

# Chapter 157

## Social public policies and territory: Dimensions and impacts in the fight against social vulnerabilities

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### ABSTRACT

Since the construction and promulgation of our last Constitution in 1988, much has been discussed in Brazil about the implementation of social public policies at the regional and local levels, especially about the unprecedented forms of organization of the territory to meet the demands of society. In recent years, several researches and studies have been occupied with multiple themes attempting the construction of a conceptual theoretical framework (a social theory) capable of questioning, apprehending and understanding this new process of organization of the provision of public services. In this context, the Social Assistance policy established in the Brazilian scenario a set of actions in order to reduce the social inequalities existing in the most diverse territories of Brazilian cities. Nevertheless, in the last decade the territory has become one of the most important dimensions in the establishment of the organization of social public policies in Brazil, especially when it comes to the public policy of Social Assistance.

### 1 INTRODUCTION

The literature that discusses territory has in recent decades raised fundamental questions for the understanding of socio-spatial organization, however, it is in the theory of geographer Milton Santos that the definition of territory most used within the human sciences is found. The concept went beyond geographical science and became recurrent in other social sciences, such as anthropology, sociology, social work, economics and political science, especially when it comes to public policies.

In defining territory, Milton Santos establishes that the geographical space should be understood as a mediation between the world and national and local society, in which it is its use that makes it the object of social analysis, since it is in the territory used that social relations happen. In his words,

Considering this new scenario of national policy based on a rich bibliography produced on this subject, especially about the forms, roles and challenges of the territory, we note that there are still many issues to be studied and understood, especially when it comes to the implementation of a public policy that has in its organizational axes the territory as one of the central elements of its functioning. Thus, the objective of this work is to understand the dimensions of territorial organization for the effectiveness of social public policies from the implementation of the Unified Social Assistance System (SUAS) in 2005, focusing on the actions developed by the Ministry of Social Development and Fight against Hunger – MDS in the organization of the territory to meet and combat social vulnerabilities in the perspective of political-administrative decentralization. The applied methodology consists of qualitative and quantitative research methods, defining itself as a mixed methodology.

**Keywords:** Social Public Policies, Territory, Social Assistance, Social Vulnerabilities.

the territory is the ground and more the population, that is, an identity, the fact and the feeling of belonging to what belongs to us. The territory is the basis of work, residence, material and spiritual exchanges, and life, upon which it has influenced. When talking about territory, one must, therefore, understand that one is talking about territory used, used by a population (Milton Santos, 2003. p.46).

Nevertheless, there are several definitions that we can find about the territory, however, it is from the definition Milton Santos that the debate about this concept will intensify extrapolating the physical limits and seeking the human and hybrid dimension of the concept within the social configurations. That is, the debate begins to be established placing the territory not only within the political-territorial dimension defined by the Nation-State, but through the relations that are established within this State, above all, in the relations between society and the State (people, territory and government). In this way, the territory has a connotation of a living concept capable of transforming itself daily according to the use that people give it.

For the social scientist Sergio Schneider (2009), in his article "SOCIAL SCIENCES, RURALITY AND TERRITORIES: in search of new references to think about development", the concept of territory is ubiquitous, broad and can be applied in the different fields of social sciences, however, such a concept can be presented according to three main paradigms. The first seeks to define the territory from the interaction of humans with space that result in forms of use and transformation of space, spaces created, built spaces or transformed spaces. In this perspective the space is thought of in its instrumental and normative dimension, since a certain place can be demarcated and appropriated by those who have the ability to keep it under their custody and dominion. The second paradigm refers to the vision of those scholars who think of the territory from the relations between the immaterial, cultural and symbolic dimensions with the spaces. According to the author, "the territory reflects a social configuration that is situated at a point in space, which can be a group of young people who live in a certain urban environment or even a group of indigenous people who inhabit a portion of land" (p.30). In the last paradigm, the author asks that scholars of economics, planning and the geography of development work on the concept of territory associated with that of region often using it as a synonym.

In social work, the discussion about the territory has intensified in recent decades with the implementation of the National Social Assistance Policy – PNAS, which placed among its principles the territory as a strategic space in the guarantee of rights. Working with the perspective of Milton Santos, scholars in this area see the territory as a place of production and reproduction of social relations that through the existing demands enable the promotion and implementation of programs to guarantee social rights. Within this perspective Sposati (2013), reaffirms that the

territory is more than a locus, in the sense of defining a place, it is not something static like an address or a name. Although these attributes are part of the territory, their characterization occurs through experiences, meanings and relationships that construct individual and collective identities (p.06).

