

## BOLSA FAMÍLIA PROGRAM: THE MANAGEMENT OF BENEFIT IN NORTHEAST OF BRAZIL

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### ABSTRACT

*This paper aimed to analyze how the families of the Bolsa Família Program manage their money in the city of Aracaju, state of Sergipe (northeast of Brazil). The interviews were conducted with 49 beneficiaries and 19 managers of Center for Social Assistance (CRAS) and 1 coordinator. In general, it noticed that about 90% of the beneficiaries use the money for food demands, such as school attendance and monitoring of pregnant. Even it is not sufficient to cover all the family's needs, the study showed that without this aid, would be much more difficult for families to have better living conditions. Women's autonomy in the administration of Bolsa Família was confirmed. The mother, as manager of the benefit, proved to devote more to their children and interested in participating in professional courses. Finally, the survey found that the benefit is used exclusively to meet the family's needs.*

**Keywords:** *Bolsa Família Program, Conditional Cash Transfer, Beneficiaries.*

### 1. INTRODUCTION

Bolsa Família Program is a basic income for families who are in extreme poverty, in order to assist them in getting food and basic health and education needs. Aims the unification of five federal programs: Bolsa Escola (Law No. 10, 219 of April 11, 2001), the National Food Access (NPAA) (Law No. 10,689, of June 13, 2003), the National Program of Minimum Income related to Health - Food Grant - (Provisional Measure No. 2206-1, of September 6, 2001), the Gas Assistance Program (Decree No. 4102 of January 24, 2002), and the Single Registration of Federal Government (Decree No. 3877 of July 24, 2001). With this sum of benefits, the Bolsa Família becomes the main social assistance program in the country (Law No. 10.836 of January 9, 2004).

With financial aid, the fight against hunger and malnutrition were more intense and has achieved positive results. Of key importance, the Single Registry for Social Programs enables Brazilians most in need of social assistance in general, as inclusion of his name in the Bolsa Família able to obtain their identification documents, proof of gross monthly income and participate in assistance programs federal government (MDS, 2013).

The Bolsa Família Program was able to take about 36 million brazilians out of extreme poverty line since 2002. With recognition, the program is one of the highlights of the report of the international organization "Initiative for Development" (Development Initiatives) by be inexpensive and have immediate results on your goal. It is an important tool in combating poverty in the country, about 40% of poverty was reduced in the country, and the beneficiaries went to the lower middle class. In addition, increased access to food in 52% of brazilian households and, in relation to health, there was a 50% increase in prenatal care and 99% of children are with regular vaccination, as required by the law of the conditionalities program (Brazil, 2014).

The unification of various social programs materializes the goals combat poverty in the country, plus the practicality of obtaining income. The amount stipulated ensures the possibility of obtaining the necessary resources, such as food, clothing, cooking gas the, school supplies, and other basic utensils from home. As a result, beneficiaries are better able to feed the family, but also ensure minimum health and investment in education to the children (MDS, 2010).

The inspection for the correct use of the benefit and who is being the cardholder are also part of law policies and the Bolsa Família is a subject that arouses great attention and debate. Often the media presents evidence of irregularities reports, such as the misuse of income for purposes other than those conditionalities. In such cases,

it is the most common differences, the recipient forfeits the responsibility of being the carrier, thus passing to another family member, provided that adult and honor its commitments of being the new head (MDS, 2010).

Therefore essential to know how it becomes the beneficiary families of the Bolsa Família income in the conditionalities required by law. Consider what priorities conditional by the law, in which families invest more with income? Is this enough income to beneficiaries? The perception of officials from CRAS (Reference Centers for Social Assistance) about the benefit? Based on these questions about the program and intended to clarify these doubts, it has the general objective as the beneficiary families of the Bolsa Família the income and the perception of managers.

## 2. BOLSA FAMÍLIA

To receive the Bolsa Família is necessary that the family is the profile required by the criteria related to family income. The citizen must be regularly registration in the Single Registry and be with your current data. The requirements to have the benefit is that the sum of the incomes of all family members divided between them does not exceed the value of R \$ 77.00 per person, or is below R \$ 154.00 by following the required criteria by law. Families awarded the benefit must have the following profiles: families with per capita income of up to R \$ 77.00 per person, families with per capita income of up to R \$ 77.00 per person with children in their composition, families with income up to R \$ 77.00 per person, including considering the values of the benefits of Bolsa Família Program, with children 0-6 years old in its composition, families with income between R \$ 77.01 and R \$ 154.00 per person, pregnant or nursing mothers with (nursing mothers), children 0-12 years and adolescents up to 15 years in its composition and families with zero income to R \$ 154.00 per person, possessing in his teens up to 16 and 17 years (Law No. 10.836 of January 9, 2004).

