



MAX PLANCK INSTITUTE  
FOR SOCIAL LAW AND SOCIAL POLICY

## Social Law Reports

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# **Social Security in Brazil in the Context of a Change of Government**

Reported Period: 2022-2023

Cite as: Social Law Reports No. 4/2024

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Department of Foreign and International Social Law

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ISSN 2366-7893

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## CONTENT OVERVIEW

- 1. THE CURRENT ECONOMIC, POLITICAL AND SOCIAL SITUATION ..... 1**
- 2. EVOLUTION OF SOCIAL PROTECTION SCHEMES..... 2**
  - 2.1. PROMOTION OF EMPLOYMENT AND LABOUR MARKET PARTICIPATION ..... 2
  - 2.2. SOCIAL ASSISTANCE (MINIMUM INCOME SUPPORT) ..... 4
  - 2.3. OTHER BENEFITS AND SERVICES: VICTIMS’ COMPENSATION..... 5
- 3. HEALTH CARE SERVICE ..... 6**
  - 3.1. NEW TECHNOLOGIES..... 6
  - 3.2. DENTAL HEALTH CARE ..... 6
  - 3.3. ONCOLOGY CARE POLICIES ..... 7
- 4. FINAL REMARKS ..... 8**
- 5. REFERENCES..... 9**
- 6. SELECTION OF IMPORTANT MONOGRAPHS ..... 11**
  - 6.1. SOCIAL INSURANCE ..... 11
  - 6.2. HEALTH CARE..... 14
  - 6.3. SOCIAL ASSISTANCE..... 17

## LIST OF ABBREVIATIONS

ANVISA (Brazilian acronym)	National Health Surveillance Agency
CadÚnico (Brazilian acronym)	Unified Registry of Social Programs of the Federal Government
CONITEC (Brazilian acronym)	National Commission for the Incorporation of Technologies into the Unified Health System
COVID-19	Coronavirus Disease
DF	Distrito Federal
EC	Emenda Constitucional (Constitutional Amendment)
Ed.	Edition; Editor
Eds.	Editors
FAP	Family Allowance Program
FC	Federal Constitution
FGTS (Brazilian acronym)	Guarantee Fund for Length of Service (or Severance Indemnity Fund)
FIOCRUZ	Fundação Oswaldo Cruz
GDP	Gross Domestic Product
IBGE	Instituto Brasileiro de Geografia e Estatística
MPISOC	Max Planck Institute for Social Law and Social Policy
Org	Organizador(a)/Organizadores(as)
R\$	Reais (brasilianischer Real)

## 1. THE CURRENT ECONOMIC, POLITICAL AND SOCIAL SITUATION

This report deals with the evolution of social security in Brazil in the years 2022 and 2023. Before we turn to the evolution itself, a short account of the current economic, political and social situation of the country is provided.

The nationwide public health emergency caused by the coronavirus in Brazil was declared over on April 22, 2022.<sup>1</sup> Beginning in the second quarter of 2021, the number of deaths recorded as caused by COVID-19 declined sharply, and the decline consolidated in 2022 and 2023.<sup>2</sup>

The unemployment rate had reached a significant peak of 14.90% (15,257,000 people) in 2021, especially when compared to the rate of 8.5% in the first quarter of 2017, when Brazil was in a period of deep economic and political crisis, and the rate of 4.9% that the country had registered in the first quarter of 2012. After the end of the corona virus emergency, the rate dropped significantly, reaching 8.7% in the last quarter of 2022 and 7.7% in 2023.<sup>3</sup>

GDP development since 2021 has been characterised by growth, with more visible fluctuations in the first half of 2022 and 2023. In the second quarter of 2020, GDP reached about R\$1.75 trillion; R\$2.35 trillion in the fourth quarter of 2021; R\$2.31 trillion in the first quarter of 2022; R\$2.64 trillion in the fourth quarter of 2022; R\$2.58 trillion in the first quarter of 2023 and R\$2.74 trillion in the third quarter of 2023.<sup>4</sup>

