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IMPLEMENTATION COMPLETION AND RESULTS REPORT

IBRD 7841-BR

ON A

LOAN

IN THE AMOUNT OF US\$200 MILLION

TO THE

FEDERATIVE REPUBLIC OF BRAZIL

FOR THE

SECOND BOLSA FAMÍLIA PROJECT

AUGUST 29, 2019

Social Protection and Jobs Global Practice
Latin America and the Caribbean Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective May 30, 2019)

Currency Unit = Brazilian Real (R\$)

R\$0.25 = US\$1

US\$3.98 = R\$1

FISCAL YEAR

January 1 - December 31

ABBREVIATIONS AND ACRONYMS

AAA	Analytical and Advisory Assistance
APL	Adaptable Program Loan
BFP	<i>Bolsa Família</i> Program
BPC	Continuous Cash Benefit for the Elderly and Disabled (<i>Benefício de Prestação Continuada</i>)
BVJ	Variable Benefit for Youngsters (<i>Benefício Variável Jovem</i>)
CCT	Conditional Cash Transfer
CEF	Federal Savings Bank (<i>Caixa Econômica Federal</i>)
CECAD	Unified Registry Information Consultation, Selection and Extraction Tool (<i>Consulta, Seleção e Extração de Informações do CadÚnico</i>)
CNDS	National Commitment for Social Development (<i>Compromisso Nacional pelo Desenvolvimento Social</i>)
CPF	Country Partnership Framework
CRAS	Social Assistance Reference Centers (<i>Centros de Referência da Assistência Social</i>)
DPI	Directorate for International Projects (<i>Diretoria de Projetos Internacionais</i>)
ENEM	National High School Examination (<i>Exame Nacional do Ensino Médio</i>)
FM	Financial Management
GDP	Gross Domestic Product
IBGE	Brazilian Institute of Geography and Statistics (<i>Instituto Brasileiro de Geografia e Estatística</i>)
ICR	Implementation Completion and Results Report
IDG-M	Municipal Decentralized Management Index (<i>Índice de Gestão Descentralizada do Município - IGD-M</i>)
IGD	Decentralized Management Index (<i>Índice de Gestão Descentralizada</i>)
IPEA	Institute for Applied Economic Research (<i>Instituto de Pesquisa Econômica Aplicada</i>)
IRI	Intermediate Results Indicator
IT	Information Technology
M&E	Monitoring and Evaluation
MDS	Ministry of Social Development (<i>Ministério de Desenvolvimento Social e Combate à Fome</i>)

MDSA	Ministry of Social and Agrarian Development (<i>Ministério do Desenvolvimento Social e Agrário</i>)
MIS	Management Information System
NIS	Number of Social Identification (<i>Número de Identificação Social</i>)
PAD	Project Appraisal Document
PBSM	Brazil without Poverty Plan (<i>Plano Brasil Sem Miséria</i>)
PDO	Project Development Objective
PDOI	PDO Indicator
PIU	Project Implementation Unit
PNAD	National Household Survey (<i>Pesquisa Nacional de Amostra de Domicílios</i>)
PRONATEC	<i>Programa Nacional de Acesso ao Ensino Técnico e Emprego</i>
SAGI	Secretariat for Information Management and Evaluation (<i>Secretaria da Avaliação e Gestão da Informação</i>)
SAIP	Secretariat for Institutional Articulation and Partnership (<i>Secretaria da Articulação e Inclusão Produtiva</i>)
SENARC	National Secretariat for Citizens' Income (<i>Secretaria Nacional de Renda de Cidadania</i>)
SESEP	Secretariat for Eradication of Extreme Poverty (<i>Secretaria Extraordinária para Superação da Extrema Pobreza</i>)
SICON	Conditionalities System (<i>Sistema de Condicionalidade</i>)
SIGAF	Inspection Management and Monitoring System (<i>Sistema de Gestão e Acompanhamento da Fiscalização</i>)
SIGPBF	System of Management of <i>Bolsa Família</i> (<i>Sistema de Gestão do Programa Bolsa Família</i>)
SISP	Secretariat for Social and Productive Inclusion (<i>Secretaria de Inclusão Social e Produtiva</i>)
SNAS	National Secretariat for Social Assistance (<i>Secretaria Nacional de Assistência Social</i>)
SNPDH	National Secretariat for Promotion of Human Development (<i>Secretaria Nacional de Promoção do Desenvolvimento Humano</i>)
STEP	Systematic Tracking and Exchanges in Procurement
TA	Technical Assistance
UNESCO	United Nations Scientific, Education and Cultural Organization

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DATA SHEET

BASIC INFORMATION

Product Information

Project ID	Project Name
P101504	Second Bolsa Família
Country	Financing Instrument
Brazil	Investment Project Financing
Original EA Category	Revised EA Category
Not Required (C)	

Organizations

Borrower	Implementing Agency
Federative Republic of Brazil	Ministry of Social and Agrarian Development

Project Development Objective (PDO)

Original PDO

The objective of the Project is to strengthen the BF Program's ability to achieve its objective of reducing poverty and inequality and promoting human capital development by improving schooling and health status of children and reducing incidence of malnutrition among the poor population. The proposed operation would achieve this objective by supporting: (a) the strengthening of the program's overall governance through enhanced basic program management functions and accountability, oversight and control functions, in three axes: the registry of beneficiaries (Cadastro Unico), management of benefits, and monitoring of conditionalities; (b) the consolidation of the program's monitoring and evaluation system; and (c) the strengthening of linkages between Bolsa Família beneficiaries with complementary actions beyond the program to promote graduation from poverty; these activities would be carried out through the National Commitment for Social Development strategy in the MDS.

FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
IBRD-78410	200,000,000	196,160,814	196,160,814
Total	200,000,000	196,160,814	196,160,814
Non-World Bank Financing			
Borrower/Recipient	15,000,000	15,000,000	7,620,000
Total	15,000,000	15,000,000	7,620,000
Total Project Cost	215,000,000	211,160,814	203,780,814

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
16-Sep-2010	24-Nov-2011	24-Mar-2014	30-Dec-2015	31-Dec-2018

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
29-Aug-2014	190.03	Change in Results Framework Change in Loan Closing Date(s) Other Change(s)
31-May-2017	192.85	Change in Results Framework Change in Loan Closing Date(s) Change in Implementation Schedule

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Substantial

RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	24-Jan-2011	Satisfactory	Satisfactory	0
02	12-Jul-2011	Satisfactory	Satisfactory	0
03	11-Feb-2012	Satisfactory	Satisfactory	0
04	02-Oct-2012	Satisfactory	Satisfactory	43.06
05	23-Apr-2013	Satisfactory	Satisfactory	97.89
06	21-Oct-2013	Satisfactory	Satisfactory	184.52
07	27-May-2014	Satisfactory	Satisfactory	189.65
08	18-Dec-2014	Satisfactory	Satisfactory	191.68
09	22-Jun-2015	Satisfactory	Satisfactory	192.52
10	16-Dec-2015	Satisfactory	Satisfactory	192.52
11	15-Jun-2016	Satisfactory	Moderately Satisfactory	192.57
12	16-Dec-2016	Satisfactory	Moderately Satisfactory	192.85
13	16-Jun-2017	Satisfactory	Moderately Satisfactory	192.85
14	21-Dec-2017	Satisfactory	Moderately Satisfactory	194.00
15	21-Jun-2018	Satisfactory	Moderately Satisfactory	194.53
16	24-Dec-2018	Satisfactory	Satisfactory	195.88

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Social Protection

100

Social Protection

93

Public Administration - Social Protection

7

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3)

(%)

Private Sector Development	1
Jobs	1
Job Creation	1
Public Sector Management	1
Data Development and Capacity Building	1
Data production, accessibility and use	1
Social Development and Protection	99
Social Inclusion	1
Other Excluded Groups	1
Social Protection	98
Social Safety Nets	71
Social protection delivery systems	27

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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

1. Despite high social spending and economic growth in previous decades, income inequality and high poverty had characterized Brazil's social reality. Given its priority toward achieving more equitable growth and rapid social progress, the Government, in 2003, merged several programs to create the *Bolsa Família* Program (BFP), its flagship social program that aimed to improve its overall social safety net. The objectives of the Program were to: (a) reduce poverty and inequality in the present, through the provision of direct monetary transfers to poor families; and (b) reduce poverty and inequality in the future, by providing incentives and conditions for investments in human capital on behalf of beneficiary families and by linking them to complementary services that could help them invest and grow out of poverty. The World Bank had supported the initial development and strengthening of the BFP both through advisory services and under a US\$572.2 million Adaptable Program Loan (APL), approved on June 17, 2004.
2. By the time of appraisal of the Second Bolsa Família project, the BFP had made significant advances toward its goals. Coverage of BFP expanded from 3.6 million families in 2003 to 12 million families (about 48 million people and 25 percent of the Brazilian population) in all of Brazil's municipalities by 2009. The first APL had contributed to consolidating the institutional framework of social assistance; it strengthened the Program's monitoring, oversight, and evaluation systems and institutionalized the *Cadastro Único* as the unique registry of beneficiaries for social programs at the federal and subnational levels. Spending on BFP (or its predecessor programs) rose from under 10 percent of the social assistance budget in 2001 to close to 40 percent in 2008 (which still represented less than 3 percent of social spending and 0.4 percent of gross domestic product [GDP] in 2009). The Program's expansion gradually accompanied the phasing out of the previous four large conditional cash transfer (CCT) programs.
3. Since 2003, Brazil's poverty and inequality began to decrease steadily, reversing the trends of earlier decades, and the BFP supported this trend. Between 2003 and 2008, the poverty rate dropped from 39 percent to 25 percent, while extreme poverty declined from 18 percent to 9 percent. The Gini coefficient fell from a high of 0.59 in 2001 to 0.54 in 2008, its lowest level in three decades. While economic progress played a role in the decline of poverty and inequality, BFP also played an important role. Studies indicated that BFP was responsible for about 20 percent of the reduction of poverty and inequality since 2001. Further, evaluation studies suggested that the Program had net impacts on the human capital of the poor, reducing chronic malnutrition and improving access and utilization of education and health services. Finally, the BFP had shown no negative impact in labor supply decisions; to the contrary, it demonstrated positive effects on women's participation in the labor market.¹
4. Despite the Program's demonstrated impact on the welfare of poor families and its established role at the core of Brazil's social protection system, two main priorities remained: (a) further strengthening the Program's basic architecture within the complex federal structure, including the streamlining of processes and operations and its customization to very different local-level conditions;

¹ Viana, Kawauchi, and Barbosa (2018).



and (b) developing stronger links to other social interventions and employment and skills development opportunities, so that BFP could become a platform for beneficiary families to escape poverty.

5. This US\$200 million loan to finance the Second Adaptable Program Loan (APL2) for the BFP was designed to help the Government address these challenges. While the APL2 would provide a small portion of total financing of BFP, it aimed to provide continued technical assistance (TA) to the Ministry of Social Development (*Ministério de Desenvolvimento Social e Combate à Fome*, MDS) for further strengthening the Program's basic architecture and for implementing second-generation reforms. These reforms included: (a) enhancing the capability of the *Cadastro Único* for targeting social programs (including programs other than BFP within the complex federalist structure); (b) creating a system of permanent training and certification of local- and state-level professionals to deliver MDS policies; (c) enhancing the quality of the monitoring system; (d) conducting strategic impact evaluations for proof-of-concept interventions; (e) providing financial inclusion education; and (f) further integrating the BFP with other productive inclusion and income generation initiatives at the federal, state, and local levels.² The APL2 has also been at the center of one of the core pillars of the World Bank's Country Partnership Strategy for Brazil: achieving a more equitable Brazil by reducing extreme poverty, vulnerability, and social exclusion.³

Theory of Change (Results Chain)

6. The theory of change of this operation was based on the established literature on CCT interventions. At the time of project design, BFS (as well as other CCTs around the world) had shown evidence of significant effects on consumption smoothing, enhanced use of social, education, and health services, and better nutrition by beneficiaries.⁴ But to achieve these effects, BFP had to rely on solid governing systems and accurate and updated data. The theory of change for APL2 was that by improving BFP management and quality of data underpinning it, consolidating the program's monitoring and evaluation system, and linking BFP beneficiaries to other services, it would improve the BFP's impact on poverty and inequality reduction, and human capital development.

Project Development Objective (PDO)

7. The PDO as articulated in the legal agreement was to **“strengthen the Bolsa Família Program's ability to achieve its objective of reducing poverty and inequality and promoting human capital development by improving schooling and health status of children and reducing incidence of malnutrition among the poor population**” The PDO therefore is measured by how much BFP's management systems and data, and schooling, health, and nutrition status, improved among the poor population.

² Like the earlier first phase, APL2 was structured as a Sector-Wide Approach (SWAp) whereby the World Bank's contribution supported the entirety of the Government's program (as defined); APL2 financed only US\$185 million out of the estimated US\$10.185 billion allocated to cash transfers under the project. When the APL program was first approved, a US\$570 million loan had been contemplated for APL2. However, the PAD reports that because macroeconomic and financial circumstances had improved in Brazil, the Program was well-financed and the Government requested a loan of just US\$200 million.

³ World Bank Group, Country Partnership Strategy for Brazil for the period 2009–2011, Report No. 42677-BR, and Country Partnership Strategy Progress Report, Report No. 53356-BR.

⁴ By the end of the project, a consistent body on medium- and long-term impacts of BFP has been developed. See the “15 Years of Bolsa Família” report for a summary of the more than 190 studies in peer reviewed journals about the impacts of BFP.



Key Expected Outcomes and Outcome Indicators

8. The key expected outcomes were (a) strengthening the Program's overall governance through enhanced basic program management functions and accountability, oversight and control functions, in the three axes: the registry of beneficiaries (Cadastro Único), management of benefits, and monitoring of conditionalities; (b) consolidation of the Program's monitoring and evaluation systems; and (c) strengthening of the linkages between BFP beneficiaries with complementary actions beyond the program to promote graduation from poverty. The five original outcome indicators selected to measure progress toward achievement of the PDO were the following:⁵

- Percentage of households in the first quintile receiving transfers from BFP;
- Percentage of primary age school-age children in beneficiary families attending school;
- Percentage of 16-18-year-old youth in beneficiary families attending school;
- At least 75% of 0-6-year-old children and pregnant women complying with health conditionalities;
- Number of states use the Cadastro Único as the basis for the targeting and design of their social policies.

Although indicators that directly measure aspects of health, education and nutritional status have not been included in the PDO, there are numerous evaluations showing the positive impact of BFP, as will be discussed later in the document.

The PAD also identified 18 intermediate indicators (see annex 1)⁶.

Components

9. **Component 1: Conditional Cash Transfers (BFP Grants) (US\$10 billion program costs; US\$185 million loan financing).** This component was to reimburse a very small share of the Government's expenditure for the provision of CCTs to heads of households (mostly mothers), as provided in the BFP's Operations Manual. Essentially, the project's component would disburse funds against evidence of cash transfers being delivered to poor families. Financing would flow directly from the Treasury's Designated Account to the Federal Savings Bank (*Caixa Econômica Federal* (CEF) after MDS approved the benefit payment roster, *Folha de Pagamento*. Beneficiaries could access the benefit with a card. Disbursements would be made on a semiannual basis, equivalent to up to 1.85 percent of the Program's total annual expenditure. Although project implementation was to be carried out over five years, this component was expected to be disbursed in full by the second year of implementation.

10. **Component 2: Strengthening the Cadastro Único as the Main Targeting Instrument for Social Programs (US\$6 million program costs; US\$2.8 million loan financing).** This component was to finance training, TA, and selected incremental operational costs to institutionalize the *Cadastro Único* as the main mechanism used to select the target population of the BFP and other social programs and, more importantly, to integrate social programs at the federal and subnational levels. To be carried out by MDS, through its National Secretariat for Citizens' Income (*Secretaria Nacional de Renda de Cidadania*, SENARC), the project would support: (a) improving the quality of the information collected and reported by

⁵ The indicators listed here follow those on page 66 of the PAD of the Second Bolsa Família Program APL (2011). The PAD's main text lists only four outcome indicators. The indicators were slightly modified after the restructurings (see Section B).

⁶ After the two restructurings, 12 intermediate indicators.



Cadastro Único and carrying out strategies to further develop MDS targeting mechanisms to provide more accurate data for decision making; (b) strengthening identification and registry of indigenous and *Quilombola* populations, taking into special consideration their cultural and social conditions; (c) strengthening the information technology (IT) and systems of *Cadastro Único*; (d) promoting access and use of *Cadastro Único* to other programs and government agencies at federal, state, and local authority levels to achieve a uniform targeting system of noncontributory cash and in-kind benefits; and (e) supporting SENARC in coordination with MDS' Secretariat for Information Management and Evaluation (*Secretaria da Avaliação e Gestão da Informação*, SAGI) to carry out the second round of the continuous survey on living conditions of low-income families registered in the *Cadastro Único*.

11. **Component 3: Institutional Strengthening for the Consolidation of the *Bolsa Família* Program (US\$9.7 million program costs; US\$4.6 million loan financing).** This component was to finance activities aimed at strengthening the management, governance, and accountability of MDS to implement the BFP under three subcomponents.

- **Subcomponent 3.1: Program's overall Management and Operation (US\$3.9 million program costs; US\$1.8 million loan financing)** was to finance training, selected operating costs, TA, and provision of IT equipment to: (a) strengthen the BFP's decentralized management; (b) consolidate the BFP's control and accountability mechanisms; and (c) design and implement a comprehensive capacity-building strategy to enhance capacity of the BFP's staff and control agencies at federal, state, and municipal levels.
- **Subcomponent 3.2: Management of Program's Co-Responsibilities (US\$3.2 million program costs; US\$1.5 million loan financing)** was to support MDS in improving the management of co-responsibilities, including: (a) improving the compliance verification process; (b) developing strategies for identifying factors causing noncompliance with co-responsibilities and enhancing incentives for compliance with the support of the social assistance network at the local level; (c) strengthening BFP's social control mechanisms; and (d) consolidating the Good Practices Observatory and related contest.⁷
- **Subcomponent 3.3: Management of Program's Benefits (US\$2.7 million program costs; US\$1.3 million loan financing)** was to help improve the management of BFP, by: (a) updating socioeconomic data on the Program's beneficiaries; (b) improving targeting methodology; (c) strengthening and improving the strategy of opening accounts for BFP beneficiaries (*inclusão bancária*); (d) developing instruments of financial education; (e) developing a strategy to differentiate payments in remote areas to facilitate families residing there to collect their benefits on time with low or no cost; (f) improving the logistics to distribute electronic payment cards; and (g) assessing and, if appropriate, adjusting the management of Program benefits (blocking, unblocking, cancelling, reinstating, and suspending benefits) and defining the roles of local and federal authorities in that process.

12. **Component 4: Consolidation of the Monitoring and Evaluation System in the Ministry of Social Development (US\$9.3 million program costs; US\$4.5 million loan financing).** This component was to provide support, training, TA, equipment, and selected incremental operating costs to consolidate MDS' capacity to: (a) monitor and evaluate its social programs, by carrying out assessments, evaluations, and

⁷ The Ministry used to hold good practice contests in BFP management in states and municipalities.



other studies; (b) disseminate and discuss results from evaluations, with stakeholders; and (c) carry out evaluations and other studies in selected areas, including selected interventions to link BFP beneficiaries with other social inclusion and income generation programs at the state level.

