His Excellency JIM YONG KIM
President of the World Bank
Washington, DC
United States of America

Subject: Letter of Development Policy

Mr. President,

This letter presents the Program for Inclusion and Socio-Economic Development in the State of Bahia, Phase 2 (PROINCLUSÃO II).

The project is aimed at continuing to strengthen the key programs of the Government of Bahia related to social and productive inclusion, developing social, physical, and institutional infrastructure with the aim of achieving sustainable growth, and strengthening territorial planning and the government’s fiscal management.

We are requesting the support of the World Bank with these measures and financial assistance in the form of a Development Policy Loan. The loan resources, which we hope will be disbursed in a single tranche, will support the reforms and measures included in priority areas of our program, thus strengthening the execution of key programs.

THE STATE OF BAHIA

The State of Bahia occupies an area of 564,700 km², accounts for one-fifth of the country’s landmass, represents 6.6 percent of total national territory, and 36.6 percent of the territory of the northeast. Most of Bahia is in the semi-arid region. This region covers 391,600 km², equivalent to 69.3 percent of Bahian territory. The population of the State is 14.29 million—79 percent are Black and 51 percent are female, with young people representing 19 percent (PNAD 2012).

Bahia is one of the most diverse states in our Federation. In the myriad areas in which a territorial area is assessed, Bahia appears as a social, cultural, economic, and environmental mosaic. Our state has the greatest biomass and its people have rich and varied backgrounds derived from the mixing of the traditional peoples of pre-colonial Brazil with slaves from African countries and immigrants who came from various countries of the world at different points in our history (Portuguese, Spaniards, Italians, and Japanese, among others).
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In this heterogeneous space occupied by these various ethnic groups with different individual and collective skills, different forms and patterns of use and occupation have solidified over time. These differences, along with discriminatory public policies, have led to a state with inequalities, with a high concentration of economic and social activity in the metropolitan region of Salvador (which accounts for 50 percent of GDP and is home to 25 percent of the population) and a few pockets of affluence on the south coast, in the western part of Bahia, and the northern part of the state. Over time, our rich diversity has morphed into our history of inequality, which is manifested in poverty.

The Government of Bahia is willing to tackle and eliminate the main obstacles to development by promoting social inclusion. To this end, it has been implementing a series of key social, economic, and territorial development policies aimed at identifying thematic priorities determined on the basis of the local situation, with the aim of achieving balanced and sustainable development in the regions. Initiatives include a territorial development policy which, from the outset, recognized the existence of 26 Territórios de Identidade as a unit for planning purposes, reflected in the regional approach to the multi-year plans for 2008-2011 and 2012-2015 (with the latter having 27 Territórios de Identidade). Both were prepared in a participatory manner. In addition, other instruments were introduced to develop this policy, such as support for the functioning of Colegiados Territoriais (political area and equal territorial representation in all territories), support for the formation of public intermunicipal organizations, creation of a State Council for Territorial Development (CEDETER), and the drafting of ecological/economic zoning, among others.

In 2011, the Government of Bahia implemented PROINCLUSÃO I, financed by the IBRD and focused on twelve themes that were consolidated into three components: (i) social and productive inclusion, covering the topics of education, health, social and productive inclusion, gender, crime and violence; (ii) infrastructure for sustainable development, covering the topics of transport and logistics, housing and urban development, and disaster risk management; and (iii) strengthening planning and public management, covering the topics of public management, financial management and human resources, tax administration, and public private partnerships (PPPs).

The results were positive—in the area of education for example, the goals in the Agreement concluded with Municipalities (Pacto com os Municípios) were met one year ahead of schedule. Currently, 373 municipalities in Bahia are participating in the Agreements. In the area of health, the state policy related to basic care was published and produced tangible results in the reduction of infant mortality and strengthening of the state system of regulation and investments in training and communication for more than 400 professionals working in the areas of gynecology, obstetrics, and neonatology. In the areas of productive inclusion, the Vida Melhor program, which is aimed at promoting productive inclusion and operates in a coordinated and decentralized manner, covered more than 200,000 family farmers—one-third of persons engaged in family farming in Bahia, with assistance being provided to gain access to such programs as the PAA (food acquisition...
program) and the PNAE (National School Feeding Program). In terms of gender, the establishment of the Technical Board for the State Agreement to Combat Violence Against Women represents a step forward and with that the strengthening of the State Network to Combat Violence Against Women. In the area of public security, the implementation of the anti-crime program (Pacto pela Vida) led to a new model of citizen-focused policing. In addition to infrastructure investments, the public security model now covers such issues as the payment of public security workers, equipment, guidance, technical and psychological training, and the information network that will guide citizen-focused police training and guarantee human rights.

