

Service of Protection and Integral Attention to the Family: A Documentary Analysis

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Abstract

Public Policy of the Brazilian Social Security has returned his gaze to the family. He attempted to, through the analysis of legal documents learn how the state has understood the family and its functions, and has positioned opposite this family. The analyzes show that the state considers the various family settings present in society, however, still blames families for situations experienced vulnerabilities.

Keywords: Family, social protection, public policy.

1. Introduction

Since the promulgation of the Brazilian Constitution of 1988, social security administration is legitimized and Public Policies of Social Security have focused their actions on family. In this sense, the public policies of health and social care, at its basic level of protection, have implemented support services focused on the family, considering it not only as a space of care for individuals, but also an organization that needs to be cared (Mioto, 2004).

Considered as the social organism which is the basis of society, the family is the institution responsible for the socialization of individuals: as the niche of the affect and relationships that are necessary to the socialization of individuals because it provides to them the feeling of belonging to a group, the introjection of values, the identity formation and the meeting between generations (Azeredo, 2010; Losacco, 2010). The family is a mediator of the relations between subjects and collectivity, is who delimits the transition between private and public, and is who generates the community modalities of life (Brasil, 2005).

These are conceptions of family that has driven the current public policies of social protection. In the analysis made by Carvalho, Barros and Franco (2010), about the functions of family and social policies, both of them have the function of reproduction and social protection of the groups under their guardianship, and so, they play the roles of regulation, standardization, enforcement of property rights, power and duties of protection and assistance. In this way, both State and family are essential institutions to the development and social protection of their individuals (Carvalho, Barros e Franco, 2010). For Sawaia (2010) to the good or bad, family continues being the mediation between the individual and the society and its enhancement is placed in evidence in the public policies.

In a brief analysis of the Brazilian Health Politics (Health Unic System), we can realize that family has been consolidated as the main strategy of intervention when we think about actions of disease prevention and health promotion. The Family Health Program (FHP), later transformed in the Family Health Strategy (FHS), brings family and its social context as a focus to the health actions and not the individual and his illness. In this strategy, it is understood that this is the institution where occur interactions and conflicts that influence people's health, which should thus, be understood in an integral way in its socio-economic and cultural context (Cronemberger e Teixeira, 2011).

In the framework of Social Assistance the focus on the family seeks to promote its protection and support. The Program of Integral Attention to the Family (PIAF), created in 2004 and set up as a continued provision service in 2012, has as its perspective materialize the actions with the families, focusing the strengthening of familiar and community bonds. It recognizes, in this way, the role of integrator which family holds, focusing on its ability to maximize the protection offered and redeem its full potential, aiming *“to provide the protection and socialization of its members, constitute themselves as references in the moral, affective and social bonds, group identity, in addition to be the mediator of the relationships of its members with other social institutions and with the State”* (PNAS/2004, p.35).

In this brief rescue of the centrality of the family in public policy of the social security, it is realized that, as well as health, social assistance has focused on family as its main object of interventions, by considering it a privileged place for human and social development. Thus, the present study aims to perform an analysis about the Service of Protection and Integral Attention to the Family Service – PIAF through its main documents, seeking to comprehend as the State has understood the family and its functions as well as has been positioned in front of this family. In this way, we try to understand how the protective function of the State is being guaranteed, as predicted in Brazilian Federal Constitution.

2. Methods

To understand the centrality of the family in the Brazilian Public Policy of Social Assistance, which is usually done in the framework of the basic social protection, through the Service of Protection and Integral Assistance to the Family (PIAF), it was sought to develop the survey and analysis of the documents related to the Brazilian Service of Protection and Integral Assistance to the Family – PIAF.

The *corpus* of the study represents the set of chosen documents for the accomplishment of the analytical phase of the research (Bardin, 1979; Minayo, 2004). In the present study it has been conducted a review of those documents, drawn up by the State, which establish and provide guidance to the realization of PIAF.