13. **Component 5: Supporting the National Commitment for Social Development (US\$2.9 million program costs; US\$1.3 million loan financing).** This component was to finance training, selected incremental operating costs, and TA to operationalize the National Commitment for Social Development (*Compromisso Nacional pelo Desenvolvimento Social*, CNDS), including the: (a) integration of programs and initiatives at MDS to improve synergies and efficiency to better serve the population targeted by the CNDS; (b) management and operationalization of the CNDS through the establishment of protocols for its operation, and the design and implementation of information systems; (c) design and implementation of a strategy between the Government and the states to operate the CNDS; (d) development of instruments to enhance the socioeconomic insertion of individuals targeted by the CNDS, including the carrying out of studies and evaluations; and (e) extension of the feasibility of actions implemented under the CNDS through increased technical capacity for the design and evaluation of projects and local and regional diagnostics.

14. **Component 6: Operational Support to the Project Implementation Unit (PIU) at the Ministry of Social Development (US\$1.7 million program costs; US\$1.2 million loan financing).** This component was to finance goods and services required support to the PIU.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)

Revised PDOs and Outcome Targets

15. The PDO was not revised during the project implementation. The outcome indicators and targets were slightly modified in two restructuring processes.

Revised PDO Indicators

16. The wording of two of the outcome indicators was revised in a Level 2 restructuring dated August 29, 2014; and the target values of some outcome indicators were updated both in the 2014 and 2017 restructurings. The 2017 restructuring also added three core sector indicators to comply with internal guidelines to track corporate objectives. The revisions to outcome and intermediate outcome indicators in both restructurings are presented in annex 6.

Revised Components

17. The 2014 project restructuring adjusted component names¹ and reallocated sub-components and activities within components to reflect a new structure of the MDS that took effect with the launch of *Plano Brasil Sem Miséria* (PBSM). The 2014 restructuring also eliminated the third round of the BFP impact evaluation since problems identified with the sample made it impossible to follow up the same families, a technical note was prepared by SAGI detailing all evaluation issues. The 2017 restructuring added new TA activities, including: (i) the design of an early childhood development program for BFP beneficiaries, *Criança Feliz*; (ii) an upgrade of *Cadastro Único* to improve its targeting capabilities and to coordinate social programs at the beneficiary level; and (iii) initial steps for the evaluation of the impacts of *Criança Feliz* as well as of some of the other key programs in MDS that had not yet received a recent



evaluation. It also adjusted the institutional framework to reflect another restructuring to the MDS and its *Secretarias*, following a change in the Presidential administration (Section III B).

Other Changes

18. The loan’s closing date was extended under each of the project restructurings, first by 18 months from December 30, 2015, to June 30, 2017; and a second time by 18 months (from June 30, 2017 to December 31, 2018).

Rationale for Changes and Their Implication on the Original Theory of Change

19. The rationale for changes under the first project restructuring was to introduce modifications that would align the project activities with some of the new government priorities, in particular the Government’s launch of the PBSM to eradicate extreme poverty. The objective of the PBSM was to increase capacities and opportunities for the extreme poor registered in Cadastro Unico, guaranteeing an increase in their income and improvements in basic social well-being. To ensure effective coordination of the activities under the PBSM, the Government restructured MDS, replacing the Secretariat for Institutional Articulation and Partnership (*Secretaria de Articulação para Inclusão Produtiva*, SAIP) with the Secretariat for Eradication of Extreme Poverty (*Secretaria Extraordinária para Superação da Extreme Pobreza*, SESEP). The PBSM expanded the BFP and proposed specific strategies aimed at reducing extreme poverty. Hence, there were innovations in the BFP’s implementation to attain the objectives of the PBSM. The first project restructuring aimed to reflect and better monitor those innovations.

20. The rationale for changes under the second project restructuring was to support strategic activities aimed at providing complementary human capital building services for the beneficiaries of BFP, and also to reflect another reorganization of MDS. In its new configuration, MDS’s mandate expanded to encompass social services, social assistance, and pension benefits, and it was renamed as the Ministry of Social and Agrarian Development (MDSA).⁸

II. OUTCOME

The table below presents the project summary ratings discussed in the following sections A, B, C.

Relevance of the PDO	High
Achievement of the PDO (Efficacy)	Substantial
Efficiency	Substantial
Overall Outcome Rating	Satisfactory

A. RELEVANCE OF PDOs

⁸ The restructuring of MDS also created two new national secretariats, the National Secretariat for Promotion of Human Development (*Secretaria Nacional de Promoção do Desenvolvimento Humano*, SNPDH) and the Secretariat for Social and Productive Inclusion (*Secretaria de Inclusão Social e Produtiva*, SISP), and abolish the Secretariat for Eradication of Extreme Poverty (SESEP).



Assessment of Relevance of PDOs and Rating

21. The relevance of the PDOs is rated High. The BFP and the APL2 Project are fully consistent with the World Bank's Country Partnership Framework (CPF) for the Federative Republic of Brazil for FY18–FY23.⁹ In particular, the Project is consistent with Objective 1.2: “Increase fiscal sustainability and fairness of pensions system and effectiveness of social protection system” under Focus Area 1: “Fiscal consolidation and government effectiveness”. This objective highlights the need to rationalize and strengthen social assistance programs. Further, it mentions that the reduction in informality and the expansion of social transfers to the poor had reduced the duality of Brazil's social protection system between formal workers (who gained social rights to pensions and other labor benefits) and the large number of mostly poor informal workers who were historically excluded from social protection programs. However, it mentions, this duality was reduced at the cost of creating a “plethora of parallel assistance programs, some of which overlap considerably.” The CPF then highlights under Objective 1.2 that “Improved efficiency of social benefit programs requires integration of information systems and development of the single registry (*Cadastro Único*), as a tool to monitor eligibility and rationalize overlaps in social programs.”

B. ACHIEVEMENT OF PDOs (EFFICACY)

22. The Project Development Objective, as stated in the Legal Agreement, is “**to strengthen the Bolsa Família Program's ability to achieve its objective of reducing poverty and inequality and promoting human capital development by improving schooling and health status of children and reducing incidence of malnutrition among the poor population.**” The Project was largely successful in achieving its objectives, as documented in evaluation studies of BFP's contribution to poverty and inequality reduction, as well as in boosting human capital, as will be explained later. The Project has also largely achieved the IRIs indicators, which indirectly aim at impacting these ultimate outcomes.¹⁰

Assessment of Each Objective

23. Achievement of objectives is measured in the related PDO indicators (PDOIs) and intermediate results indicators (IRIs).¹¹

Objective 1: Strengthening the BF program's ability to reduce poverty and inequality.

24. APL2 sought to strengthen the Program's impact on poverty and inequality through enhanced basic program management functions and accountability, oversight, and control functions, in three axes: increase the coverage of the program among the poor, strengthening governance and program implementation, and improvements in the registry of beneficiaries (*Cadastro Único*). Several studies have

⁹ World Bank, Country Partnership Framework for the Federative Republic of Brazil for the Period FY18–FY23, Report No. 113259-BR, dated May 16, 2017.

¹⁰ Split ratings for PDO achievement do not apply because, as previously mentioned, the project's restructurings expanded its scope within the original PDO.

¹¹ The assessment of progress by objective refers to several IRIs that were eliminated in the 2017 project restructuring because they related to the PBSM that was discontinued with the change in political administration. Nevertheless, significant progress had been achieved toward the targets of the IRIs, and therefore they are included in the assessment of achievement of objectives.

shown the impact of BFP on poverty and inequality during the APL2 period, which suggests that this approach has contributed to the ultimate Program outcomes (see Box 1).

Box 1: Impact of BFP on poverty and inequality

Several studies have been published about Bolsa Família since its inception, revealing important results in poverty and inequality reduction. Between 2004 and 2015, extreme poverty fell from 7 per cent to just over 3 per cent of the population, and poverty fell from 21 per cent to 9 per cent. Simulations conducted in 2009 revealed that, if not for BFP, the number of extremely poor individuals and households would be 45 per cent - 50 per cent higher (Souza, et al., 2011., 2011). More recently, estimates have shown that social transfers (including BPC and Bolsa Família) account for 58 per cent of the decline in extreme poverty - which means that over four million people have overcome it. The same calculations show these policies were responsible for reducing poverty in Brazil by 30 per cent (equivalent to 8.13 million people) (Skoufias et al., 2016).

The Gini coefficient has dropped steadily, from an average of 0.59 in the decade prior to program launch (1992-2002) to 0.515 in 2015. It is estimated that, together, the BPC and Bolsa Família accounted for 41 per cent of the fall in inequality (Skoufias et al., 2016). When other authors evaluate Bolsa Família by itself, they estimate the impact at between 16 per cent and 21 per cent of the total drop in inequality between 2001 and 2011 (Soares, 2012).

Axis 1: Program Coverage and Targeting

PDOI 5	Percentage of households in the first quintile receiving transfers from <i>Bolsa Família</i> Program	Baseline: 66% Formally revised Target: 70% Actual: 68%, December 2016 ¹²
IRI 2	Number of beneficiary families	Baseline: 12.00 million Formally revised target: 12.90 million Actual at Completion: 14.00 million
IRI (Core)	Beneficiaries of social safety net programs	Baseline: 46.80 million Formally revised target: 43.09 million Actual at Completion: 44.88 million
IRI (Core)	Percentage of direct beneficiaries of the <i>Bolsa Família</i> cash transfer who are women	Baseline: 92.41 Formally revised target: 91.00 Actual at Completion: 90.12

25. By December 2018, the BFP was reaching its highest number of beneficiaries—a total of 14.2 million families (or 46.9 million beneficiaries), almost a quarter of the total population, and up from 12 million and Project baseline. As a result of the active search strategy (*busca ativa*) of the extreme poor not registered in the *Cadastro Único*, a total of 1.7 million families were added to the registry by May 2016 and became BFP beneficiaries. The number of families identified in the *Cadastro Único* as belonging to traditional groups (indigenous, *Quilombola*, homeless, extractivists, and so on) increased from about 200,000 in 2011 to 1.9 million in December 2015. To reach these groups, 1,254 mobile teams and 1,348 boats were made available to help in the search of the extreme poor population.

¹² This is the indicator calculated in 2016 (using PNADC 2016). Considering the methodological changes that were introduced in the data collection, new calculations were made after discussion with specialists (see detailed table in the text).

26. Improvement of Program coverage (and to some extent also of targeting quality) as a result of these enhancements in benefit management was tracked under PDOI 5. This was measured as the percentage of the population in the bottom 20 percent of the income distribution covered by BFP. The indicator was based on the *Pesquisa Nacional de Amostra de Domicílios (PNAD)* until 2015. In 2016, however, the PNAD was replaced by a different panel instrument, *PNAD Continua*. The indicator, however, proved complex to track in a comparable way over time. In particular, despite the increase in program overall coverage according to administrative numbers, program coverage of the first quintile appeared to be declining with the various surveys.

Year	Coverage of bottom 20%	Source
2012	81%	PNAD 2012, algorithm to impute BFP
2014	71.5 % (75.6% in BER)	PNAD 2014, special one-off module on Cadastro Unico and BF
2015	66.0 %	PNAD 2015, IPEA algorithm to impute BFP
2016	55.0%	PNAD Continua 2016, incomes module - WB team computation
2017	53.50% **	PNAD Continua 2016, incomes module - WB team computation

27. In fact, the measurement of the indicator was marred by methodological challenges. The PNAD survey did not divulge information on the receipt of BFP, so the program coverage relied on an imputation method whose assumptions may have changed over the years.¹³ The only exception was during PNAD 2014, where a special module was filed to identify explicitly Cadastro Único beneficiary households. In 2014, the coverage of the bottom quintile was 71.5 %. Second, from 2016 a new survey, *PNAD Continua*, replaced PNAD. The two surveys are not comparable and in *PNAD Continua* BFP receipt is identified by an explicit question to household members. This question, however, underestimates by 28 % the total beneficiary numbers in 2016 and by 32% in 2017. Such a high level of underreporting of the benefit makes the use of this survey practically impossible to understand program coverage. Since 2017, MDS has achieved a '*fila zero*', the elimination of all waitlists to the Program due to budget constraints, and this makes it even less likely that the program coverage actually declined.

28. The loss in coverage of the program could be to a minor extent explained by two other factors. The years 2017 and 2018 were marked by the economic crisis, which may have led to a change in the profile of the extreme poor (more households without children) for whom the Program is accessible only at a very low-income threshold.¹⁴ Second, the abovementioned exercise by MDS to reverify and cancel ineligible families could have increased discouragement by families in reapplying.

¹³ The baseline information and the semiannual updates to this indicator up to 2017 were based on the PNAD carried out by the Brazilian Institute of Geography and Statistics (*Instituto Brasileiro de Geografia e Estatística*, IBGE), which did not divulge the results of the explicit question in the survey on whether a family was receiving BFP. For this reason, the Program receipt had to be imputed by MDS as much as by the World Bank team, through an algorithm developed by the Institute for Applied Economic Research (*Instituto de Pesquisa Econômica Aplicada*, IPEA) that relied on the variable of reported 'non-labor income' of PNAD. In 2017, IBGE shifted to *PNAD Continua*, a new panel survey, with a different sampling strategy than PNAD, that contained and published the question on whether a family was receiving BFP and BPC.

¹⁴ In particular, the crisis may have led to an increase in the number of transient poor who may not have applied to BFP, traditionally focusing more on rural and chronic poor. World Bank analysis conducted on PNAD 2017 suggests that the under coverage of the bottom quintile is highest in the four states with highest urbanization levels (Rio de Janeiro, São Paulo, Distrito Federal and Minas Gerais).



29. The value of the benefits of the Program was adjusted constantly, increasing from an average benefit of R\$145 in 2012 to R\$187.32 in 2018. Under the PBSM, there was an effort to boost families' income so that they could overcome the extreme poverty income threshold (R\$89 per person per month in 2018).¹⁵ Several measures were adopted, changing the formula for calculating benefits by: (a) increasing the number of variable benefits (benefits per child under 15 years of age have been extended to cover five children per family, instead of the previous cap of three children); (b) introducing two new incentives for pregnant and lactating mothers; (c) establishing a three-year 'guaranteed return' for beneficiaries who leave the Program voluntarily; and (d) increasing the average benefit of BFP on a yearly basis.

30. Last, a financial education tool was designed specifically for women beneficiaries of the BFP using behavior incentives for saving and financial planning. A qualitative evaluation of the pilot phase found that an additional 7 percent of participants considered themselves capable of handling an emergency with their own resources, 81 percent more women counted upon small savings, and participants were able to save informally an additional 234 percent of previous amounts over three months. After a pilot phase, MDS expanded its financial education program *Futuro na Mão* with BFP funds. In December 2018, 300 municipalities were participating in the program, with more than 700 CRAS technicians trained and more than five thousand kits¹⁶ sent to beneficiaries of BFP.

Axis 2: Governance and Implementation

IRI 1	Average decentralized management index (IGD) increased	Baseline: 0.80 Target: 0.85 Actual at Completion: 0.84
IRI 6	In-house DPI procurement and FM capacity strengthened (staff hired and trained)	Baseline: 0 Target: 5 Actual at Completion: 6

31. A significant portion of the TA was used to implement capacity building at the state and municipal levels for any new and existing policy that the ministry would design or reform (including *Cadastro Único*, BFP management, *Criança Feliz*, Financial Inclusion, and *Programa Nacional de Acesso ao Ensino Técnico e Emprego* [PRONATEC], among others). Throughout implementation of APL2, more than 5,000 training multipliers were trained by SENARC, which trained more than 126,000 managers in subnational governments.¹⁷ Important technical support was provided on the following four fronts: (a) strengthening of training programs for local managers of BFP and *Cadastro Único*; (b) launching of a top-up cash benefit, the Benefit to Overcome Extreme Poverty (*Benefício de Superação da Extrema Pobreza*) with an aim to

¹⁵ *Brasil Carinhoso*, introduced in 2012, aims to ensure that all extremely poor families with at least one child under 6 years of age have minimum income equal to the extreme poverty line; the program defined new rules for cases of noncompliance with co-responsibilities, in particular, starting at the end of 2012 a decision was made that no transfers could be suspended before identifying the reason for noncompliance, and complementary programs such as More Education Program (*Programa Mais Educação*) and the School Health Program (*Programa Saúde na Escola*) were implemented.

¹⁶ The kits are made up of small safes for savings with different purposes.

¹⁷ New content for the development of advanced training was also supported by APL2. This included consultancies for curricula development, online training modules, certification methods, and many training events at the state level for municipal and state workers. The project allowed development of a real training platform within MDS that was eventually consolidated as a single pedagogical unit inside the SAGI.

eliminate extreme poverty among children; (c) publishing of *Boletim eEcon*, a report to inform about the flows of funds and conditionality compliance of BFP beneficiaries; and (d) designing the Inspection Management and Monitoring System (*Sistema de Gestão e Acompanhamento da Fiscalização*, SIGAF) a tool aimed at improving the BFP's transparency, through a better tracking system of benefits disbursed.

32. Additionally, MDS created the Decentralized Management Index (*Índice de Gestão Descentralizada*, IGD) to transfer resources under a performance-based contract between MDS and municipalities. The IGD measures municipal performance through a synthetic index that comprises variables of coverage and quality of information of the *Cadastro Único* and of monitoring compliance with education and health conditionalities. The IGD also allowed MDS to systematically monitor the performance of local governments in benefit administration and maintenance of *Cadastro Único*. The capacity-building activities of local implementers, which were financed by APL2, contributed to enhance the local performance, as shown by the increases in the average IGD. In 2011, MDS increased the amounts transferred to municipalities (from R\$2.5 to R\$3.25 for each valid registration) for registering additional households in the *Cadastro Único*, updating information of those households already registered and expanding the use of the *Cadastro Único* for other social programs. The IGD allowed MDS to transfer about R\$421 million to states and municipalities and reached its highest level with a national average value of 0.85 in 2018 against 0.79 in 2014. This indicator underscores the increased capacity of the subnational governments to administer the *Cadastro Único*, the benefits, and the funds that are provided to operate the Social Assistance Center (*Centros de Referência da Assistência Social*, CRAS).

33. Finally, SENARC completed five manuals that contain the Program rules that were used as inputs for the CEF to develop a more effective payment system with stronger interface with the *Cadastro Único* system, making BFP payroll generation more efficient.¹⁸

Axis 3: Social Registry (*Cadastro Único*) Improvements

PDOI 4	Number of State Governments using <i>Cadastro Único</i> for the selection of beneficiaries for their state social programs	Baseline: 9 states Target: 21 states Actual at Completion: 24 states
IRI 3	Percentage of updated records in <i>Cadastro Único</i> version 7.0 by December 2017	Baseline: 40% Target: 85% Actual at Completion: 99.74%
IRI 9	Rate of updated registries in the last two years in <i>Cadastro Único</i>	Baseline: 74.10% Formally Revised Target: 70.00% Actual at Completion: 79.62%

¹⁸ The MDS assessed different modalities of payment. The first modality was the use of bank accounts, but the first results of the assessment showed that this modality has a lower effective index compared to the new modality developed in 2016. This new payment (what new modality?? The first one? Or are you saying after first modality assessment, another modality was created, and the new one included simplified savings, etc.? be clear) modality included simplified saving accounts, which were more suitable to the BFP target audience. This modality has been evaluated by an impact assessment and has shown quite robust results. By 2018, 3.5 million families had received transfers through this modality. This system should be rolled out nationally? by June 2019.



34. The *Cadastro Único* is the internationally recognized registry used to assess household welfare and to administer the targeting and implementation of BFP. By project completion, the Federal Government had reached agreements with all states and the Federal District to use the *Cadastro Único* as the targeting mechanism for their state-level income transfer programs and integrated them with BFP. To date, there are approximately 75.8 million people registered (approximately 40 percent of the Brazilian population), and 26.6 million families and 12.4 million families considered the extreme poor (per capita income below R\$89.01).

