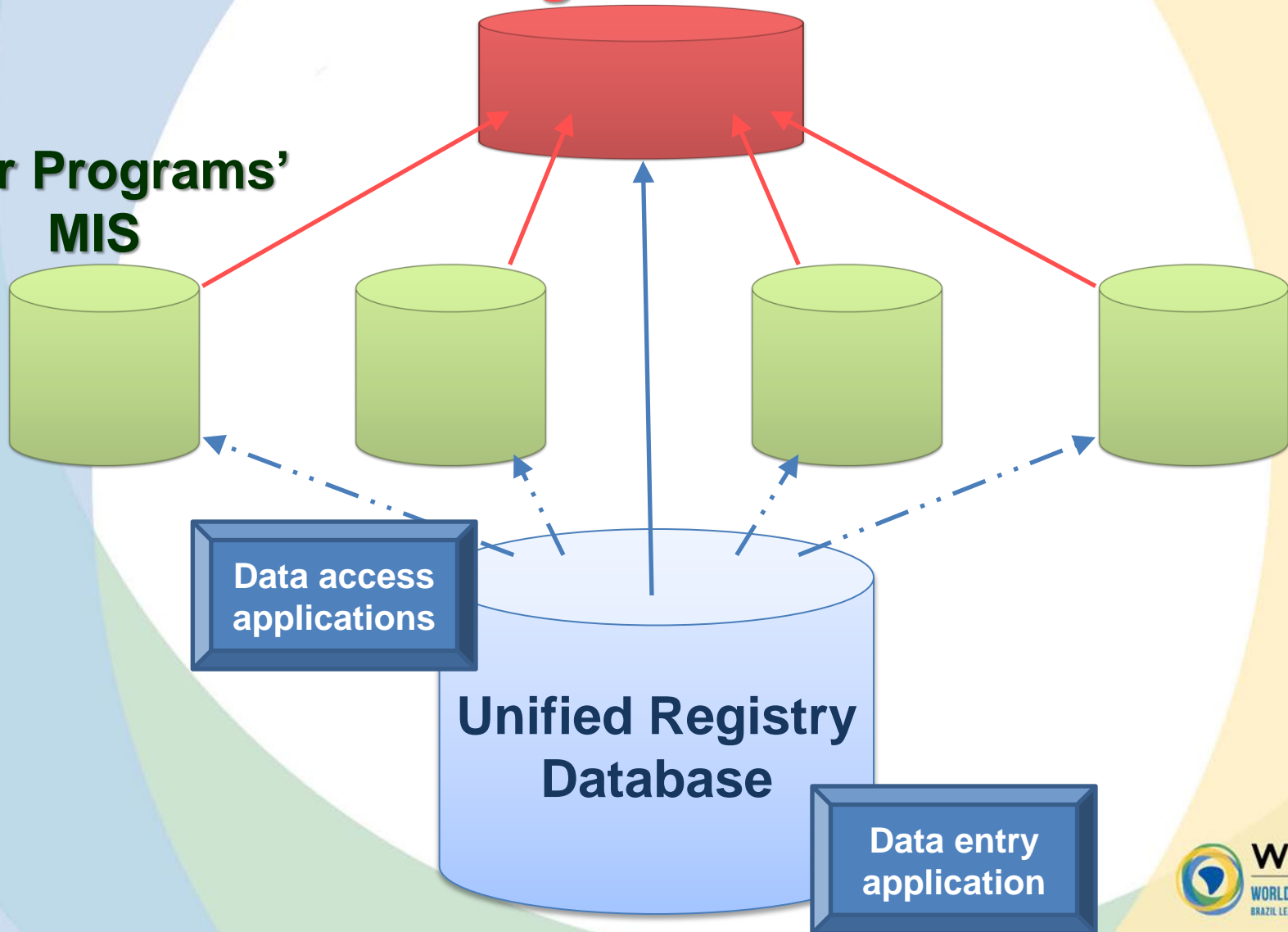
Education: technical courses, priority to full-time schools, priority access to higher education

Assets: housing, cisterns, land

Unified Registry: target audience, purpose and way of use

Integrated MIS

User Programs'
MIS



Unified Registry: target audience, purpose and way of use

Challenges Regarding User Programs'

- ❑ coordinate programs' needs for inclusion of families and updating records:
 - usually refer to the same families, thus need to be communicated/sought together, avoiding unnecessary lines
 - prioritizing inclusions and record updating activity given deficit of local capacity
- ❑ inhibit free riders that want to use Cadastro Único out of the threshold of ½ minimum wage
- ❑ monitor and reduce the incentives each program creates for bad data reporting on behalf of families. Different systems and program requirements create different incentives for data reporting that need to be known and avoided.

Unified Registry: target audience, purpose and way of use

How the registry is consulted depends on how the citizen is connected to the program...

Consultation by personal demand: the Unified Registry can be consulted through individual channels, family by family; by batch; or by integrating the program's MIS directly with the Unified Registry.

Examples: power companies (TSEE, electrical tariff discount for poor populations) is individual, waiver of fee for public jobs' selection process is batch.