The inflation rate registered 4.5% in 2020, reached a peak of 10.06% in 2021, and subsequently declined to 5.79% in 2022.<sup>5</sup> As to poverty rates, according to IBGE social indicators, the percentage of persons living in poverty, with up to R\$ 637 per month, fell from 36.7% in 2021 to 31.6% in 2022 (affecting 67.8 million people), whereas the proportion of persons in extreme poverty – those who had less than R\$ 200 per month – fell from 9% to 5.9% (affecting 12.7 million people), in the same period.<sup>6</sup> Improvements in the poverty incidence continued in 2023. A study by the Brazilian Inequality Observatory showed a significant drop in extreme poverty by 40% in 2023, most importantly among black women, who are the majority in extreme poverty.<sup>7</sup> World Bank data also evinced that the poverty rate in Brazil, measured at the USD 6.85 per capita per day poverty line, decreased from 23.5 % in 2022 to 21.5 % in

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<sup>1</sup> BRASIL. *Portaria 913, de 22 de abril de 2022*. Brasília, DF: Ministério da Saúde, 2022. Available at: <https://tinyurl.com/5n6n4st8>. Access on: February 29, 2024.

<sup>2</sup> Nearly 600,000 deaths in the second quarter of 2021, nearly 67,000 in the last quarter of 2021, just over 23,000 in the last quarter of 2022, and nearly 6,000 in the third quarter of 2023. Source: BRASIL. Ministério da Saúde. Paineis Coronavírus. Access on January 18, 2024.

<sup>3</sup> Source: IBGE - Pesquisa Nacional por Amostra de Domicílios Contínua trimestral. Access on January 22, 2024.

<sup>4</sup> Source: IBGE – Contas Nacionais Trimestrais. Access on January 22, 2024.

<sup>5</sup> Source: IBGE – Índice Nacional de Preços ao Consumidor Amplo. Access on August 15, 2024.

<sup>6</sup> Data released on 6 December 2023. Source: Agência IBGE Notícias. Available at: <https://tinyurl.com/mtvbys6h>

<sup>7</sup> BRASIL. Presidência da República. Secretaria de Comunicação Social. Available at: <https://www.gov.br/secom/en/latest-news/2024/08/extreme-poverty-in-brazil-drops-by-40-in-2023>. Access on September 20, 2024.

2023.<sup>8</sup> The reduction in poverty incidences in the reported period are explained above all by improvements in economic conditions and social protection policies such as the Bolsa Familia program.<sup>9</sup>

Although the per capita household average earnings increased in all strata of the population in 2023, inequality remained high in Brazil. The Gini index<sup>10</sup> of the per capita household real monthly earnings remained at 0.518, the lowest one in the time series and the same value as in 2022.<sup>11</sup>

The presidential elections in 2022, which were accompanied by a rhetoric of political polarization that has deeply marked Brazilian society in recent years and has also extended to social policy, are also an important contextual aspect to consider.

## 2. EVOLUTION OF SOCIAL PROTECTION SCHEMES

### 2.1. Promotion of Employment and Labour Market Participation

Although the public health emergency had ended in Brazil, the *Emergency Program for the Preservation of Employment and Income* (Programa Emergencial de Manutenção do Emprego e da Renda) was re-established as a possible measure in future cases in which the federal government declares a state of public calamity at the national, regional or local level. According to this program, it is possible for companies and employees to reduce the working hours or suspend the work contract with reduction of paid salary. To compensate proportionally the loss of income an Emergency Benefit (*Benefício Emergencial*) has been created. Teleworking, anticipation of vacations or holidays, collective vacations, special

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<sup>8</sup> WORLD BANK. Macro Poverty Outlook for Brazil (April 2024). Available at: <https://tinyurl.com/yc4juyf4>. Access on September 20, 2024, p 2, table 2.

<sup>9</sup> WORLD BANK. The World Bank in Brazil: Overview. Available at: <https://www.worldbank.org/en/country/brazil/overview>. Access on September 20, 2024.

<sup>10</sup> The Gini index measures the degree of income inequality, with rates close to zero indicating equality and rates close to one indicating inequality.