35. The project supported the launch of Version 7 of the *Cadastro Único*, a fully functioning, electronic online system in all municipalities, that allows for improved monitoring of the household inclusion process, reduced duplication, and greater quality of information. Version 7 has also enhanced the Program's overall governance and contributed to better monitoring of conditionalities by allowing information checks across different administrative data sets. The new version also provides an Operations Manual to register traditional and specific population groups, an innovation in comparison to previous versions.

36. The project also improved the links between the *Cadastro Único* and the other BFP information systems such as the Conditionalities System (*Sistema de Condicionalidades*, SICON), the System of Management of *Bolsa Família* (*Sistema de Gestão do Programa Bolsa Família*, SIGPBF), and the Unified Registry Information Consultation, Selection and Extraction Tool (*Consulta, Seleção e Extração de Informações do CadÚnico*, CECAD). SICON is the system for tracking of conditionalities in BFP for health and education, through direct links with administrative registries in these two-line ministries. SIGPBF provides communication and exchange of files between the Federal Government and states and municipalities. CECAD allows the query and extraction of information from the *Cadastro Único*.

37. MDS also developed two interfaces to dialogue directly with users. The first one, *Consulta Cidadão*, is a web portal to allow citizens to verify personal data held in *Cadastro Único* and issue income certifications, which in turn enabled targeting other means-tested services outside MDS. The *Consulta Cidadão* was accessed 2.5 million times in 2018. Second, SENARC developed an app where registered households could verify enrollment in *Cadastro Único*, track payment of BFP benefits, and receive other communications by MDS.

38. One additional critical achievement is that by the end of the project the *Cadastro Único* was used by 29 programs (most outside MDS) to target its beneficiary populations.¹⁹ Expenditure on these programs combined is greater than BFP itself, and efficiencies generated as a result (in terms of reduced administrative costs, eliminating discordant definitions of poverty) are massive, yet not fully quantified. APL2 supported the institutionalization of a Network of Institutional Users of *Cadastro Único* to create a

¹⁹ These include, among others, Social Tariff for Electric Energy (*Tarifa Social de Energia Elétrica*); Literate Brazil Programme (*Programa Brasil Alfabetizado*); Program to Eradicate Child Labor (*Programa de Erradicação do Trabalho Infantil*), Elderly ID (*Carteira do Idoso*); Cisterns (*Cisternas*); Pro Youth and Adolescents (*ProJovem Adolescente*); My House, My Life (*Minha Casa Minha Vida*) and other housing programs; tax exemption to take public tenders; Free Transportation Program (*Programa Transporte Livre*); Social Tariff for Telephone (*Tarifa Social de Telefone*); pension for low income housewives (*aposentadoria para donas de casa de baixa renda*); Green Grant Program (*Programa Bolsa Verde*), Program Water for All (*Programa Água para Todos*), Technical Assistance and Rural Extension (*Assistência Técnica e Extensão Rural*), and PRONATEC e Program Social Letter (*Programa Carta Social*).



code of conduct, security, and information exchange standards.²⁰ A persistent challenge for the *Cadastro Único* and an area of interest for future collaboration with the World Bank is the integration of the *Cadastro Único* with the social security and wage reporting databases.

39. Of particular importance was the inclusion of the social pension Continuous Cash Benefit for the Elderly and Disabled (*Benefício de Prestação Continuada*, BPC) - which covers 4.7 million people - in the *Cadastro Único*. In the context of severe fiscal constraints, MDS was requested to improve the quality of targeting and administration of the largest social pension by making it mandatory for beneficiary families to register in the *Cadastro Único*. APL2 supported the design, communication campaigns, and implementation of this process, as well as the development of error and fraud prevention systems.²¹

40. Recertification of the BFP eligibility (*Revisão Cadastral*) and census verification (*Averiguação Cadastral*) to check inconsistencies in the *Cadastro Único* data are carried out on a yearly basis. Cross-checks were strengthened in the last year of the project²² and allowed creation of fiscal space to include more than a million new people who had fallen into poverty during the economic crisis that started in 2015

Objective 2: Promoting human capital development

41. APL2 also sought to strengthen the BFP's impact in promoting human capital and graduation from poverty, as measured by improved education, health, and nutrition status, though interventions involving improvements in monitoring of conditionalities, investing in strengthening the monitoring and evaluation system of the program, and by linking BFP with other complementary interventions. While the Project did not include indicators specifically on health, education, and nutrition status, a multitude of external studies have validated the Program's positive impact on human capital outcomes over the Project implementation period, which suggests that the APL2 approach has contributed to this success.

²⁰ To launch the process, APL2 supported a seminar for all programs that are using the *Cadastro Único* to advance the creation of a single social registry that can record the utilization of all social programs and progressively improve their coordination. All program administrations had to comply with a series of security and technology standards to formally join the network. Eventually the *Cadastro Único* will have the capability of informing each user as to which programs each family/individual is accessing (or which programs the family could be eligible for). The project also financed important studies on the *Cadastro Único*, a research that evaluated the quality of self-reported data, evidencing a high level of trust, research on the costs of the *Cadastro Único*, and socioeconomic profiles of the population covered.

²¹ Since 2017, the inclusion of the 4.7 million BPC beneficiaries in the *Cadastro Único* became mandatory, and BFP and BPC beneficiaries require a tax payer identification number (Cadastro de Pessoa Física, CPF) to register in the *Cadastro Único*. MDS applied an algorithm to electronically reunite family groups at the time of registration in the *Cadastro Único* allowing inclusion of other income sources from family members in the means test for BPC and the progressive exclusion of beneficiaries who are above the income thresholds. Measures to reduce error and fraud for future implementation include the requirement to annually certify disability or living status for the old-age benefits.

²² During the last exercise, initiated in 2017, SENARC convened 14.2 million families enrolled in the *Cadastro Único* to update their data in both processes, and more than 6.2 million records were updated. Of the total of 5.2 million BFP families included in this exercise, the benefits of 1,797,261 families who did not update their data or did not meet the eligibility criteria to remain in the program were cancelled. This was the largest cancellation process ever undertaken by the Program.



Box 2: Documented impacts of Bolsa Familia Program in Human Development

Several studies have documented the impact of BFP on human development outcomes. Studies have shown that municipalities with the best school attendance monitoring levels also boast the highest education indicators (lowest dropout rates and highest school progression indicators), suggesting that BFP conditionalities have a positive effect on these indicators (Paiva et al., 2016). In this sense, Camargo and Pazello (2014) have discovered that one additional percentage point in the share of students benefiting from the BFP in a school would cause an average 0.012 pp reduction in the school dropout rate. Hence, hypothetically, if all the students in one school were beneficiaries, the dropout rate would be 1.2 pp lower than in a school where no students received BFP benefits. This magnitude is relevant, since the dropout rate at schools in which more than 75 per cent of the students are beneficiaries was found to be 5.41 per cent.

Other studies show that the Variable Youth Benefit added to the BFP in 2007 increased the likelihood of teenagers going to school by four percentage points, even after controlling for the number of children in the family, schooling and age of the mother, race, and indicators related to urban areas and the state of residence (Chitolina et al., 2013). Disparity in academic achievement between beneficiaries and non-beneficiaries decreased in grades 5 to 9, which suggests that participating in the program and fulfilling the education conditionalities may contribute to reducing performance gaps between beneficiaries and non-beneficiaries in the long term (Cireno et al., 2013). The results of the health services provided to beneficiaries indicate a 14.5 per cent decrease in the incidence of low birth weight among beneficiary children in extremely poor families (Santos et al., 2014). Antenatal care was also higher among BFP beneficiaries. In 2009, pregnant beneficiaries had 1.6 more antenatal visits than non-beneficiaries (Magalhães Júnior et al., 2014).

There is evidence of positive impacts in health and nutrition status of targeted individuals, including a significant reduction in under-five mortality rate. Municipalities with high BFP coverage for a period of many years have a 19 per cent lower under-five mortality rate than similar municipalities with low coverage rates. The differences observed across these municipalities when considering poverty-related causes of mortality (such as diarrhea and malnutrition) are even higher: in municipalities with high and consolidated Bolsa Família coverage, under-five mortality rates due to diarrhea are 53 per cent lower and due to malnutrition are 65 per cent lower (Rasella et al., 2014). Vaccination rates are also higher in these municipalities, as is the prevalence of breastfeeding during the first six months of life (Magalhães Júnior et al., 2014).

Intervention 1: Monitoring of Program conditionalities

42. By project completion, the monitoring of BFP conditionalities had achieved the highest results in the program's history. Of the 13.4 million students who are monitored, 94.64 met the education co-responsibilities. For health, 5.4 million children were monitored, 99 percent had complied with the vaccination responsibilities and 84 percent had their growth monitored.

PDOI 1	Percentage of youth (16–17 years old) whose school attendance is being monitored by the Program	Baseline: 75.89% Formally revised Target: 85% Actual: 84.81%
PDOI 2	Percentage of beneficiary children of primary school age children (6–15 years old) whose school attendance is being monitored by the Program	Baseline: 88.07% Formally revised Target: 90% Actual: 95.91%
PDOI 3	Percentage children aged 0–6 and pregnant women in beneficiary families complying with health conditionalities	Baseline: 70% Formally revised Target: 75% Actual: 75.21%

Intervention 2: Consolidation of the Program’s Monitoring and Evaluation System

IRI 4	Monitoring and evaluation system of MDS consolidated	Baseline: System not consolidated Target: Consolidated Monitoring and Evaluation (M&E) system Actual at Completion: Consolidated M&E system in place
IRI 7	Baseline data for <i>Criança Feliz</i> program has been collected	Baseline: 0 Target: 1.00 Actual at Completion: 0.25

43. Under APL1, MDS designed and implemented a comprehensive M&E system and established SAGI to carry out its M&E functions. APL2 consolidated MDS’ capacity to monitor and evaluate social programs at the federal and subnational levels and to further strengthen its capacity in this area.

44. MDS has a very well-developed M&E system having SAGI in charge of the studies and evaluation for the ministry. SAGI counts upon an information system that allows it to consolidate data from different programs in a data warehouse, taking advantage of the use of a common Number of Social Identification – NIS, which is at the heart of the BFP information system, which in turn allows the Government to track which programs households are benefitting from. The system is state-of-the-art: it is simple to understand and to use, can be tailored for use by the three levels of government, and allows for use of information to construct indicators for decision making and identify problems in operations. SAGI also outlined plans for a three-year panel survey, which would allow the tracking of poverty dynamics in poor households and communities as PBSM is rolled out.

45. MDS has adopted a notable data openness policy, making it a leader not only in Brazil, but in the region as well. A notable achievement relates to the publication of anonymized administrative data sets of a sample of *Cadastro Único*, and its release in November 2017 by the Brazilian Institute of Geography and Statistics (*Instituto Brasileiro de Geografia e Estatística*, IBGE) of PNAD 2016, including of the variable that allows for the direct identification of BFP and BPC social pensions, which for years had been confidential. The publication of these data will enable a generation of studies by global academia. MDS also plans to release in the coming months the data regarding the application of conditionalities of BFP and eventually of other programs MDS has implemented. Further, MDS has systematized all the evaluations of the BFP through an online database, including 1,070 publications, 108 of which were carried out by international scholars.



46. SAGI regularly evaluates programs and has done two rounds of impact evaluations of the BFP. A third round that had been planned under the project was cancelled in 2013 due to problems with the sample of previous rounds. The Government requested support for a poverty panel survey that would span three years and contain three rounds of interviews each year, with a total of nine modules collected. The initial plan was for the Government to finance the first three modules with its own resources and the last six with funds from the loan. Unfortunately, the firm that was contracted to conduct this survey, a centerpiece to evaluate the impact of the Program on poverty dynamics of households, failed to deliver and the contract was therefore cancelled. A second firm was contracted to conduct this survey, but this firm also failed to deliver. A technical note was prepared by SAGI and contained a retrospective analysis of the failures of the two firms and recommended not repeating this exercise during the remaining implementation period, given the time line and the state of the service providers in the market and the (perceived) risk of once more contracting a firm that could not deliver.

47. Nevertheless, SAGI produced an impressive number of studies, several that contribute to the discussion of multidimensional poverty, deepening the research on urban productive inclusion with specific outputs. An example of these was the study among beneficiaries of the BFP on how the inclusion of mothers in the labor market was affected by the different composition on the number of children and their attendance to schools, using data from PNAD 2001–2012. SAGI also produced several studies on inclusion in the formal labor market of beneficiaries of PRONATEC PBSM, and incorporated these in their Handbook with the theme “Urban Productive Inclusion: What did PRONATEC/Training Grant (*Bolsa Formação*) do between 2011 and 2014.” Finally, in May 2016, SAGI released a new study that summarized the impacts thus far of the PBSM on different human development outcomes.

48. The extension of the project beyond 2016 was largely motivated by the intention to evaluate innovative approaches of MDS with limited empirical evidence. The project financed part of the baseline studies for the *Criança Feliz* program and the design and fieldwork to evaluate three rural productive inclusion interventions. The baseline data collection study of *Criança Feliz* was completed in all municipalities designated for evaluation and SAGI is working on the analysis of the baseline data. The project TA financed technical inputs and facilitated the formation of an evaluation committee. The TA also financed a qualitative study to evaluate the implementation of *Criança Feliz* across seven states. This exercise was key to identify modifications to the design of the project for future scaling up and implementation, above all the need for customized implementation modalities based on the size and typology of municipality. The first round of data collection to evaluate rural productive inclusion activities, including as the provision of rainwater tanks in rural regions (*Programa Cisternas*) and agricultural extension services (*Fomento Agrário*) was completed and a presentation of the findings was carried out for the project team.

Intervention 3: Linking BFP with other human capital and graduation interventions.

IRI 5	Number of agreements signed with the States in the context of PBSM that are being implemented in adherence to the general directions of Plan	By 2015, 27 states had entered into agreements to implement PBSM (Target: 27)
IRI 8	Number of <i>Bolsa Família</i> children of age 0-3 that received house visits as part of the early childhood development program <i>Criança Feliz</i>	Baseline: 0 Target: 200,000 Actual at Completion: 104,000



49. APL2 sought to strengthen linkages between BFP and other interventions to further promote human capital and graduation from poverty. Initially, these activities would be carried out through the National Commitment for Social Development strategy in MDS, and later under the framework of the PBSM. These links can be grouped into four strategic axes: (a) social assistance human services, (b) urban productive inclusion, (c) rural productive inclusion, and (d) early childhood development. In the context of the PBSM strategy, the Government reached agreements with 26 states and the Federal District to integrate their income transfer programs to complement BFP, and as a result, millions of beneficiaries of BFP began receiving complementary services.

50. **Linkages with social assistance services.** Efforts to improve the *Cadastro Único's* links to BFP and other programs, as well as the activities related to the expansion of the social assistance network (composed of 495 new *CRAS*, 356 *Specialized Reference Centers of Social Assistance*, 1,504 mobile teams, and 93 centers for the homeless), training of municipal social workers and strengthening the fiscal and control procedures, strengthened the links between state programs and BFP.

51. **Early childhood development.** The *Criança Feliz* program is an intersectoral and interinstitutional strategy to serve the same target group of the BFP. It envisages coordination between MDS and the health and education sectors and between the Federal Government, states, and municipalities. The intervention is implemented in the family and in the community context, providing integrated care of children's needs in early childhood, including: (a) preparation for responsive parenting through household visits by a trained professional to identify risk factors and prepare plans for each child and (b) coordination between families and other local social services, such as early childhood education facilities, health centers, and *CRASs*. Priority target groups in the first phase of implementation were pregnant women, children less than 3 years-old, and their families who benefit from the BFP. The Project helped develop the policy guidelines for *Criança Feliz* and a qualitative study to evaluate the program. There were several workshops for training social workers to implement the household visits. According to data collected through *Prontuario Suas* (the same system used to monitor the activities of social workers for case management of BFP beneficiaries is used for monitoring the *Criança Feliz* program), the *Criança Feliz* program had reached more than 351,640 children and 64,296 pregnant women in 3,780 municipalities by December 2018²³. The program currently has more than 13,078 trained visitors and 3,270 supervisors.

52. **Urban productive inclusion.** The *PRONATEC/Bolsa Formação* program was designed to offer continuous professional education courses to vulnerable populations, with all transport and materials expenses covered by the program. More than a million people enrolled in the *PRONATEC* training program under the project. Although the program lacked a robust M&E framework, administrative data allowed carrying out multiple evaluations, after the policy was interrupted due to the fiscal constraints in 2017, and this showed mixed results on employment outcomes.²⁴ Also, the *Microcredito Produtivo Orientado*

²³ This data from the *Criança Feliz* Program was not available until 2019.

²⁴ In 2018, SAGI published a summary of the evaluations carried out by *PRONATEC*. These revealed much heterogeneity in outcomes depending on the type of training provided by specific branches of *Sistema S*. Moreover, the evaluations showed the need to improve monitoring and ties between employers' demand and supply. The overall assessment was that the program did not develop sufficient protocols to ensure coherence between the beneficiary profiles, the type of courses, and local labor demand. Some of the impacts were significantly positive, however, and these were programs that developed very specific approaches to match training with firms' skills needs.



program implemented 7.0 million operations for BFP beneficiaries in the northeast (4.7 million people from the *Cadastro Único* and 3.2 million from BFP beneficiaries). The launch of the *ProgreDir* online platform in November 2017 was meant to orient beneficiaries of the *Cadastro Único* on available employment and skills development opportunities at the local level. The *ProgreDir* program had three axes: (a) labor intermediation (referral of the public enrolled in the *Cadastro Único* to the world of work, through partnerships with companies from the private sector in need of skilled labor); (b) professional training (digital inclusion and vocational courses mapping and referral of BFP youth to training courses, with the purpose of stimulating and expanding access to the labor market); and (c) entrepreneurship (access to microcredit and financial education, opening of bank accounts, and technical and managerial support to foster entrepreneurship of families enrolled in the *Cadastro Único*). By December 2018, 43,300 individuals and more than 12,000 vacancies were registered in the portal. In addition, 1,990 courses related to the world of work were registered in the portal (amounting to more than 1 million potential spots in training programs made available), thus improving access to information of the users to potential skills development opportunities. The platform today has 379 partner institutions that have registered their offer of services and employment opportunities. This digital platform represents a significant innovation in the articulation between demand and supply of labor market programs and services, focusing on providing job search skills to prepare first-time job seekers to approach the formal labor market.

53. **Productive inclusion in rural areas.** MDS aided 358,000 BFP beneficiary households, supporting family agriculture among the poorest by providing TA to micro-entrepreneurs and access to micro-credit. The focus has been to include the most vulnerable populations and contribute to a strong national food security system. Complementary actions were established including emergency actions to address drought. In addition, new programs aimed at preserving environmental reserves and expanding electricity coverage, especially for the extreme poor, were implemented with the PBSM. A total of 72,100 families in 676 areas benefited from the Green Grant Program (*Programa Bolsa Verde*).²⁵ Other national programs of extension of public utilities were coordinated under the PBSM strategy: 257,000 families living in extreme poverty benefited from the Light for All Program (*Programa Luz para Todos*), and 882,700 thousand reservoirs were built in the semi-arid northeast region of the country with the support of the Program Water for All (*Programa Água Para Todos*).

Overall Efficacy Assessment

54. Building upon the progress made in the establishment of the BFP supported by APL1, the APL2 helped cement the Program and the *Cadastro Único* as the centerpiece of Brazil's social protection system. The Program has increased its coverage and improved ways to monitor conditionalities. An ever-increasing number of state and federal programs are now coordinated with the BFP, and the monitoring of conditionalities has been strengthened significantly. Information on the BFP is readily available on MDS' website, with the result that the Program's impact is evaluated not only by the ministry, but also by academics and other institutions worldwide.

²⁵ *Bolsa Verde* was a program that made monetary transfers conditional on the environmental preservation of forest areas. Residents of these areas could not devastate the forests. It aimed to preserve areas of natural forests.