The progress made with implementation of PROINCLUSÃO I, particularly in the areas of education, health, gender, and crime and violence prevention is encouraging us to continue the activities implemented aimed at expediting this process and, seeking the assistance of the World Bank as a partner in implementing activities targeting social and productive inclusion, developing social, physical, and institutional infrastructure with the aim of achieving sustainable growth and strengthening public sector planning and management, specifically, the fiscal strengthening of the state by improving fiscal management, achieving efficiency in public expenditure, and improving the management of the special social security system for public workers, strengthening the gender and racial equality promotion policy, and bolstering the territorial development policy.

Assistance is being sought through the granting of a Development Policy Loan (DPL) in the amount of US$400 million and possible technical project assistance.

The main policies and programs for which assistance is being sought are set forth in Bahia’s 2012-2015 multi-year plan and are as follows: (i) 101: Bahia Saudável (healthy Bahia), (ii)102: strengthening basic education; (iii) 112: Vida Melhor; (iv) 113: anti-crime program (Pacto Pela Vida); (v) 117: promotion of racial equality; (vi) 118: traditional peoples and communities (TPC); (vii) 119: combating violence against women; (viii) 120: independence of women; (ix) 142: planning and strategic management; and (x) 141: fiscal management. These are presented in two pillars that cover the following areas:

Policy Area 1 – Public Management

This area targets the democratic management of the multi-year state plan. To this end, we are seeking to implement a public sector reform program focused on fiscal sustainability and strengthening the policies of transparency, efficiency, and participation in developing and implementing public policies and programs. In this regard, the lines of action are (i) fiscal management, (ii) public sector management reforms, (iii) establishment of a framework for planning and territorial governance, and (iv) affirmative action policies to promote opportunities for access by women and afro-descendants to public services.
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I) Fiscal Management

In the area of fiscal management, state modernization has enhanced transparency. The innovations introduced include the Law on Access to Information that took effect in May 2012, providing citizens with streamlined access to information on state operations. The general Ombudsman received close to 7,500 requests and responded to 97 percent of these, and the tracking and description of expenditures proved decisive in guaranteeing improvement in the delivery of services and active work on the part of the state. Through the Compromisso Bahia program, R$883 million was saved over a six-year period. Regularity and fiscal balance served to guarantee improvements in credit capacity for new investors in the state.

However, development must be accompanied by improvements in the legal system. State revenue needs to be increased and the state’s fiscal space expanded to finance the improvement in public services and to improve the critical analysis done of budget execution, audit systems, and revenue forecasting.

Given the importance of the initiatives to support fiscal sustainability, the Government of Bahia has selected the Tax Credit Recovery Program (Programa de Recuperação de Créditos Tributários RECRED) for assistance under PROINCLUSÃO II.

II) Public Sector Management Reform

In the past seven years, the Government of Bahia has improved its management. In terms of public service, this includes the (i) expansion of its public service network (SAC) by 87 percent and guaranteed coverage in smaller municipalities. Between 2007 and 2012, 59 million persons received service; (ii) public competitions were held for positions in the areas of security, education and health, and 27,181 public workers were hired between 2007 and 2012; (iii) personnel policy was strengthened, the salaries of public workers were realigned and 17 public service occupational/career groups were restructured; and (iv) social security management was reorganized through the implementation of a new centralized model. The Government of Bahia created a social security management unit—the Office of the Superintendent for Social Security (SUPREV). It restructured the former Public Workers’ Social Security Financial Fund and created a new Social Security Fund known as BAPREV. These two funds had a budget of R$4.7 billion in 2013 covering 108,000 beneficiaries in the State Social Security Fund, including insured persons and dependents.

However, much remains to be done. In the area of social security, decision-making processes need to be developed by implementing increasingly rigorous mechanisms to monitor payments to pensioners and economically inactive persons and to identify different recurring errors. Also, the improvement in salary negotiation mechanisms is an area that needs to be regulated. In the area of personnel management, the regularization of indigenous teachers was an obstacle. To address this, in 2011, the indigenous teacher
career for Bahian public teachers was created (Law 12.046). Among other things, it assigned indigenous teachers to indigenous school districts, guaranteed their right to participate in the preparation of specific curricula and programs for indigenous schools and to provide bilingual instruction by teaching the ethnic language of students as a second language in communities where Portuguese is used as a first language. With the establishment of the career path, the obstacles related to the turnover in and skills deficiency of indigenous teachers, reflected in instruction quality scores for minorities, should be minimized. Furthermore, this will create a meaningful professional career path for indigenous teachers, with continuing education that will have a positive impact on the quality of indigenous education. Additional complementary strategies for the implementation of these policies include the development of key activities to assess school infrastructure, contextualized teaching materials, Internet access, and a program leading to an indigenous intercultural diploma.

