

*An Assessment of social
inclusion in SWM
in Brazil - Achievements and
Challenges*

Sonia Maria Dias

PhD student Human Sciences
(UFMG)

Consultant CETEC-MG

World Bank – Washington DC September
2007

The guiding question:

*What future do we want
to build in SWM?*

This?



Or this?

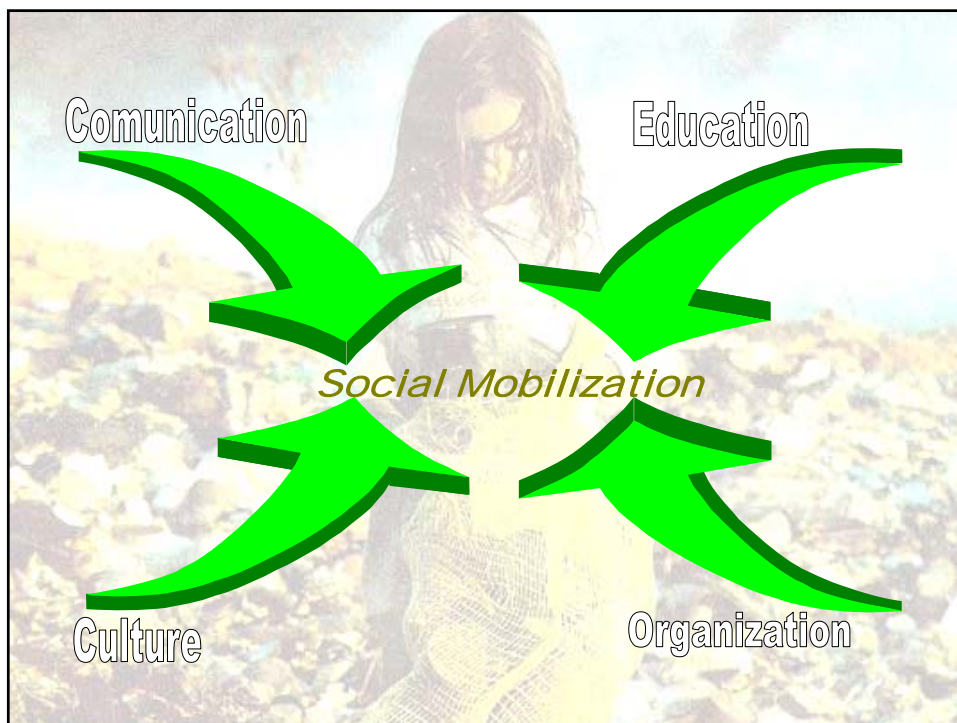


Demonstrative Projects

- Porto Alegre (South) and Belo Horizonte (Southeast) in the early 1990's: two municipalities with an integrated approach to solid waste management and organized waste pickers. Early partnerships between municipal govts and pickers' associations.
- UNICEF's pilot research projects (northeast) – withdrawal of children from work at open dumps.
- Projects led to the Waste & Citizenship Programme and then to the National Waste & Citizenship Forum.

The approach adopted

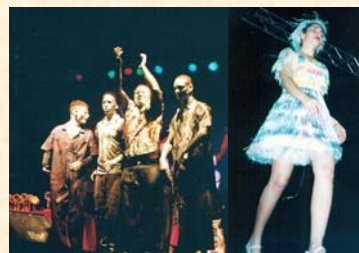
Social Mobilization to create an ethical constraint towards environmental and social degradation with the motto: – ***No more children in open dumps: everybody's help is needed.***





Waste & Citizenship Festivals

- Backing of the *Waste & Citizenship Festivals* in Belo Horizonte – a 4 days event organized annually by ASMARE convening pickers, public officers and NGO activists from all over the country.



Pickers as environmental agents



STRATEGY

- National alliance with leading organizations of the sanitation sector (from all sectors) towards eradication of open dumps and social inclusion: social mobilization process initiated through the Waste & Citizenship Programme with the campaign “No more children in open dumps”, under the initial leadership of UNICEF.
- This later on led to the formation of meeting points of public and private organizations and civil society – the **Waste and Citizenship Forums** (at national, state and municipal levels) in 1998.



Impacts on Public Policy – Federal Level

- The Ministry of the Environment and the Ministry of the Cities included as a **pre-condition for funding in the solid waste** field the **compliance to social criteria**, i.e. addressing pickers' issues in solid waste mgt plans.
- The Federal Government has invested from 2000-2002 up to US\$ 188 million on SWM projects. The Ministry of the Environment opened up, in 2003, a **special line of funding (US\$2,6 million) for pickers' cooperatives**.