55. While APL fell short of achieving the target for its outcome indicator 'Percentage of households in the first quintile receiving transfers from Bolsa Família Program', this was most likely due to issues of consistency of data and the impact of the recent economic downturn and MDS' recertification exercise. Nevertheless, APL2 achieved and in some cases exceeded targets for other indicators and by and large exceeded the objectives originally established for the project.

56. Overall, APL2 almost fully achieved its objectives and, with a revision to the measurement of the Program's coverage of households in the first quintile, will most likely be found to have met that target and hence that objective as well. Therefore, efficacy is rated **Substantial**.

C. EFFICIENCY

57. The project's economic analysis at appraisal did not provide a full-fledged cost-benefit or cost-effectiveness analysis given limitations in quantifying many of the Program's benefits in monetary terms. Instead, the analysis in the PAD assesses the BFP's benefits indirectly based on its estimated impact on several indicators (as well as the findings of the ex-ante analysis presented in APL1) and on its role in mitigating the effects of the food price increases in 2008.

58. As expected, BFP continued to have a notable impact on education and health indicators. The second round of the BFP's impact evaluation (MDS 2010) showed that school attendance of children ages 6 to 17 in beneficiary households was 4.1 percentage points higher than that of those in non-beneficiary households and that school progression was 6.9 percentage points higher than that of those in beneficiary households. Other studies referenced in the book, 'Bolsa Família, 15 Anos 2003–2018 (BFP 15 Years)', show a reduction of 11 percentage in the repetition rates of children of beneficiary households. Under APL2, the BFP monitored 13.4 million students, almost 95 percent of whom complied with schooling conditionalities (that is, minimum monthly attendance of 85 percent for children ages 6 to 15 and 75 percent for adolescents ages 16 and 17).

59. Another study in the BFP 15 Years Study reviewed empirical evidence of the BFP's impact on health in five areas: (a) utilization of health services, (b) fertility, (c) nutrition, (d) child mortality, and (e) other health outcomes. Although the data used for these evaluations predate the implementation of APL2, the findings are expected to be carried forward based on the improvement in monitoring of the Program's conditionalities. The second round of the BFP's impact evaluation found that the Program had significant positive impacts on the probability of on-time vaccinations for some vaccines (15 percentage points for DPT2, 26 for DPT3, and 12 for polio³) and an overall increase in prenatal care visits from 3.5 to 44 visits between 2005 and 2009, while the proportion of women with no prenatal visits fell from 20.9 percent to 5.3 percent over the same period. The survey further found a significant closing of the gap in prenatal care for beneficiaries. The study reports surveys carried out in 2006 and 2007 that found that the BFP is associated with a reduction in family size and has no impact on fertility. Several studies on nutritional status recorded in the BFP 15 Years Study report important impacts on the nutritional status of beneficiaries: (a) higher dependency on BFP transfers was associated with higher reported increased consumption of 20 food types; (b) BFP participation in 32 municipalities in the northeast was associated with a R\$246 (approximately US\$100) increase in food expenditures; and (c) participation in the Program is associated with significant reduction in the prevalence of anemia among young children, between 6 and 24 months old. The BFP 15 Years Volume also reports several studies that found significant and positive



association between increased coverage and all child mortality measures, except for neonatal mortality. Finally, the BFP 15 Years Study reports findings that participation in the Program is associated with decreased chances of having diarrhea for children between ages 7 and 17 and that having 100 percent of the municipal target population coverage by the Program for at least four years is associated with a 79 percent reduction in the new leprosy case detection rate when compared with municipalities with low BFP coverage. Under APL2, 5.4 million children and 365 million pregnant women were followed, 99 percent of children under 7 years old have their vaccinations up to date, and 84 percent have their growth monitored. The ex-ante analysis prepared for APL1 estimated significant impacts on poverty and inequality if these education and health conditionalities were monitored (as they were).

60. Further, the BFP is very well targeted and has been instrumental in reducing the number of Brazilians living in poverty and extreme poverty. Several studies conclude that the Program is successful in achieving these results with a modest amount of budgetary resources. Also, the consolidation of 24 federal units and 29 government programs on the *Cadastro Único* will undoubtedly bring added efficiency to all of these programs, although data are not available to measure this at this stage.

61. The efficiency of the project's implementation was not as positive. Although disbursements against transfers were completed in 2014, the project's TA components, in part due to changing administrations and priorities, required a three-year extension of the loan's closing date. By December 2018, 98 percent of loan funds were disbursed. The long political transition in 2016–2017 in particular brought the TA disbursement to a temporary standstill, which then picked up again once MDS' institutional structure was finalized, and the new government priorities were established. The economic crisis also brought a sharp depreciation of the Brazilian real, which led to a significant increase in the real value of the TA funds and a further reduction in drawdowns from the Designated Account. Finally, 2018 saw a government-wide administrative expenditure cap, which affected the amount of resources that MDS' secretariat could allocate to consultancies, regardless of their financing source.

Assessment of Efficiency and Rating

62. The Program's impact on educational achievement and expected health outcomes and on the reduction of poverty and extreme poverty, especially given the Program's modest impact on the budget required for achieving these results, would justify a High rating. Nevertheless, the project's implementation was less efficient, and therefore overall efficiency is rated Substantial.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

63. The overall outcome rating for the project is Satisfactory. This is based on the project's High rating for relevance, its Substantial rating for efficacy, and its Substantial rating for efficiency.

E. OTHER OUTCOMES AND IMPACTS (IF ANY)

Gender

64. Women figure prominently among BFP beneficiaries (88.8 percent of beneficiaries), and where possible, transfer payments are made directly to the mother of the beneficiary children. The literature documented the positive effects of making transfer payments directly to women, in terms of increased



household expenditure shares on children's goods (food, clothes) and in ensuring that the funds from the Program help mitigate the expenditures associated with the compliance with conditionalities (school-related costs, travel to health service). Being the primary recipients of the transfers, women also disproportionately benefitted from the financial literacy education that was rolled out with project funds in 2017 and 2018. In addition, there is evidence that the Program impacts were in several domains more pronounced on women than men. Women who received BFP showed greater agency and ability in decision making. The Program enhanced educational attendance and labor force participation of female beneficiaries, thus helping to reduce gender gaps.²⁶

Institutional Strengthening

65. The project's TA component was focused on the continued institutional strengthening of MDS and other agencies implementing activities under the project. These are described in detail in section II B.

Mobilizing Private Sector Financing

66. The project did not achieve mobilization of significant financing by the private sector, but this was not an intended goal either. The productive inclusion agenda is the one that could have possibly mobilized more involvement of the private sector as a financier or co-provider of services. Overall this did not happen at scale. The main large-scale interventions for productive inclusion involved different forms of technical training or technical assistance. Training programs were implemented by the public federal institutions or by the Sistema S (training arm of the private employers' confederations) with reimbursement by the Government, for instance through the PRONATEC program.

Poverty Reduction and Shared Prosperity

67. The BFP's focus on poverty and human development is at the core of the Program and is described in detail in section II B. The study on the 15 years of BFP produced with project funds is the largest compendium of the vast literature regarding the Program impacts, especially as it relates to medium-term trends preceding the crisis. Chapter 7 of the study, 'The effects of the Bolsa Família Program on Poverty and Inequality: A Balance of the First 15 Years', provides the most recent estimates of the BFP's impact. It reports that the BFP results in a reduction in poverty and extreme poverty of 1–1.5 percentage points. In 2017, this resulted in a reduction of about 15 percent in the number of poor and more than 25 percent in the number of extreme poor. Transfers of the BFP lifted 3.4 million persons out of extreme poverty and another 3.2 million out of poverty in 2017. The same study reports the impact of the BFP on inequality. The results from PNAD on income inequality with and without benefits from the BFP find that the Program reduces the Gini coefficient between 1 percent and 1.5 percent and that the BFP was responsible for almost 10 percent of the reductions in the Gini coefficient between 2001 and 2015.

68. The economic crisis that started in 2016 increased poverty rates and to some extent changed the profile of the poor. The newly poor are more skilled and younger than the previously poor population and with smaller household size on average. While CCT programs in Latin America are traditionally aimed at tackling extreme poverty, the BFP exhibits unique design features (such as means testing with self-declared income) that make it much more dynamic. In fact, The Program was able to respond vigorously to incorporate those affected by loss of labor income and without the protection of unemployment

²⁶ Centro Internacional de Políticas para o Crescimento Inclusivo (2013); Armando Barrientos, Darío Debowicz, Ingrid Woolard (2016); Viana, Kawauchi, and Barbosa (2018).



insurance. As described earlier, during 2017, MDS incorporated more than 1 million new families in the Program and achieved a ‘zero waitlist’. The widely cited Brazil Expenditure Review of the World Bank in 2016 also recognized how the BF was model of efficiency in the broader constellation of contributory and noncontributory social protection programs in Brazil²⁷.

Other Unintended Outcomes and Impacts

69. The BFP continues to be a model of a well-functioning and targeted conditional cash program and there continues to be considerable interest in other countries to learn from Brazil’s experience. The Bank’s support in its implementation gave relevant international credibility and visibility to the program and its results. In March 2013, a memorandum of understanding was signed between MDS and the World Bank as well as other national and international agencies to establish a Knowledge and Innovation Initiative on Poverty Reduction. The initiative aims to support the efforts made in Brazil to overcome extreme poverty and promote more inclusive development and to share knowledge with other countries in the region and globally. The World Without Poverty, an interinstitutional partnership signed in 2013 between the International Policy Centre for Inclusive Growth, IPEA, Brazil’s MDS, and the World Bank was established to share Brazil’s innovative social protection policies and help other countries deepen their knowledge about the BFP and the *Cadastro Único*. Between 2014 and 2017, about 80 products on implementation of BFP have been made available online for international exchange.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

70. **Second phase of a successful Program.** The satisfactory completion of the APL’s first phase paved the way for the successful and timely preparation and implementation of the second phase. The BFP was at the core of Brazil’s safety net and had already helped rationalize and boost social assistance spending, reaching over 12 million families (about 39.6 million people and 25 percent of the Brazilian population) in all municipalities by 2009. The institutional framework for social sector assistance was being consolidated, and partnerships with states and municipalities were being developed, with subnational governments assuming an important role in BFP’s implementation. Continuity in the presidential administration and hence in government priorities and commitment, and, by and large, in staffing of MDS, facilitated project preparation (see annex 7).

71. **Complementary analytical studies.** The project’s preparation counted upon a strong high-level dialogue between the Government and the World Bank, together with analytical and advisory assistance (AAA), including (a) the programmatic Brazil Social Assistance AAA program that focused on providing TA in the design of BFP’s targeting and M&E systems; (b) the Brazil evaluation program that supported the BFP’s impact evaluation as well as capacity strengthening of MDS’ M&E; and (c) the Labor AAA that focused on the labor supply impacts of transfers and on active labor market programs aimed at improving the employability of at-risk groups and promoting graduation from welfare programs. It also counted upon the preliminary findings of an impact evaluation of the BFP that found that BFP: (a) was responsible for about 20 percent of the reduction in poverty and inequality since 2001; (b) had net impacts in reducing chronic malnutrition and improving access and utilization of education and health services; (c) had no negative impact in labor supply decisions and, to the contrary, had demonstrated positive effects on

²⁷ Banco Mundial (2016). Um ajuste justo: análise da eficiência e equidade do gasto público no Brasil.



participation of women in the labor market; and (d) had contributed to consolidating the institutional framework of social sector assistance, strengthening the Program's monitoring, overnight, and evaluation systems, and consolidating the *Cadastro Único* as a registry of beneficiaries for social programs at the federal and subnational levels.

72. **Agenda of future priorities.** Preparation also benefitted from an analysis of the Program's strengths and weaknesses that provided an agenda of future priorities. The first priority was that of sustaining the reinforcement of the BFP's basic architecture to enhance its immediate impact on poverty and to advance governance and accountability mechanisms to strengthen the effect of social assistance on the long-term reductions in inequality. This included continuing to mainstream the *Cadastro Único* as an instrument for targeting, improving monitoring of and compliance with conditionalities, improving payment mechanisms in remote areas, and strengthening M&E. It also included transversal sectoral improvements that included strengthening oversight and control of social programs both formal and social, enhancing local implementation and management capacity, improving coordination between federal and local governments, and further refining the responsibilities of health, education, and social assistance service providers in setting up social services networks. The second priority was that of improving integration and links between the BFP and other social and labor market programs and interventions to create graduation strategies from poverty for the BFP beneficiaries and to facilitate their entry into the labor market and/or access to income generation activities. They would focus, among others, on linking beneficiaries to social worker support and other social assistance programs, extending access to micro-credit and banking privileges, enhancing access to income-generating activities, and improving links between households in the *Cadastro Único* and state- and local-level programs and strategies.

B. KEY FACTORS DURING IMPLEMENTATION

73. The loan was approved by the World Bank's Board of Directors on September 16, 2010, signed on September 21, 2011, and became effective on November 23, 2011.²⁸ Implementation progressed, albeit with some delays, especially in contracting of the many individual consultants required for carrying out the TA and other activities under Components 1 through 6. By the time of the midterm review in March 2014, implementation was well under way and about US\$189.5 million of the loan had been disbursed.

74. **The project's implementation spanned four presidential administrations²⁹ and a somewhat uncertain political and economic situation in 2015 and 2016 that affected the ability of technical secretariats to engage in medium-term policy and expenditure planning and to execute previously planned project activities.** Each of these successive administrations remained committed to BFP's objectives but established new initiatives and programs. Despite the Government's new priorities, the progress of the project remained satisfactory. Furthermore, a deteriorating macroeconomic environment,

²⁸ The considerable delay between approval and effectiveness was due to a change in presidential administration and the major decisions and developments in Brazil's social assistance and poverty reduction policies by the new administration in its first months in office. During the project's implementation, Brazil faced a difficult political and economic situation.

²⁹ The BFP had been designed and implemented initially in 2003 by the administration of President Luis Inácio Lula da Silva. With a successful conclusion to the first phase of the World Bank's APL, the project was prepared and approved towards the end of his second administration in December 2010. The election of President Dilma Rousseff, of the same party as her predecessor, was expected to provide continuity to BFP. Yet another change in presidential administration, along with shifts in policy priorities and in the institutional framework for social assistance, affected implementation a second time in 2016, as described below.



exacerbated by the upheaval caused by a major corruption scandal and related political responses, affected implementation starting in 2015/2016.

75. **In its first months in office in 2011, Government launched the PBSM to eradicate extreme poverty.** The objective of the PBSM was to increase capacities and opportunities for the extreme poor, guaranteeing an increase in their income and improvements in basic social well-being. There was a large degree of complementarity between the PBSM and CNDS—in fact, both programs emphasized the importance of promoting strategies to link the BFP to other social programs and income generation opportunities that could help beneficiaries improve their human capital and access to labor markets to achieve those goals. The PBSM aimed to overcome extreme poverty through the integration and coordination of policies, programs, and actions between the federal, state, and municipal levels, through three axes: (a) providing income support, (b) promoting access to public services, and (c) enhancing productive inclusion. However, the priority assigned to the new program, along with the institutional changes in MDS to implement it, resulted in the project’s first restructuring.³⁰ The administration that started in early 2015 brought changes at the senior levels in MDS to SENARC and the National Secretary for Social Assistance (*Secretaria Nacional de Assistência Social, SNAS*).

76. **The political crisis that started in December 2015 as a result of the President’s impeachment proceedings resulted in a drawn-out transition and the formation of a new administration led by the Vice President, who served out the remaining presidential term that ended in December 2018.** This administration maintained commitment to the BFP and its links to other programs. In September 2016, MDS was renamed as MDSA, a new minister appointed, and its mandate adjusted to include social services, social assistance, and pension benefits, given the incorporation of the national pension agency (*Instituto Nacional do Seguro Social, INSS*) into the ministry. An internal restructuring completed in December 2016 created two new national secretariats, SNPDH and SISP, and dismantled the SESEP. Appointments to the new units, SNPDH and SISP, were delayed until March 2017 when the internal bylaws establishing the secretariats’ specific position and mandates were approved. Further, several high-level and experienced technical staff left MDS, and their replacements were delayed, leading to a loss of technical capacity and institutional memory. During this transition, several World Bank implementation support missions were delayed at the client’s request until new staff were in place.

77. **The Temer administration prioritized early childhood development and the use of the *Cadastro Único* to enhance efficiency of spending across the Government.** The project supported the development of technical-scientific material for the Program, as well as some training of trainers and local implementing authorities, and a process evaluation to identify how to improve the Program. Along the life of the project, *Cadastro Único* was used by an increasing number of ministries to define eligibility, culminating in 30 social programs other than cash transfers by 2018. Given a deteriorating fiscal situation, the registry was used to conduct further cross-checks, eliminate overlap between social programs (for example, social pensions and BFP), and remove ineligible families. In 2017, legislation required that all applicants of social programs that used the *Cadastro Único* obtain a tax identification number. However, the *Cadastro Único* had not been intended to serve as a universal social registry and did not have the capability of capturing which programs’ benefits individuals received and to dialogue with the multiple program administrators. Therefore, the Government requested that the project finance activities for the complex upgrading of the *Cadastro Único*, including the mapping of programs that use the registry for targeting and conceptualizing

³⁰ The Government restructured the MDS eliminating SAIP and creating SESEP, which became responsible for the coordination of the activities under the PBSM.



how it could be updated to include more information on these programs' beneficiaries. This request was in line with recent World Bank AAA, including recommendations of the Expenditure Review of 2017 and was aligned with the CPF. Further, the new administration requested support for *ProgreDir*, its new program for productive inclusion for BFP beneficiaries managed by SISP.

78. **Unlike APL1, the project was implemented in a very difficult macroeconomic environment.** After a 'Golden Decade' of rapid growth and social progress up to 2013, Brazil's economy first stumbled and then fell into a deep recession.³¹ At the Federal Government level, the process of fiscal consolidation began with the adoption in December 2016 of a Constitutional rule limiting the increase in federal primary expenditures. Subnational governments faced solvency crisis due to high expenditure rigidities. The difficult fiscal situation affected the project to some extent. Many of the planned TA activities had been finalized: however, the fiscal contingency rules introduced in 2016 affected the ability to disburse the TA at normal speed due to constraints imposed on all the branches of the executive on their planned expenditures (regardless of the source of financing). This led the Government to prioritize efficiency enhancing measures such as those related to the *Cadastro Único* as described earlier. It did lead to staffing constraints. To counter any lack of funding resulting from fiscal austerity measures, the Government devalued the Brazilian real relative to the U.S. dollar, and therefore, the available loan funds in Brazilian real had increased, decreasing the loan disbursement rate from 96 percent to 92 percent.

79. **The project's Component 6 provided institutional support to DPI at MDS (the Project Implementation Unit [PIU]), emphasizing the need of technical knowledge transfer to the teams at MDS, but issues with the procurement of consultants affected implementation.** DPI—later renamed *Diretoria de Cooperação Técnica* in the Ministry's 2016 restructuring—maintained a strong leadership role in coordinating the secretariats around the activities of the procurement plan and maintained direct communication lines with the ministry's Executive Secretariat and the Minister, which was very positive for implementation. Despite the World Bank's continued technical support, there was a significant slowdown in TA disbursements after 2016, which increased only in 2018. This was due to several constraints, including the need for newly contracted technical teams to familiarize themselves with procurement processes, the strong devaluation of the Brazilian real that nearly doubled the amount of available funds in the Designated Accounts, and the necessary time for the ministry's new leadership to redefine strategic priorities. The migration to the Systematic Tracking and Exchanges in Procurement (STEP) system in 2017 presented additional challenges.³²

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

³¹ The deterioration in both the external environment and domestic policies led to a steady decline in growth after 2010. Growth declined from an average of 4.5 percent per year in 2006–2010 to 2.4 percent in 2011–2014, followed by contractions of 3.7 percent and 3.6 percent in 2015 and 2016, respectively. The fiscal deficit peaked at over 10 percent of GDP in 2015. The economy recovered slowly in 2017 and 2018 with GDP growth of just over 1 percent.