<sup>11</sup> Source: IBGE – Pesquisa Nacional por Amostra de Domicílios Contínua, acumulado de primeiras visitas, exceto 2020-2022, acumulado de quintas visitas, devido à pandemia de Covid-19. Access on August 15, 2024.

overtime compensation schemes are possible measures, and the employers may also suspend the payment of the Severance Indemnity Fund<sup>12, 13</sup>

The *Emergency Program for the Preservation of Employment and Income* is a result of the experience gained during the pandemic. Act 14,020/2020 established the reduction of working hours, the suspension of contracts, and an emergency benefit to compensate for the loss of income during the public health emergency. The remaining measures, such as teleworking and anticipation of vacations, were introduced by Provisional Presidential Decree<sup>14</sup> 927/2020.<sup>15</sup>

Act 14,437/2022 now includes measures for a wider range of emergencies beyond pandemics, such as climatic, geological, economic and accidental emergencies. The availability of these measures for specific regions or localities is a step forward as it provides an opportunity to focus on an infra-state or local level, although the federal government must formally declare an emergency and provide funding. The measures are conceived for situations of public calamity that partially or totally hinder the activities of the companies with effects on employment, income and economic recovery.<sup>16</sup>

Act 14,457/2022<sup>17</sup> establishes the so-called *Employ more Women Program*. The law allows employers to provide childcare reimbursement without including it as part of the employee's salary or using it as a basis for calculating social contributions. Another measure is to make working hours more flexible for childcare purposes. Possible flexibilizations include a home office, a part-time work regime, compensation for overtime work, 12 working hours followed by 36 consecutive resting hours, and the anticipation of vacations. Additionally, flexible start and end times for the working day can be considered.

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<sup>12</sup> Fundo de Garantia do Tempo de Serviço (FGTS): “The Guarantee Fund for Length of Service (or Severance Indemnity Fund) has the purpose of protecting workers laid off without cause. This protection is granted through the formation of a pecuniary fund that can be withdrawn by the employee in certain situations, such as when they are laid off without cause or get seriously ill.” See: SARLET, Ingo Wolfgang; BARBOSA, Jeferson Ferreira. Social Security in Times of COVID-19 in Brazil. In: BECKER, Ulrich; SEEMANN, Anika (Eds.). *Protecting Livelihoods – A Global Comparison of Social Law Responses to the COVID-19 Crisis*. Baden-Baden: Nomos, 2022, p. 49-74. Page 52, footnote number 10. Available at: <https://tinyurl.com/4kywemwh>. Access on: March 05, 2024.

<sup>13</sup> BRASIL. *Lei 14.437, de 15 de agosto de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/348h5wry>. Access on: March 05, 2024.

<sup>14</sup> „Provisional Presidential Decrees are norms that have the effectiveness of a law and are issued by the President of the Republic. They have a temporary effectiveness, must comply with the requirements of relevance and urgency, are subject to certain limits regarding their matter and must be converted into a law by National Congress.” SARLET, Ingo Wolfgang; BARBOSA, Jeferson Ferreira. Social Security in Times of COVID-19 in Brazil. In: op. cit., fn. 9.

<sup>15</sup> See: idem, p. 51 et seq.

<sup>16</sup> BRASIL. *Exposição de Motivos da Medida Provisória 1.109, de 25 de março de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/2vz3upnr>. Access on March 05, 2024.

<sup>17</sup> BRASIL. *Lei 14.457, de 21 de setembro de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/3ve9uiju9>. Access on: April 09, 2024.

It is possible for women to suspend their employment contract in order to participate in courses or professional qualification measures offered by their employers. During the suspension period, women will receive the professional qualification grant provided for in the act that regulates unemployment insurance (Article 2-A of Act 7,998/1990). Employers may offer a monthly compensation without considering it part of the employee's salary.

In Brazil, certain sectors of the economy are known as *Autonomous Social Services (Serviços Sociais Autônomos)*. Their task is to provide support to entrepreneurs and workers through qualification courses, social benefits, and assistance with professional and entrepreneurial activities (Article 15 of Act 7,998/1990). It is also possible for the *Autonomous Social Services* to offer free course enrollment opportunities if they sign a partnership agreement with the federal government. Women who are victims of domestic violence are given priority for the free enrollment opportunities (Article 16 of Act 7,998/1990).

Fathers can suspend their employment contract for the care of their children, to participate in their children's development, and to support the return to work of their wives after maternity leave. The suspension must include a professional qualification and Fathers receive the professional qualification grant provided for in the act that regulates unemployment insurance (Article 2-A of Act 7,998/1990). Again, in this case, employers can offer a monthly compensation without considering it part of the employee's salary (Article 17 of Act 7,998/1990).