Table 1: Legal texts listed for the document review of the Service of Protection and Integral Attention to the Family in Brazil

Text	Year
Programa Núcleo de Apoio à Família – NAF (Core Support to the Family Program - CSF)	2001
Programa de Atenção Integral à Família – PAIF (Portaria nº 78 de 08/04/2004) (Program of Integral Attention to the Family – PIAF Governmental Ordinance no.78, from April, 8 th , 2004)	2004
Decreto nº 5.085, de 19/05/2004 (Decree no.5085, from May, 19 th , 2004)	2004
Tipificação Nacional de Serviços Socioassistenciais (Resolução CNAS Nº 109/2009) (National Typification of socio-assistance Services – no.109 CNAS Resolution, from 2009)	2009
Orientações Técnicas sobre o PAIF: O Serviço de Proteção e Atenção Integral à Família – PAIF, segundo a Tipificação Nacional de Serviços Socioassistenciais, Vol. I (Technical Orientations about the PIAF: The Service of Protection and Integral Attention to the Family – PIAF, according the National Typification of socio-assistance Services, Vol. I)	2012
Orientações Técnicas sobre o PAIF: Trabalho Social com Famílias do Serviço de Proteção e Atenção Integral à Família – PAIF, Vol. II (Technical Orientations about the PIAF: Social Work with Families from the Service of Protection and Integral Attention to the Family – PIAF, Vol. II)	2012

It has sought, through questioning reading, answer the following enquiries: What is the concept of family present in legal texts? What is the context in which the family of the legal texts is inserted? What is the role that these legal texts give to the family? What is the role of the State in these documents? What rights are guaranteed in the analyzed documents? The proposed actions include the whole family or only it's most vulnerable members (children, adolescents, elderly)?

To perform the analysis of the documents it has been opted for the use of the methodological process of Cellard (2008). To the author, the process of document analysis occurs in two steps, which is called the primary analysis and the analysis itself. In the preliminary analysis Cellard (2008) outlines five dimensions to be considered in the documents: analysis of the context; the authors; the authenticity of the text; the nature of the text; key concepts and the internal logic of the text. The analysis itself is the moment of gathering the elements of the problematic of the study, its theoretical framework, the context, the authors, interests, and key concepts of the document (Cellard, 2008). This phase has the goal of producing or reworking expertise, aiming to create new ways of understanding the phenomena.

3. Results

3.1 Preliminary Analysis

3.1.1 Context

The restructuring of the Brazilian public policies, aiming the construction of a wide social protection system, was one of the central demands of the process of re-democratization of the country occurred in the decades of eighty and ninety. Coming out of a model of government based on repression, on the centralization, authoritarianism and in the unequal distribution of benefits, the discussions about the new Constitution were based on a liberal-democratic-universalist ideal.

The Federal Constitution of 1988, designs, on a legal-normative way, a break with the pattern of social protection adopted by Brazil and establishes the principles of universalization of citizenship rights and the responsibility of the State as the main provider and financier of social services (Draibe, 1990; Berger, 2011). This breaking promoted the retaking of the Democratic State of Rights, turning the social politics the central subject in the calendar of the institutional reforms, as well as addressing them to the perspective of the citizenship rights, associated with the citizenship notion and responsibility of the State. Those progresses toward the distributive institutional model were significant to the Brazilian social protection, even if in a late implementation rehearsal of the Welfare State (Draibe, 1990).

At the social level the great progress is found in the overcoming of the fragmented politics, selective and welfare concerned to the promotion of the social security while a right of the Brazilian citizens. With the promulgation of the Constitution of 1988 the health, the attendance and national insurance start to constitute the Social Security, being the two firsts considered universal rights and duty of the State and the last one destined for those that contribute to the national insurance with financial regular contribution according to their earnings. The Assistance was the policy that went through changes at most, constituting itself as public policy, duty of the State and right of the citizen. But this recognition required a long process of construction so that the social assistance policy consolidated itself as such: rights have suffered obstructions; there was the postponement of the regulation of the Organic Law of Social Assistance, as well as veto power against it under the allegation of unconstitutionality and changes in its final composition (Berger, 2011; Pereira, 2008).