In addition, the state undertook discussions on the adoption of worker performance criteria. In this regard, a Police Performance Award (Prêmio por Desempenho Policial PDP), linked to the achievement of state goals agreed upon in the context of the anti-crime program, was introduced. These goals pertain to the reduction, throughout the state, of intentional lethal violent crimes (ILVCs). This is awarded only if the state exceeds the goal. This initiative seeks to encourage improvement in the public services provided to citizens by incentivizing public security workers.

This, taken together, encouraged the Government of Bahia to put forward the following actions for assistance under PROINCLUSÃO II: (a) establishing regulations governing indigenous teacher careers and hiring indigenous teachers; (b) improving the management of the social security system through technical cooperation with the State audit office as well as the implementation of payroll auditing with the aim of eliminating recurring errors identified.

III) Territorial Planning

In the area of territorial planning, the state councils are fully functional, especially with a view to establishing the State Council on Territorial Development (CEDETER) which, along with the 27 Territorial Development Organizations (Colegios de Desenvolvimento Territorial CODETERs), is responsible for managing territorial policy, establishing spaces for agreement, making proposals, building consensus, and monitoring, from a social standpoint, public policies in the Territórios de Identidade. However, institutional weaknesses in the territorial entities that represent civil society and the absence of the legal framework governing territorial policy are being detected. Both CEDETER and the CODETERs need to be more representative (incorporate important civil society groups that are not included) and active, primarily in supporting the multi-year plans (PPAs) in the territories in such a way as to relay information on the execution of front-line programs and thus contribute to the State Planning System and the improvement of public policies.
With regard to multi-year plan BA 2012-2015, government planning tools are included in the Planning and Strategic Management Program. Its aim is to ensure the effectiveness of public policies by fostering sustainable development and increasing trust and social participation. This program is aimed at strategic approaches related to (i) planning that involves social participation, (ii) promoting territorial development through territorial planning, ecological/economic zoning, and strategic environmental assessment, (iii) promoting the establishment of public municipal organizations, and (iv) promoting national and international technical cooperation partnerships and attracting public and private investment. Its responsibilities include (1) planning and coordinating state policy on zoning and sustainable territorial development with a view to expanding the mechanisms for social participation in the management and integration of public policies, (ii) strengthening municipal management for the gradual improvement in quality and productivity with respect to meeting the demands of the population, expanding the effective scope of public policies, and (iii) promoting dialogue and citizen participation in the formulation of the multi-year plan and in policy monitoring.

The understanding that the planning and territorial governance process must be implemented and institutionalized led the Government of Bahia to select the Draft Law of Planning and Territorial Governance for assistance under PROINCLUSÃO II. The hope is that this will strengthen territorial development policy and that the territorial issue will figure more prominently in the 2016-2019 plan and will be established on the basis of the local situation. Added to this is the hope that local linkages will be strengthened with a view to reducing regional inequalities.

IV) Affirmative Action Policies

The promotion of affirmative policies that foster equity in order to reduce development disparities is of critical importance in a state such as Bahia. Despite the fact that Blacks account for 80 percent of the population, they have the lowest levels of access to education, health, water and sanitation, and justice services. They are also the victims of religious intolerance and racial discrimination.

This difference in access can be expressed quantitatively (PNAD/IBGE, 2012) in (i) education—5 percent of Blacks are college educated while 11.6 percent of non-Blacks are; and in the case of the completion of basic education, the figure for Blacks stands at 29.1 percent and for non-Blacks, at 31.9 percent; (ii) water—82 percent of Black residences are covered while non-Black coverage is 82.9 percent; and (iii) in parliament—Blacks are significantly underrepresented; only 2.9 percent of the positions are filled by Blacks while they account for 51.9 percent of the Bahian population.

