

TIMELINE

Bolsa Família Program conditionalities are implemented through inter-sectorial management and shared with states and municipalities; its main objective is to increase access to basic education, health and social assistance services..

IMPORTANT

The inter-sectorial management of Bolsa Família Program conditionalities in education, health and social assistance, as it stands today, was not achieved overnight. The inter-sectorial nature of these policies poses an ongoing challenge, since their organization and - the services offered by them - follow a sectorial rationale.

The inter-sectorial work involved in monitoring conditionalities is usually met with different kinds of resistance, which may be associated with difficulties associated to joint planning by players in different areas, different views on the design of conditionalities, and the level of universality and equity of implemented policies, in addition to discussions about additional costs, in terms of the human and financial resources involved. As such, over time, the definition and the establishment of responsibilities across sectorial policies, joint regulations, views on the design of PBF conditionalities, and the creation of institutional tools and mechanisms were important tools in bringing together the initiatives of education, health and social assistance policies and establishing a joint agenda in the implementation of conditionalities.

In the following timeline, you can see the main actions and initiatives that have guided conditionality management since the creation of the Bolsa Família Program, in 2003, until 2013.

Creation of the Bolsa Família Program¹ - Based on the unification of pre-existing programs (*Bolsa Escola*, *Bolsa Alimentação*, *Cartão Alimentação* and *Vale Gás*). The conditionalities included in the Bolsa Família Program are a unification of the conditionalities found in the Bolsa Escola Program (previously managed by the public education sector) and the Bolsa Alimentação Program (previously managed by the public health sector). The coordination of conditionality monitoring for the Bolsa Família Program is the responsibility of the Ministry of Social Development and Fight against Hunger (MDS, *Ministério do Desenvolvimento Social e Combate à Fome*) and it is executed by the entities in charge of sectoral policies, the Ministry of Education (MEC, *Ministério da Educação*) and the Ministry of Health (MS, *Ministério da Saúde*);

¹ Created by Provisional Measure No. 132 and established by Law No. 10.836, of January 9, 2004. The Bolsa Família Program is regulated by Decree No. 5209, of September 17, 2004, www.mds.gov.br/assuntos/bolsa-familia (in portuguese only)

2003

A discussion among the areas involved in conditionalities monitoring took place. It resulted in the publication of two Inter-ministerial Ordinances MDS/MEC² and MDS/MS³ - with guidelines and assignment of responsibilities regarding the monitoring of education and health conditionalities;

² Inter-ministerial Ordinance MEC/MDS No. 3789, of November 17, 2004. Provides for the duties and standards in providing and monitoring education-related actions pertaining to the conditionalities applicable to Bolsa Família beneficiary households. Available at: <https://goo.gl/MKgGBX> (in portuguese only)

³ Inter-ministerial Ordinance MS/MDS No. 2.509, of November 18, 2004. Provides for the duties and standards in providing and monitoring health-related actions pertaining to the conditionalities applicable to Bolsa Família beneficiary households. Available at: <https://goo.gl/Xu9bUE> (in portuguese only)

2004

Publication of another Ordinance on the Management of Conditionalities⁴ - with guidelines and assignment of responsibilities regarding the implementation of conditionality management actions;

⁴ Ordinance GM No. 551, of 9 November 2005. Regulates the Management of Bolsa Família Program Conditionalities. Available at: http://www.mds.gov.br/webarquivos/legislacao/bolsa_familia/_doc/portarias/2005/Portaria%20GM%20MDS%20551%2009-11-05.pdf (in portuguese only)

2005

Creation of the Attendance System, by the Ministry of Education, to record school attendance information and replace the previous system, operated by the *Caixa Econômica Federal* ("Federal Savings Bank", usually referred to as the "Caixa"). The system enabled monitoring of school attendance information for each PBF child. All the municipalities designated a person who would be responsible for making the system operational - PBF's "master municipal operator" of school attendance, currently called the "municipal school attendance coordinator";

2006

Creation of the Bolsa Família Program Conditionalities System - Sicon/PBF. The system enables management of conditionalities in conjunction with the Systems used for managing education and health conditionalities. Database exchanges and the consolidation of conditionality results are integrated in Sicon;

Creation of a Module in the Food and Nutrition Surveillance System to record the fulfillment of the health conditionality of children and pregnant women in the Bolsa Família Program;

2007

Publication of the Protocol on the Integrated Management of Benefits, Services and Income within SUAS⁶ - it recognizes that difficulties in accessing schools and health services reveal the existence vulnerabilities and risk, and serve as an alert for social assistance to extend its services to non-compliant families;

⁶ CIT Resolution No. 07, of September 10, 2009. Creates the Protocol on the Integrated Management of Benefits, Services and Income within the Unified Social Assistance System (SUAS). Available at: <http://www.mds.gov.br/suas/protocolo-de-gestao-integrada-de-servicos-beneficios-e-transferencias-de-renda-no-ambito-do-sistema-unico-de-assistencia-social-suas> (in portuguese only)

Publication of a new Ordinance on the Management of Conditionalities⁵ - social assistance was a new player added to the monitoring process, dealing with families in a situation of greater social vulnerability and risk, especially those who do not fulfill conditionalities. This is a formal first step towards including the social assistance network in the social work carried out with families who do not fulfill the conditionalities;

⁵ Ordinance GM No. 321, of September 29, 2008. Revokes Ordinance GM No. 551 and Regulates the Management of Bolsa Família Program Conditionalities. Available at: http://www.mds.gov.br/webarquivos/legislacao/assistencia_social/portarias/2008/Portaria%20no%20321-%20de%2029%20de%20setembro%20de%202008.pdf (in portuguese only)

2009

Improvement of Sicon/PBF through the creation of the "family monitoring" module to record social work done with non-compliant families by the social assistance system. Entering family monitoring information into Sicon ensures that social assistance will not interrupt PBF cash transfer;

Regional inter-sectorial Seminars were held - on education, health, social assistance and PBF - highlighting the design's reliance on conditionalities and the importance of inter-sectorial coordination in conditionalities monitoring;

2009/
2010

Launch of the Brazil without Extreme Poverty Plan. It reinforced the importance of education and health conditionalities in promoting access to basic services, based on an understanding of the multidimensional nature of poverty;

A partnership between PBF and the Ministry of Education enabled the expansion of full-time education in schools where more than half of students are Bolsa Família beneficiaries;

2012

Conduction of more in-depth studies that show the impact of conditionalities in improving the education and health of PBF families.

Publication of a New Ordinance on Conditionalities⁷. According to this Ordinance, no family should have its benefit cancelled for non-compliance with conditionalities without first being the subject of social work. The concept of conditionalities as an enforcer of access to basic rights was strengthened;

2013

⁷ Ordinance GM No. 251, of December 12, 2012. Revokes Ordinance GM No. 321 and regulates the management of Bolsa Família Program Conditionalities. Available at: http://www.mds.gov.br/webarquivos/legislacao/bolsa_familia/_doc/portarias/2012/Portaria%20no%20251%20de%2012%20de%20dezembro%20de%202012.pdf (in portuguese only)