



# The Brazilian Social Protection Policies and Experience, and the Developing South to South Cooperation

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Kampala, Uganda

## Summary

- Why Are Some Brazilians Here?
- The Brazilian Social Security System: Its Building Process and Modalities
- The Social Protection System: Recent Years Changes
- Cooperation between Brazil and Africa: the Pilot Experience in Ghana
- Developing Perspectives: What Can We Do Together?

## Why Are Some Brazilians Here?

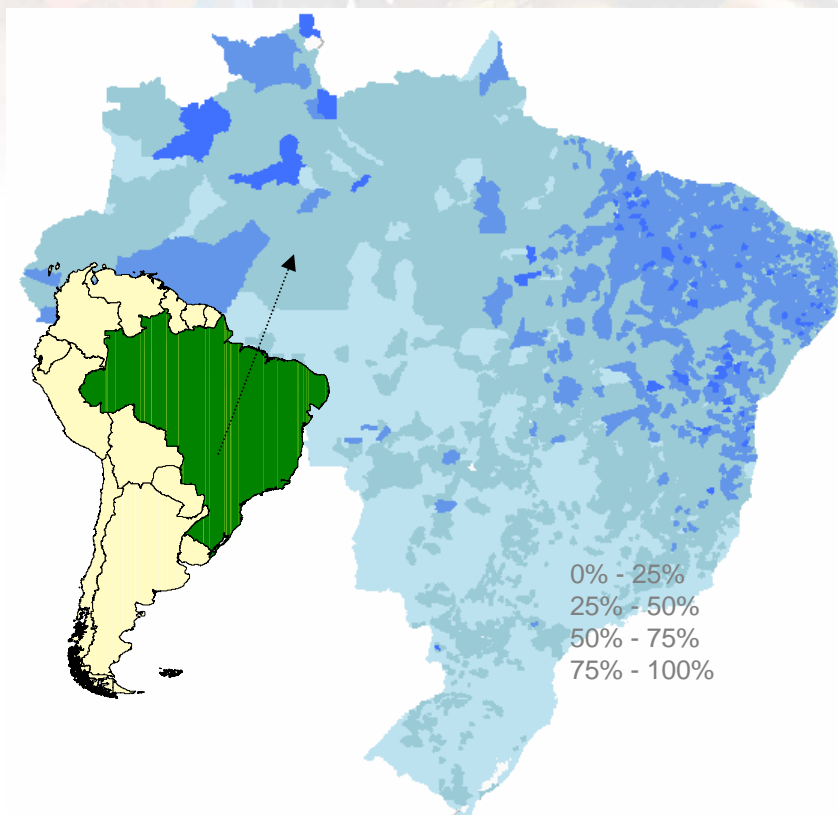
- Invitation from the African Union: multilateral relationship, knowledge and commitment;

Focus on developing South-South initiatives of cooperation;

Strengthening of Brazilian-African relationship.

So, thank you for inviting the Brazilian Government to make part of this challenging and rewarding **PROCESS**

# The Brazilian Social Protection System: The Challenge of Fighting Poverty and Inequality



- Population: 184,9 million
- Area: 8.5 million km<sup>2</sup>
- 26 states and the federal district
- 5.564 municipalities
- Poor families (living with less than US\$ 2,00 per day): 11 million (about 46 million people), or 24,9% of Brazilians (PNAD 2004)
- Extremely poor families: 4,5 million
- GNP 2005 Per Capita – U\$ 5.730

# The Brazilian Social Security System

■ The 1988 Federal Constitution assures basic social rights to Brazilian citizens:

- Changes in financing the system: a core **POLITICAL DECISION**. Ours was to have a financing base diversity: contributions should fall upon multiple economy and production sectors, then upon salaries, and further on the Public Budget.
- Public basic **education**: 9 years, and concern with providing high school public services;
- Universal right to **health**. There is a core public health system, complemented by the private net of health facilities. Services are free of charge.
- Public **pensions** system for retired people, widows and people under contingential situations, like current illness, maternity leave; widows. Based on an insurance logic.
- **Social protection**: Aimed at sheltering those without conditions to autonomously obtain minimum standards. Non-contributory financing logic. Funding based on the Public Budget.