There are also variable benefits that add more values in the Bolsa Família, depending on family composition, although all should be living in poverty. There are five types of benefits: the basics, the variable, the variable for young variable for pregnant women and the elimination of extreme poverty. The basic benefit is granted to families in extreme poverty with aid of R \$ 77.00 per month, regardless of family background. The variable benefit is for families with pregnant women in their composition or nursing mothers, children and adolescents 0-17 years old, giving them the minimum amount of R \$ 35.00, and each family can accumulate up to five this benefit, reaching R \$ 175.00. The variable benefit for Youth is given to families who have under their responsibility, teenagers between 16 and 17 years enrolled in school, recendo aid of R \$ 42.00, and you can accumulate up to two benefits totaling R \$ 84.00 . The variable benefit for Pregnant is granted to families with pregnant or lactating women in their family formation, receiving aid which is paid in nine installments of R \$ 35.00 (Law No. 10.836 of January 9, 2004).

Unlike the others, the benefit of Overcoming Extreme Poverty is granted only to families in extreme poverty. They receive aid that varies according to per capita family income and the benefit already received the Bolsa Família. This type of benefit seeks to ensure that the income per person is at least R \$ 77.01 per month. In the case of families in extreme poverty, it is possible to accumulate benefits as long as they do not exceed R \$ 336.00 per month (Law No. 10.836 of January 9, 2004).

## 3. METHODOLOGY

It was mainly used a qualitative methodology, using in part a quantitative approach in the analysis of results through descriptive statistics. Initially a comparison between the cost of the basic basket from DIEESE data.

The research have been done at CRAS - Social Assistance Reference Center - the city of Aracaju / Sergipe. They randomly selected 49 beneficiaries of the Bolsa Família program, who were interviewed every other day at the headquarters of CRAS (Center and Santa Maria). Also they were interviewed randomly 19 administrative professionals CRAS, who agreed to participate in the study and 1 coordinator.

## 4. RESULTS

### 4.1 Bolsa Família basic costs in Aracaju (SE)

An analysis on the conditionalities of the Bolsa Família, the costs of each resource to achieve the goals generate some disagreement. The DIEESE (Inter-Union Department of Statistics and Economic Studies) studies and conducts research to meet the demands of the workers. A study on the value of the basket reveals prices, unit and month of each food item by checking how much it weighs on the family budget. The data reveals that the rising prices January to July 2014, which had increased in the Bolsa Família, diagnoses a relevant situation. Let's look at the price lists, monthly and unit, respectively, in the city of Aracaju / SE (TABLE 1) in the months from January to July 2014 (DIEESE, 2014).

Table 1: Basic costs Aracaju/SE.

Baic costs – Aracaju/SE*							
Period	Meat	Milk	Beans	Rice	Flour	Tomato	
January/2014	R\$ 71,19	R\$ 11,94	R\$ 16,20	R\$ 6,70	R\$ 11,85	R\$ 19,56	
February/2014	R\$ 72,40	R\$ 12,00	R\$ 16,88	R\$ 7,96	R\$ 12,57	R\$ 23,16	
Março/2014	R\$ 71,77	R\$ 12,00	R\$ 16,92	R\$ 7,88	R\$ 12,24	R\$ 25,80	
Abril/2014	R\$ 77,80	R\$ 12,06	R\$ 16,83	R\$ 8,28	R\$ 12,42	R\$ 29,16	
May/2014	R\$ 79,02	R\$ 12,00	R\$ 16,60	R\$ 8,14	R\$ 13,44	R\$ 31,44	
June/2014	R\$ 83,56	R\$ 12,06	R\$ 16,06	R\$ 8,21	R\$ 12,42	R\$ 33,36	
July/2014	R\$ 80,19	R\$ 12,06	R\$ 16,74	R\$ 8,24	R\$ 12,09	R\$ 29,88	
Period	Bread	Coffee	Banana	Sugar	Oil	Butter	
January/2014	R\$ 29,22	R\$ 2,65	R\$ 24,52	R\$ 5,58	R\$ 3,00	R\$ 11,77	
February/2014	R\$ 30,00	R\$ 2,89	R\$ 27,08	R\$ 5,85	R\$ 2,90	R\$ 11,86	
March/2014	R\$ 29,94	R\$ 2,84	R\$ 25,72	R\$ 5,88	R\$ 3,00	R\$ 11,80	
April/2014	R\$ 31,44	R\$ 2,87	R\$ 26,70	R\$ 5,67	R\$ 2,98	R\$ 11,82	
May/2014	R\$ 31,92	R\$ 2,93	R\$ 26,47	R\$ 4,74	R\$ 3,11	R\$ 11,89	
June/2014	R\$ 31,44	R\$ 2,96	R\$ 26,47	R\$ 5,67	R\$ 3,43	R\$ 11,97	
July/2014	R\$ 31,86	R\$ 2,94	R\$ 24,75	R\$ 5,76	R\$ 3,28	R\$ 11,92	
TOTAL BASIC COSTS	JAN/2014	FEB/2014	MAR/2014	APR/2014	MAY/2014	JUN/2014	JUL/2014
	R\$ 214,19	R\$ 225,57	R\$ 225,82	R\$ 238,04	R\$ 241,72	R\$ 247,64	R\$ 239,72

