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The Citizenship Principle in the Income Transfer Programs in Brazil

Clóvis Roberto Zimmermann

(Universidade Estadual de Montes Claros)

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Content of the presentation

- Brief history of the citizenship in Brazil
- Recently Income Transfer Programs
- Challenges of Income Transfer Programs in the perspective of the citizenship principle

Citizenship in Brasil

- 1930 - 1988 – Citizenship related to the work status – Bismarkian Model

Consequences: Exclusion of a large part of the population from the social rights

- 1988 - New constitution: From Bismarck to Beveridge Model

- 1990 – 2000: Agenda neoliberal

Focalization

- 2000: Reform agenda – Income Transfer Programs

Introduction of Income Transfer Programs in Latin America

- Mexico – Oportunidades: 1997
- Nicaragua - Red de Protección Social Mi Familia: 2000
- Colombia - Familias en Acción: 2000
- Argentina - Programa Jefes de Hogar: 2002
- Brasil – Bolsa Escola 2001 e Bolsa Família 2003
- Ecuador - Bono de Desarrollo Humano: 2003
- Chile - Chile Solidario 2003
- Paraguay - Red de Protección y Promoción Social y del Programa Tekoporä: 2003
- Venezuela - Misiones: 2004
- Peru - Programa Nacional de Apoyo Directo a los Más Pobres: 2005
- Uruguay - ingreso ciudadano: 2005
- Republica Dominicana - Programa Solidaridad: 2005
- El Salvador - Red Solidaria: 2006
- Panama - Red de Oportunidades: 2006

The concept of Income Transfer Programs in Latin America

- Conditional cash transfer (CCT) programs are a new type of social assistance program that represents an innovative approach
- As their name implies, conditional cash transfers provide money to poor families conditional upon investments in human capital, usually sending children to school and/or bringing them to health centers
- The cash transfer is aimed at providing short-term assistance to families often in extreme poverty without the means to provide for adequate food consumption,
- While the conditionalities aim to promote longer term human capital investments, especially among the young (RAWLINGS, 2004) .

History of Income transfers in Brazil

- 1995: Pioneering the first Conditional Income transfers in the municipalities of Campinas and the Federal District
- 1996: Child Labour Eradication Program (PETI)
- 1998: National Minimum Income Guarantee Program (Ministry of Education)
- 2001: **School Scholarship (Bolsa Escola)** and **Health/Nutrition Scholarship (Bolsa Alimentação)**
- 2002: **Gas AID** (transfer to compensate the reduction of gas subsidies)
- 2003: **Food Card (Cartão Alimentação)**
- 10/2003 – **Family Scholarship (Bolsa Família)**