# The Social Protection System: Recent Years Changes

- In the last 15 years, there have been changes in the way Social Protection policies are designed, executed and evaluated:

- 1) Local experiences have influenced their design;
- 2) Federal government has shifted its role from execution to funding and coordinating;
- 3) Coordinating the execution of policies both among federal government agencies and among national and regional/local levels is a key process to make them more efficient and effective;
- 4) A basic but strong political consensus is essential for the social debate and the building of further alliances. It is the first step in order to provide the policies with a minimum degree of sustainability, including in the funding issue;

## The Social Protection System: Recent Years Changes

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- 5) There is a constant debate in civil society, mainly press and middle classes, on the purposes and means of some policies, specially the most focused and innovative ones;
- 6) Focusing on certain categories of people is not seen as a reduction of rights anymore. It is possible to build a simultaneously universal and focused policy;
- 7) Social Protection policies are in continuous and permanent process of discussing and development;
- 8) Social Protection policies complement themselves and should rely on the same core of information;

Does this environment **MATTER?**

# The Challenges Brazil Has Faced

▪ This path has not been easily taken. Some of the challenges and barriers are:

- 1) Lacking of institutional frameworks of coordination, that are being built in the process;
- 2) A strong historical logic of political mediation in the execution of public welfare policies, letting beneficiaries politically and socially dependent of mediators;
- 3) Turning the Social Protection policies into a “State Policy”, instead of being a “Government Policy”, which increases the likelihood of their continuity, no matter the government orientation, and less prone to funding cuts;
- 4) Passing bills able to assure transparency of the use of resources and accountability of the process;

## The Challenges Brazil Has Faced

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- 5) Building a political consensus. Resistance has arisen specially in medium classes;
- 6) Budget fighting between Social Protection policies stakeholders and the fiscal policy stakeholders.

# Cooperation between Brazil and Africa: the Pilot Experience in Ghana

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Process began with a study tour to Brazil in early 2006 to know cash transfer policies: Angola, Mozambique, South Africa, Zambia, Ghana, Guiné-Bissau (awareness and understanding);

Ghana has officially declared itself interested in receiving technical cooperation from Brazil on its social grants program development (political commitment);

Elaboration of a Term of Reference by Ghanaian officials and consultants, informing Brazilian teams that they wanted assistance in designing their program, called Livelihoods Empowerment Against Poverty – LEAP (clarity of objectives, conscience of available resources);

# Cooperation between Brazil and Africa: the Pilot Experience in Ghana

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Execution: 3 ten-working-day missions were sent to Ghana, composed by Brazilian technicians on the issues Ghanaian government asked for – registry design; policies against child labor and E&M; conditionalities in cash transfer programs (learning about the functioning of institutional tools of cooperation among agencies and policies teams);

Evaluation of the whole process: strengths and weaknesses of the cooperation experience were identified, allowing actors to improve the process.

## GHANAIAN BACKGROUND

- The Ministry of Manpower, Youth and Employment (MMYE) has outlined intentions for a new social grants/cash scheme entitled *Livelihood Empowerment Against Poverty (LEAP)*.
- The new program is a proposal under the National Social Protection Strategy (NSPS) and the Department of Social Welfare (DSW) will take the lead in implementing the LEAP.
- The scheme focus on five main target groups among the extreme poor and provide them with social grants to support basic livelihood needs and link them up with complementary government programmes to sustain livelihoods. The groups are:
  - Farmers and fisher folks;
  - Extremely poor above 65 years old;
  - Orphans and vulnerable children, particularly those affected by AIDS or with severe disabilities;
  - Incapacitated / extremely poor people who are not able to work;
  - Pregnant women / lactating mothers with HIV/AIDS.

## LEAP DESIGN TEAM

<b>Consultants</b>			
Local	Dr. Ellen Bortei-Doku Aryeetey	Team Leader (With Responsibilities for Social Development)	Centre for Social Policy Studies: Economist / Social Development Specialist
Local	William K. Ofori Amo	Financial Expert	Private Consultant
Local	Nana Araba Apt	Institucional Development Specialist	Asheshi University
Local	Dede Bedu - Addo	Social Development Specialist	Private Consultant
Local	Kofi Sarfo / Kofi Anna Centre for IT	Single Register Specilist	Multiple
International	Dr. Michael Samsom	Cash Transfer / Social Development Specialist	EPRI / South Africa
International	Dr. Sheshi Kaniki	Cash Transfer / Social Development Specialist	
International	Melissa González Brenes	M&E Specilist	Consultante, World Bank
International	Esther Schuring	Manual Specialist	GTZ / Zambia
International	Yadigar Gökalp	Institutional Development Specialist	Social Risk Mitigation Project (Turkey)
<b>Techninal Assistance</b>			
ILO Geneva	Hamid Tabatabai	Child Labour Specialist	International Labour Organisation (ILO)