In this direction, Koga (2013), when discussing the institutionality of the territory points out that

if the territory of experience has its own peculiarities, singularities and dynamics, triggered and articulated by the different social actors, its configuration goes beyond the limits of formality or institutionality established by social policies, which usually govern their performance through administrative rules. Among these rules is that of territorial division, which delimits the piece of ground that belongs to each resident, according to what health or education policy, for example, determines as "area of coverage" (p.37).

Within these perspectives it is evident that the discussion about the concept of territory is not finished, mainly, because it is a concept that is linked to the dynamism of daily life and the relationships established by the different characters that make up the social structures. To speak of territory today is to express its hybridity and dialectic in the face of the historicity and applicability of a concept that is present in all areas of knowledge.

Thus, this essay proposes to understand the dimensions of territorial organization for the effectiveness of social public policies from the implementation of the Unified Social Assistance System (SUAS) in 2005, focusing on the actions developed by the Ministry of Social Development and Fight against Hunger – MDS in the organization of the territory to meet and combat social vulnerabilities in the perspective of political-administrative decentralization in Brazil.

## **2 PUBLIC POLICY OF SOCIAL ASSISTANCE AND TERRITORY**

The political-organizational dimension of the last years of the Brazilian government has focused forces on combating social vulnerabilities in order to end poverty and extreme poverty in the country. Many actions have been promoted over the years considering the axis of the territory as one of the organizational principles of the Unified System of Social Assistance – SUAS in the implementation of policies capable of achieving effectiveness with society.<sup>1</sup>

As Brazil is a multiple country in cultural and sumptuous diversity with approximately 8.5 million square kilometers of extension and an estimated population of 203 million inhabitants (IBGE, 2014), the main mission of the federal administration was to plan a policy that considered the physical and cultural aspects that gave rise to the social structures so heterogeneous of the Brazilian population. Nevertheless, the guiding principle of implementation was sustainable human development based on social development policy, food and nutrition security policy, social assistance policy and income and citizenship policy.

When thinking about the promotion and management of new programs and projects, the territory became a determinant in the organizational process of social policies. For, when evidenced its peculiarities, an innovative process of making public management would place efficiency and effectiveness as regulators

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<sup>1</sup> Or Sistema Único de Assistência Social (Suas) is a public system that organizes, in a decentralized way, the social assistance services in Brazil. Your model of management is Participatory. In 2005, its implementation process began, after having its implementation bases consolidated by the Basic Operational Standard of SUAS – NOB/SUAS. Among its functions is the Articulates efforts and resources of the three levels of government for the implementation and financing of the National Policy of Social Assistance (PNAS), envidirectly looking at national, state, municipal and Federal District regulatory frameworks and frameworks.

in the control of actions of the planning of actions in the social field. The territory, in the face of these prerogatives, begins to compose the legal instruments of the social assistance policy, such as Organic Laws, Resolutions and Guidelines of specific policies with definitions of how this should be treated by municipal, state and federal public administrations.

Sectoral policies such as education and health throughout the construction of their policies organize their services according to the territorial extension and the population to be served without considering the vulnerabilities existing within these spaces. This means that the territory for these policies is characterized as a borderline space for management and care of the population, that is, these policies consider the territory only as an area of coverage of technical teams and allocation of public equipment for population care.

Nevertheless, the social assistance policy since the construction of the Constitution of 1988 – CF/88 has sought to extrapolate the idea that the territory is restricted to an area of coverage, in which the number of inhabitants is more important than the collective identity of a given community. This change in the way of understanding what the territory would be intensified with the construction of the SUAS and, from 2005, with the struggle of the sociopolitical characters involved in this policy, the vision of the territory went beyond the idea of state intervention and began to be thought of as an articulating mechanism of the agents in the perspective of overcoming social vulnerabilities and improving the quality of life of citizens. Thus, when describing the territory, the Ministry of Social Development and Fight against Hunger – MDS emphasizes the idea that the territory is the space of social relations between the different subjects.

The territory represents much more than the geographical space. Thus, the municipality can be considered a territory, but with multiple intra-urban spaces that express different socio-territorial arrangements and configurations. The territories are spaces of life, of relations, of exchanges, of construction and deconstruction of daily bonds, of disputes, contradictions and conflicts, of expectations and dreams, which reveal the meanings attributed by the different subjects (BRASIL, 2008, p. 54).

In this way, the social assistance policy has designed its implementation planning having as the territorial characteristics. In the Organic Law of Social Assistance (LOAS, 1993) we have the territory as one of the central points for the construction of a system capable of guaranteeing social rights to individuals. For, through the knowledge of the territory this system seeks the guarantee of the rights of accessibility, universality, supremacy of meeting the needs over requirements of economic profitability and democratization of the most different channels of information on equipment, programs and criteria of concession with a view to the social protection of citizenship.