The multi-year plan BA 2012-2015 sets forth the affirmative action policies developed by the government through programs aimed at implementing targeted activities that complement universal policies with a view to addressing and minimizing the social
inequalities, discrimination, and prejudice that still persist. These include (1) Promotion of Racial Equality and the Protection of Rights, the aim of which is to reduce racial inequality and improve living conditions by expanding and implementing policies geared toward inclusion and equal opportunities for Blacks. The commitment is to (i) manage policies aimed at promoting racial equality in a state context; (ii) combat racism and religious intolerance by establishing intersectoral links between public entities and civil society organizations; (iii) promote and link intersectoral strategies to support implementation of the comprehensive health policy for the Black Bahians; (iv) promote anti-racist education in public schools; (v) promote access by the Black population to new information and communication technologies; (vi) approve and implement the State Statute to Promote Racial equality and Combat Religious Intolerance; and (vii) encourage the municipalization of public policies aimed at fostering racial equality; (2) Sustainable Development of Traditional Peoples and Communities, aimed at reducing racial inequalities and improving living conditions by expanding and implementing policies aimed at inclusion, sustainability, and equal opportunities for traditional peoples and communities. The commitment is to (i) promote sustainability and improve the quality of life of the traditional peoples and communities (TPC) targeted, with emphasis on the recognition, strengthening, and guarantee of their territorial, social, environmental, economic, cultural, and religious rights; (ii) empower the remaining Quilombo communities by creating conditions for the development of policies and projects that benefit these communities through the promotion of partnerships and dialogue with political and financial entities; (iii) expand access by the remaining Quilombo communities to social and infrastructure public policies; (iv) promote the socioeconomic and cultural development of PCTs by expanding and implementing policies aimed at achieving their inclusion, sustainability, and equality, while safeguarding and expanding the benefits of biodiversity, with emphasis on the production of scientific knowledge and the valuing of traditional knowledge; (v) promote improvement in the living conditions of the traditional peoples while respecting their ethnic characteristics and cultural diversity; (vi) promote, preserve, and value African-inspired religions; (3) Confront Violence Against Women with a view to combating all forms of violence and the trafficking in women and guaranteeing comprehensive care for women who are victims of violence. The commitment is to (i) promote comprehensive care for women in situations of violence; (ii) promote the full protection of women with weak or broken support systems, so as to help defend their rights and protect them from threats and assault; (iii) promote the dissemination and strengthening of the instruments to protect the rights of women in situations of violence; (iv) foster respect for sexual rights and address sexual exploitation and the trafficking in women by encouraging the debunking of the myths, stereotypes, and repression associated with this harmful conduct; (v) ensure respect for human rights and better conditions for women in the prison system; and (4) Women’s Independence, which is aimed at promoting the economic and financial independence of urban and rural women through their productive and social inclusion, so as to expand citizenship participation through access to rights and to goods and services. The commitment is to (i) promote the eradication of the
feminization of extreme poverty in Bahia by actively seeking female-headed households that are still excluded in order to facilitate their access to the Consolidated Register [CadÚnico] of the Bolsa Família Program and to the tools that promote their food and nutritional security and social protection; (ii) promote the autonomy of women, taking into account gender, class and racial inequalities by developing actions that contribute to changes in the current gender division of labor, with emphasis on poverty eradication policies; (iii) encourage the socio-productive inclusion of women in rural, urban, and periurban areas who live in a state of poverty; (iv) strengthen the policy of comprehensive health care for women, seeking to improve their health conditions and protect their specific identities linked to issues of race, ethnicity, generation, sexual orientation, and women with disabilities; and (v) promote the establishment of an integrated state management system for women, in order to guarantee intragovernmental linkage and encourage social participation with the aim of supporting government decisions.

The understanding that affirmative action policies must be implemented and institutionalized in various public policy areas led the Government of Bahia to select the Statute on Racial Equality and Combating Religious Intolerance in Bahia (Estatuto da Igualdade Racial e Combate à Inolerância Religiosa na Bahia EIR) for assistance under PROINCLUSÃO II.

The EIR seeks to guarantee Blacks effective equal opportunities, defense of individual, collective, and various rights and actions to combat discrimination and other forms of racial and religious intolerance. Through this instrument, it is hoped that Blacks will be guaranteed equal opportunities for access to such services as health, education, culture, work, and justice, among others. Its structure entails specific topics and establishes guidelines in different areas. For example, in the health area for the Black population, a system is being established to measure the incidence of the most prevalent diseases among Blacks and to combat institutional racism. In education, a system of equal opportunity has been established for young Blacks in public schools, including technical training, and also includes the guarantee that the history of Africa will be a regular part of the school curriculum.

These initiatives strengthen the actions underway, such as implementation of the Network to Combat Racism and Religious Intolerance, which is aimed at publicizing cases of racism and religious intolerance, in addition to offering legal support to victims. Of the network’s members, the mission of the Centro de Referência de Combate ao Racismo e à Intolerância Religiosa Nelson Mandela (Nelson Mandela Referral Center for Combating Racism and Religious Intolerance) (Pelourinho-Salvador) is to receive, consider, manage, and refer all racial discrimination and/or religious intolerance complaints.

Policy Area 2 – Social and Productive Inclusion

The focus of this pillar is to address access inequalities by Blacks and women to the social and productive inclusion policies. These inequalities were created and have been
perpetrated for a long time. To this end, policies and projects that are considered pivotal were selected for assistance.

I) Education

Bahia has made progress in education over the last decade. For example, under the program All for Literacy [Todos pela Alfabetização TOPA] more than 1 million people learned to read between 2007 and 2013. However, despite this improvement and success in meeting the targets set by the National Institute of Education Studies and Research [Instituto Nacional de Estudos e Pesquisas Educacionais INEP], its Basic Education Development Index [Indice de Desenvolvimento da Educação Básica IDEB] is still below the desired level. Education development has been impeded by a number of factors: the state’s size, its regional differences, the number of its people living in poverty and extreme poverty, its large population of traditional peoples and communities (TPC), and the absence of curriculum guidelines that take indigenous and Quilombola cultures into account, together with insufficient promotion of these cultural values in the traditional curriculum.