The aim of Bolsa Família

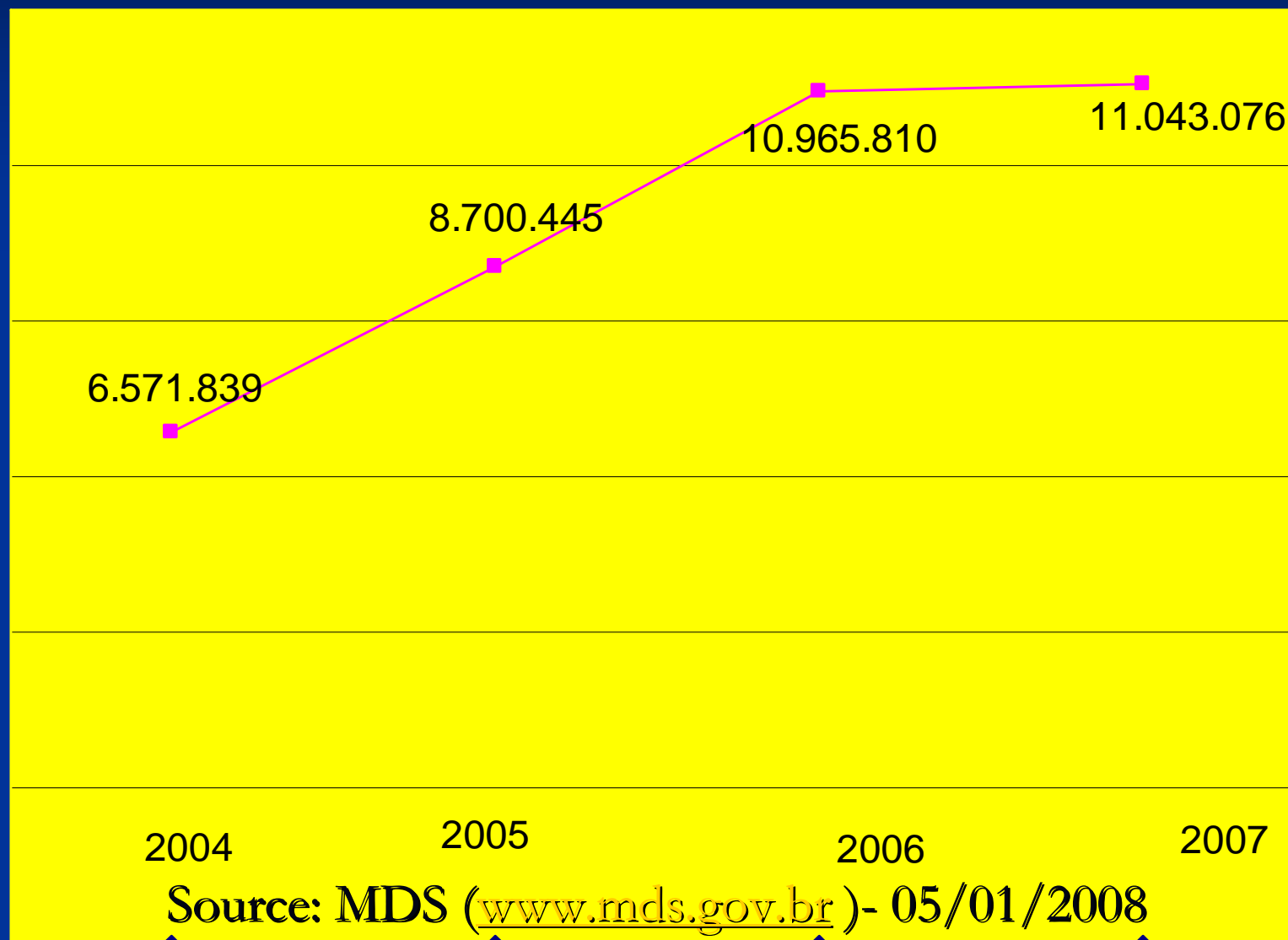
According to the Brazilian Government, the Bolsa Família aiming to:

- Alleviate poverty immediately, through the provision of monetary transfers; and
- Eradicate poverty and promote social inclusion, through the basic social rights (such as health and education) and through access to complementary policies.

Bolsa Família: Eligibility Criteria

Family Status	<i>Per capita Family Income</i>	Children and teenager	Quantity and type of benefits	Benefit Value (R\$)	Families with teenager 16 and 17 (R\$ 30,00)
Poverty	R\$ 60,01 (23 €) a R\$ 120,00 (€ 46)	1 member	(1) Variable	18,00 (€ 7)	78,00 (€ 31)
		2 members	(2) Variable	36,00 (€ 14)	96,00 (€ 38)
		3 or + members	(3) Variable	54,00 (€ 21)	114,00 (€ 45)
Extreme Poverty	Up tu R\$ 60,00 (23 €)	No occurrence	Basic	58,00 (€ 23)	118,00 (€ 47)
		1 member	Basic + (1) Variable	76,00 (€ 30)	136,00 (€ 54)
		2 members	Basic + (2) Variable	94,00 (€ 37)	154,00 (€ 62)
		3 or + members	Basic + (3) Variable	112,00 (€ 44)	172,00 (€ 69)

Coverage of *Bolsa Família* from 2004 to 2007: Total of families



Social policy and the citizenship principle

- Granting of social rights
- The citizenship is given if „social rights are given the legal and ***practical status of property rights***, if they are inviolable“
(Esping-Andersen, 1990, p. 21)

Challenges of bolsa Família in the Citizenship perspective

- 1. Universality**
- 2. Justiciability**
- 3. Conditionalities**
- 4. Amount**

Universality

1. The access to the Program is not unconditionally ensured to the holders as a right;
2. There is a limitation on the number of families to be assisted in each municipality;
3. The insertion of new families becomes impossible, even if they are extremely vulnerable and, as such, entitled to the right.