Regarding this relationship between State, society and the concept of territory, Dirce Koga (2002), says that

the territory has been an important element addressed in several experiences, not only from the point of view of the State, but also of society. This perspective also fosters the debate on social inclusion, citizenship, the democratization of information and the participation of citizens in the life of the city. For the territory, beyond the physical dimension, implies the relationships built by the men who live in it (. p.24).

In this direction, the territory is not only a space with borderline characteristics, but the space of daily experience of those who occupy it, brings its own characteristics of cultural identification and behaviors built through the existing reality. The sociopolitical subjects make it generator of singularities and their own dynamics that arise or change over time by constructing territorialities with specific characteristics within the territory. In this way, we can understand the territory as life happening in its different facets within the field of potentiality and sensitivity of those that makes it alive and dynamic.

When the territory and its territorialities are known, the space, which will be implemented any governmental action, requires a precise diagnosis, in order to identify the different vulnerabilities that directly influence the dynamics of both private and collective spaces, and to think about proposing solutions on a small scale and/or on a larger scale.

KOGA & NAKANO (2005), when discussing territory and public policies envision that public policies and, in particular, Social Assistance, have

the need to understand the particularities of each territory and incorporate the territorial approach in the formulation, implementation, monitoring and evaluation of public policies. Therefore, it is essential to think about the active potentialities of territories in the constitution of social and power processes and relations (p.68).

It is within this dynamism that the Basic Operational Standard of Social Assistance – NOB/SUAS presents the principle of territorialization as "the recognition of the presence of multiple social and economic factors that lead the individual and the family to a situation of vulnerability, personal and social risk" (p. 17). According to the MDS, recognizing the potentialities, vulnerabilities and risk areas of a territory is extremely important, especially for the planning of actions that meet the real need of the area covered by a social equipment.

SPOSATI (2009), says that territorialization.

it is a dimension of politics that presupposes the recognition of the heterogeneity of the spaces in which the population sits and lives as well as cultural respect for its values, references and habits. Its perspective is the insertion of the citizen and the maintenance of the expression of the individual. He also understands the identification of the effective living conditions of the territory where he lives with his family. Certainly, the level of quality of a territory can be a factor of protection and/or lack of protection (p.45).

Nevertheless, the author continues to warn that territorialization aims to

the knowledge of the real possibilities of the citizen, of his suffering, when he lives in a territory of precarious condition of life, but without a focus. The georeferencing of beneficiaries in a territory allows the approximation through the formation of groups, and territorialization also allows to locate the social assistance services in the face of the presence/concentration of demand (p.45).

Given this, it is necessary to discuss the presence of the State in guaranteeing rights. According to the CF/88, the federated entities (Union, States, Federal District and Municipalities) are responsible for guaranteeing citizenship and the dignity of the human person (CF/88, article 1, items II and III), through

the provision of services that enforce social rights, namely, security, protection of maternity and childhood, and assistance to the destitute (CF/88, art. 6) and the guarantee of social protection, through Social Assistance (CF/88, art. 203), to the family to maternity; the life cycle (childhood, adolescence and old age) and, in the latter case, with access to the benefit of a minimum wage; to people with disabilities (promotion, housing, rehabilitation, access to the benefit of a minimum wage) (SPOSATI, 2009. P.37-38).

Thus, when talking about State policy aimed at social protection in Brazil, it is necessary to understand that social security is distributed in three specific policies: social security, health and social assistance. And it is precisely within the scope of social assistance policy that the citizen is offered the largest number of non-contributory social protection mechanisms. In this case, the State assumes the responsibility of guaranteeing social protection to the citizen in order to generate security in their social life, financing the services offered through public financing through collections from fees and taxes, that is, these services are offered in public facilities such as Schools, Basic Health Units and the Social Assistance Reference Center – CRAS.

In this perspective, social protection goes beyond the institutional dimension to the extent that the State recognizes the needs, vulnerabilities and risks that an individual is exposed to placing him in the political field, since, until then, this was seen as an abstract mass, without recognition, without guarantees and without the presence of the State in his life. Social protection, legally recognized in the CF/88, detailed in the Organic Law of Social Assistance – LOAS (1993) and in the National Policy of Social Assistance – PNAS (2004), presents itself to the individual as an instrument of citizenship by building in the public policy of Social Assistance the character of protection of the fragilities/vulnerabilities proper to the life cycle; the protection of the fragilities of family life and the protection of human dignity and the fight against its violations.