## 2.2. Social Assistance (Minimum Income Support)

As reported previously, the Bolsonaro government replaced the *Family Allowance Program (FAP)* in August 2021 with a new support program called *Brazil Aid*.<sup>18</sup> The newly elected Lula government abolished the *Brazil Aid* Program and re-established the *FAP* with Provisional Decree 1,164 of March 02, 2023, which was converted into Act 14,601/2023.<sup>19</sup> This period of instability, with revocation and replacement of benefits, corresponds to governmental transitions in an environment of polarization.

The *FAP*'s goals include fighting hunger, helping to break the cycle of poverty reproduction, and "promoting the development and social protection of families, especially children, adolescents and young people in situations of poverty" (art. 3º, I, II e III, Act 14,601/2023). The financial benefits are: a) R\$ 142 per eligible person in the family, as a *Citizen's Income Benefit*; b) if the sum of the amounts received as *Citizen's Income Benefit* is less than R\$ 600, the family receives what is necessary to reach this minimum amount, known as the *Complementary Benefit*; c) R\$ 150 per child for families with children under the age of 7, as an *Early Childhood*

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<sup>18</sup> SARLET, Ingo Wolfgang. Social Security in Brazil: Redefining Minimum Income Support. In: *Social Law Report* No. 7/2022. Munich: Max Planck Institute for Social Law and Social Policy, 2022. p.10

<sup>19</sup> Art. 26. BRASIL. *Lei 14.601, de 19 de junho de 2023*. Brasília, DF: Presidência da República, 2023. Available at: <http://tinyurl.com/3bva3m8v>. Access on: February 02, 2024.



*Benefit*; d) R\$ 50, as a *Variable Family Benefit*, for families with pregnant women, nursing mothers, children between the ages of 7 and 12, and adolescents between the ages of 12 and 18 (Art. 7º, § 1º, I, II, III, IV “a”, “b”, “c” e “d”, Act 14,601/2023).

Family members must meet the following conditions, depending on the case: prenatal examination, compliance with the national vaccination schedule, nutritional monitoring of children up to 7 years of age, 60% school attendance of children aged 4 to 6 years, and 75% attendance of children between 6 and 18 years of age (art. 10, I, II, III, IV “a” e “b”, Act 14,601/2023).

The eligibility requirements are: Registration in the *Unified Registry of Social Programs of the Federal Government (CadÚnico)*; monthly family income up to R\$ 218.00 per person.<sup>20</sup> If a family already benefiting from the *FAP* reaches an income of more than R\$ 218.00 per person, it will continue to receive benefits for up to 24 months. However, in this case, the amount is reduced to 50% of the sum to which they would have been entitled. If the increase in income is more than half of the minimum wage per person, the benefits will stop immediately (Art. 5º, I, II e art. 6º, § 1º e 2º, Act 14,601/2023). By December 2023, nearly 21 million families had benefited from the program, with an average benefit of R\$ 653.24.<sup>21</sup>

### 2.3. Other Benefits and Services: Victims' Compensation

Act 14,717/2023 establishes a special pension for children and dependants under the age of 18 who are orphans of murdered women. The benefit is a minimum wage and cannot be combined with social security pensions.<sup>22</sup>

The background to this new regulation is the increase in the prevalence of violence against women in Brazil, with the incidence rising from 6.3% in 2021 to 11.6% in 2022<sup>23</sup>, and in the number of femicides<sup>24</sup>. In 2022, 3.5 women per 100 inhabitants were murdered inside their homes. The murder rate inside the home is an attempt to measure femicide, although the lack of specific registration makes it difficult to obtain an accurate figure.<sup>25</sup>

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<sup>20</sup> The income of R\$ 218 per person is less than a quarter of the minimum income, which was R\$ 1,320 up to May 2023.

<sup>21</sup> Source: BRASIL. *Portal Brasileiro de Dados Abertos*. Available at:

<https://portaldatransparencia.gov.br/download-de-dados>. Access on: February 12, 2024, by downloading the data file and reading/counting with the data analysis software “Power BI”.

<sup>22</sup> BRASIL. *Lei 14.717, de 31 de outubro de 2023*. Brasília, DF: Presidência da República, 2023. Available at: <https://tinyurl.com/e6xuvfw4>. Access on: April 09, 2024.

<sup>23</sup> CERQUEIRA, Daniel; BUENO, Samira (coord.). *Atlas da violência 2023*. Brasília: Ipea; FBSP, 2023. Available at: <https://tinyurl.com/2uvhupuu>. Access on September 20, 2024, p 41.