³² STEP presented several technical bugs that prevented MDS to operate it properly in the very beginning. Once these were resolved, the PIU was faced with a vast number of concluded activities that required uploading in the STEP system, in addition to having to process the new ones. The high number of individual consultancies was also explained by a certain risk aversion by MDS to hire firms for field work and large consultancies, due to negative experiences in the past, for instance, non-compliance by a contracted firm (whose contract was later cancelled).



M&E Design

80. The design of M&E included both M&E of the World Bank-financed project according to its Results Framework and strengthening of MDS' M&E system under the project's components 3 and 4. This section describes M&E of the World Bank-financed project and presents a summary of MDS' M&E system and related project activities that are described in greater detail under section II B of this report. The Government has assigned high priority to M&E of the BFP since its establishment. MDS has a very well-developed M&E system with one secretariat (SAGI) in charge of the studies and evaluation for the ministry. The monitoring systems includes the MIS that provides information on all beneficiaries, including payments, compliance, monitoring of conditionalities, and the IDG and its financial incentives that track and measure municipal performance at the local level. SAGI evaluates programs and has commissioned and supervised two rounds of impact evaluations of the BFP. In fact, MDS was the first ministry in Brazil to count upon an autonomous unit to carry out M&E.

81. The project's Results Framework was concise, with five outcome indicators and 18 intermediate outcome indicators that could be monitored using the information from MDS' MIS. These were later revised during two project restructurings, as described in annex 6³³. The project restructuring in 2014 introduced some IRIs in table 1 of annex 2 of the Program Document that were not introduced in the project's Results Framework in annex 1 of the same document. Although these IRIs that monitored progress with the PBSM were monitored informally, they contained neither baselines nor targets, but significant progress was made until the PBSM was discontinued in 2016.

M&E Implementation and Utilization

82. Monitoring is an integral aspect of all of MDS' social programs, and through agreements entered into under the project of another 29 government programs, and programs of 24 federal units as well. The quality of data maintained by the MDS was very high, and project indicators were routinely updated and forwarded to the World Bank every six months. The third round of the impact evaluation and the poverty panel survey were not carried out due to compliance issues with two contracts firms. On the other hand, a new module financed by the project was included in the PNAD to analyze the access and results of productive inclusion programs and the coverage of the Cadastro Único. Utilization of monitoring data fed into continued payments to beneficiaries, based on information monitoring conditionalities, as input by municipalities. Financial incentives to municipalities were also transferred based on the IGD.

Justification of Overall Rating of Quality of M&E

83. The overall rating of quality of M&E is Substantial. The quality, timeliness, and use of routine monitoring information would be rated High; however, difficulties in carrying out the poverty panel survey, although beyond the implementing agency's control, suggest a rating of Substantial for overall quality of M&E.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

84. **Safeguards.** The only World Bank safeguard policy triggered by the project was OP 4.10 in view of

³³ After the two restructurings, 12 intermediate indicators.



the inclusion of indigenous and *Quilombolas* among BFP beneficiaries. The BFP framework for differentiated attention to indigenous peoples and *Quilombola* communities follows International Labour Organization Convention 169 (which Brazil ratified in 2004), which is consistent with OP 4.10.³⁴

85. The World Bank's implementation support missions periodically reviewed compliance with safeguards and the project's Indigenous Peoples' Plan, and routinely noted full compliance with the appropriate policy. There were 658 CRASs providing services to indigenous peoples and 973 to traditional communities (*Quilombolas*), including outreach teams to assist remote and isolated territories in programs such as nutrition, human, and civil rights. By 2018, 151,800 indigenous families had been registered under the *Cadastro Único*. The project developed specific approaches and forms for registration of indigenous, *Quilombola*, and other special traditional groups, to ensure cultural appropriateness.³⁵

86. **Fiduciary.** The project's FM arrangements provided accurate and timely financial information and reasonable assurances that funds were used for the purposes intended. The project's accounts were audited annually by the *Controladoria Geral da União* and had the objectives of verifying: (a) project implementation in relation to the targets established, (b) the adequacy of the internal controls by the project coordination and FM, (c) the fulfillment of contractual clauses, (d) the conformity between the procurement processes of the World Bank and the national legislation, and (e) whether there had been adequate presentation of financial accounts and explanatory notes of the project. Audit opinions were clean throughout implementation.

87. The project's arrangements for activities under Components 2 through 6 involved the procurement of goods, non-consulting services (airline tickets, logistic and support services for training, workshops, printing, and so on), operational costs (office supplies, per diem, incidentals, and so on), and numerous service contracts provided by individuals or firms. Procurement was handled by the PIU within MDS and by a procurement agency (for non-consulting services). The main procurement issues that affected implementation were related to delays in procurement processes, with key steps falling behind dates established in yearly procurement plans, and noncompliance by consultants that resulted in the cancellation of awarded contracts. Migration of procurement records to the World Bank's STEP system presented challenges to the implementing agency during the final stages of implementation.

C. BANK PERFORMANCE

Quality at Entry

88. The World Bank's performance at ensuring quality at entry is considered Satisfactory. As it is the second phase of a two-phase APL, project preparation began when the first phase was nearing completion. In this sense, the World Bank's assistance was timely, assuring continuity in to the Government for the BFP. This was especially important given that the Government was financing the bulk of the transfers to beneficiaries, but TA was being financed mostly through the World Bank's fund.

³⁴ This differentiated attention includes: appropriate contact with communities with free and informed consultations, specific registry processes, different definitions of 'families', different transfer mechanisms, coordination between the local government and indigenous organization, and complementary strategies to promote income-generation alternatives for indigenous and *Quilombola* families, with culturally adequate services.

³⁵ See MDS (2015a). The project also developed specific documentation and approaches for special populations, (see MDS (2015b)).



Further, building upon the relationship during preparation and implementation of the first operation, the Government and the World Bank had developed a strong partnership and shared interests in terms of aiming for continued fine-tuning of the Program. In fact, the project addressed challenges and issues that had been identified jointly and incorporated lessons learned during the first operation, as well as findings of the continued strong program of AAA.

Quality of Supervision

89. The World Bank's quality of supervision is considered Satisfactory. To say that the project was implemented over a difficult period would be an understatement. In fact, the project was prepared and began implementation under one government administration and then faced two changes in government administrations marked by a presidential impeachment and a subsequent electoral period during its implementation period. These changes in administrations not only brought shifts in priorities and focus but entailed institutional changes in the project's implementing agency. The World Bank's implementation support team worked closely with MDS (and later MDSA) and its changing secretariats to adjust the project, within its original framework and objectives, to the different administrations' new priorities through two thorough project restructurings. While adjusting the project's focus, the Government and the team never lost sight of the priority of emphasizing the strengthening of the *Cadastro Único*, and the systems, including links with states and municipalities and other government programs that need to maintain and expand the relevance of BFP at the center of Brazil's social protection strategy. The project was supervised regularly, including on fiduciary and safeguard aspects, and the project's Implementation Status and Results Reports were timely and thorough, with project ratings adjusted as needed to reflect implementation issues. The one area where more proactive involvement would have been useful relates to the transfer of the project's procurement records to the STEP system. This became a requirement for all World Bank-financed projects in 2017, 12 months before the loan's closing date. This required the implementing agency to devote precious time during which it could have instead been finalizing other procurement processes, with little to gain from the migration to a new system.

Justification of Overall Rating of Bank Performance

90. Overall World Bank performance is rated Satisfactory, based on similar ratings for both quality at entry and supervision.

D. RISK TO DEVELOPMENT OUTCOME

91. The risk to development outcome is rated Negligible. Brazil in 2018 went through an electoral process, and the new President assumed office on January 1, 2019. Throughout the presidential campaigns, none of the candidates proposed eliminating the BFP, although their proposals on modifications to its functioning varied among candidates. The institutional framework has been adjusted, and MDSA has been merged with the Ministries of Culture and of Sports to become the new Ministry of Citizenship. Continuity in the implementation of BFP and complementary programs can be expected given that the previous minister has been designated to lead the new ministry. Given the extremely difficult fiscal situation, there is considerable pressure toward ensuring that the Program is well-managed and efficient. In some policy circles, there could be a view that coverage should be lower but no concrete proposal to reduce the levels reached to date has materialized, and the Government has maintained the allocation equivalent to US\$8.1 billion for 2018. As for future priorities, the team expects emphasis on



further developing the complementary services to the benefits: *Criança Feliz*, productive inclusion, and undertaking further improvements to the *Cadastro Único*.

V. LESSONS AND RECOMMENDATIONS

92. Given its positive experience and sheer magnitude, the BFP offers many lessons that are relevant for the design, establishment, and operation of CCT systems around the world. In fact, the Program has been studied extensively, and its experience has been shared with countries worldwide. The lessons and recommendation for this ICR will therefore be limited to those that stand out from the design and implementation of APL2. They include the following:

- A comprehensive and regularly updated beneficiary registry is fundamental for the implementation of not only a CCT program but can also be fundamental for the coordination of that program with other targeted social policies. This includes not only complementary cash transfers, but, more importantly, services and in-kind transfers such as utility tariff discounts and other forms of fee waivers. When the registry is comprehensive and routinely updated, it can provide a wealth of information for the planning of government and can be a tool to gain efficiency and improve allocation of expenditures well beyond the actions of social development ministries.
- Strong initial positive results from a newly created program help build support for it at all levels and increase its prospects for sustainability, even across different government administrations. The BFP has just recently completed 15 years of existence.
- Having a large body of evidence to support its impacts can help sustainability, and the full public disclosure of information helps generate this evidence at no cost to the government. The Analytical Department of MDS makes anonymized administrative data and studies available on its external website, thereby ensuring full transparency as well as enabling the use of data for studies by external groups. These, in turn, are important for promoting dialogue and highlighting and helping address emerging issues.
- A broad PDO, a central social registry, and a program that promotes links with complementary programs and initiatives, all within a common framework, provide flexibility to adjust to varying programs and priorities. This was the case with APL2, which during implementation was restructured twice to respond to different administrations' priorities, all within a framework of helping reduce poverty.
- When defining a PDOI, it is important to identify ex ante the source of data and incorporate some sort of qualification if the data is likely to have methodological limitations. Under APL2, the indicator 'Percentage of households in the first quintile receiving transfers from Bolsa Família Program' was affected by several methodological problems, the most important being that household surveys tend to underestimate safety net program coverage and they are especially weak to extrapolate absolute numbers in lieu of administrative data. While PNAD was the best available tool to track coverage of the poor, the fact that the program was not even explicitly identified as an income source in the questionnaire made constructing such indicator for Brazil vulnerable to any methodological changes by IBGE or assumptions to identify the benefit. Probably when strong data sources are lacking the indicator could have been measured but not elevated to PDO indicator.



- When it introduces new systems and policies, there should be a mechanism for seeking exceptions based on a project's advancement level, and serious consideration should be given to the efficiency gains compared to the transaction costs. When APL2 was in its final year of implementation, the World Bank introduced the STEP system for recording procurement transactions and required all borrowers to be trained and migrate all future and past procurement processes (which are in the hundreds in this particular case) instead of dedicating their full attention to final contracting of consultants. The system had to be active according to a corporate time line, although many technical glitches had not been resolved. This caused much distress and consternation in the Government implementation team and affected the World Bank's image as an agile development partner. In cases like this where the cost of migrating to a new system clearly outweighed the benefits, an exception would have been very beneficial in ensuring greater execution of the project TA funds.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Strengthening the BFP Program’s ability to achieve the objective of reducing poverty and inequality and promoting human capital development by improving schooling and health status of children and reducing incidence of malnutrition among the poor population

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of youth (16-17 years old) whose school attendance is being monitored by the program.	Percentage	75.89 31-Dec-2011	85.00 31-Dec-2011	85.00 31-Dec-2018	84.81 30-Nov-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of beneficiary children of primary school age (6-15 years old) whose school attendance is being monitored by the program.	Percentage	88.07 31-Dec-2011	90.00 30-Dec-2011	90.00 31-Dec-2018	94.91 30-Nov-2017

Comments (achievements against targets):



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Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of children aged 0-6 and pregnant women in beneficiary families complying with health conditionalities	Percentage	70.00	75.00	75.00	75.21
		31-Dec-2011	30-Dec-2011	31-Dec-2018	30-Jun-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of households in the first quintile receiving transfers from Bolsa Família Program	Percentage	66.00	75.00	70.00	68.10
		31-Dec-2011	30-Dec-2011	31-Dec-2018	30-Dec-2016

Comments (achievements against targets):

Unlinked Indicators

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of State	Number	9.00	21.00	21.00	24.00



Governments using Cadastro Único for the selection of beneficiaries for their state social programs.		10-Jan-2011	30-Dec-2011	31-Dec-2018	29-Dec-2017
Comments (achievements against targets):					

A.2 Intermediate Results Indicators

Component: Strengthening the Cadastro Unico as The Main Targeting Instrument for Social Programs

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of updated records in Cadastro Único version 7.0 by December 2017	Percentage	40.00 31-Dec-2011	90.00 30-Dec-2011	85.00 31-Dec-2018	99.74 29-Dec-2017
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of agreements signed with the States in the context of the BSM program	Number	0.00 20-Jan-2012	13.00 30-Dec-2011	27.00 31-Dec-2018	27.00 30-Jun-2017



Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Rate of updated registries in the last two years in Cadastro Único	Percentage	74.10 30-Dec-2016	90.00 30-Dec-2011	70.00 31-Dec-2018	79.62 29-Dec-2017

Comments (achievements against targets):

Component: Institutional Strengthening for Consolidation of the Bolsa Familia Programas

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Average decentralized management index (IGD) increased	Number	0.80 31-Dec-2011	0.85 30-Dec-2011	0.85 31-Dec-2018	0.84 29-Dec-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of beneficiary families	Number	12000000.00 30-Jun-2009	12900000.00 30-Dec-2011	12900000.00 31-Dec-2018	14001339.00 31-Jan-2018



Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
In-house DPI procurement and FM capacity strengthened (staff hired and trained)	Text	0 31-Dec-2011	5 30-Dec-2011	5 31-Dec-2018	6 28-Jul-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of Bolsa Familia children of age 0-3 that received house visits as part of the early childhood development program Criança Feliz	Number (Thousand)	0.00 30-Dec-2016	0.00 30-Dec-2011	200000.00 31-Dec-2018	104000.00 30-Nov-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Percentage of direct beneficiarias of the Bolsa Família cash transfer who are women	Percentage	92.41 01-Dec-2014	92.00 30-Dec-2011	91.00 31-Dec-2018	90.12 29-Dec-2017
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Comments (achievements against targets):

Unlinked Indicators

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Monitoring and Evaluation System of MDS consolidated	Text	System not consolidated 23-Nov-2011	Consolidated M&E System 30-Dec-2011	Consolidated M&E System 31-Dec-2018	consolidated 29-Dec-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Baseline data for Criança Feliz program has been collected	Number	0.00 30-Dec-2016	0.00 30-Dec-2011	1.00 31-Dec-2018	0.25 30-Jun-2017

Comments (achievements against targets):



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Beneficiaries of social safety net programs	Number	46800000.00	43086000.00	43086000.00	44878209.00
		30-Nov-2009	30-Dec-2011	31-Dec-2018	31-Jan-2018
Beneficiaries of Safety Nets programs - Other cash transfers programs (number)	Number	46800000.00	43086000.00	43086000.00	44878209.00
		30-Nov-2009	30-Dec-2011	31-Dec-2018	31-Jan-2018

Comments (achievements against targets):



1. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1: Strengthening the Program’s Overall Governance	
Outcome Indicators	<ol style="list-style-type: none"> 1. Percentage of youth (16–17 years old) whose school attendance is being monitored by the Program (PDOI 1) 2. Percentage of beneficiary children of primary school age (6–15 years old) whose school attendance is being monitored by the Program (PDOI 2) 3. Percentage of children aged 0–6 and pregnant women in beneficiary families complying with health conditionalities (PDOI 3) 4. Number of State Governments using <i>Cadastro Único</i> for the selection of beneficiaries for their state social programs (PDOI 4) 5. Percentage of Households in the first quintile receiving transfers from <i>Bolsa Família</i> Program (PDOI 5)
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. Average decentralized management index (IGD) increased (IRI 1) 2. Number of beneficiary families (IRI 2) 3. Percentage of updated records in <i>Cadastro Único</i> version 7 by December 2017 (IRI 3) 4. In-house DPI procurement and FM capacity strengthened (staff hired and trained) (IRI 6) 5. Rate of updated registries in the last two years in the <i>Cadastro Único</i> (IRI 9) 6. Beneficiaries of social safety net programs (IRI10)
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	<ol style="list-style-type: none"> 1. BF Program’s coverage increased to 13.9 families, about 44.5 million people 2. Improvement of central processes and massive capacity building subnationally; developing and strengthening systems: for decentralized management (SIGPBF), supervision (SIGAF), conditionalities (SICON). 3. Increase the average decentralized management index (IGD) from 0.80 to 0.84, and increased financing of program’s management to municipalities to BRL 421 million in 2018. 4. Trained 5K multipliers for <i>Cadastro Unico</i> and BF management; more than 126K trained in subnational governments 5. Senarc produced 5 manuals that contains program’s rules used to improve payment system of beneficiaries. 6. Coverage of social register <i>Cadastro Unico</i> reached ~40% of Brazilian population (75.8 million people) 7. Almost all the municipalities (99.74%) were using version 7 of the <i>Cadastro Unico</i> 8. There was a Network of Programs using <i>Cadastro Unico</i> created with a total of 29 programs using it as tool to target beneficiaries.



	<p>9. Development of CECAD system that allows the query and extraction of information on Cadastro Unico</p> <p>10. Development web portal Consulta Cidadão that allows citizens to verify the information content about themselves in Cadastro Unico social registry.</p> <p>11. Inclusion of traditional groups (Indigenous, Quilombolas, homeless and so on) from ~200K in 2011 to 1.9 million in 2015.</p> <p>12. Development and implementation of financial education program “Futuro na Mão” and deliver of 5k kits and training of 700 technicians/local staff of CRAS from 300 municipalities</p> <p>13. Conditionalities were monitored for education and health. 94.64% of 13.4 million students were monitored school attendance. For health, 5.4 million children were monitored with 99% complied with vaccination responsibilities and 84% regular anthropometric measures to follow growth and weight.</p>
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Objective/Outcome 2: Consolidation of the Program’s Monitoring and Evaluation System

Outcome Indicators	NA
Intermediate Results Indicators	1. Monitoring and evaluation system of MDS consolidated (IRI 4)
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	<p>1. Monitoring system of programs consolidated with evaluations and monitoring of programs established</p> <p>2. Impact evaluation with data collection for baseline of Cisterns and Fomento program’s</p> <p>3. Data openness policy with the publication of anonymized administrative datasets of a sample of Cadastro Unico to foment research</p> <p>3. Inventory of Bolsa Familia evaluations which includes 1,070 publications, 108 from international scholars</p> <p>4. Publication of book “15 anos do Bolsa Família” in 2018 which includes important results of evaluation of the program</p> <p>4. Baseline data collection of Criança Feliz and quality research on implementation of the program.</p>

Objective/Outcome 3: Strengthening of Linkages between *Bolsa Família* Beneficiaries with complementary actions beyond the Program

Outcome Indicators	1. Number of State Governments using <i>Cadastro Único</i> for the selection of beneficiaries for their state social programs (PDOI 4)
Intermediate Results Indicators	<p>1. Baseline data for <i>Criança Feliz</i> program has been collected (IRI 7)</p> <p>2. Number of <i>Bolsa Família</i> children of age 0–3 that received house visits as part of the early childhood development program <i>Criança Feliz</i> (IRI 8)</p>



	3. Number of agreements signed with the States in the context of BSM program (IRI5)
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	<ol style="list-style-type: none">1. All the states (27) had agreements to implement PBSM2. Active search (busca ativa) was part of PBSM included 1.7 million families in Cadastro Unico from 2011 to 20173. Inclusion 4.7 million people (elderly and disabled) beneficiaries from social pension (BPC) in Cadastro Unico4. BF beneficiaries using social services through 8,373 CRAS spread all over the country monitored using Prontuario SUAS5. Criança Feliz program implemented and reached 351,640 children aged 0-3 years old and 64,296 pregnant women in 3,780 municipalities by December 2018.6. Training of 13,078 visitors and 3,270 supervisors for Criança Feliz program protocol and activities.