According to the PNAS (2004), social protection is divided into two levels, Basic Social Protection and Special Social Protection. The first has as objectives

prevent risk situations through the development of potentialities and acquisitions, and the strengthening of family and community ties. It is aimed at the population living in a situation of social vulnerability due to poverty, deprivation (lack of income, precarious or no access to public services, among others) and, or, weakening of affective bonds – relational and social belonging (age, ethnic, gender or disability discrimination, among others) (p.33).

The second,

is the modality of care provided to families and individuals who are in a situation of personal and social risk, due to the occurrence of abandonment, physical and, or, psychic abuse, sexual abuse, use of psychoactive substances, compliance with socio-educational measures, street situation, child labor situation, among others (p.37).

Thus, as the PNAS and the LOAS define that Basic Social Protection has a preventive character and recognition of the demands existing in the territory, it attributes to this level of social protection the

dimension of guaranteeing protection to the social vulnerabilities that the individual is exposed, especially aiming at the provision of services that can make the individual have autonomy through the development of their potentialities and acquisitions while there is the strengthening of their family and community ties.

Nevertheless, Basic Social Protection is also responsible for the provision of survival security (income and autonomy), in other words, it is under its responsibility to directly combat poverty and extreme poverty, since the work of prevention and guarantee of social rights are within the services, programs and projects developed at this level of protection. Among the actions that seek to effect the right to income and autonomy are the Bolsa Família Program, the Eventual Benefits and the Continuous Benefit (BPC). These are the direct income transfer programs that will contribute to the process of eradicating poverty and extreme poverty in our country.

However, the Bolsa Família is an income transfer program linked to the offers of the social assistance policy composing part of the income security policy, one of the functions provided for in the PNAS. Its actions focus on improving the quality of life and ensuring the minimum income of families who are in poverty and extreme poverty. To be inserted in the program the family must be enrolled in the Single Registry of Social Programs (CADÚNICO), have per capita income of up to R \$ 140.00 reais per person. Being that the s families that have monthly income between R \$ 70.01 and R \$ 140.00 reais, only join the program if they have children or adolescents from 0 to 17 years. Families with a monthly income of up to R\$ 70.00 reais per person do not submit to age conditionalities and can participate directly in the program.

According to the data presented by the MDS, from June 2011 to February 2014, the Active Search work carried out by CRAS professionals identified and registered in CADÚNICO around 1,110,099 families in extreme poverty. These data also show that in March 2014 the program served around 14,053,354 families, and of these families 5,005,762 users received <sup>2</sup>benefits to overcome extreme poverty. In 2010, the IBGE, at the request of the federal government, carried out a work to identify the number of families that are on the margins of extreme poverty. The research showed that approximately 16.27 million people were in extreme poverty, which represented at that time 8.5% of the population – see table 1.

However, it was through the work of Active Search that it was possible to identify and register these families in CADÚNICO and recognize the singularities of the territory to which they belonged and to insert them within the social protection system organized by PNAS. These data show that the work carried out within the Basic Social Protection of taking the State through services to citizens, has been an important tool to combat social vulnerabilities, especially for the development of consistent actions of medium term that allow the change of the existing reality.

These services offered in Basic Social Protection are mostly developed at the Social Assistance Reference Center – CRAS. The CRAS are the main equipment of the SUAS and aims to ensure the basic

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<sup>2</sup> The Active Search is a government action that aims to bring closer and take or state apparatus at the citizen, locates Calling Includes Calling in Cadastro Único and updating the registration of all extremely poor families, as well as the referral of these families to the services of the social protection network.

social protection of individuals and their families within the territory of coverage in which it was installed, representing the direct access of families in situations of vulnerability to the services offered. The MDS began the installation of CRAS in 2005 aiming to allocate at least one equipment in each Brazilian municipality. This measure is due to the attempt to identify the different issues that make up the territories, since among the functions of these facilities is the territorial management of the social assistance network and the guarantee of citizens' access to social rights.

JACCOUD (2014), when discussing the recent learnings in the confrontation of social inequality, establishes an analysis considering the main advances in the PNAS, demonstrating the advances generated from the implementation of the income transfer policy, in particular, through the Bolsa Família Program, the implementation of the CRAS for the strengthening of the social protection system and the implementation of the SUAS, with its standardization by NOB/SUAS. In his words

The simultaneous and articulated process of implementation of Bolsa Família and SUAS can be analyzed in a double sense: as a partnership in the fight against poverty and situations of the most serious social vulnerability, and as an institutional construction, integrating and strengthening both initiatives. The SUAS offered both an institutional environment for the implementation of the Single Registry at the local level, as well as a direct interface with the beneficiary families, through its public teams and equipment – especially in the Reference Centers in Social Assistance (Cras). In fact, it is within the scope of the Cras and the performance of their teams that strategic actions of the Bolsa Família are carried out: registration and updating of families in poverty, monitoring of beneficiary families in non-compliance with conditionalities, inclusion of these families in social assistance services due to identified vulnerabilities. On the other hand, the Program provided the SUAS with great visibility among the most vulnerable public, while favoring the improvement of processes and the strengthening of the management of the system in the three spheres of government (p.642-643).