In the 1990s, the country is going through a time of economic restructuring in which the government prioritizes actions in the areas of economic and monetary affairs, leaving the social policies at the margin. To Cohn (2000), government initiatives in the social area have been carried out due to commitments with the UN, but although diverse, were little daring, and with low social impact. In this way, the social field was marked by the preservation and deepening of the fragmentation, lack of institutional coordination and by the government welfare (Pereira, 2008). This period is marked also by a return to the government welfare concerning and the transfer of responsibility over the social policies to the third sector.

At the beginning of the year of 2000, the popular movements initiate a mobilization and there is an expectation for the resolution of major social problems (Behring, 2003). The implantation of the National Social Assistance Policy in 2004 and in 2005, the consolidation of the Single System of Social Assistance – SSSA, have served as important steps for the construction of Social Assistance as public policy in Brazil.

It can be considered since the Constitution of 1988 until the implementation of SSSA, in 2005, as the period of establishment of the socio-political and institutional framework of the Single System of Social Assistance. With its implementation, the right to social assistance

offered by the State is guaranteed, and new programs and services are being implemented in the national territory, aiming at the guarantee of the rights of the citizens.

3.1.2 Authors

The texts have as authors higher level graduated professionals active in the teaching area and Public Policies research, as well as professionals who work at the Ministry of Social Development and Fight against Hunger bureaus and directorates, crowded in the National Social Assistance Secretary, under the coordination of the Social Basic Protection Department. In this sense, the texts were written by groups of thinkers of the Social Assistance Policy, being the population to which is intended the actions defined in SSSA, more specifically PIAF, not a participant in the decision-making process neither in the implementation of the actions to it dedicated.

3.1.3 Authenticity of the Text

All of the texts analyzed were drawn up under the responsibility of the Ministry of Social Development and Fight against Hunger, and are made available by this sector, guaranteeing its authenticity.

3.1.4 Nature of the Text

The documents analyzed from technical and political views, since they correspond to official documents elaborated from a structure in common that proposes to design, establish and describe the Service of Protection and Integral Attention to the Family - PIAF, within the list of actions developed by the Single System of Social Assistance (SSSA) in its level of Social Basic Protection (SBP), developed in the Reference Centers of Social Assistance (RCSA). In this sense, its text is directed toward professionals, technicians, managers and municipality and state advisers of SSSA.

3.1.5 Key Concepts and the Internal Logic of the Texts

The main key concept identified in the texts was "Family". It can be seen that the concept of family is wide considering it as a *"set of people, united by ties of blood, affection, and/or solidarity"*. The function of the family is also willing to this concept as *"a privileged and irreplaceable space of primary protection and socialization"*.

Derivatives from the term *family*, other key concepts could be identified as "strengthening family relationships"; "strengthening family and community bonds". Some concepts related to the achievement of the service identified in the documents concern to "action continued"; to "preventive, protective and proactive nature of Social Basic Protection; to the "Social Work with Families in the extent of PIAF."

About the internal logic of the texts, it is insured that while legal texts of the Ordinances of the Secretary of State of Social Assistance no. 881, December 2001 (establishing the guidelines and standards of the Core Support to the Family Program - CSF); the ministerial Decree no. 78 of 08/04/2004, which establishes the guidelines and standards for the implementation of the Program of Integral Attention to the Family; and Decree number 5.085, 19/05/2004, which defines the continued actions of Social Assistance, have the internal logic of their texts based on Laws and prior Resolutions. By means of the structuring of the text into articles and paragraphs are presented the objectives, the guidelines, the structuring axes and the audience target of the CSF, and later, PIAF. Decree number 5.085/04 stipulates that actions carried out in the framework of social assistance financed by the National Fund for Social Assistance – NFSA must present a continuing character through regular and successive

attendance to the family and vulnerable groups, making PIAF a continued service and not a program anymore.