Impacts on Public Policy – Federal Level

Break up of investments

<u>Institutions</u>	<u>2003 -2006</u>	<u>2007 -2010</u>
Ministry of Environment	R\$ 4.000.000,00	Not informed
Ministry of Social Development and Hunger Fight	R\$ 3.700.000,00	R\$ 2.500.000,00
Ministry of Labour	Not informed	R\$ 15.000.000,00 (2007)
Ministry of Health/FUNASA	R\$ 3.500.000,00	R\$ 16.000.000,00 (2007)
Ministry of the Cities	Not informed	R\$ 50.000.000,00
Ministry of Science and Technology	R\$ 4.280.000,00	Not informed
National Economic and Social Development Bank	-----	R\$ 30.000.000,00 (2007)
Bank of Brazil Foundation	R\$ 8.000.000,00	R\$ 3.500.000,00
Petrobras	R\$ 27.000.000,00	R\$ 10.000.000,00/year

Exchange rate: R\$2,00 - US\$1,00

Impacts on Public Policy – Federal Level

- For the first time the Brazilian Institute of Geography and Statistics (IBGE) included in the ***National Research*** on Basic Sanitation (PNSB) year 2000, aspects concerning the existence of pickers in dump areas.
- The National Information System on Sanitation started *collecting data on picking activities* from municipalities for its annual directory since 2002.
- **Study** - Ministry of Social Development showed that the cost for the generation of one job in the recycling chain for pickers is R\$ 4.000,00 (US\$2,000). It is even cheaper than job generated by land reform (R\$ 5.262,00).



Impacts on Public Policy – Federal Level

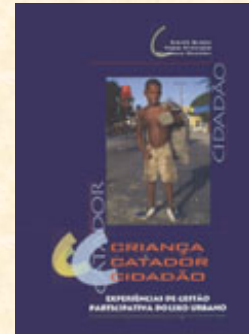
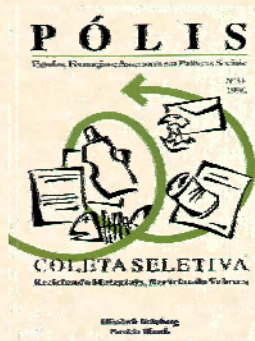
- Involvement of the Prosecutor's Office as a way to put pressure on mayors so that they can give priority to the issue.
- The **role of the Prosecutor is** to give a legal character to the commitment of municipalities to the question of waste disposal since the existing legislation makes clear a mayor can be held responsible for the existence of child labour at open dumps, which puts pressure on the municipalities towards eradication of open dumps and child labour.



Impacts on Public Policy – Federal Level

- **Creation of the Interministerial Group for Social Inclusion of Waste Pickers** (2003): composed of representatives of the Ministries of: Social Development; the Cities; Work and Employment; Education and the Ministry of Culture. **Goal:** to integrate actions for empowerment of waste pickers and street dwellers within the Federal Government. The representatives from the National Movement of *Pickers's hold regular meetings with this group.*

Impacts on Public Policy – Federal Level –advocacy kits



Impacts on Public Policy – Federal Level

- The Ministry for Development, Industry and Commerce in partnership with an NGO launched, in 2005, a ***national competition for social design*** with the purpose of development of carts better suited for the work of pickers. Contestants had to work closely with pickers' associations to achieve the goal of improving their working conditions.
- Approval of the National Sanitation Bill –PNSA (2006) – it has many articles that deals with social inclusion of pickers and gives ***legal backing*** for signing of contracts with cooperatives as services' providers.

Impacts on Public Policy – Federal Level

- **Social Fund** – Brazilian Bank for Economic and Social Development: credit line for pickers' coop/associations for *investment on infrastructure for operational support* (construction and/or improvement of warehouses; computing rooms; meeting places etc); technical assistance and capacity building; acquisition of equipments (for storing, baling etc).



President Lula launching the Social Fund – Dec. 2006

Impacts on Public Policy– Subnational Level

- **Minas Gerais State:** State Secretariat for the Environment has set out a *financial incentive* (ecological tax) *for the municipalities that support pickers' associations* and the eradication of open dumps.
- A Decree (DN 67) was passed on that makes the creation of *alternative projects for pickers*, mandatory for municipalities *when closing an open dump*.
- A comprehensive training programme was devised by the State Secretariat for the Environment on the principles of the waste & citizenship movement for the municipalities.

Impacts on Public Policy – Local Level

- **Belo Horizonte:** since 1993 partnership with ASMARE- its preferential partner in the selective waste collection: rental of warehouses, equipments, vehicle for collection, containers social projects.