Consultation by aggregate demand: selected/prioritized by the program's administration, with monthly extraction from the database. Available through agreement with the Ministry of Social Development.

Examples: PBF, Drought Grant, Green Grant, social assistance services.

A mix of consultation and access strategy is best

Unified Registry: Data entry MIS and consultation



CADASTRO
DO GOVERNO
Ministério do Desenvolvimento Social e Combate à Fome

BUSCAR FAMILIA

> Cadastro Único

Visualização

Dados da Família

Código familiar: 000300290-07
Data da inclusão da família: 28/01/2002
Data de Atualização: 26/11/2012
Cadastro válido: SIM
Renda per capita: R\$ 311,00
Limite para atualização do cadastro: 26/11/2014

1 IDENTIFICAÇÃO DA CONTROLE

FS1 SUPLEMENTAR 1

Dados da Família

Código familiar: 000300290-07
Data da inclusão da família: 28/01/2002 Estado cadastral da família: CADASTRADO
Data de Atualização: 26/11/2012 Migrado: SIM
Cadastro válido: SIM Cadastro atualizado: SIM
Renda per capita: R\$ 311,00 Pendência: NÃO
Limite para atualização do cadastro: 26/11/2014

Ações para esta Família

- Consulta Histórico Movimentação Família

1 IDENTIFICAÇÃO DA CONTROLE

2 CARACTERÍSTICAS DO DOMICÍLIO

3 FAMÍLIA

9 RESPONSÁVEL PELA FAMÍLIA

10 MARCAÇÃO LIVRE PARA O MUNICÍPIO

FS1 SUPLEMENTAR 1

SELECIONE PESSOA DA FAMÍLIA

Selecione pessoa da família

Nome da Pessoa	NIS	ELO	Parentesco	Estado Cadastral	Cadastro válido
<input type="radio"/> 1 - ANTONIA SENA RODRIGUES	16010491232		RESPONSÁVEL FAMILIAR	CADASTRADO	SIM
<input type="radio"/> 2 - FRANCISCO JAIR SENA PONTES	16049267341			EXCLUÍDO	NÃO
<input type="radio"/> 3 - FRANCISCO ANTONIO SENA MENEZES	16049264881		NETO(A) OU BISNETO(A)	CADASTRADO	SIM
<input type="radio"/> 4 - MARIA NEVES MENEZES	16049425796			EXCLUÍDO	NÃO
<input type="radio"/> 5 - FRANCISCO DE ASSIS SENA DE MENEZES	16185464374		FILHO(A)	EXCLUÍDO	NÃO
<input type="radio"/> 6 - FRANCISCO MANOEL SENA DE MENESES	16209194177		FILHO(A)	EXCLUÍDO	SIM
<input type="radio"/> 7 - FRANCISCO DAS CHAGAS SENA	16040265667		FILHO(A)	EXCLUÍDO	SIM

PROTEGIDO E CERTIFICADO

ESQUELER SENHA SAIR

ALVES DIAS FILHO
sua senha expira em 8 dia(s)
28/08/2014 às 16:40.

V. 7.4

Selecione pessoa da família
Selecione pessoa da família
Selecione pessoa da família

MARCAÇÃO LIVRE PARA O MUNICÍPIO

Cadastro válido

Unified Registry: MIS of the Ministry to consult monthly extraction

← → ↻ aplicacoes.mds.gov.br/sagi/cecad/tabulador_cecad_brasil.php?p_frequencia=1#tabela_link

Aplicativos Entrada - Elaine.Licio... Importado do IE Configurações SIGPBF

MDS.gov.br Sair Tabulador Frequência Simples Extrator Dados Busca Nome/NIS Monitora Documentos Sobre

Frequência simples com uma variável (FAMILIAS e PESSOAS)

CadÚnico V7 Junho 2014

Seleção Geográfica: AC - ACRE ACRELÂNDIA

Variável Coluna: Bloco 4 - Pessoa com marcação de trabalho infantil

Filtros

Gerar tabela apresentando:

Valor Absoluto % Total Limpar

Tabulação Família

	Pessoa com marcação de trabalho infantil			Total
	Sim	Não	Sem Resposta	
AC Acrelândia	39 🗳️	1.987 🗳️	2.943 🗳️	4.969
Total	39	1.987	2.943	4.969

Tabulação Pessoa

	Pessoa com marcação de trabalho infantil			Total
	Sim	Não	Sem Resposta	
AC Acrelândia	48 🗳️	3.833 🗳️	6.558 🗳️	10.439
Total	48	3.833	6.558	10.439

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Mostrar todos os downloads...

Summary of the Experience

Brazil's model was very successful in the country.

The operational model depends greatly on each country's specificities:

- ❑ Are there many **selective** programs in place?
- ❑ Does the information need to be updated or will a simple initial data collection process suffice?
- ❑ Is decentralization possible?
- ❑ Is there a broad and unified civil registration service in place?

The Unified Registry does not replace program management systems, a variety of systems to consult the registry or a management system to integrate programs (cross-check between all programs, to analyze overlaps and complementarities).

THANK YOU!

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