3 TA ACTIVITIES AND OUTPUT BY COMPONENT

Component	TA Activities	Outputs
Objective/Outcome 1: Strengthening the BFP's Overall Governance		
Component 2. Strengthening <i>Cadastro Único</i> as the Main Targeting Instrument for Social Programs		
Improving the quality of the information collected and reported by <i>Cadastro Único</i>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Cross-checking of data in the <i>Cadastro Único</i> with other administrative databases to identify inconsistencies, data qualification and subsidize BFP audits • Development and implementation of the Version 7.0 of the <i>Cadastro Único</i> • Evaluation of the security mechanisms of the use of the <i>Cadastro Único</i> • Study on the municipal cost of the <i>Cadastro Único</i> management • Design and implementation of a municipal-level management and monitoring plan for <i>Cadastro Único</i> • Preparation of a handbook containing guidelines on the municipal-level management of the <i>Cadastro Único</i> <p>Events</p> <ul style="list-style-type: none"> • Training for interviewers to fill out the <i>Cadastro</i>'s forms • Training workshops on the use of Version 7.0 • Training on the use of <i>Cadastro Único</i> data within the SUAS • Annual meetings of the <i>Cadastro Único</i>'s managers 	<ul style="list-style-type: none"> • Coverage of social register <i>Cadastro Único</i> reached ~40% of Brazilian population (75.8 million people) • Increase in the rate of updated registries in the last two years in <i>Cadastro Único</i> from 74.1% (2016)³⁶ to 79.62 (2018) • Increase in the updated records in <i>Cadastro Único</i> version 7.0 from 40% (2011) to 99.74% (2017)
Strengthening identification and registry of indigenous and <i>Quilombola</i> populations, taking into special consideration	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Development of specific material for registration of specific populations • 15 active search workshops on specific populations registry with the participation of 400 municipalities • Analysis of the socioeconomic profile of specific populations in the <i>Cadastro Único</i> 	<ul style="list-style-type: none"> • Increase in the number of specific populations registered in the <i>Cadastro Único</i> from 239,199 (2011) to 1.9 (2015)

³⁶ As the indicator was added to the project in the restructuring process carried out in 2017, the baseline was set for December 2016.



<p>their cultural and social conditions</p>		
<p>Strengthening the information technology and systems of Bolsa Família Program and Cadastro Único</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Development of the SIGPBF • Evaluation and improvement of the data contained in the SENARC's Business Intelligence - BI • System for Automatic Calculation of IGD • Development of technology to access information regarding MDS' programs through mobile devices • Diagnostic study on the current situation of the Conditionalities Management System - SICON, including proposals for its improvement <p>Events</p> <ul style="list-style-type: none"> • Trainings workshops targeted at federal, state and municipal level BFP's managers on the use SIGPBF 	<ul style="list-style-type: none"> • Improvement of central processes and massive capacity building subnationally; developing and strengthening systems: for decentralized management (SIGPBF), supervision (SIGAF), conditionalities (SICON). • 100% of states and municipalities using SIGPBF and keeping data updated • CECAD system developed, allowing the query and extraction of information from the Cadastro Único • Web portal <i>Consulta Cidadão</i> operating, allowing citizens to verify their family's information in the Cadastro Único
<p>Promoting access and use of <i>Cadastro Único</i> for decision-making by other programs and government agencies at federal, state and local authority levels.</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Cross-referencing and analysis of the socioeconomic profile of beneficiaries from 10 programs that use the Cadastro Único for selecting their target-audience <p>Events</p> <ul style="list-style-type: none"> • Workshops with federal institutions on data integration of administrative records • International Seminar on Database Integration • Launch Event and materials for the conformation of the Network of Cadastro Único's users 	<ul style="list-style-type: none"> • Implementation of the Network of Cadastro Único's users, with a total of 29 programs using it as tool to target beneficiaries



Component 3: Institutional Strengthening for the Consolidation of the Bolsa Família Program		
<p>Program’s overall Management and Operation</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Studies on: challenges of the decentralized management of the BPF; use of resources transferred by the IGD; standardization of the BPF supervision’s processes and workflows • Preparation of BFP monitoring and inspection manuals • Preparation of training materials for the state- and municipal-level managers of the BFP on different topics related to the management of the Program • Constant feeding and updating of MDS Distance Learning Portal’s content • Development and implementation of an action plan to improve the municipal-level management of the BFP • Analysis and revision of handbooks containing operating guidelines and the legislation of the BFP and the Cadastro Único <p>Events</p> <ul style="list-style-type: none"> • Celebration event of the 10 years of the BFP • Seminar on a Design Thinking approach with state managers of the BFP 	<ul style="list-style-type: none"> • Increase in the average of the IGD from 0.80 (2011) to 0.84 (2017) • Increase in the BFP’s coverage to 13.9 families, about 44.5 million people • Increased financing of program’s management to municipalities to BRL 421 million in 2018. • 5K multipliers trained for Cadastro Unico and BFP’s management; more than 126K trained in subnational governments
<p>Management of program’s co-responsibilities</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Integration of the BFP conditionalities monitoring systems used by the Ministries of Health and Education into the Sicon • Diagnostic study on the current situation of the BFP conditionalities’ management, including proposal for its improvement • Studies on the impact of the co-responsibilities’ compliance on the improvement of education and health conditions of the Program beneficiaries. <p>Events</p> <ul style="list-style-type: none"> • Annual intersectoral workshops to train BFP coordinators and technicians (BFP, health, education and social assistance) 	<ul style="list-style-type: none"> • Sicon strengthened and fully operating • Increase in the co-responsibilities’ compliance by BFP’s beneficiaries: 84.81% of youth (16-17 years old) and 94.6% of children (6-15) having their school attendance monitored (2017); 75.21% of children aged 0-6 and pregnant women in beneficiary families complying with health conditionalities (2017)



<p>Management of Program's Benefits</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • 5 manuals containing the Program's rules to improve payment system of beneficiaries • Development, implementation and evaluation of the "Futuro nas Mãos", a financial education program targeted at BFP's beneficiaries • Evaluation of the financial inclusion promotion strategy among BFP's beneficiaries • 	<ul style="list-style-type: none"> • Delivery of 5k kits and training of 700 technicians/local staff from CRAS in 300 municipalities • Increase in the number of beneficiaries that were able to finance at least one emergency financial situation; • Increase in the amount saved by beneficiaries • 27% of the beneficiaries using banking operations
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Objective/Outcome 2: Consolidation of the Program's Monitoring and Evaluation System

Component 4: Consolidation of the Monitoring and Evaluation System in the Ministry of Social Development

<p>Carry out evaluations and other studies in the following areas: (i) BF Program, (ii) other programs under implementation by the MDS; and (iii) selected interventions to link BF Beneficiaries with other social inclusion and income generation programs at state level.</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Impact evaluation studies of the Fomento Program and the National Program to Support Rainwater Harvesting and Other Social Technologies of Access to Water - Cisternas Program (baseline construction) • Evaluation of the implementation and management of the Actions of Access to Water for Human Consumption and Food Production; • Evaluation and systematization of the components associated to social technologies for collecting and reserving rainwater for food production (2nd water) • Analysis and evaluation of CENSOSUAS data and PAA tools • Building of indicators for monitoring of social assistance services, income transfer actions and productive inclusion actions within the PBSM • Evaluation of the effects of the BFP program on the indigenous and <i>Quilombola</i> communities' life conditions • Building a tabular plan for variable modules of the Poverty Panel Survey questionnaire • Studies for the improvement of training protocols in longitudinal research 	<ul style="list-style-type: none"> • Monitoring and Evaluation System of MDS consolidated with evaluations and monitoring of programs established • Data openness policy with the publication of anonymized administrative datasets of a sample of Cadastro Unico to foment research • Inventory of Bolsa Familia evaluations which includes 1,070 publications, 108 from international scholars • Publication of the book "15 anos do Bolsa Família" in 2018, including important evaluations and studies' findings on the Program results
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	<ul style="list-style-type: none"> • Preparation of manuals with methodological proposals for Qualitative and Quantitative Researches <p>Events</p> <ul style="list-style-type: none"> • Implementation of the "Mixed-Methods Evaluation Workshop" • Technical Workshop "Measuring and characterizing poverty in its eradication context: the limits of classic indicators and new methodological approaches" • Technical Workshop "Multidimensional Poverty: pursuing conceptual and methodological convergences for the creation of indicators for social development and poverty policies" • Events for the dissemination of several publications of evaluation studies carried out by the Ministry 	
<p>Objective/Outcome 3: Strengthening of Linkages between Bolsa Família Beneficiaries with Complementary Actions Beyond the Program to Promote Graduation from Poverty</p>		
<p>Component 5: Supporting the Brasil Sem Miséria Plan (PBSM)</p>		
<p>Design and implementation of the PBM</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Study of the demand for policies, programs, actions, projects, benefits and services carried out by MDS in the scope of the PBSM • Study on the trajectories to be trailed by states and municipalities to achieve a sustained eradication of extreme poverty • Analysis of the PBSM indicators 	<ul style="list-style-type: none"> • 100% of states joined the PBSM (2017) • 1.7 million families included in the Cadastro Unico from 2011 to 2017 through the PBSM's active search strategy • 4.7 million people (elderly and disabled) beneficiaries from social pension (BPC) included in Cadastro Unico • BFP beneficiaries using social services through 8,373 CRAS • The results of the several studies developed through TA activities supported the improvement and the expansion programs encompassed in the



		<p>PBSM, such as the <i>Bolsa Verde, Luz para Todos e Água para Todos</i>.</p>
<p>Strengthening and evaluation of the <i>Criança Feliz</i> Program</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Development of theoretical references and methodological parameters for the <i>Criança Feliz</i> Program • Study to build a baseline for evaluation of the <i>Criança Feliz</i> Program • Diagnostic study for the Qualitative Research of the <i>Criança Feliz</i> Program Events • International Conference “Transforming the Power of Investment in Early Childhood Development” • Providing support for the “IV International Seminar on the Legal Framework for Early Childhood” • III Global Conference on Child Labor 	<ul style="list-style-type: none"> • Data collection for the baseline for the <i>Criança Feliz</i> program • <i>Criança Feliz</i> Program implemented and reaching 351,640 children aged 0-3 years old and 64,296 pregnant women in 3,780 municipalities by December 2018. • 13,078 visitors and 3,270 supervisors trained on the <i>Criança Feliz</i> Program protocol and activities.
<p>Strengthening of Productive Inclusion Programs</p>	<p>Consultancies and studies</p> <ul style="list-style-type: none"> • Evaluation of the state and municipal-level implementation and management of the modalities <i>Purchase for Simultaneous Donation</i> and <i>Institutional Procurement</i> of the PAA • Analytical study with microcredit borrowers • Preparation of material aimed at the improvement of productive inclusion programs and actions for indigenous peoples and <i>Quilombola</i> communities • Elaboration of methodological roadmaps, guidelines and reports on best ways practices in the operationalization the PAA and for improvement of the PAA Management System (SISPAA); • Identification of social technology for access to drinkable water in the Amazon • Studies to identify bottlenecks in the operationalization of the Water for All Program and the Milk Program • Elaboration of research and technical support contents to improve Rural Productive Inclusion actions; <p>Events</p>	<ul style="list-style-type: none"> • Fieldwork to evaluate three rural productive inclusion interventions carried out. • Evaluation of the PRONATEC/Bolsa Formação carried out



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| | <ul style="list-style-type: none">• Five regional workshops for Urban Productive Inclusion;• Workshops with state managers to exchange experiences on the program PAA - Food Acquisition Program• National Seminar "Urban Productive Inclusion in PBSM - Experiences, Results and Challenges"• Seminar "Paths to Rural Productive Inclusion" | |
|--|---|--|



ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Supervision/ICR	
Claudia Regina Baddini Curralero, Matteo Morgandi	Current Task Team Leader(s)
Frederico Rabello T. Costa	Procurement Specialist(s)
Miguel-Santiago da Silva Oliveira	Financial Management Specialist
Mirta G. Sanchez	Team Member
Alberto Coelho Gomes Costa	Social Safeguards Specialist
Michele Martins	Team Member
Rovane Battaglin Schwengber	Team Member
Marcio Cerqueira Batitucci	Environmental Safeguards Specialist
Maria Concepcion Steta Gandara	Task Team Leader (2012-2017), Team Member (2018)
Joana Silva	Co-Task Team Leader (2014-2015)
Anna Fruttero	Co-Task Team Leader (2013)
Magnus Lindelow	Task Team Leader (2011)
David Ian Walker	Task Team Leader (2010-2011)

B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY07	24.865	92,624.76
FY08	28.319	241,840.32
FY09	29.887	202,669.15
FY10	75.704	327,190.25
FY11	23.106	75,830.40



Total	181.88	940,154.88
Supervision/ICR		
FY11	30.137	132,384.39
FY12	23.866	237,316.59
FY13	28.666	174,364.77
FY14	50.335	179,983.12
FY15	32.009	126,861.76
FY16	21.500	125,393.19
FY17	36.216	178,451.17
FY18	28.852	157,607.76
FY19	25.424	126,924.40
Total	277.01	1,439,287.15



ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval (US\$, millions)	Actual at Project Closing (US\$, millions)	Percentage of Approval
1. Conditional Cash Transfers (BF Grants)	185	185.00	100
2. Strengthening the <i>Cadastro Único</i> as the Main Targeting Instrument for Social Programs	2.80	2.60	93
3. Institutional Strengthening for the Consolidation of the Bolsa Familia Program	4.6	4.30	93
4. Consolidation of the Monitoring and Evaluation System in the Ministry of Social Development	4.5	2.60	58
5. Supporting the National Commitment for Social Development (CNDS)	1.3	1.20	92
6. Operational Support to the Project Implementation Unit at the Ministry of Social Development	1.2	0.30	25
Total	199.40	196.00	98



ANNEX 4. EFFICIENCY ANALYSIS

1. Efficiency analysis in the context of the current project would require establishing whether the resources made available through the TA component to the MDS were utilized (i) as intended, (ii) in a cost-effective way (value for money) and (iii) executed efficiently. The final procurement plan at project closing included hundreds of activities, most of which were consultancies, training, knowledge dissemination events, and in a few cases firm contracts. It is very difficult to establish a counterfactual regarding whether the same amount of resources could have been used more efficiently or effectively. However, some elements can be recorded here.

- MDS put a 100% counterpart financing to the TA, and this was a first key element of ownership by the Government and its staff.
- Given the budget legislation in Brazil, recipient-executed TA resources originating from international cooperation projects (whether grants or loans) are not additional to the regular budget. In other words, MDS executed the TA as part of its current administrative expenditures and faced the same tradeoffs that it would have faced without the project. With the project, however, MDS was also under the obligation (and the World Bank team's scrutiny through the procurement plan's approval) to spend the TA funds consistently with the objectives of the project. In addition, for more complex contracting efforts, the World Bank offered support in preparing and/or revising Terms of Reference and sharing international experience from other countries.

2. It is reasonable to assume that the project resources (which are MDS administrative resources) were utilized efficiently, and likely more so than if the project had not been in place. The only exception to this general statement relates to the severe delays that the TA execution experienced in 2016 and 2017. In that context, the project execution was affected by deep changes in the organization, high rotation of staff, including changes in the key staff in the PIU. MDS had to face a steep learning curve to execute the TA and get familiarized with the World Bank procedures as well as working on migration of the procurement plan to STEP. The institutional changes in MDS also affected the composition of some technical secretariats, with a temporary loss of know-how to design and execute knowledge activities. However, the project was mostly able to turn this situation around in 2017 and 2018 through the 'learning by doing' and training by WB Fiduciary teams that World Bank's projects experience usually months after inception. Moreover, through periodic updates of execution status, MDS was able to reallocate several times funds between sub-components of the TA, resulting in a close to complete disbursement of the TA by the end of 2018.

3. The Brazilian national procurement regulation is consistent with the World Bank procurement rules for IPFs, but is in several respects more stringent, especially for contracting of consulting firms, where cost consideration prevails as a criterion for selection. Through UNESCO contract, MDS was able to contract efficiently consultants for studies and to organize events and trainings. More delays took place in the procurement of firms due to the preference within MDS to rely on domestic legislation, which reduces the scope for cost and quality selections.



ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

Comments on document “*Implementation Completion and Results Report – Loan Number 7841-BR*”

I – Project context and development objectives

A. Context at appraisal

Context

1. Pg. 5 The third paragraph talks about the evolution of poverty and inequality in Brazil between 2003 and 2008 without mentioning the poverty line used and the reference studies.

Theory of change (results chain)

2. Pg. 6, footnote 4: the report mentions 150 studies on the impact of the BFP that would have been listed in the book *Bolsa Família 15 Anos* (2018). The article referring to the national academic production in this book identified 855 studies, of which 661 theses and dissertations and 194 articles written between 2005 and 2016. (Viana, I. “A produção científica sobre o PBF no Brasil entre 2005 e 2016”, pp.10-30).

Component 1: Conditional Cash Transfers (BF Grants) (US\$ 10 billion program costs: US\$185 million (loan financing)

3. Pg. 8: “Beneficiaries could access the benefit with a debit card”. This is not exactly a debit card in the case of Bolsa Família. To withdraw the benefit of the PBF, families receive a personalized magnetic card (Bolsa Família Social Card), issued on behalf of the family responsible, which allows the withdrawal by means of a password at Caixa Econômica Federal (Caixa) bank terminals. CAIXA branded stores and shops. This is the most common form of withdrawal of benefits. In addition to the Social Card, there are two other ways to withdraw benefits from Bolsa Família: bank account credit and offline payment through a bank guide, used in situations where the beneficiary, for some fortuitous reason, does not have the card”.

Assessment of Each Objective

Strengthening the Program’s overall governance

4. Pg. 12, last paragraph: “SENARC has completed five manuals which contain program rules that were used as inputs for the Caixa Economica Federal to develop a new payment system which is expected to be ready at June 2019”.



5. The above sentence is out of context. The intention seems to have been to refer to the new version of the Citizens' Benefit System (SIBEC), whose development is expected to be completed by mid-2019.

Cadastro Único

6. Pg.13, PDOI 4 *Number of State Governments using Cadastro Único for the selection of beneficiaries for their state social programs.*

7. It is suggested to verify the source of the information that the 27 states use the Cadastro Único to select beneficiaries for their state income transfer programs.

Management of Benefits

8. Pg. 15

PDOI 5	Percentage of households in the first quintile receiving transfers from <i>Bolsa Família</i>	<i>Target: 75 percent, revised to 70 percent; Actual: 53.5 percent, November 2018</i>
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9. Information on the baseline is missing: 70%, which was established on June 1, 2017, (see page 10 of the report itself).