- Since 2000 partnerships with seven other pickers' associations

Impacts on Public Policy – Local Level

- **Diadema** (southeast): system where the pickers get remuneration from the municipality for the services for collection of recyclables (a bill was passed in 2005 at the local parliament).
- **Londrina** (south)- two interesting features: the rental of warehouses for pickers is done by the municipality within a phasing out schedule to help future autonomy (1 year); privatization of household collection done in what is called global price (not based on the more waste collected more payment system).

Impacts on Public Policy – Local Level

- 43,5% of the existing municipal recycling programmes are engaged in some sort of partnership with pickers (Source: Ciclossoft 2006 -CEMPRE).



Complementary process – Social Corporate Responsibility

- Cooperation projects under way with pickers - as Wal-Mart's partnership with CAEC in the state of Bahia.
- **The partnership involves:** installing separated waste collection points for its customers, investment in the development of the CAEC via technical support and improvement of the cooperative's installations

Complementary process – Social Corporate Responsibility

Networks for bulk commercialization and/or processing of recyclables:

- CENTCOOP: with 15 organizations of the Federal District Brasília – bulk commercialization
- CATAUNIDOS: Asmare plus 7 organizations in the metropolitan region of Belo Horizonte - bulk commercialization and implementation of a recycling unit for plasticsmm. Supporte also from Governments and cooperation agencies.
- CATABAHIA (Bahia State)
- CATASAMPA (São Paulo)
- RICAMARE (Rio de Janeiro).

Challenges

- **Legal framework:** a need to deepen the debate of what is a subsidy and what is payment for service. A contract for payment of services is a sign of maturation as municipalities publicly recognizes the nature of work developed by pickers.
- **Trend of privatization** has meant less opportunities for the informal sector.
- To find niches in the privatization there is a need for **easy - to – understand tendering contracts** so that IS sector can really compete as service providers.

Challenges

- Research to **understand the universe of autonomous pickers**, identifying: how many are they; their work strategies; the number of middlemen operating in the cities and the conditions autonomous pickers tied to them are submitted to as to enforce abiding labour laws.
- Intensification of qualification of associations as economical actors.
- **Demand for a specific law for what we could call as grassroots cooperativism law – taxes are a burden to pickers' cooperatives**
- **Need to have a comprehensive evaluation on the existing Waste & Citizenship Forums** at state and municipal levels to understand whether its existence is really making a difference on the improvement of standards in solid waste management – in its environmental and social aspects.

Summing up Governments' role in strengthening IS: catalyser of processes

- Helping pickers form associations and/or cooperatives;
- Opening dialogue channels with informal workers within government's institutions and also encouraging other organizations to do so
- Coordinating different stakeholders involved in projects;
- Allowing access to recyclables;
- Giving incentives to cooperatives/associations and micro-enterprises as to enable them enter new niches;



Summing up Governments' role in strengthening IS: implementation of processes

- Providing infrastructure for sorting, baling and etc;
- Carrying out educational campaigns to help change the biased way the general public has towards the IS and also geared to segregation of recyclables;
- Elaborating legal framework that enables the establishment of partnerships;
- Offering, on regular basis, capacity building courses and incubation;



Lessons for generalization

- Nationwide social mobilization process is important to help overcome stigma associated to the IS and to create an ethical constraint towards their situation.
- Mechanisms for representation of pickers interests are important: cooperatives, associations, micro-enterprises.
- Meeting points of govts, civil society and private sector are important so that they can agree on an agenda of common work. Social mobilization might help "to seduce" govts and general public to the cause.

A background image showing a person with long dark hair, wearing a yellow patterned garment, standing in a field of tall grass or reeds. The image is slightly faded and serves as a backdrop for the text.

Lessons for generalization

- Without a feasible **economic strategy** recyclers are either condemned to poverty or to charity. So there is a need to strengthen their ability to “compete” in the SWM sector as reliable service providers, to diversify their activities, aggregate value to recyclables etc.
- Nevertheless, without a **social strategy** monetary gains derived from the transformation of recycling market will not alter the state of social exclusion they are submitted to. There is a need for social, political and cultural functions to be fulfilled by the pickers’ organizations.

A background image showing a person with long dark hair, wearing a yellow patterned garment, standing in a field of tall grass or reeds. The image is slightly faded and serves as a backdrop for the text.

Where are we now in Brazil?

- These 15 years or so engagement on this movement towards waste and citizenship created an ethical constraint on the issue of the existence of thousands of people living on sub-humane conditions as something that affects people’s ability to fully develop their human capabilities and, therefore, threatens Humans Rights.
- This lead to many initiatives from different levels of public sector, as well as significant contributions from other sectors.

Where are we now in Brazil?

- **Challenge ahead:** an effort is needed on the qualification of associations as economical actors to substantiate the environmental, economical and social sustainability of the recycling programmes run in partnerships with the municipalities...

And this calls for a
complimentary effort – pickers,
NGOs, public and private sector