The indigenous population numbers more than 37,000 (IBGE, 2010) and comprises 22 different ethnicities. Of Bahia’s indigenous people over 10 years of age, 17 percent are illiterate, almost double the national average for Brazil as a whole (9 percent), and only 4 percent speak their native language—compared with a national average of 37 percent. A total of 7,562 of state’s indigenous households are on the rolls of the Bolsa Família program, and more than 80 percent of them are living in extreme poverty. The state and municipal networks have allocated 102 school places specifically for indigenous students. Bahia has the largest Quilombola population in Brazil. The Bolsa Família program has enrolled 29,621 Quilombola households in Bahia, of which 80 percent are living in extreme poverty.

The education policy implemented by the Bahia government places priority on improving the quality of education, which is the subject of four programs under the multi-year plan BA 2012-2015: (1) The first of these programs is Basic Education Strengthening, with emphasis on guaranteeing student access, keeping them in school, and ensuring that they learn, while at the same working to reduce failure, dropout, and truancy rates. The program is committed to: teaching all children up to 8 years of age to read and write and eliminating school illiteracy; (ii) strengthening basic education while at the same time guaranteeing that subjects related to African, Afro-Brazilian, and indigenous history and culture are taught, as well as issues related gender and sexuality, ethnic-racial identity, special needs, and human rights; (iii) expanding access to integral education and increasing the time and space devoted to education; and (iv) placing value on education professionals and promoting their training in a range of areas. (2) The second program, Young Adult and Adult Literacy and Education, focuses on reducing illiteracy and providing education for young people and adults. The commitment is to: (i) expand literacy activities for young people, adults, and the elderly based on the conviction that literacy is a right that does not expire with age; and (ii) ensure schooling for those who were not able to study at the usual age. (3) The third program, Professional Education, seeks to strengthen and expand the availability of professional education in order to keep pace with the socioeconomic and environmental development of Bahia’s territories and promote the insertion of citizens into society and the workforce. The commitment is to: (i) guarantee the preparation of young
people for their integration into society as citizens and their incorporation into workforce through mid-level technical and professional training integrated into subsequent mid-level education programs; (ii) ensure education for those who could not study at the usual age through professional training courses integrated into the basic and intermediate curriculum in coordination with federal and state programs aimed at generating work, employment, and income; (iii) strengthen educational inclusion through professional education for workers and populations traditionally deprived of this opportunity; and (iv) expand access to integral education through professional training programs. (4) The fourth initiative is Higher Education in the Twenty-first Century, designed to strengthen the higher education system through the implementation of public policies that promote scientific, technological, and cultural development, including its incorporation in ethnic identity-based territories. The commitment is to: (i) guarantee the effectiveness of purpose-directed activities in state universities through qualified management, thus ensuring that the institutions uphold standards of scientific and academic excellence; (ii) expand and strengthen extension programs and activities in state universities; (iii) promote scientific, technological, and cultural development; and (iv) guarantee that the population of Bahia has access to quality higher education by increasing the number of places available at the undergraduate and graduate levels, among other approaches.

These programs are intended to guarantee the right to learn for everyone. With this goal in mind, they seek to improve the quality of education at different levels, with emphasis on the importance of preparing professionals in the fields of education, finance, and democratic governance, while at the same time creating the conditions that will ensure that students in public education institutions remain in school.

The understanding of the need to develop a specific strategy for reaching out to the indigenous and Quilombola populations led the state of Bahia to identify policies for strengthening indigenous and Quilombola education, to be supported under PROINCLUSÃO II. To improve the quality of indigenous and Quilombola education, it will be necessary to adopt an education regulatory framework for these peoples and define specific curricular matrices that recognize their cultural activities. In order for these people to preserve their identity, it is essential to incorporate elements of their culture into the formative process as the basis for the development of specific curricula and education programs.

In addition, it is essential to regularize the career path for indigenous teachers and to select indigenous teachers to fill positions in indigenous schools. This will make it possible to structure a program that will guarantee a meaningful professional career path, including continuing education, with benefits that will improve the quality of indigenous education. Additional complementary strategies for the implementation of these policies include the development of key criteria to assess school infrastructure, contextualized teaching materials, Internet access, and a program leading to an indigenous intercultural diploma.

II) Health

The last ten years have seen progress in Bahia in the area of health. The life expectancy of the Bahia population rose from 65.8 years in 2000 to 71.97 years in 2010, with an increase in the population of older persons from 6.99 percent to 8.7 percent. These indicators reflect the health policy implemented by the Government of Bahia.
The aim of this state-level universal health policy is to provide basic, intermediate, and high-complexity health care with quality and equity for all citizens. Under Bahia’s multi-year plan BA 2012-2015, health is provided within the framework of the Bahia Saudável [Healthy Bahia] program. This program proposes integrated, cross-cutting public health policy measures that go beyond the prevention, care, and recovery of patients.