Authors (2014).

By comparing the monthly cost of the basic basket-products in relation to the ceiling value of the Bolsa Família, an average of R \$ 350.00, with an average of five (5) members, one perceives a conflict between the benefits and costs considering the nutritional standards. The nutritional value should be taken into consideration in order to have a sharper study on the nutrition of families. Take the unit value of the products, as shown in TABLE 2.

Table 2: Basic costs Aracaju/SE.

Average price – Aracaju/SE*							
Period	Meat	Milk	Beans	Rice	Flour	Tomato	
January/2014	R\$ 15,82	R\$ 1,99	R\$ 3,60	R\$ 1,86	R\$ 3,95	R\$ 1,63	
February/2014	R\$ 16,09	R\$ 2,00	R\$ 3,75	R\$ 2,21	R\$ 4,19	R\$ 1,93	
March/2014	R\$ 15,95	R\$ 2,00	R\$ 3,76	R\$ 2,19	R\$ 4,08	R\$ 2,15	
April/2014	R\$ 17,29	R\$ 2,01	R\$ 3,74	R\$ 2,30	R\$ 4,14	R\$ 2,43	
May/2014	R\$ 17,56	R\$ 2,00	R\$ 3,69	R\$ 2,26	R\$ 4,48	R\$ 2,62	
June/2014	R\$ 18,57	R\$ 2,01	R\$ 3,57	R\$ 2,28	R\$ 4,14	R\$ 2,78	
July/2014	R\$ 17,82	R\$ 2,01	R\$ 3,72	R\$ 2,29	R\$ 4,03	R\$ 2,49	
Period	Bread	Coffee	Banana	Sugar	Oil	Butter	
January/2014	R\$ 4,87	R\$ 8,82	R\$ 3,27	R\$ 1,86	R\$ 3,00	R\$ 15,69	
February/2014	R\$ 5,00	R\$ 9,62	R\$ 3,61	R\$ 1,95	R\$ 2,90	R\$ 15,82	
March/2014	R\$ 4,99	R\$ 9,46	R\$ 3,43	R\$ 1,96	R\$ 3,00	R\$ 15,74	
April/2014	R\$ 5,24	R\$ 9,58	R\$ 3,56	R\$ 1,89	R\$ 2,98	R\$ 15,76	
May/2014	R\$ 5,32	R\$ 9,75	R\$ 3,53	R\$ 1,58	R\$ 3,11	R\$ 15,85	
June/2014	R\$ 5,24	R\$ 9,85	R\$ 3,53	R\$ 1,89	R\$ 3,43	R\$ 15,96	
July/2014	R\$ 5,31	R\$ 9,80	R\$ 3,30	R\$ 1,92	R\$ 3,28	R\$ 15,90	
TOTAL BASIC COSTS	JAN/14	FEB/14	MAR/14	APR/14	MAY/14	JUN/14	JUL/14
	R\$ 214,19	R\$ 225,57	R\$ 225,82	R\$ 238,04	R\$ 241,72	R\$ 247,64	R\$ 239,72

Authors (2014).

By analyzing the value of the monthly spending table by reference to a family with five members, we see that the budget is at or beyond. The rent is too little to feed and nourish a family with five or more people. In addition, the monthly changes of prices seen in the second table of unit prices, respecting the food nutrition conditions of the basket and their amount, makes clear a significant increase in prices between the months analyzed. A relevant factor, caused by inflation and other economic factors, which hinder access to more food and makes it impossible for the same to be purchased in adequate quantities to meet the family's needs. Thus, the higher prices may affect some conditionalities of the Bolsa Família, which would in that case, the food (DIEESE, 2014).