Nevertheless, COLIN, PEREIRA & GONELLI (2013), emphasize the importance of SUAS in combating vulnerabilities and administrative decentralization of social policies involving all federated entities, as well as the reach that the system has achieved within the national administrative structure, causing there to be a considerable increase in the decentralization of CADÚNICO and in the strengthening of participatory management established by NOB/SUAS. The authors consider that

Although recent, the implementation of Suas has achieved, in a few years, results and a capillarity that surpasses that observed in other social policies, and in June 2013, 99.7% of Brazilian municipalities were already qualified in the management of the system. The structuring of Suas has been fundamental to ensure the decentralized management of CadÚnico and PBF and the care of families in social assistance services and programs. The social assistance network has also played a central role in the active search of families, whether those not yet inserted in the CadÚnico, or those who already access the PBF and demand priority care due to the situation of vulnerability experienced (p.57).

Thus, the parallel established between the SUAS and the Bolsa Família, led to a series of specific demands within the PNAS, above all, in the equivalent of the ordering of preventive policies and eradication of poverty and extreme poverty. However, these demands constituted the challenge to be overcome by public administrations, because overcoming inequalities is not restricted only to the most vulnerable populations but also to other citizens.



In short, intersectoral articulation is the key for the process of implementing social policies to succeed, since the territory groups the most varied types of social problems that do not come only from the people who make up the most vulnerable classes. The next topic will demonstrate how the Basic Social Protection equipment, the CRAS, has helped in the identification of the peculiarities of the territory and in the reduction of social inequalities.

### **3 BASIC SOCIAL PROTECTION: ACTIONS TO OVERCOME VULNERABILITIES**

The entire process of implementing CRAS resulted in a coverage of 96% of the national territory by 2013. This means that the basic equipment of Basic Social Protection is managing to achieve considerable coverage in the municipalities, although it cannot be said that they are close to the vulnerable population identified in the active search process, since we often have their facilities in central places far from those who most need their services not meeting the provisions of Law No. 12,435, of June 6, 2011 which emphasizes that

§ 1º Cras is the municipal public unit, territorially based, located in areas with higher indices of vulnerability and social risk, intended for the articulation of social assistance services in its territory of coverage and the provision of services, programs and social assistance projects of basic social protection to families (Article 6 C).

However, if the municipalities are small I and II, the CRAS can be located in central areas, whenever this represents greater access for vulnerable families. This choice must be judicious and must take into account the existing reality, that is, this cannot be considered a rule, because the territories are quite distinct from each other and need a diagnostic analysis.<sup>3</sup>

This problem related to the installation of CRAS has been the focus of debate among professionals in the area. The place of installation of the equipment has raised issues of municipal management order, specifically, by the municipal administrations anchored in the premise that the CRAS when installed in central areas is easier to access and enable citizens to have access to other public services. In parallel to this, many professionals raise the issue that when installed in central areas the CRAS distances itself from its users and ends up inhibiting them from looking for the services offered. Considering that this discussion is still on the agenda and that there are no research results that prove the two dimensions presented, it is necessary to consider that in Brazil most municipalities are small, that is, they have less than 20 thousand inhabitants. And according to NOB/SUAS the municipalities in these conditions can only be co-financed by the federal government in only one piece of equipment until all Brazilian municipalities have been served.