10. Second paragraph: *“By December 2018, the Bolsa Família program was reaching its highest number of beneficiaries—a total of 14,227,451 beneficiary families (or 46.9 million beneficiaries). As a result of the active search strategy (busca ativa) of the extreme poor not registered in the country’s single registry of the poor and vulnerable, Cadastro Único, a total of 1,38 million families were added to the registry by November 2104 and automatically became PBF beneficiaries.”*

11. See correction of numbers above according to the balance of the Plano Brasil sem Miséria (Plan Brazil Without Misery) published in May 2016. In addition, households included in the Cadastro Único through the active search strategy did not automatically become beneficiaries of the PBF, as there was no guideline of "row zero" at that time.

12. Second paragraph: *“The number of families identified in the Cadastro Único as belonging to traditional groups (indigenous, quilombola, homeless, extractivists, etc.) increased from about 200,000 in 2011 to 2.8 million in December 2018. To reach these groups, 1,254 mobile teams and 1,348 boats were made available to help in the search of the extreme poor population.”*

13. See correction of numbers above according to balance of Plano Brasil sem Miséria published in May 2016. Source of this information for December 2018 was not identified.

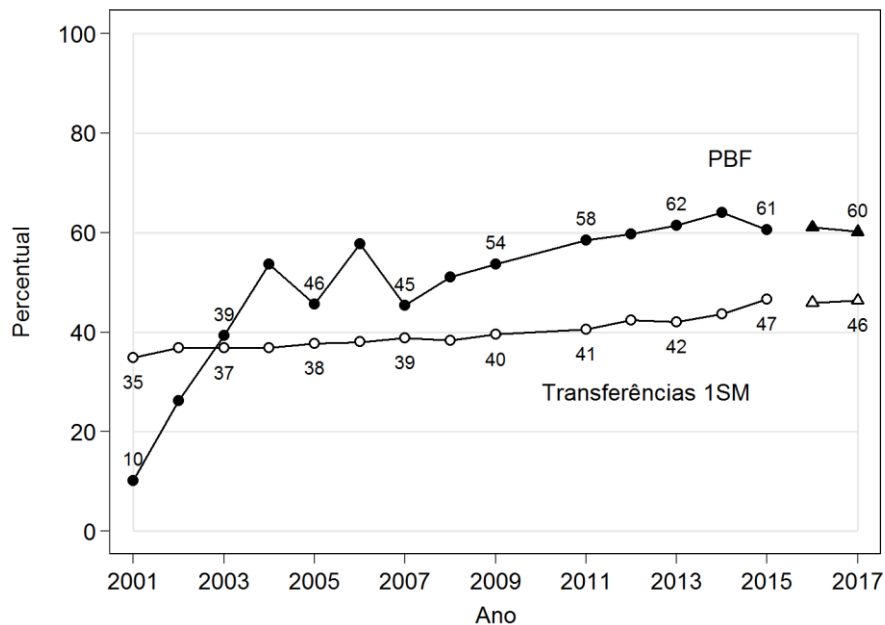


14. Third paragraph: "Improvement of program coverage as a result of these enhancement in benefit management was tracked under the PDO indicator 5, measured as the percentage of the population in the bottom quintile covered by Bolsa Família. The latest measurement in fact suggests a retrocession in coverage in 2018 compared to previous years, which could be explained by several factors: changes that occurred in program governance in the last two years, changes in the source used to measure this indicator, or changes in the profile of the poor."

PDOI 5	Percentage of households in the first quintile receiving transfers from <i>Bolsa Família</i>	<i>Target:</i> 75 percent, revised to 70 percent; <i>Actual:</i> 53.5 percent, November 2018
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15. The results table shows a percentage of household coverage in the first income quintile of 53.5%, which would have been calculated by the World Bank in November 2018. However, the text does not explain how this percentage was calculated. Recent studies based on Continuous PNAD 2017 show that PBF coverage in the first income quintile (20% poorest) is 60% (Souza et ali 2018) as shown in the chart below:

Figure 3. PBF coverage and minimum wage transfers (Social Security and BPC) among the poorest 20% (%) - Brazil, 2001/2017



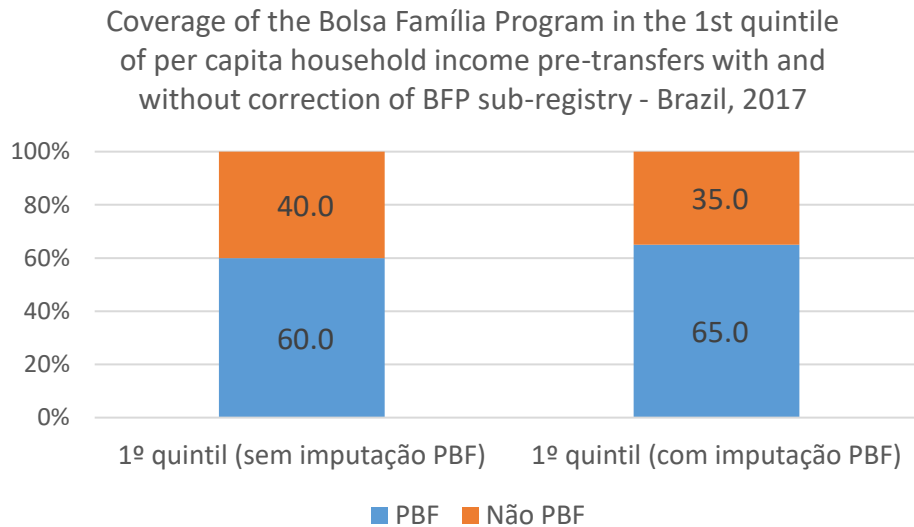
Source: own preparation from the 2001-2015 PNADs and the 2016-2017 PNADs.

N.B.: The poorest 20% of the population is defined from per capita household income of each benefit, excluding the values of the PBF and the transfers equivalent to a minimum wage (Social Security and BPC),



respectively. Results include the predecessor programs of the PBF and exclude rural areas of northern states (except Tocantins) until 2003.

SENARC internal studies from the 2017 PNADc, which consider the distribution of PBF and non-PBF by quintiles of per capita household income, pre-transfers, also measure the participation of 60% of beneficiaries among the poorest 20%. In addition, assuming that, the under-record of some 3.2 million indirect beneficiaries in the survey compared to Program records in July 2017 is distributed among the public quintiles observed in the survey, PBF participation in the first quintile would to 65%.



16. In addition, household surveys, the old PNAD and the new PNADC, are known to underestimate the number of BFP beneficiaries, generating estimates of between 30% and 35% smaller, which is equivalent to approximately 4 million families (Souza et al. al, op cit). In studies that seek to match the numbers on the PBF in PNAD and administrative records, program coverage in the lower income quintiles tends to increase considerably. In the internal study by SENARC mentioned earlier, correcting the under-registration of PBF beneficiaries in PNAD through imputation of income, the results show that the participation of beneficiaries in the first quintile rises to 65%.

17. Therefore, there is no external evidence and no elements in the text of the report that allow us to talk about the regression of coverage and/or loss of effectiveness of the PBF in the first quintile of income in the period considered.

On the other hand, the deficit of PBF coverage in lower income households' points to the error of PBF exclusion, that is, the existence of families that should be cared for, but not yet, due to factors that need to be better investigated. The Active Search strategy was adopted in the Plano Brasil Sem Miséria to accelerate the identification of families that because the extreme vulnerability, were not looking for the Social Assistance network to enroll in the Cadastro Único. New studies are needed to better understand how many and where eligible families are not covered by the PBF, and the reasons for non-attendance.

18. Third paragraph. *"The latest measurement in fact suggests a retrocession in coverage in 2018 compared to previous years, which could be explained by several factors: changes that occurred in program governance in the last two years, changes in the source used to measure this indicator, or changes in the profile of the poor".*



19. The supposed fall in PBF coverage in the first income quintile would have been caused by the following changes: changes in PBF governance between 2016 and 2018, discontinuities in the data sources used to measure this indicator, and changes in the poor population profile.

20. Among the changes in the governance of the PBF that would have resulted in reduced program coverage, only crosschecks of the administrative data resulted in cancellation of benefits to ineligible families. Adopting “zero queue” as a guideline, on the other hand, had the opposite effect by automatically including in the PBF all eligible households registered in the Cadastro Único. Based on these arguments, it would conclude that there was more supply than demand for benefits in the period considered. However, the text does not provide enough evidence to support this conclusion.

21. Regarding the issue of data sources for the coverage indicator used, the text is limited to discussing the differences between the annual PNAD and PNADC regarding the capture of benefit income such as the PBF.

22. Finally, it is suggested that the economic crisis would have increased the number of people who had not yet claimed the benefits of the BFP because they would be "transitioning to poverty." It is claimed that the program would mainly serve the chronic and rural poor:

“On the other hand, the crisis may have led to an increase in the number of transient poor who may not have applied to Bolsa Família, traditionally focusing more on rural and chronic poor. World Bank analysis conducted in 2017 suggests that the under-coverage of the bottom quintile is highest in the four states with highest urbanization levels (RDJ, SP, DF, MG)”.

23. There is no further information in the text about the study cited above.

24. Pg. 16

The value of the benefits of the program was adjusted constantly, increasing from an average benefit of R\$145 in 2012 to R\$187.32 in 2018. Under Brasil sem Miséria there was an effort to boost families’ income so that they could overcome the extreme poverty income threshold (set at R\$77 per person per month). Several measures were adopted, changing the formula for calculating benefits: (i) increasing the number of variable benefits—benefits per child under 15 years of age have been extended to cover five children per family, instead of the previous cap of three children; (ii) introducing two new incentives for pregnant and lactating mothers; (iii) establishing a three year “guaranteed return” for beneficiaries who leave the program voluntarily, and (iv) increasing the average benefit of Bolsa Família on a yearly basis. Brasil Carinhoso, introduced in 2012, aims to ensure that all extremely poor families with at least one child under 6 years of age have minimum income equal to the extreme poverty line; the program defined new rules for cases of non-compliance with co-responsibilities, in particular, starting at the end of 2012 a decision was made that no transfers could be suspended before identifying the reason for non-compliance and complementary programs such as Mais Educação and Saúde na Escola were implemented.”

25. The text does not speak clearly about the Benefício para Superação da Extrema Pobreza (Benefit for Overcoming Extreme Poverty - BSP), created under the Brasil Sem Miséria to cover the poverty gap of families who continue to be in this condition even after receiving all other benefits from the PBF.



26. The text also does not mention the adjustments of the PBF lines and benefits in 2016 and 2018, presented below:

DECREE No. 8,794, of June 29th, 2016 (financial effects from July/2016)

Extreme poverty line: **R\$ 89** of family income per person

Poverty line: **R\$ 178** of family income per person

Basic Benefit, paid to extremely poor families: **R\$ 89** per month;

Variable Benefit, paid to poor and extremely poor families, with children from 0 to 15 years old, pregnant or nursing: **R\$ 41** (up to five benefits per family);

Youth Variable Benefit (BVJ), paid to poor and extremely poor families with 16 and 17-year-old: **R\$ 48** per beneficiary (up to two per family).

Benefit for Overcoming Extreme Poverty (new wording): "It will be the result of the difference between R\$ 89.01 (eighty-nine reais and one cent) and the per capita sum referred to in item V of the caput, multiplied by the number of members of the family, rounded to the multiple of R\$ 2.00 (two reais) immediately higher"

Decree N. 7,492 (Brasil Sem Miséria) was also amended: the population with a monthly per capita family income of up to **R\$ 89.00** (eighty-nine reais) is considered in extreme poverty.

DECREE N. 9,396, of May 30, 2018 (financial effects as of July 2018)

Extreme poverty line: **R\$ 89** of family income per person

Poverty line: **R\$ 178** of family income per person

Basic Benefit, paid to extremely poor families: **R\$ 89** per month;

Variable Benefit, paid to poor and extremely poor families, with children from 0 to 15 years old, pregnant or nursing: **R\$ 41** (up to five benefits per family);

Youth Variable Benefit (BVJ), paid to poor and extremely poor families with 16 and 17-years old: **R\$ 48** per beneficiary (up to two per family).

Benefit for Overcoming Extreme Poverty (new wording): "It will be the result of the difference between R\$ 89.01 (eighty-nine *reais* and one cent) and the per capita sum referred to in item V of the caput, multiplied by the number of members of the family, rounded to the multiple of R\$ 2.00 (two *reais*) immediately higher".

Decree N. 7,492 (*Brasil sem Miséria*) was also amended: the population with a monthly per capita family income of up to **R\$ 89.00** (eighty-nine *reais*) is considered in extreme poverty.

27. Pg. 17

"For the first time in the Bolsa Familia program, there are no families enrolled following inquiries and the update in registry information (Averiguação e Atualização Cadastral) which resulted in the inclusion and exclusion of families through cross-checking; update and other procedures in the Cadastro Único (averiguação happens every six months, monthly cross-checking to verify declared income and atualização of register information."



Was not possible to understand what the paragraph above is referring.

Monitoring of Conditionalities

28. Pg. 17

“By project completion, the monitoring of Bolsa Familia conditionalities had achieved the highest results so far. Of the 13.4 million students that are monitored, 94.64 met the education co-responsibilities. For health, 5.4 million children were monitored, 99 percent had complied with the vaccination responsibilities, 84 percent had their growth monitored and 365 identified pregnant women were complying with prenatal responsibilities”.

C. Efficiency

29. Pg. 20

“As expected, Bolsa Família continued to have a notable impact on education and health indicators. The program monitored 13.4 million students, of which almost 95 percent complied with schooling conditionalities (i.e., minimum monthly attendance of 85 percent for children aged 6 to 15 and 75 percent for adolescents aged 16 and 17). For health, 5.4 million children and 365 million pregnant women were followed; 99 percent of children under 7 have their vaccinations up to date, and 84 percent have their growth monitored. The ex-ante analysis prepared for APL1 estimated significant impacts on poverty and inequality if these conditionalities were monitored (as they were).”

The correct number of pregnant women is 365 thousand.

E. Other impacts and impacts (if any)

30. Pg. 21

Gender

“Women figure prominently among Bolsa Familia beneficiaries (88.8 percent of beneficiaries), and where possible, transfer payments are made directly to the mother in a household.”

Women represent approximately 90% of the Heads of Family Units in the Cadastro Único and the PBF; this does not mean that 89% of program beneficiaries are women.

Poverty Reduction and Shared Prosperity

31. *“The BFP’s focus on poverty and human development is at the core of the program, and is described in detail in Section II B.*



THE FIFTEEN YEAR STUDY HAS AN ARTICLE ON THE EFFECTS OF PBF ON POVERTY AND INEQUALITY (CHAPTER 7). CAN THAT BE REFERENCED HERE?

32. *Poverty increased in 2015, reaching 8.7 percent at the national poverty line, and 22.1 percent at the US\$5.5/day PPP poverty line. The newly poor are more skilled and younger than the previously poor population.*"

33. The article mentioned above is as follows: Souza, P. H.G., Osório, R. Paiva, L.H. e Soares, S. "Os efeitos do Programa Bolsa Família sobre a pobreza e a desigualdade: um balanço dos primeiros 15 anos" In: *Bolsa Família 15 Anos (2003-2018)*. Brasília: ENAP, 2018. p. 154-189. It is strongly recommended that this article be used as one of the sources of information in this section of the report.

34. The World Bank report should also be cited in this section "*Um ajuste justo: análise da eficiência e equidade do gasto público no Brasil*", publicado em novembro de 2017. In the section "Eficiência e incidência dos programas para o mercado do trabalho e assistência social" (pg. 91-92), fala-se o seguinte sobre o PBF:

"123. Among all social assistance programs, only Bolsa Família is well targeted and cost-effective. Bolsa Família is the only significant safety net for the non-elderly poor, especially families with children. Expenditure on Bolsa Família is close to 0.45% of GDP, which is relatively low considering that the program benefits almost 14 million families, or about 40 million people. This is due to the low levels of benefits (R \$ 53 per person per month in 2015). The program is well targeted: 57% of beneficiaries are among the lowest 20% in income distribution (Figure 64). The impact of the economic downturn on unemployment and poverty indicate the need to expand the program by about \$ 1.8 billion to protect the livelihoods of those falling below the poverty line. (Skoufias et al., 2017)."

B. Key factors during implementation

35. Pg. 25, second paragraph. There is also an indication of Ministry of Social and Agrarian Development (MDSA), denomination that was changed in 2017 (MP No. 782, of 05/31/2017) to Ministry of Social Development – Ministério do Desenvolvimento Social.

**II Bolsa Família Project – World Bank**

Consulted sources: VISDATA, CENSO SUAS 2017, CENSO SUAS 2018, CECAD, REALCAD, CADASTRO ÚNICO, DEPARTAMENTO DE MONITORAMENTO, SENARC, SNAS, SENISP, SEISP e DEBEN.

Question	Answer
Result of agreements with 26 states and the Federal District to complement Bolsa Família and integrate their cash transfer programs with Bolsa Família.	No data were found on the number of Bolsa Família beneficiaries who began receiving complementary services.
Number of Referral Centers for Social Assistance (Centro de Referência de Assistência Social-CRAS)	8.373 (Reference – May, 2019 – Source: VISDATA)
Number of special referral centers for Social Assistance (CREAS)	CREAS Municipal: 2.646 CREAS Regional: 28 (Reference – May, 2019 - Source: VISDATA)
Number of PRONATEC enrollees	No data were found for PRONATEC numbers.
Data on Progredir	* Progress Information in numbers at the end of the Report (updated data in Caderno de estudos 33).
Number of families attended by the program Bolsa Verde	ICMBIO beneficiaries per conservation unit: 19.688 INCRA beneficiaries by settlement: 23.134 Beneficiaries SPU (Ribeirinhos) by municipality: 4.859 Total: 47.681 – Data extracted from the Bolsa Verde Report - Secretaria de Extrativismo e Desenvolvimento Rural Sustentável Ministério do Meio



	Ambiente
Progridir Online Platform Release Date	September of 2017
Number of Social Assistance Centers (CRAS) providing services to indigenous peoples and traditional communities.	** Information at the end of the report (SNAS updated data).
Number of 2018 indigenous families that were registered in the Cadastro Único.	155,369 (Updated Single Registration Data)
2019 budget of the Bolsa Familia.	It is suggested that it be verified directly with SENARC
On income generation for indigenous and quilombola families, 1. Percentage of indigenous families who received Bolsa Família and 2. Number of Quilombola families that were registered in the Cadastro Único?	1) It is suggested that it be verified directly with SENARC 2) 175.599 (Updated in Cadastro Único).

** Quantidade de Centros de Assistência Social (CRAS) que prestam serviços para os povos indígenas e comunidades tradicionais (Dado atualizado pela SNAS).

REGION	Number of CRAS that reported serving traditional populations and communities							
	Total CRAS	Quantidade de CRAS que atendem, por Público						
		Indigenous communities	Quilombolas communities	Ribeirinhos communities	Gipsy communities	African origin	Extractives	Other communities and traditional communities
Midwest	241	125	63	47	59	13	4	22
Northeast	1020	154	520	261	248	241	102	121
North	335	160	95	219	9	21	88	45
Southeast	488	64	188	61	158	49	12	106
South	307	147	88	31	37	26	9	78
General Total	2391	650	954	619	511	350	215	372



* Progress in numbers - (Data Updated from Caderno de estudos 33).