Universality: Example

Poor families earning up to R\$ 120,00 (€ 46) in 05/31/2008	Benefited families with the benefit released in 05/31/2008
12.964.336	10.976.336
Difference	- 1.988.000

Source: MDS (www.mds.gov.br - 06/01/2008)

Mechanism of justiciability

- There are no possibilities to reclaim the access of the Bolsa Família if there is a violation of the right to access it. The government should introduce mechanism to reclaim and to guarantee the access to the program.
- Justiciability – It's necessary to adopt the justiciability principle.

Conditionality

- **Education** - School attendance for children in the 6-15 age group;
- **Health** - Children ages 0 to 6 and pregnant and lactating women;
Pre-natal and post-natal health visits;
Vaccines up to date for children ages 0 to 6 years old.

Source: MDS (www.mds.gov.br)

Conditionality

- From the citizenship perspective, a right cannot be subject to conditionalities, since the status of being a person is the sole requirement for entitlement;
- The public authorities have the responsibility to provide and to guarantee the social services to the holders of the rights.
- To Chantal Euzéby (2004), the conditionalities strategy follows the punitive logic, incorporating the idea that the public beneficiaries become a public debtor, because at this point of view, there are no rights without any obligations.
- For Claus Offe (1995), the defenders of conditionalities are not able to propose the penalty to the public authorities when they don't guarantee public services. They support only the "punishment" of the poor.
- The State must not punish and under no circumstances, should not exclude beneficiaries from the Program if the conditionalities are not met. The state must protect and not punish.

Conditionalities: Example

	Sanction	Notifica- tion	Observation
1 st Registration	No	Yes	Without effect on benefit
2 st Registration	Block of benefit for 30 days	Yes	Return of the payment of the benefit
2 and 3 st Registration	Suspended benefit for 60 days	Yes	Without payment of the benefit
5 st Registration	<u>Cancellation</u> of the benefit	Yes	Cancellation of the benefit

Conditionality of the BOLSA FAMÍLIA - 2007

Cancellation of the benefit – Exclusion from the program

September 2007- Education and Health	4.076
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October 2007 Education and Health	10.312
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The amount of the Family Scholarship

- The criterion for evaluating the Income Transfer Programmes should be the Domestic Food Basket (ABRAMOVICH & COURTIS, 2004).
- The Domestic Food Basket studied conducted by the DIEESE in February 2008, indicates that an adult worker would need R\$ 223,94 (€ 86), in the city São Paulo and R\$ 166,13 (€ 64) in Recife to cover his minimum food needs.
- Minimum Wage - R\$ 415,00(€ 160).
- Bolsa Família is currently set at a maximum of R\$ 172.00 (€ 69) per family.

Conclusions

- The program Bolsa Familia has a significant importance to the beneficiaries, especially to the extremely poor families. The program, as Ozanira da Silva e Silva showed, contributes to fight hungry.
- The design of the program is similar to a scholarship and not as a social right under the concept of citizenship principle.
- However, in the perspective of the citizenship principle, the program presents 4 problems, which are: no Universality in the access, no justiciability, the conditionalities and the low amount.
- To be designed according to the citizenship principle, the Bolsa Familia needs to adopt the principle of universality with mechanism of justiciability and eliminated the conditionalities (be unconditional) and increase the amount.
- To answer the question of universality, justiciability and to be unconditional, a transition to Basic Income should be discussed. The amount is also a problem in the basic income proposal of Suplicy, because of the low amount proposed.

**Thank you for
your attention**

Clovis.zimmermann@gmail.com