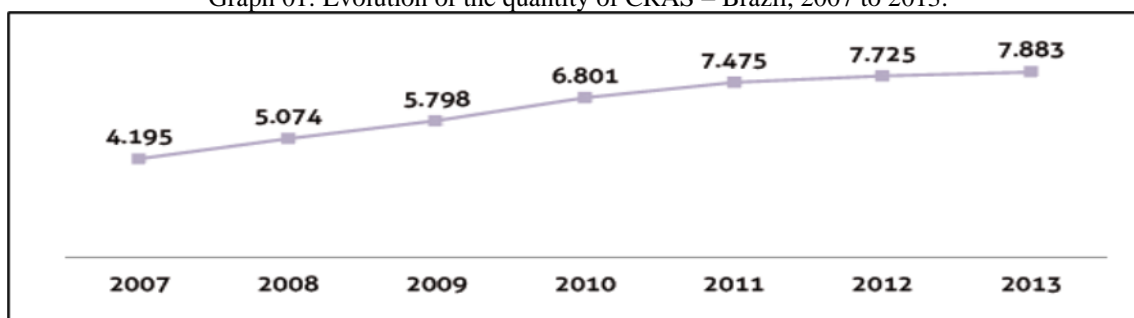
In this sense, when analyzing the rate of installation of CRAS in Brazil, it is verified that there is a considerable increase since 2007. According to the following graph – Graph 01, from 2007 to 2013 there

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<sup>3</sup> Small size I – up to 20,000 inhabitants. Small size II – from 20,001 to 50,000 inhabitants. Medium size – from 50,001 to 100,000 inhabitants. Large size – from 100,001 to 900,000 inhabitants. Metropolis – more than 900,000 inhabitants.

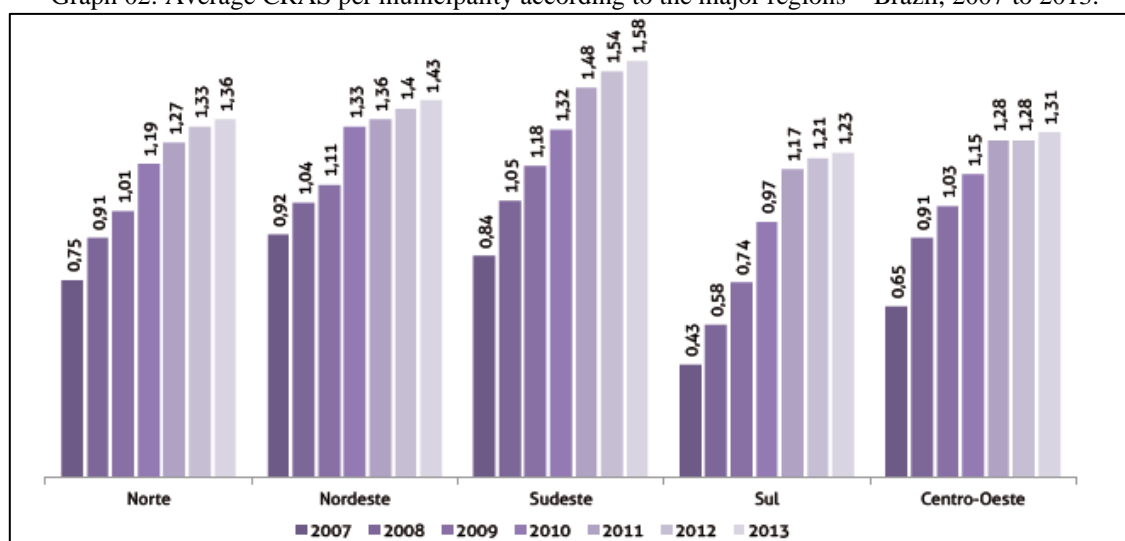
was a growth of 46.53% in the number of units, this in absolute numbers is equivalent to 3,668 units more than there were in 2007. These data presented by the SUAS Census 2013, demonstrate that in all regions of Brazil the growth of units has been in a balanced way, however, the South region is the one that has presented the lowest quantitative averages per municipality in all the years of the historical series (See Graph 02). The Census reveals that since 2011 all major regions of the Brazilian territory had an average of one CRAS per municipality.

Graph 01: Evolution of the quantity of CRAS – Brazil, 2007 to 2013.



Source: MDS, SUAS Census.

Graph 02: Average CRAS per municipality according to the major regions – Brazil, 2007 to 2013.