Then talk about the public tariffs, ie the basic services used by citizens, government responsibility (water, electricity, cooking gas). Some of these services have reductions in their prices for families participating in the Single Registry. However, not all tariffs have this reduction, such as cooking gas or public transportation, which have a fixed price for all citizens, without reference to the beneficiaries of gratuity. In this table, you can also see increases in some rates that increase prices. Excluding the column of phone subscription and the building gas (gas to 15m<sup>3</sup>), all others are essential and are part of the monthly expenses of all citizens, upper middle or lower class (DIEESE, 2014). Let's look at the prices of these services, as shown in TABLE 3.

Table 3: Public services in Aracaju/SE.

Period	Electricity >300kW	Water >10m <sup>3</sup>	Gas > 15m <sup>3</sup>	Gas			Telephone	Bus
				Ultragás	Liquigás	Copagás		
August/2014	R\$ 84,33	R\$ 16,82	R\$ 51,93	R\$ 49,90	R\$ 50,00	R\$ 50,00	R\$ 41,89	R\$ 3,00
July/2014	R\$ 84,33	R\$ 16,82	R\$ 51,93	R\$ 49,90	R\$ 50,00	R\$ 50,00	R\$ 41,89	R\$ 3,00
June/2014	R\$ 71,40	R\$ 16,82	R\$ 51,93	R\$ 49,90	R\$ 50,00	R\$ 50,00	R\$ 41,89	R\$ 3,00
May/2014	R\$ 71,40	R\$ 16,82	R\$ 50,47	R\$ 49,90	R\$ 50,00	R\$ 50,00	R\$ 41,62	R\$ 3,00
April/2014	R\$ 71,40	R\$ 16,82	R\$ 50,47	R\$ 49,90	R\$ 50,00	R\$ 50,00	R\$ 41,62	R\$ 3,00
March/2014	R\$ 71,40	R\$ 16,82	R\$ 50,47	R\$ 49,90	R\$ 50,00	R\$ 50,00	R\$ 41,62	R\$ 3,00
February/2014	R\$ 71,40	R\$ 16,82	R\$ 50,47	R\$ 49,90	R\$ 50,00	R\$ 50,00	R\$ 41,62	R\$ 3,00
January/2014	R\$ 71,40	R\$ 16,82	R\$ 50,47	R\$ 52,00	R\$ 50,00	R\$ 50,00	R\$ 41,62	R\$ 3,00

Authors (2014).

Thus, a family that depends exclusively on the Bolsa Família would have to further cut costs to stay in the benefit limit. Although about 22 million Brazilians out of extreme poverty in Brazil without Poverty Plan; the great purpose is currently reach more families and include them in the Single Registry so that they can participate in the assistance programs, such as Bolsa Família (MDS, 2013).

#### 4.2 Coordinator's opinion

In Aracaju, there are 17 municipal administrative centers that manage social programs, composed by thirst, added to fifteen CRAS and CREA (Specialized Reference Center for Social Assistance). This division is necessary to divide the social assistance functions to better serve the population. The CRAS are service centers responsible for preventive care welfare of the most needy families. Families at this stage are priorities in service and the requirement because of their vulnerability. For the data of Bolsa Família in Aracaju, more than 50,000 families receive the benefits (according to information from coordination) while in the Single Registry of the Federal Government, are about 80 thousand families.

To be able to sign up for Bolsa Família, citizens need to be joined in the Single Registry of the Federal Government. This is the first step so that citizens participate in the social assistance programs. The second step is to fit the criteria of per capita income to be to be so after the selection and approval. It must be aged 16 or over

both genders, however, women are preferred to be responsible for the benefit. In cases where a mother is under 16, she can choose who will be the holder of the family to the young complete the required age. The priorities in the program are people who are vulnerable on subhuman conditions, indigenous and maroon groups.

The blocking reasons or cancellation of the benefit are based on the breach of any condition. The more common in Aracaju is the blockage caused by child labor because of the need to have another worker in the family to which extend the income. There is also the lock on court order, in many cases when the heads committing crimes that inflict protection laws to the young family. Thus, coordination must grant or, in some cases cancel the benefit.

A major challenge discussed with the coordinator, is about the connection of the beneficiaries with bank credit networks and the IRS. A major problem that hinders the accuracy of the information provided by the citizen, besides losing many important information to help social assistance. It is much needed this connection with credit networks that many people have in their bank accounts from credit card to overdraft with high values, above its average income. Another issue is related to assets and small loans consigned the bank account. Unfortunately without this strict supervision, beneficiaries adopt the Bolsa Família as "earned income" for purposes other than simply meet the basic needs of the family.