43.337 active users;

23.181 registered resumes;

12.963 available job openings;

379 registered entities;

1.175 professional qualification courses offered;

1.036.365 vacancies available in professional qualification courses;

31,167 vacancies available in face-to-face professional qualification courses;

17 financial institutions offering microcredit;

R \$ 3.35 billion of microcredit offered to the public of the Cadastro Único with 1,154,367 operations, of which 66% to beneficiaries of the Bolsa Família Program (from September/17 to May/18);

R \$ 7 million for the Programa Futuro na Mão, for the financial education of 200,000 families under the Bolsa Família Program;

R \$ 1.5 million for the Edital de Tecnologias Sociais for income generation projects;

R \$ 22 million for the Programa Acessuas Trabalho, with expansion to 1,100 participating municipalities and 435,000 people in preparation workshops for the world of work;

R \$ 5 million set aside for the Prêmio Progredir (award) municipalities for productive inclusion and income generation projects;



ANNEX 6: ORIGINAL AND REVISED PDO AND INTERMEDIATE OUTCOME INDICATORS TARGETS AND ACTUAL AT COMPLETION

Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
<p>PDIs: The specific goals defined for APL2 are to (a) further consolidate the safety net, (b) further improve the targeting system, (c) further strengthen M&E, and (d) identify ways to link BFP beneficiaries to complementary services.</p>							
Percentage of households in the first quintile receiving transfers from Bolsa Família Program	75%	Same indicator but new baseline and target values	76%	Same indicator but new target value	70%	<p>New baseline considers data from the 2009 household survey (PNAD) rather than 2006, as this became available at the date of project effectiveness (2011).</p> <p>The target was revised downward in 2017. This is because, as BFP coverage increases, it is harder to maintain targeting because it has to ensure that new applicants are poor—those who could not be identified earlier. Because the number of beneficiaries of the Program increased since 2009, the end target for targeting precision was adjusted downward to a realistic 70 percent, which by international standards is considered a significant result.</p>	68.1%



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
Percentage of primary-age school-age children in beneficiary families attending school	90%	Percentage of beneficiary children of primary school age (6-15 years old) whose school attendance is being monitored by the Program	90%	Same indicator	Same target	Specification of age-group whose school attendance is monitored by Program. Baseline and target were adjusted with December 2011 data.	94.91%
Percentage of 16-18-year-old youth in beneficiary families attending school	80%	Percentage of youth (16-17 years old) whose school attendance is being monitored by the Program	85%	Same indicator	Same target	Same as above indicator	84.81%
At least 75% of 0-6-year-old children and pregnant women complying with health conditionalities	75%	Percentage of children aged 0-6 and pregnant women in beneficiary families complying with health conditionalities (rewording only but new baseline)	75%	Same indicator	Same target	The new baseline value corresponds to the 2011 average actual value, which was used as a base for the national targets renegotiated between the Ministry of Health, the states, and municipalities.	75.21%
Number of states that use the <i>Cadastro Único</i> as the basis for the targeting and design of their social policies	13	Number of State Governments using <i>Cadastro Único</i> for the selection of beneficiaries for their state social programs	21	Same indicator	Same target	The indicator was better specified for precision of its monitoring. The measurement unit is states/programs rather than policies. The baseline was changed for the 2011 value and target was adjusted to report updated information in the <i>Cadastro Único</i> . Rather	24



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
						than considering only cash transfer programs, all social programs of the states that use the <i>Cadastro Único</i> are considered in this new specification of the indicator.	
Core Indicators							
				NEW INDICATOR: Beneficiaries of social safety net programs	43,086,000	This was introduced as a corporate indicator.	44,878,209
				NEW INDICATOR: Beneficiaries of social safety net programs – other cash transfer programs	43,086,000	This was introduced as a corporate indicator.	44,878,209
				NEW INDICATOR: Percentage of direct beneficiaries of the <i>Bolsa Família</i> cash transfer who are women	91%	This was introduced as a corporate indicator.	90.12%
Intermediate Outcome Indicators							
Component 2: Strengthening the <i>Cadastro Único</i> as the main target instrument for social programs							
BFP MIS geo-referencing module implemented according to	Municipalities using module	Number of registered families in <i>Cadastro Único</i> Version 7.0 with census sector assigned.		Eliminated from Results Framework		In 2010, MDS decided not to include the module 'BFP MIS geo-referencing' as the census sector of each	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
version 7.0						family was one of the variables in <i>Cadastro Único</i> Version 7. The target for year 1 (2012) was adjusted as in that year information in <i>Cadastro Único</i> and in the 'National registry of addresses for statistical use' was cross-checked to identify or update the census sector of each family in Version 7, but results were just released in 2013. As such, the 2012 target was set at 10%.	
Decrease of exclusion errors (non-registry of potentially eligible families)	Results disseminated	Dropped				As a result of the initiative of the active search for potential beneficiaries (<i>Busca ativa</i>) in the context of the PBSM, the target in the project for year 1 had already been achieved (using data from the 2010 census). Moreover, the project could monitor Program coverage using the indicator 'Percentage of households in the first quintile receiving	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
						transfers from Bolsa Familia Program' already included in the project.	
Percentage of registries updated in <i>Cadastro Único</i> Version 7.0 by the end of 2010 and at least 90% of registries less than two years old thereafter	90%	Percentage of updated records in <i>Cadastro Único</i> Version 7.0 by December 2015	85%	Percentage of updated records in <i>Cadastro Único</i> Version 7.0 by December 2017	85%	MDS prioritized in the implementation of <i>Cadastro Único</i> Version 7.0 the update of information of families that were about to have or already had their information outdated (which happens when the family spends more than 24 months without updating their registry). The change in the indicator reflects this change in the MDS monitoring system.	99.74%
Indicators for <i>Cadastro Único</i> information quality checks developed and implemented	New consistency indicators implemented and adjusted	Dropped				This indicator was no longer relevant at project effectiveness date. Version 7 of <i>Cadastro Único</i> monitoring system, including daily routines for the verification of the quality of the information, had already been implemented.	
Systematic cross-checks with other databases updated	Systematic cross-checks implemented	Dropped				At the date of project effectiveness, the cross-checks were already	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
	and adjusted					done automatically by the system as part of the routine for verifying the quality of the data in <i>Cadastro Único</i> .	
		NEW INDICATOR: Percentage of child laborers among individuals registered in <i>Cadastro Único</i>		Eliminated from Results Framework		Excluded as it was not reliable indicator for the inclusion in <i>Cadastro Único</i> of specific vulnerable groups.	
		NEW INDICATOR: Percentage of homeless among individuals registered in <i>Cadastro Único</i>		Eliminated from Results Framework		Same justification as above	
				NEW INDICATOR: Rate of updated registries in the last two years in <i>Cadastro Único</i>	70%		79.62%
Component 3: Institutional strengthening for the consolidation of the <i>Bolsa Família</i> Program							
Number of municipalities participating in regional training seminars for internal and external control agents (Tribunal de Contas dos Estados -TCE, CGE, MPE)	162	Dropped				New auditing procedures defined in 2012 required that all municipal Program managers participated in the regional training. As such, the indicator was no longer relevant.	
Average	0.85	Increase in the Municipal		Average		This change aims to	0.84



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
decentralized management index increased		Decentralized Management Index (IDG-M) (national average)		decentralized management index (IGD) increased (reworded only)		increase the precision of the indicator specification to better measure effectiveness. At project effectiveness date, the baseline and target for year 1 were changed to reflect current average value of the IGD-M. As the level of the index is high, incremental gains of excellence tend to become increasingly difficult, making this indicator more relevant than the level.	
Delays to distribute cards reduced to under 40 days for 80 percent of cards issued on a monthly basis	80%	Increase in the effectiveness (defined as the number of cards issued that have received the first payment) of BFP payments		Eliminated from Results Framework		Analysis by the General Coordination of Logistics of Benefits Payments has showed that the indicator of effectiveness of payment of BFP has the ability to better measure the payment flow to the beneficiaries of the Program. The delivery of cards, by itself, does not measure the payment effectiveness of BFP. The delivery of cards is just a logistic activity of	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
						benefits payments, among others. The baseline and target were adjusted at project effectiveness.	
At least 50 percent of families with banking account opened	50%	Percentage of municipalities with financial education activities available to PFB beneficiaries		Eliminated from Results Framework		MDS' focus is now on financial education rather than banking. Studies have been developed to build a new financial inclusion program. It was found that open bank accounts, which currently serve approximately 15% of recipients, do not bring benefits to families.	
Information on health conditionalities compliance available for 80% of beneficiaries	80%	Dropped				No longer relevant as at the time of project effectiveness; 99% of children and youth were already complying with the health conditionality.	
Information on education conditionalities compliance available for 95% for beneficiaries of primary school age	95%	Information on education conditionalities compliance available for at least 98% of BFP beneficiaries of primary school age (defined as 6 to 15 years old) who have school attendance		Eliminated from Results Framework		To ensure precision on the indicator specification and better alignment with the existing monitoring systems of MDS	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
		greater or equal to 85%					
Information on education conditionalities compliance available 85% of youth beneficiaries	85%	Information on education conditionalities compliance available for at least 95% of youth receiving the BVJ (<i>Benefício Variável Jovem</i>) who have school attendance greater or equal to 75%. The beneficiaries of BJV are up to 17 years old.		Eliminated from Results Framework		Same justification as above	
		NEW INDICATOR: Number of households under the suspension phase receiving family counseling (<i>acompanhamento familiar</i>) as per SICON registry		Eliminated from Results Framework		Given the current levels of compliance with the conditionality, the verification of whether noncomplying families are receiving family counseling is a key priority. With the inclusion of SNAS in the project, measuring the coverage of type of activities was deemed as very relevant.	
		NEW INDICATOR: Percentage of demands by managers and beneficiaries of BFP and <i>Cadastro Único</i> addressed by the third service level (Senarc)		Eliminated from Results Framework		The indicator was added to measure the effectiveness of the control mechanism, the fluxes of reception and complaints, and the provision of responses to those. It replaces the	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
						indicator 'Number of municipalities participating in regional training seminars for internal and external control agents' dropped above.	
				NEW INDICATOR: Number of beneficiary families	12,900,000		14,001,339
Component 4: Consolidation of the Monitoring and Evaluation System in the MDS							
Third round of the BFP impact evaluation survey data and results disseminated	Data and results disseminated	Dropped				Given the increase in the Program coverage (to 99% of the eligible populations), the introduction of the PBSM with a new set of benefits, and the attrition rate, the samples of round I and II of the impact evaluation survey were no longer representative. Hence, the Government in the course of the project opted for using alternative strategies to measure the Program impact including a new poverty panel survey and the use of administrative data from	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
						a wide range of sources.	
		NEW INDICATOR: Planning stage and analytical reports of the results from the first 3 rounds of the PPP are completed		Eliminated from Results Framework		This indicator replaces the indicator on AIBF III. The new poverty panel survey will provide important information for the evaluation of BFP and the PBSM.	
		NEW INDICATOR: Evaluation studies of BFP are completed		Eliminated from Results Framework		This indicator reflects the new evaluation strategy of BFP using administrative data from different sources as indicated above.	
Data and results of impact evaluation on youth disseminated	Data dissemination	Dropped				No longer relevant as the evaluation of the BVJ program was excluded from the project given that the Government was revising its youth policy.	
Two more rounds of the <i>Chamada Nutricional</i> on traditional population data and results disseminated	Data dissemination	Dropped				The <i>Chamada Nutricional</i> program was excluded from the project given that SAGI had successfully produced related studies with national resources before effectiveness. It has been decided to continue this line of studies with national resources to open space	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
						for the new poverty panel survey.	
		NEW INDICATOR: Studies and research on the productive inclusion axis of PBSM are completed		Eliminated from Results Framework due to discontinuation of PBSM Program		These studies will deepen the understanding of the implementation process of the initiatives under the productive inclusion axis of the PBSM, identifying the main difficulties faced by the program managers and technicians, and the successful examples on intermediation strategies, occupational insertion, vocational training, financial education, and micro-credit.	
		NEW INDICATOR: Number of applications developed and in operation for management and monitoring of PBSM		Eliminated from Results Framework due to discontinuation of PBSM Program		The monitoring system necessary for the PBSM has to include indicators for each of the three axis of the plan (income transfers, access to services, and productive inclusion) as well as context indicators with a more analytical perspective. To achieve this objective, MDS developed a new set of	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
						<p>applications including DATASOCIAL and MONIB. These platforms are divided into 6 thematic groups of indicators, in which the proposed indicator will focus: Data SED (for social, economic, and demographic data and indicators), Data CAD (for data using <i>Cadastro Único</i> on social programs and BFP), Data CON (for data on compliance with health and education conditionalities), Data SAN (for data on food security), Data SUAS (for data on equipment, human resources, and social assistance services), and Data INC (for data on labor markets and productive inclusion).</p>	
		<p>NEW INDICATOR: Research report "Assessment of the effects of monetary transfers from <i>Bolsa Família</i> Program on</p>		<p>Eliminated from Results Framework due to discontinuation of PBSM Program</p>		<p>New indicator important for assessing the effects of BFP among a group with specific risks and on which the active search strategy has focused</p>	<p>N.A.</p>



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
		indigenous peoples living in Indigenous Lands: Alto Rio Negro (PM), Bacurizinho (MA), Cahy-Pequi (BA), Jaraguá (SP), Porto Lindo (MS), Golden (MS), Parbubure (MT)” completed				under the PBSM.	
		NEW INDICATOR: Research report of Qualitative Assessment of “Comunidade Segura” completed		Eliminated from Results Framework due to discontinuation of PBSM Program		This research has the objective of studying the potential for protection from the risk of death offered by the micro-insurance strategies implemented in 6 metropolitan cities.	
				NEW INDICATOR: Baseline data for <i>Criança Feliz</i> program has been collected	Data collected	This was introduced to reflect baseline data collection for the <i>Criança Feliz</i> impact evaluation.	0.25
				NEW INDICATOR: Number of Bolsa Família children of age 0-3 that received house visits as part of the early childhood development program <i>Criança Feliz</i>	200,000	This indicator aims to measure the implementation of the <i>Criança Feliz</i> program in terms of beneficiaries.	104,000
				NEW INDICATOR:	Consolidated	This was an adjustment	Consolidated



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
				Monitoring and evaluation System of MDS consolidated	M&E System	in wording	
Component 5: Supporting the National Commitment for Social Development (CNDS)							
Number of protocols for the implementation of the CNDS developed and implemented	Two protocols developed	Number of agreements signed with the States in the context of the PBSM that are being implemented in adherence to the general directions of Plan	27	Number of agreements with the States in the context of the PBSM program	27	This change is related to the change from the CNDS strategy to the PBSM.	27
Number of multi-sector projects implemented over the total of projects managed by CNDS	50%	Dropped				Due to the implementation of the PBSM, the indicators previously linked to the CNDS are no longer relevant and the Government has requested the inclusion of alternative indicators specifically measuring the implementation of the PBSM.	
Studies to improve the socio-productive insertion of CNDS target population	3 studies	Number of effective enrollment in PRONATEC-PBSM (consisting of Initial and Continuing Training – FIC)		Eliminated from Results Framework due to discontinuation of PBSM Program		To make the indicator more precise and consistent with the target population of the PBSM	
		NEW INDICATOR: Percentage of beneficiaries of BFP		Eliminated from Results Framework due		In partnership with the Ministry of Education, MDS coordinated the	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
		enrolled in PRONATEC-PBSM		to discontinuation of PBSM Program		supply of PRONATEC vacancies for vulnerable populations. PRONATEC-PBSM is a key initiative of the PBSM under the urban productive inclusion axis. This indicator measures achievement in this domain.	
		NEW INDICATOR: Number of water cisterns for human consumption built (<i>Primeira Água</i>)		Eliminated from Results Framework due to discontinuation of PBSM Program		This is a key activity in the rural productive inclusion axis of the PBSM. It is coordinated by the National Secretary for Food Security that was included in the project in 2013.	
		NEW INDICATOR: Number of water harvesting technologies for production implemented (<i>Segunda Água</i>)		Eliminated from Results Framework due to discontinuation of PBSM Program		Same justification as above	
		NEW INDICATOR: Number of families who received the first installment of the Support Program for Rural Productive Activities (<i>Programa de Fomento às Atividades</i>)		Eliminated from Results Framework due to discontinuation of PBSM Program		Same justification as above	



Original Indicator (PAD)	Target	New or Revised Indicator (Restructuring 2014)	Revised Target	Revised Indicator (Restructuring 2017)	Revised Target	Justification for Change	Actual at Completion
		<i>Productivas Rurais</i>					
		NEW INDICATOR: Percentage of farmers participating in the Food Acquisition Programs included in <i>Cadastro Único</i>		Eliminated from Results Framework due to discontinuation of PBSM Program		Same justification as above	
Component 6: Operational support to the project implementation unit at the Ministry of Social Development							
Staff hired and trained	6 trainings	In-house DPI procurement and FM capacity strengthened (staff hired and trained)	5	Same indicator	Same target		6



ANNEX 7: TRIGGERS TO MOVE TO APL2

Policy Area	Trigger	Status as of Completion of APL1
CCTs	<ul style="list-style-type: none"> • Coverage of at least two-thirds of extremely poor families by the Program • Pre-reform transfer programs eliminated (former beneficiaries either converted to BFP or dropped from programs) 	<ul style="list-style-type: none"> • Fully complied • Fully complied
Strengthening of system for identifying the target population	<ul style="list-style-type: none"> • <i>Cadastro Único</i> questionnaire and BFP eligibility criteria revised and published • Expansion and recertification data collection strategy designed and implemented • All detectable duplications in the <i>Cadastro Único</i> database eliminated • Periodicity for updating <i>Cadastro Único</i> and recertifying BFP beneficiaries formally established • Recertification process commenced in at least 25% of municipalities • <i>Cadastro Único</i> users (MDS and at least 50% of municipalities) with access to data 	<ul style="list-style-type: none"> • Fully complied • Fully complied • Fully complied • Fully complied • Surpassed target • Surpassed target
Developing M&E system	<ul style="list-style-type: none"> • MIS for the BFP fully operational and generating adequate reports • Results of at least one round of Quality Control Reviews for BFP published • Baseline beneficiary survey conducted 	<ul style="list-style-type: none"> • Fully complied • Surpassed target • Fully complied
Institutional strengthening	<ul style="list-style-type: none"> • Matrix of functional and institutional responsibilities for the BFP published • Strategy for operating Program in remote areas developed • Beneficiary information booklets designed, published, and distributed • System for verifying human capital conditionalities operating 	<ul style="list-style-type: none"> • Fully complied • Completed for indigenous and <i>Quilombolas</i> • Fully complied • System operational and increasing proportion of verified conditionalities



ANNEX 8: SUPPORTING DOCUMENTS

- Documentation other than official project documents produced by the World Bank during then preparation and supervision process cited in this report.
- MDS (2019). *Projeto consolidação do bolsa família e apoio ao plano brasil sem miséria. Relatório final do executor*. Brasília.
- Viana, Iara Azevedo Vitelli, Kawauchi, Mary, Barbosa, Thiago Varanda (2018). *Bolsa Família 15 Anos (2003–2018)*. Escola Nacional de Administração Pública. Brasília.
- Secretaria de Avaliação e Gestão da Informação, Ministry of Social Development. (2018). *Caderno de Estudos 28*. Brasília.
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- MDS (2015a). *Estudos Etnográficos sobre o Programa Bolsa Família entre Povos Indígenas*. Consultancy report.
- MDS (2015b). *Cadastramento diferenciado. Diversidade no Cadastro Único - Respeitar e Incluir*. - Brasília, DF: MDSA; Secretaria Nacional de Renda de Cidadania, 2016.
- Centro Internacional de Políticas para el Crecimiento Inclusivo (2013). *El Impacto del Programa Bolsa Familia en el Poder de Decisión de las Mujeres*.
- Armando Barrientos, Darío Debowicz, Ingrid Woolard (2016). *Heterogeneity in Bolsa Família outcomes*. *The Quarterly Review of Economics and Finance*, Volume 62, 2016.

¹ The name of Component 5 was adjusted to substitute the name “National Commitment for Social Development” by “*Brasil Sem Miséria Plan*” to reflect better the Government’s priorities and focus on the *Brasil Sem Miséria Plan* which was introduced in 2011 within the CNDS.