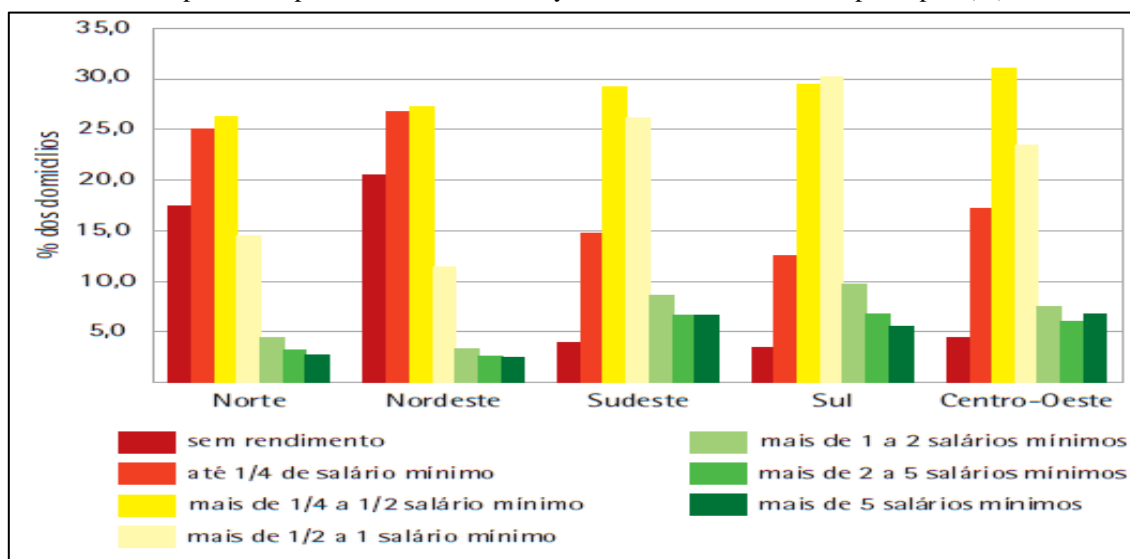


Source: MDS, SUAS Census.

Another issue that needs to be brought up for discussion is the dimension of extreme poverty and basic social protection. The data collected by the IBGE in 2010 reveal that the highest concentration of people in extreme poverty is in the Northeast region, which when compared to the total population 18.10% is in these conditions. Nevertheless, the South region has the lowest rate, that is, when comparing the total population with people in extreme poverty less than 0.1% of the population are in these conditions (0.002%). This may be one of the explanations, for example, for the South region to present a lower pace of CRAS installation than the other regions of the country since 2007. Nevertheless, this cannot be a finished explanation, since it is necessary a specific work that investigates in detail the reasons for the lower expansion of CRAS in this region.

By dividing the country into two major regions – 1st region southeast and south and 2nd region north, northeast and center west – the data presented show that the first region concentrates around 3.2% of its population in extreme poverty, while the second region has 14.45% of the total population. In absolute data we have in the second region around 12,825,704 people in a situation of vulnerability and risk equivalent to 6.72% of the Brazilian population (official count of the 2010 Census) – see data from table 1. Comparing the data of extreme poverty with the data of proportion of households, by classes of household income per capita – Graph 03, the north and northeast regions are the regions that present the highest index of households without income (extreme poverty) and income up to 1/4 of the minimum wage (poverty), while the south and southeast regions are the ones with the lowest indices in these categories. It is worth mentioning the Midwest region, which has the highest index among all regions of concentrated households in the income range of 1/4 to 1/2 minimum wage per capita. These data express that most Brazilian households are in the income bracket that needs preventive actions and direct policies so that the income growth rate continues to grow, this means that these people do not belong directly to the public of basic social protection, however, they need to be assisted with intermediate services so that they continue in the process of social ascension and leave the transition range.

Graph 03: Proportion of households, by household income classes per capita (%)



Source: IBGE, 2010 Census.

Another point that has been worked on by the MDS in basic social protection is the care of families living in rural areas and in riverside areas. To achieve these areas of difficult access, reference teams working within the CRAS were created within the Basic Social Protection. These teams consist of "an additional team that integrates a Social Assistance Reference Center (CRAS) in operation, with the objective of providing services in the territory covered by the aforementioned CRAS, to families referred to this CRAS" (MDS). This need to create these teams can be verified in the north and northeast regions where most of the families, who are in extreme poverty, are in rural areas. That is, areas to which the

presence of the State is given in a minimal way and as a result present great deficiency in the essential public services of protection of social rights such as social assistance, education and health.<sup>4</sup>

Among the actions adopted by the government to ensure the basic social protection of these remote areas was the purchase of speedboats for the displacement of technical teams to serve riverside communities. All boats are equipped with accessories for the services to be performed, such as: radio, tent, tables, benches and notebooks with internet access. By 2014, the MDS had already made 123 boats available to 123 municipalities with riverside communities.