Commitments under the plan include: (i) expanding efforts to promote and protect health and prevent disease and other health challenges within the Unified Health System [Sistema Único de Saúde SUS]; (ii) strengthening basic care; (iii) ensuring and qualifying access to medicines through progress in fulfilling SUS policy on pharmaceutical care; (iv) promoting integrated care throughout the life cycle by implementing services that address the needs identified in generational health policies in the SUS; (v) promoting equity and the humanization of SUS health care for people who have historically been excluded, discriminated against, and/or stigmatized; (vi) expanding the population’s access to quality intermediate and high-complexity services within the SUS with prompt resolution of cases; (vii) implementing the maternal and child care service network in SUS-Bahia, with measures that effectively contribute to improved living conditions and the reduction of mother and child morbidity and mortality; (viii) promoting integrated care for persons with mental illness and/or users of crack, alcohol, or other drugs in SUS-Bahia; (ix) expanding, qualifying, and humanizing the emergency and urgent care network in SUS-Bahia; (x) strengthening SUS-Bahia through greater social engagement in health issues, democratic and participatory management, and expansion of channels for dialogue with society; (xi) improving quality in SUS-Bahia by modernizing and strengthening management mechanisms and expanding its scientific, technological, and productive foundation; and (xii) reinforcing policies on work management and health education with a view to qualifying and humanizing management and care practices in keeping with the principles that guide the SUS.

In partnership with the Federal Government, more than R$16 billion was applied in this area. The investment in the Family Health Program [Programa Saúde da Família PSF] was increased by 99 percent, with implementation of more than 493 new units, and investments were made in the hospital network as well, including the construction of five new hospitals.

In addition, the period saw more specific discussions about the health of Blacks, who constitute the largest population group in the state. It was noted that the epidemiological profile of this population has special genetic characteristics and living conditions that make for differences in patterns of illness, treatment, and death, including early and discriminant mortality. Their health problems include cardiovascular diseases and chronic degenerative diseases such as hypertension, diabetes mellitus, and sickle cell anemia, among others. Some of these illnesses, such as sickle cell anemia—for which 1 in 650 Blacks has the trait and 17 of those who have the trait develop the disease—have few symptoms and are difficult to diagnose. And it happens that the people who are most vulnerable to them are the ones who have the least access to specific treatment.

It is therefore necessary to take steps to address and break down institutional racism, introduce a focused approach to management that respects sociocultural differences, implement epidemiological monitoring from a racial perspective, and take any other
needed initiatives to guarantee a greater degree of equity in realizing the human right to health promotion, disease prevention, care, treatment, and recovery from communicable and noncommunicable diseases, including those that are more prevalent in this population group. These actions have been spelled out in the state’s policy on health for the Black population.

Other serious public health problems in Bahia are teen pregnancy and childhood mortality. In recent years, with social policies such as the Bolsa Família program and the requirement to meet its health and education criteria, there has been considerable expansion of child health coverage in the state, including compliance with the vaccination schedule, which has led to a reduction in childhood mortality. However, even though the numbers have improved, they are still higher than the rest of Brazil. In 2012, the maternal mortality rate in Bahia was 50.3 per 100,000 live births. Similarly, even though teen pregnancy declined in recent years, the levels were still quite high in 2012: nearly 23 percent of pregnant Bahian women were between 10 and 19 years old, and 15 percent of them lost their babies. It is increasingly important to implement coordinated measures, with linkage between the health and education sectors, to reach this population with health information and provide specific, territory-based care.

Recognizing the need for greater progress in providing health for the Black population and addressing the problems of teen pregnancy and childhood mortality, the Government of Bahia has chosen the state’s policy on health for the Black population and its actions to address teen pregnancy and neonatal and postneonatal child mortality for assistance under PROINCLUSÃO II.

III) Public Security

The problem of violence, 80 percent of which is concentrated geographically in 20 municipalities of Bahia that have high indexes of Black youth, led the Government of Bahia to create the anti-crime program [Pacto pela Vida] under the multi-year plan BA 2012-2015. Symbolic of a new model of public security policy, this program focuses on guaranteeing the rights to life and citizenship and the human rights. It is being implemented with coordinated actions aimed at prevention, community policing, social inclusion and citizenship, and a process of consensual governance. Its commitments include: (i) improving the prevention and repression of violence through community police actions focused on priority areas; (ii) implementing police actions integrated through democratic management of the public security system, including the use of smart technology to make a strategic difference; (iii) strengthening management of the Bahia public security system through administrative restructuring and upgrading of its institutions; (iv) promoting training programs and cultivating an appreciation of the value of the public security professional, with emphasis on citizen policing, to improve the quality of the services provided; and (v) guaranteeing the protection of life, physical integrity, and assistance for victims of violence and witnesses to crimes.