For the coordinator, "it is not a simple benefit that will eradicate poverty in the country." The program efficiency is remarkable, but only minimized the problems. Indeed, the impact is greater because the impacts "are more visible because they reflect the local market, becoming a investment income for small traders and merchants." With no restrictions, it is possible to invest in products and services that the family desired.

With Bolsa Familia you can use the beneficiary to acquire as much food as any other product or service you need, ie using income as appropriate. However, there is a down side to this freedom, "because many use them improperly and to buy alcohol, pay debts in shops or loan sharks and even to drug use." With this, it reinforces the importance of having social workers to guide the best use of money and to avoid unnecessary uses and outside the program bias, as stated by the coordinator: "Thus, the role of both social assistance, such as health and education, that through these professionals orient these families, especially those in a more vulnerable situation, guide them in better management of its resources."

The qualification work of Aracaju Coordinator has had a positive result, according to the IGD (Decentralized Management Index). According to the MDS system data, Aracaju receives an average of about R \$ 200,000.00 with about 75,000 families registered by the sense of 2010. The CRAS and CREA are to accompany these families providing the social services and requiring the necessary conditions to keep it meet the program guidelines, though, is the CREA responsible in taking care of families in severe situations that violate human rights. As a factor of these qualification processes, awareness of their rights was undoubtedly the most important. According to the coordinator, "today people are enlightened than you might imagine. Everything is prosecution if she gets the benefit X and tomorrow decreased do not worry not, that tomorrow it will be the public prosecutor ... now they know more than us." The coordinator also points out a big improvement on the beneficiaries: "A lot of people critical of the government's social programs, but only in you having a poor family today, who knows how to fight for their rights has been a victory, regardless of party." Thus, there was

"Empowerment of the poorest citizens, especially women, which is responsible for the management of Bolsa Família, giving greater consideration of its representation as manager of the home. In case there is the inability of this manager, it is up to the same transfer the responsibly to another familiar one, preferably would be the mother of it. Thus, apart from the question of the struggle for rights, there was also the independence of women, as many husbands prevented the beneficiaries to attend the courses provided by MDS, but without success, because with the purchasing power of money, that setback was useless. Thus, the husbands are now recognizing the importance of valuing and respecting their wives, encouraging them to attend courses, and especially to help the family. "

The coordinator said that "CGU goes straight to the house of the person (beneficiary) and go there to check (monitor) if found irregularities are able to have their benefit canceled." The municipal coordinators are also responsible to oversee, block and even cancel if there are irregularities in the register, such as a family not updated your data after 24 months.

Another aspect was asked about the food value for money based on the table of the DIEESE and the ceiling value of the Bolsa Família. For the coordinator, "the prices of basic food and utilities are high and makes it clear that a family can not be sustained with the Bolsa Família, but rather use it as a supplement." According to the coordinator, "Bolsa Familia is actually an addition, it does not come to replace the family income." With this consideration, the family income is coupled with the benefit to be able to acquire the goods and services necessary for their living.

For the coordinator is positive that kind of cash transfer policy: "this investment could be higher, but with other criteria with a more rigid investigation." For her, there had to be a careful investigation, abolishing self declaratory as true without evidence and information when filling in the Single Registry and make a tracing of CPF in the databases of federal revenue, making sure that the person has formal jobs or credit as microentrepreneurs, to ascertain the veracity of the information.

Another issue raised was related to political issues, the new colonel of the figure, the halter to vote, practice used by politicians to win votes through the Bolsa Família. According to the coordinator, "Here in Singapore it does not exist, people are very aware." Something positive, because even the politicians themselves, most do not use this approach to intimidate the beneficiary voter, because they already know that regardless of which party wins, the Bolsa Família is a law, a citizen's right. In Aracaju it is very important to raise awareness of families to the new colonel of extinction in buying votes, which today vote conscious and fearless. However, according to Yolanda reports of its meetings in the municipalities in the state, this factor is still very striking, in which political stated that the Family Grant has been granted for it. In fact, in Aracaju, the coordinator has full assurance that this kind of political alienation is no more, because from the beginning has been building through social work, the citizens' rights awareness and rescue these families from poverty condition. It is both the capital of users give a "show" of citizenship when it comes to know their rights and fight for them. Another important factor for said Yolanda is the most active participation of the Federal Government to encourage both coordinators in their relief work as the meetings to ascertain, in general, the work of coordination of capital.