Table 1: Distribution of the total population and population in extreme poverty according to Great Regions and household situation

	Total Population					
	Total	Urban	Rural	% Total	% Urban	% Rural
<b>Brazil</b>	<b>190.755.799</b>	<b>160.925.792</b>	<b>29.830.007</b>	<b>100,0</b>	<b>84,4</b>	<b>15,6</b>
North	15.864.454	11.664.509	4.199.945	100,0	73,5	26,5
Northeast	53.081.950	38.821.246	14.260.704	100,0	73,1	26,9
Southeast	80.364.410	74.696.178	5.668.232	100,0	92,9	7,1
South	27.386.891	23.260.896	4.125.995	100,0	84,9	15,1
Midwest	14.058.094	12.482.963	1.575.131	100,0	88,8	11,2
	Population in extreme poverty					
	Total	Urban	Rural	% Total	% Urban	% Rural
<b>Brazil</b>	<b>16.267.197</b>	<b>8.673.845</b>	<b>7.593.352</b>	<b>100,0</b>	<b>53,3</b>	<b>46,7</b>
North	2.658.452	1.158.501	1.499.951	100,0	43,6	56,4
Northeast	9.609.803	4.560.486	5.049.317	100,0	47,5	52,5
Southeast	2.725.532	2.144.624	580.908	100,0	78,7	21,3
South	715.961	437.346	278.615	100,0	61,1	38,9
Midwest	557.449	372.888	184.561	100,0	66,9	33,1

Source: IBGE. Preliminary universe of the 2010 Demographic Census. Elaboration: MDS.

There are several actions that have been implemented by the government to combat poverty and extreme poverty in Brazil, however, because it is a public policy these actions are still beginning to show results, especially because they are still in the process of implementation. Eradicating poverty and extreme poverty consists of measures that reach the heart of the problems, problems that are present in the socio-cultural construction of the territories, especially in the form of the relations established in these territories. To overcome vulnerabilities, in this case, the Basic Social Protection policy requires preventive actions and precautionary measures to accompany families, which is the greatest function of CRAS within the territories to ensure that families have access to social rights and protective measures of the State.

<sup>4</sup> Available in: <http://www.mds.gov.br/falemds/perguntas-frequentes/assistencia-social/psb-protacao-especial-basica/cras-centro-de-referencias-de-assistencia-social/cras-equipe-volante>, visit held on January 20, 2015.

#### 4 FINAL CONSIDERATIONS

Social policies have been the main focus of the last decade in Brazil. This is due to the government of popular bases that took over the federal government in 2003 and began a process of implementation of policies of a social nature and assistance to marginalized families, above all, basing its government program on the effectiveness and citizenship and sustainable human development.

There are several actions developed for the eradication of poverty and extreme poverty, concomitantly, the citizen care policies developed by PNAS through the CRAS became the articulating axis between the other policies. This is due to the extensive work of active search and recognition of the territory before the applicability of some service. The CRAS as an instrument of rapprochement between State and citizen made the federated governments recognize the need to work on the origins of the vulnerabilities within the territory. However, this recognition does not mean that issues of social vulnerabilities will be on the agenda of government agendas as priorities, above all, that governments will allocate budgetary and human resources for social security policy to be executed.

Thus, having a legally guaranteed policy does not mean that its effectiveness will occur at the three levels of government. What happens with the social assistance policy is that even with more than 25 years of institutional guarantee as a citizen's right through the CF/88, its real implementation as a public policy has been established since 2005 with the consolidation of SUAS. That is, its public policy cycle is still in the phase of implementation and monitoring of programs that were already being developed, such as Bolsa Família.

Nevertheless, even though it is in an initial process as a public policy, the PNAS has been able to present satisfactory results in the face of the existing problems in the territory. Even though it is a principle of the PNAS, it has not yet been seen by several professionals as a mechanism that generates solutions, in other words, the territory is still seen only as an area of coverage and limitation for care and service offerings. This vision weakens the development of the basic social protection system and makes the public service offered residual and punctual, causing it not to achieve effectiveness and effectiveness, which, consequently, can be observed in actions without continuity and without the systematic monitoring of the social development of the community in which the public apparatus, CRAS, is installed.

In this direction, the territory when known by public agents not only presents all the problems but also makes notes of possible solutions to the existing conflicts, because it is the relations established by the various characters that enable the knowledge of the needs, of the needs that must be solved by the public power. As the representative of the State has this vision of the territory, its planning actions will not only be outlined in the short term, in the case of the planning of actions for basic social protection, for example, they will be thought of in a period in which the accompanied family is not inserted in the services only while it is vulnerable, but also, after his journey as an autonomous citizen in order to avoid and prevent this family from needing the state subsidy for their social maintenance again.

Thus, social public policies are in a gradual process of construction and implementation. It is known that much has already been done to reduce the impacts caused by social vulnerabilities in the country, however, the measures to combat social problems must be continuous and general care of the population, since basic social protection should be for all those who inhabit a territory, especially because they may not directly need the protective measures to guarantee the social rights offered by the government, but they suffer the impacts of a vulnerable territory and without the presence of the State.

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