The results achieved so far include several specific steps forward, including; (i) establishment specialized task forces to set guidelines and sector-based policies for the reduction of rates of intentional lethal violent crimes (ILVCs); (ii) identification of the focus of concern in the 20 priority municipalities (which account for 80 percent of the
occurrences); (iii) expansion of the public security force with the addition of 11,377 military police, 766 civilian police, and 565 experts; (iv) reduction of ILVCs in the state by 7.8 percent in 2013, exceeding the target of 6 percent, with reductions of 10.8 percent in the capital city, 12.7 percent in the Metropolitan Region; and 5.5 percent in the interior of the state.

Despite these intensive efforts by the Government of Bahia, however, much still remains to be done. The numbers are clear when we analyze the data on vulnerable groups, especially young Blacks, women, and the lesbian, gay, bisexual, and transgender (LGBT) population. Black youth are the most socially vulnerable group and the one most exposed to violence. As of 2013, two out of every three victims of ILVCs in Bahia were between the ages of 18 and 29, and 91 percent were males. Addressing violence against Black youth calls for preventive actions linked to social policies in the areas of education, labor, culture, sports, health, access to justice, and public security aimed at expanding the rights of young people, combating social inequality, and guaranteeing rights.

The number of women exposed to violence in Bahia is one of the highest in Brazil. At 9 deaths per 100,000 women, Bahia’s rate of femicide (female deaths due to gender-based conflict) is the second highest in the country, surpassed only by Espírito Santo. The Violence Map for 2011 (incorporating data from 2008 to 2010) shows that four of the country’s ten municipalities with the highest rate of female homicides are in Bahia: Porto Seguro, in 3rd position; Simões Filho, 4th; Lauro de Freitas, 6th; and Teixeira de Freitas, 10th. Between 2011 and 2013, Bahia saw an average increase of 12 percent per year, from 32 women killed in 2011 to 40 in 2013, and the majority of these femicides were perpetrated by men (57 percent) and caused by firearms.

Changes in legislation, as well as public policies specifically designed to protect women—for example, the changes introduced in Law 11.350/06 (the Maria da Penha Law) and in the Penal Code in 2009—responded to rising trends in violence against women in the occurrences analyzed.

Bahia ranks in third place nationally for homicides in the LGBT population. The Annual Report on Assassination of Homosexuals (LGBT) for 2012, prepared by the Gay Group of Bahia, shows that the state accounted for 29 of the 338 LGBT homicides in Brazil in 2012, or 8.3 percent of all LGBT assassinations in the country.

These data emphasize the importance of formulating and implementing public policies focused on specific groups. And indeed, this scenario prompted the Government of Bahia to include public security actions to protect vulnerable populations, especially Black youth, women, and the LGBT population, under PROINCLUSÃO II.

The following specific actions were decided on: (i) supporting the Young People Alive Plan [Plano Juventude Viva] and establishing its board of directors (this plan calls for the prevention of violence by linking social policies in the areas of education, labor, culture, sports, and health); facilitating access to justice and public security in an effort to expand the rights of young people; combating racial inequality; and guaranteeing human rights; (ii) creating the Violence Prevention Superintendency [Superintendência de Prevenção à Violência SPREV] in the Secretariat of Public Security (SSP) with the mission to
coordinate and disseminate community policing in at-risk communities; developing protocols and offering support on the subject of human rights, including specific protocols for vulnerable populations (youth, women, the LGBT population, and older adults) at increased risk for victimization; and (iii) implementing the State Forum on Addressing Violence against Women in Rural and Forest Areas [Fórum Estadual de Enfrentamento à Violência contra as Mulheres do Campo e da Floresta], which is committed to providing care services for women in situations of violence without easy access to public services because they live in remote areas. The foregoing actions are all essential in order to address the challenges faced by these vulnerable populations.

IV) Productive Inclusion

The profile of Bahia’s population of 14.29 million is predominantly Black and female, with 79 percent Black and 51 percent female, with young people representing 19 percent (PNAD 2012). Of all the states in Brazil, Bahia has the largest population living in extreme poverty. In its economically active population (EAP), 42.4 percent of the workers are women, who also represent 41 percent of the employed EAP. Black persons, in turn, are 79.3 percent of the state’s EAP and 77.3 percent of the employed EAP. Only 38.8 percent of the 7 million workers have formal jobs, and women only account for 18.17 percent of these formal positions.