<sup>24</sup> In 2022, the murder rate against women was 3.5 per 100,000 inhabitants. However, due to an increase in the number of deaths of women with an undetermined cause and the potential for misclassification, the estimated number of murdered women per 100,000 inhabitants was 4.3 in 2022. CERQUEIRA, Daniel; BUENO, Samira (coord.). *Atlas da violência 2024*. Brasília: Ipea; FBSP, 2024. Available at: <https://tinyurl.com/azrz8dwp>. Access on Augst 20, 2024, p. 36.

<sup>25</sup> *Idem*, p. 40.

### 3. HEALTH CARE SERVICE

#### 3.1. New Technologies

Act 14,313/2022 mandates that the *economic evaluation* of new technologies in public health services be established through regulation. The evaluation indicators for *cost-effectiveness* and other criteria must be widely disseminated and transparent. It is possible to use technologies for purposes not approved by the *National Health Surveillance Agency (ANVISA, in the Brazilian acronym)* only with the recommendation of the *National Commission for the Incorporation of Technologies into the Unified Health System (CONITEC, in the Brazilian acronym)*, based on scientific evidence of *efficacy, accuracy, effectiveness, and safety*, and regulation through a Ministry of Health Protocol.<sup>26</sup>

Another new feature is the development of a digital *consumer medicine information* leaflet, which must be identical to the printed version that is still mandatory (Act 14,338, of Mai 11, 2022).

Act 14,510/2022 authorizes and regulates telemedicine in Brazil, which is defined as the modality of providing health services at a distance, through the use of *information and communication technologies*. The relevant principles of this regulation include, for example: (I) autonomy of the professional; (II) free and informed consent of the patient; (III) guarantee of personal service, if requested; (IV) digital responsibility and confidentiality of data.<sup>27</sup> Telemedicine is already a reality in the private healthcare sector, but it is not yet widespread and developed in the public healthcare system.

#### 3.2. Dental Health Care

On May 8, 2023, Act 14,572/2023 established the *National Dental Health Policy*. Although dental care is already part of public health services, this policy will better integrate these services into the organization and planning structure of the public service.<sup>28</sup> It is important to mention that public health services in Brazil are organized in a federative structure with national, regional and local competences according to the complexity of care (high, medium

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<sup>26</sup> BRASIL. *Lei 14.313, de 21 de março de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/mubrd4mk>. Access on: April 10, 2024. For information on the incorporation of new technologies into Brazilian public health services, see: BARBOSA, Jeferson Ferreira. O Processo de Incorporação de Novas Tecnologias no Sistema Público de Saúde. In: SARLET, Ingo Wolfgang; RUARO, Regina Linde; LEAL, Augusto Antônio Fontanive (Org.). *Direito, Ambiente e Tecnologia: estudos em homenagem ao professor Carlos Alberto Molinaro*. Porto Alegre: Editora Fundação Fênix, 2021, p. 747-768. Available at: <https://tinyurl.com/3a6prsmm>. Access on: April 14, 2024.

<sup>27</sup> BRASIL. *Lei 14.510, de 27 de novembro de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/2rad6v3h>. Access on: April 11, 2024.

<sup>28</sup> BRASIL. *Lei 14.572, de 08 de maio de 2023*. Brasília, DF: Presidência da República, 2023. Available at: <https://tinyurl.com/4766cvta>. Access on: April 11, 2024.

and low complexity), with the aim of forming service networks. So this small addition, if implemented correctly, could lead to a significant improvement in health care.<sup>29</sup>

### 3.3. Oncology Care Policies

Oncology experienced four significant changes, three in 2022 and one in 2023. On March 8, 2022, Act 14,308/2022 established the *National Policy for Pediatric Oncology Care*.<sup>30</sup> The goal of the policy is to increase survival and quality of life, and reduce mortality and treatment discontinuation among children and adolescents. Care for this target group is mandated by law in the planning of public health services at federal and state levels. Additionally, a council of advisors was established to assess health policies in the pediatric oncology field, suggest enhancements, and deliberate on the development of a unified, transparent platform to govern access of suspected and confirmed cancer patients, among other matters.