#### 4.3 The beneficiaries' opinion

The interview with the 49 beneficiaries was to know the interviewee and how they administer the benefit amount. Let's look at the results in TABLE 4.

Table 4: Beneficiaries' profile

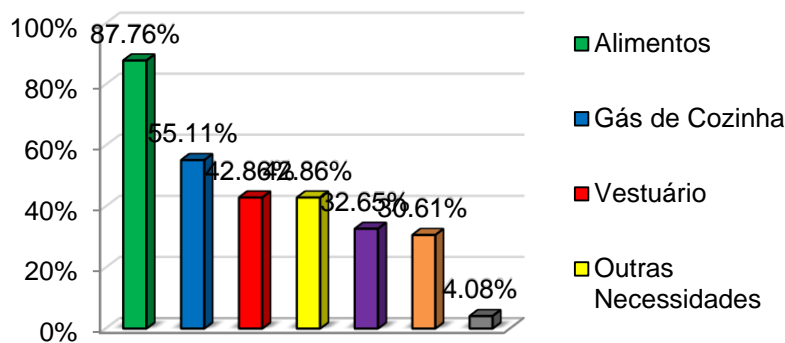
Beneficiaries profile			
	Min	Max	Med
Age	23	52	38,71
Children < 18 anos	0	5	2,12
Children > 18 anos	0	5	2,02
Time of Bolsa Família Program (ages)	1	16	6,33

Authors (2015).

Regarding age, one can see that both young and older people are beneficiaries and all are mothers. By relating the average age at the time of use, it is notable as there is a great dependence on the family purse with users because the average was more than six years of use, taking into account that the program is active for ten years. It concludes that the number of new users and even families who left the program is too little. In relation to other data, the number of children the average showed that each family has two adult children and two minors. However, all users have children living in the same house, both of varying age, or both together.

As expected, the survey revealed that most of the beneficiaries are female, since the law give preference that mothers are responsible for the benefit. However most of them are single mothers, not formally married or just live with your partner.

Second, the results of the second part of the interview are related to the central theme of research on how it is administered the value of the Family Grant and what needs met by the benefit. Let's look at the results in GRAPH.1  
 Graphic 1: Priorities of Bolsa Família

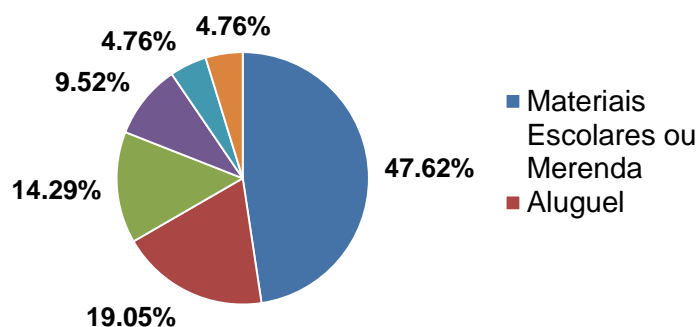


Legend:  
 Priorities of the benefit / Food, Gas, Clothes | Authors (2015).

Beneficiaries mainly invest the value of the Bolsa Família an already planned in the design and law conditionality: the power. About 90% of respondents say they use the benefit of the money to buy the home of food, as a safer and often the biggest source of income. The second largest use was related to cooking gas. How is interconnected to the first place, the food, and is part of the old social program, Aid-gas, so getting the kitchen gas would be in the conditionalities required by the program, by also being a basic need. The dress was third foray need for some beneficiaries. This item can be accepted as conditionality, because being an indispensable product in people's lives, taking into accounts that are poorest citizens.

However, also in third place needs, many beneficiaries used the money to meet "other needs." Based on research, the other needs outside of the basic requirements were provided school supplies that might be accepted in the conditionalities until retirement payment (INSS), which is not feasible considering the real purpose of the program. Research has shown that many users use the Bolsa Família for purposes that decouples the issues related to social assistance. If the program meets the population is in poverty and extreme poverty, so it is appropriate that its purpose is primarily meet the most basic needs of citizens such as food, basic health, access to education and housing. The description of these items is in GRAPH 2.

Graphic 2: Other things



Legend: Scholar material, House rent  
Authors (2015).

According to the graph, several other investments are made with money from the Bolsa Familia. Only the first and third item, respectively school supplies and invest in children may be considered. The other addition to not belong to a conditionality, fleeing the real objectives of the assistance program and overloads just a project of the federal government, all responsibility to meet the needs of citizens.