## THE DEMANDS

- Based on the concept of LEAP, the Ministry of Manpower, Youth and Employment (MMYE) demanded from Brazil:
  - A cash transfer specialist with experience in designing Implementation modalities and payment systems;
  - An Economist with experience of working on social security issues;
  - A social development expert with experience in supporting Orphan, Vulnerable Children (OVC) and people living with HIV/AIDS.
- The Brazilian specialists would work with a team composed by international experts on social programs and officials from government.
- The Brazilian participation in the expert team would last between 30 and 45 days.

## THE COOPERATION

- Based on the National Social Protection Strategy Paper, the LEAP document, the official demand from MMYE and the Brazilian experience on designing and implementing the *Bolsa Família* Program, the Ministry of Social Development and Fight against Hunger of Brazil proposed a new approach that included:
  - 3 specialists on Single Registry (*CadÚnico*) to help the discussions regarding parameters for the database of beneficiaries;
  - 1 specialist on Conditionalities Management to discuss what kind of conditionality Brazil uses and how it is implemented;
  - 1 specialist on child labour eradication to discuss the main aspects of the Child Labour Eradication Program (PETI) of Brazil;
  - 1 specialist on Monitoring and Evaluation (M&E) to discuss the Brazilian experience and the main results of such approach;
- The Brazilian experts would not be able to work for 30 or 45 days in Ghana, but this new approach would help the team of experts in Ghana to discuss punctual and very important elements of the LEAP.

## THE MISSIONS

- The Brazilian Cooperation started in July and finished in September, according to the following schedule:

ACTIVITY	SUBJECT	UNIT	PERIOD
<b>First Mission</b>	Single Registry	National Secretariat on Citizenship Income	July, 2 <sup>nd</sup> – 16 <sup>th</sup> , 2007
	<i>Bolsa Família</i> and Single Registry	National Secretariat on Citizenship Income	July, 2 <sup>nd</sup> – 16 <sup>th</sup> , 2007
<b>Second Mission</b>	Single Registry	National Secretariat on Citizenship Income	August, 16 <sup>th</sup> – September, 3 <sup>rd</sup> , 2007
	Monitoring & Evaluation	Secretariat on Evaluation and Information Management	August, 13 <sup>th</sup> – 24 <sup>th</sup> , 2007
	Child Labour	National Secretariat on Social Assistance	August, 25 <sup>th</sup> – September, 3 <sup>rd</sup> , 2007
<b>Third Mission</b>	Conditionalities Management	National Secretariat on Citizenship Income	September, 2 <sup>nd</sup> – 17 <sup>th</sup> , 2007
	Single Registry	National Secretariat on Citizenship Income	September, 2 <sup>nd</sup> – 17 <sup>th</sup> , 2007

## THE RESULTS

- The Brazilian experts contributed in all discussions regarding LEAP and, in addition, voluntarily afforded to the Ghanaian officials some documents in which are mentioned some comments and suggestions for the implementation of LEAP:
  - After First Mission
    - *Brazil's Single Registry Experience: a tool for pro-poor social policies.*
  - After Second Mission
    - *Recommendations for a Monitoring & Evaluation System for the LEAP*
  - After Third Mission:
    - *Suggestions to improve the LEAP questionnaire*

## Developing Perspectives: What Can We Do Together?

- MDS, DFID and the International Poverty Center have decided, after the pilot program in Ghana was evaluated, that 4 modalities of cooperation could be executed by the Brazilian government:
  - 1) Participation of Brazilian representatives in UA's Regional Conferences on Social Protection, in order to inform African officials about the Brazilian policies and experiences;
  - 2) Study tour to Brazil, aimed at generating in African policy-makers awareness and understanding about Social Protection policies, their feasibility in developing countries, what tools should be avoided, etc;
  - 3) Technical cooperation activities with 4 African nations – yet to be chosen – in the next 18 months, based on their demands and the capacity of the MDS teams;
  - 4) Cooperation webpage, in order to publish information to foster technical cooperation and provide receiver nations with reference material (studies, papers, guides, etc).



**Asante Sana!**

**Obrigado!**

**Thank you!**

**Merci!**

[www.mds.gov.br](http://www.mds.gov.br)