The policy of productive inclusion implemented by the state focuses on social integration of the poorest segment of the population, especially those excluded from the political sphere of citizenship. Some of the strategies used for this purpose are inclusion through consumption and production, especially through integrated approaches in which it is possible to implement inclusion in productive settings and ensure sustainable work and income for those whose only access continues to be the monetary allowance provided under the Bolsa Família.

The Bolsa Família program has been essential in this regard, offering minimum conditions for survival to people below the poverty line. Approximately 5.7 million Bahians, or 40 percent of the state’s population, receive benefits under the program. However, these income transfers have not been sufficient to actually transform the beneficiaries into people who are fully integrated into the working world and the sphere of citizenship.

In recent years, the Government of Bahia has invested heavily in measures to promote productive inclusion, food and nutritional security, and social protection and promotion for persons and households living under vulnerable conditions. So far, 89.4 million people have qualified, in addition to 66,700 youths under the Citizen Youth, Trilha SETRE/SEAGRI/SEDES, and PROJUVEM programs. Between 2007 and 2012, the number of households benefiting from the Federal Government’s Bolsa Família program increased 29 percent, thus enabling a sizable portion of the population to emerge from extreme poverty.

Under the multi-year plan BA 2012-2015, the Vida Melhor program works toward achieving socioproductive inclusion for Bahian men and women, especially those living in poverty and extreme poverty, who are registered in the Cadúncico database. The program fosters individual, collective, associative, and household entrepreneurship. The commitment is to: (i) promote the productive inclusion of CadÚnico families living in the
large cities of Bahia and ethnic identity-based territories; (ii) incorporate the state’s low-production populations through investments in social and productive infrastructure and the promotion of popular enterprises; (iii) increase the output and productivity of family agriculture through investments in the main productive chains; (iv) promote markets for family agriculture products in all the territories of Bahia; (v) promote productive projects for young people 16 to 29 years old from rural areas, traditional peoples, and women to help them generate income; (vi) support the development of sustainable aquaculture in the state taking advantage of existing hydric potential and promoting increased fishery production and the generation of jobs and income for riverine communities; (vii) foster the verticalization of production with a view to adding value to the final product of family agricultural businesses; (viii) promote the improvement of local micro- and small businesses through creation and maintenance of the productive inclusion program by one of its representatives, thus facilitating the development of public and private initiatives for this purpose; (ix) ensure the availability of Technical and Rural Extension Assistance [Assistência Técnica e Extensão Rural ATER] specifically adapted for family farmers; and (x) implement continuing technical and education programs for the agricultural and fishing sector to develop managerial, organizational, professional, social, and human competencies.

However, the differences in average income between the Black and non-Black population and between men and women, together with the underrepresentation of Blacks (30 percent lower) and women (11 percentage points lower) relative to the average representation in the EAP of Bahia continue to exist and account for inequalities. Only 38.8 percent of the nearly 7 million workers in Bahia have formal employment, and women hold only 18.17 percent of the formal jobs, even though there are more women than men in the general population. These numbers confirm that Blacks and women have unequal access to the labor market. When the indicators of education, condition of poverty, and income are considered, studies show that Bahian women, on average, have more schooling than Bahian men and they are in the absolute majority as heads of family in families living in poverty and extreme poverty, and yet they earn less than men. Moreover, the average income of women entrepreneurs in Bahia is 29 percent lower than that of men, and the income of Black women entrepreneurs is 33 percent lower than the average for the state.

The number of Black women with microbusinesses in Bahia continues to be much lower than desired. Of the nearly 145,000 microbusinesses in Bahia, 62 percent are owned by Blacks and their average income is 10 percent lower than that of non-Black microbusinesses (PNAD 2012). While Black men and women represent 77.6 percent of all individual entrepreneurs, they are only 59 percent of employers.

Improving the relative situation of women, Blacks, and other discriminated groups in society; overcoming extreme poverty and its related challenges; increasing opportunities for access to employment and work in order to guarantee a decent life—these are all changes that will enable economic growth to translate into less poverty, greater well-being, and social justice (OIT Brasil, 2013). They are also key elements of the Declaration on Fundamental Principles and Rights at Work and the Decent Work Agenda of the International Labour Organization (ILO).

As the first step in addressing inequality, a government must decide to place the subject on
the public policy agenda. And in fact, the Government of Bahia has opted to incorporate this initiative in PROINCLUSÃO II, the Draft Law on the Development of Entrepreneurism for Black Persons and Women.

The Government of the state of Bahia remains firmly committed to responsible fiscal management, especially in its program of reforms described above, and it hopes to obtain the fundamental and indispensable assistance of the World Bank through a Development Policy Loan to support the measures that have already been adopted and those that are in the implementation phase.

Trusting that the state of Bahia will continue its customary collaboration with the World Bank, we thank you in advance and reiterate the assurances of our highest esteem and consideration.

Sincerely,

[Signature]

JAQUES WAGNER
Governor of the state of Bahia