The food was the most important priority in the use of the Bolsa Família, as provided for in conditionalities. Families prefer to ensure the benefit amount in the purchase of food products, because it is a fixed income that ensures families the safety of this, do not miss. However, research shows that the second priority is precisely "Other Needs". Something out of schedule, because considering conditionalities such as food, health and education were expected that the priority was maintained in the remaining needs or other related to the basic family expenses. Part of the Bolsa Família users use their benefit at cross purposes to the program law and invest the money for other purposes than the basic needs of human beings.

The Third was paying bills such as water and electricity. The reason is the importance of keeping up to date with the payment of services that are essential to humans. So the fact that a fixed monthly income if the family income was little to pay these accounts, was used the value of the benefit in paying them. The fourth, also linked to the program's conditionalities, it was the "Remedies". The drug to treat an illness is critical to the care of the health of citizens, therefore, following the same logic of security, the remedy was a priority in the use of Bolsa Família, becoming priority, if the family income lacked. The "Gas Cooker" and the "Apparel" were respectively in fifth and sixth position of priorities, and before, these same were second and third. The reason for this is because the length of the kitchen gas and do not have the need to buy clothes every month to family members. No one makes priority use of program income to "Investing in Business".

All users stated that it is not enough to live the value of the grant to support a family. As the chart shows, only 4% of beneficiaries said "Yes" but did state that the exception only satisfies some needs, you cannot live only with that income. The opposite claim, about 95.92% of respondents claim that the program is only a supplement the family income, it is important, but questioned what could be better paid and more to meet the needs of most citizens.

The eighth question, he was a statement explaining the changes and impacts that Bolsa Família has had on the recipient. It was unanimous; all respondents said the program helps the family positively changing for the better. One such change is sure to have a fixed income every month that ensures the safety of family income. The benefit also requires citizens to put their children in school and health care in the case of pregnant and lactating women, with the obligation to follow up the prenatal care. This certainty that the government contributes a little to supplement the income of the poorest families encourage citizens to seek more, not doing the Bolsa Família, your monthly income. Users claim that the benefit encourages citizens to seek more, not just settle for so little, because as has already been guaranteed that at least the power fail, it's up to him to work to ensure that other family needs are met for their work.

#### 4.4 The staff's opinion (CRAS)

The questions are related to working time in the program, time of profession and age, the result of personal data, showing an average, maximum and minimum values. Let's look at the results in TABLE 5.

Table 5: Professionals' profile

Professional's profile			
	Min	Max	Med
Age	26	56	36,16
Time of professional (age)	1	29	7,46
Time of job (age)	1	29	5,05

Authors (2015).

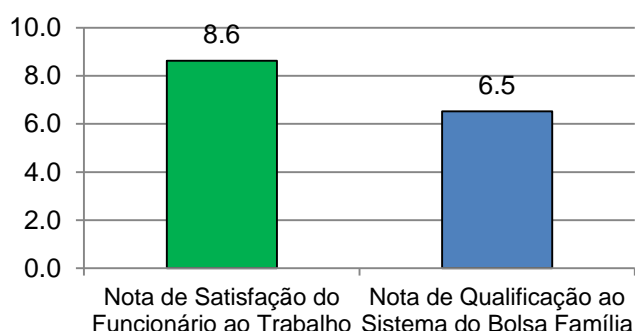
There is integration between new and experienced employees (minimum age of 26 and maximum of 56 years; mean duration of 7.46 years profession and working time in the PBF of 5.05 years). There were many professionals interviewed, not only social workers but also administrative assistants, psychologists, system operating agents, directors, officers and trainees.

The aim of knowing employee satisfaction with the work he performs is crucial to identify the quality of his plays in activities or find out which factors, external and internal, that discourages in their work.

It is not just the computer system also includes physical structures, supporting materials, quality of management and its functionality applied in society. Besides qualifying with notes, the official justified the reason for this, describing what he claims to be a problem.

The official attributed a score from 1 to 10 questions related to satisfaction with their work and the program of the system, being aware of the meaning of the notes, as shown in the legend (GRAPH 3).

Graphic 3: Grades



Legend:

Green: Grade of the employee satisfaction / Blue: grade of the qualification of the Bolsa Família

Authors (2015).

According to the chart, employees said they were satisfied with the work performed in the Program Bolsa Família and the profession practiced it. A positive and very important fact, because with employee satisfaction can be developed administrative activities more efficiently, implement social projects with the certainty of having a team capable and willing to do it. Regarding the statement of the Bolsa Família Program system, officials deemed it fair, claiming there to make many improvements in CRAS, the system computer networks and even own record. Although the impartiality attributed to note not disqualify the work done by professionals, for the coordination



and secretary. It is only to improve certain problems that hinder the work, such as improving the structures of CRAS and the supply of equipment and materials.