Act 14,335, from May 10, 2022, has added comprehensive care for women with cancer to the list of public health services. This includes prevention, diagnosis, treatment, and disease management.<sup>31</sup>

On September 21, 2022,<sup>32</sup> a national program was created to facilitate the navigation, monitoring, and individualized care of patients with breast cancer within public health services. The program aims to achieve several objectives, including timely diagnosis with 30 days to perform tests requested by the physician, ensuring treatment initiation within the legal deadline of 60 days from the date of diagnosis, providing patients with personalized means of contact and information, and training teams to develop individualized plans for each patient.

Act 14,758, enacted on December 19, 2023 (Act 14,758/2023)<sup>33</sup>, set up the *National Policy for Cancer Prevention and Control* within the scope of public health services. It also established measures to facilitate patient access to public health services. The objectives of the Act are to reduce the incidence of cancer, ensure adequate access to comprehensive care, improve

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<sup>29</sup> SARLET, Ingo Wolfgang. Relações Interfederativas no Contexto da Covid-19: o papel de cada ente federado e seu desempenho. In: SANTOS, Alethele de Oliveira; LOPES, Luciana Tolêdo (Org.). *Competências e Regras*. Brasília, DF: Conselho Nacional dos Secretários de Saúde, 2021, p. 12-33, Coleção Covid-19, vol. 3. Available at: <https://tinyurl.com/4b8f5e8s>. Access on: April 11, 2024. BARBOSA, Jeferson Ferreira. *Grenzziehung und Verhältnis zwischen der privaten Krankenversicherung und der öffentlichen Absicherung gegen Krankheit in Deutschland und in Brasilien*. Regensburg: Universität Regensburg, 2018, p. 38 et seq. Available at: <https://tinyurl.com/5cfc7rzj>. Access on: April 11, 2024.

<sup>30</sup> BRASIL. *Lei 14.308, de 08 de março de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/2s588f6r>. Access on: April 11, 2024.

<sup>31</sup> BRASIL. *Lei 14.335, de 10 de maio de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/25z888wd>. Access on: April 12, 2024.

<sup>32</sup> BRASIL. *Lei 14.450, de 21 de setembro de 2022*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/253p4v6r>. Access on: April 12, 2024.

<sup>33</sup> BRASIL. *Lei 14.758, de 19 de dezembro de 2023*. Brasília, DF: Presidência da República, 2022. Available at: <https://tinyurl.com/3bmv5hm8>. Access on: April 12, 2024.

patients' quality of life, reduce mortality, and prevent disability. The Act includes several important provisions. Public authorities are required to create a database to record suspected and confirmed cases, monitor all stages of therapy, and control the implementation of the national cancer prevention and control policy. Additionally, they must monitor the position of patients on the waiting list for health services.

In addition to guidelines for cancer prevention, diagnosis, treatment, palliative care and rehabilitation, Act 14,758/2023 has also improved the process of introducing new technologies into public health services, for instance, by prioritizing the review process for the integration of technologies in cancer treatment. If the decision to incorporate a certain technology is favorable, public services must be supplied within 180 days. During this period, a committee of managers representing the federal government, state governments, and municipal governments should agree on the responsibility for financing.

#### **4. FINAL REMARKS**

One of the most notable evolutions in the Brazilian Social Security System in 2022 and 2023 is the reestablishment of the Emergency Program for the Preservation of Employment and Income (Programa Emergencial de Manutenção do Emprego e da Renda) to counteract situations of public calamity at the national, regional or local level. This so-called emergency program aims at preserving jobs and compensating for loss of income. This appears to be an important measure to support people in need, whose numbers seem to be increasing nowadays.

Equally relevant are policy actions to help women and men reconcile their work with child and family care, particularly in times of social and labour market instability that Brazil currently faces. Although the reestablished Family Allowance Program (FAP) seems to be making progress, it is fraught with great insecurity due to the polarization in the Brazilian political scene.

The newly introduced special pension for children and dependants under the age of 18, orphans of murdered women, is an important measure to help those who are most severely affected by violence against women and contributes to social cohesion. This pension can be classified as a measure of compensation for victims, which is an aspect of the Brazilian social security system, although it hasn't been clearly identified and studied yet.

Finally, the improvements in health care services concentrate on new technologies and oncology care services - areas of high financial impact in the Brazilian health care system. In addition, the adopted policy to better organize dental health care may have a highly positive impact.

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