Also aimed to know how the employee is identified in their work, knowing the functions performed from office and analyzing the importance he attaches to its activities. The subjective nature of responses were positive. Unanimously, all employees said their functions, both in CRAS as in the office, are of paramount importance, especially as professionals, social workers, psychologists and managers.

Officials alleged problems in the physical structure of CRAS, reform and the creation of other centers is necessary to avoid large concentrations in one place only. Regarding security, in some places there is a lack of police to private security and because the insecurity of professionals. No need to hire more specialized professionals to serve more and better citizens. Labor issues as wage improvements and flexible hours were also cited. The lack of equipment and supporting material were among the most frequent. In managerial and administrative sectors the most common problems were linked to issues of the system itself, as two numbers NIS - Social Identification Number - equal within the system or problems related to the identification of twin children, ie some inconsistencies System register. Some practitioners claimed lack autonomy and irregular distribution of tasks, due to lack of professionals.

Unanimously, all said they were willing to perform their proposals if his idea was approved by the government. Among the proposals, the most common was to improve supervision in the registration of citizens and the more intensive support to families, definitely abolishing the self declaration by the citizen as undeniable proof. There must be documents to prove the veracity of the statements of users. Added to this intervention more supervision, the proposal to increase the number of staff, especially social workers.

Another issue raised was a deadline for the use of the benefit, in order to encourage users to seek independence and out-indulgence. Together with this proposal, another issue raised is the development of "exit doors" Bolsa Familia as secure jobs specifically for beneficiaries. Due to the injustice of those who receive the Bolsa, some officials have proposed ending the program and only provide those actually be the conditions required by law. However this proposal is more closely linked to surveillance issues the program.

Regarding the administration and the Bolsa Familia system, officials have proposed solutions to the problems mentioned in the previous question. They stated the need to reform the physical structure of CRAS to better behave professionals and beneficiaries, or if necessary create a new center with a more suitable and larger structure. Along with this request, issues related to the supply of materials and equipment, both to buy more of the maintenance of these.

## 5. CONCLUSION

The survey results proved to be legitimate use of the Program, in which about 90% of beneficiaries used for food and hence they also meets the requirements required by law, such as school attendance and monitoring of prenatal care, when there pregnant and lactating women. Even claiming not be an amount sufficient to cover all the family's needs, the study showed that without this aid, would be much more difficult for families to have better living conditions. Citizens prefer to receive some of Bolsa Familia, as it helps to supplement the family income.

The work also showed women's autonomy in the administration of family income. With them, the vast majority of carriers of card, the survey results showed that the benefit is used exclusively to meet the family's needs. The mother, as manager of the benefit, proved to dedicate more to the interests of the children and more interested in participating in training courses offered by CRAS. This financial independence from the mother brought more relevance to family interests and care home.

Regarding improvements in the program, it is important to point out the problems cited by employees and analyze them. First, the problems related to physical structures and the lack of material support to professionals should be solved with more investments to build or renovate centers and damaged structures and buy more products and support equipment, but better overseeing its good use. Second, labor issues, cited by some employees must be analyzed and, with no obstacles, are met. It is very important to keep the satisfaction that employees have with their work, but these issues can directly affect the performance of the professionals. There were no complaints about the leadership, but some professionals say they have no autonomy to develop some activities they consider important for the beneficiaries. Thus, with greater participation of the government in resolving these financial issues, you can keep this good work done by the secretariat.

The program related problems are also worrying. As seen in the survey, self declaration of information that the citizen pays the Single Registry should be abolished due to false descriptions that citizens makes of himself and

his family. You need to document this information and investigate with professional social work and supervisory bodies as IRS, the accuracy of the provided statements. On the misuse of money, placing chips on the cards can help both to determine specific values to invest in conditionalities required, but also to prevent its use in inappropriate places, such as bars and hotels. The idea is to ensure that the benefit is only used to meet the family's needs, therefore, to determine use of percentages in food, education, health and provide value for free use, can best contribute in monitoring and cardholder data retention .

Therefore, the Bolsa Família program should be developed and extended to the poorest citizens and extreme poverty. The work has shown that families use their advantage to more basic needs, demonstrating how important this aid in their lives. Although it is clear that the program needs to improve a lot in relation to these problems, they are targets of severe criticism and creating this negative image of the benefit. Despite these problems, the program has noble and clear objectives, managing to win the interest of several political leaders of the world, who want to fight hunger and extreme poverty in their country.

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