The Typification of National Socio-assistance Services (Resolution CNAS No. 109/2009) organizes the services by SSSA's levels of complexity (basic social protection and special social protection particularly of medium and high complexity) makes the Resolution no. 109/2009 and therefore is structured in a legal text, through articles and paragraphs. In their attachments each service is displayed as an Array-Patterned Chip of Socio-assistance Services, according to the level of complexity in which is inserted the actions. This way it has a standardization of all the services that make SSSA up, establishing classifications and regulating the content of the provisions of each service offered in the Social Assistance Policy.

The specifications of Technical Guidelines on PIAF: The Service of Protection and Integral Attention to the Family – PIAF, according to the National Classification of Socio-assistance Services, Vol. I and Social Work with Families of the Protection and Integral Attention to the Family Service – PIAF, Vol. II (2012), propose to deepen the knowledge about the content of PIAF described in the Domestic Classification of Socio-assistance Services, through the conceptualization of the Service, and to deepen the concept of the social work with families as well, and include guidance on the completion of this work in the context of the Basic Social Protection held in the Reference Centers of Social Assistance. The texts are designed to allow the technical teams and the managers of the political reflections on their praxis, the objectives and the structure of the service and to contribute to the operationalization of PIAF also, basing on the concepts and the guidelines of SSSA. The technical guidelines are structured in chapters, where each chapter proposes to deepen and exemplify the actions of the PAIF, basing on the regulations in force and in the technical knowledge produced by authors from the area.

3.2 Content Analysis

The categorization of the texts enabled the construction of two major categories of analysis: the family in the constitutional texts and the State X family relationship.

3.2.1 The Family in Brazilian Constitutional Texts

The official documents that base PIAF seek to conceptualize the family in a broader way aiming to cover all of the familiar settings presented among the Brazilian population. Do not cling only to the bourgeois or inbred family, but also consider the affective and solidary relationships between the subjects. By withdrawing from the concept of the family living together in a particular place and time, it is permitted to consider as members of the family group also those who are beyond the walls of the residence, also covering the community in which the subject is inserted.

About the role of the family it has been found in the analyzed documents the presence of an ideological dominant thought in which the family is the main responsible for the tasks of protection and socialization of its members, constituting it, in this way, as a privileged space of primary protection and socialization. Keeping in Federal Constitution/88 claim that the family

(...) must be supported with the purpose of exercising its protective function, as provided for Federal Constitution, answering to the duty of support, custody and education of their children, adolescents and young people, and ensuring protection to their members in a situation of dependence, especially the elderly and people with disabilities (...). (Brasil, 2012, p. 104)

While universal policy, to those who need it, Social Assistance Policy provides that the actions of PIAF must be directed to the families that present situations of economic and/or social vulnerability or are exposed to factors of social risk, with priority to those beneficiaries of social programs families, most socioeconomically vulnerable. By considering as eligible families for PIAF all those in situations of vulnerability and social exclusion, or exposed to factors of social risk, it is allowed the access to all families, regardless of income per capita. Great prominence is given to the families that have among their members children, adolescents, the elderly and people with disabilities. Situations arose from poverty as food insecurity, precarious housing and lack of access to services are presented, as well as situations arose from social exclusion as the specificities of ethnic, racial, gender, sexual orientation, culture, among others. It is proposed that families that are beneficiaries from the income transfer programs are attended by the Service whereas only the improvement of income is not a factor that permits the overcoming of the vulnerabilities experienced by the subjects. It is recognized, in this way, the vulnerability as a multifaceted phenomenon and it is underscored the importance of preventive, protective and proactive actions to those population segments.

The analysis of the described families, who experience situations of vulnerability and/or economic and social risk, as the audience target of the PIAF makes it possible to think that economic vulnerability and social vulnerability are distinct situations which may be present jointly or separately in the reality of the Brazilian families. Thus, high-income families that exhibit social vulnerabilities can be inserted in the Service. However, the release of eventual benefits, used by the professionals as means of ensuring the families accesses to the rights, are conditioned on per capita income, according is stipulated by each municipality.

3.2.2 The State X Family Relationship

The PIAF implementation as a service offered by the State to promote to families the strengthening of family ties and the guarantee of access to social rights presupposes an action of State accountability towards families in situations of economic and social vulnerability. By problematizing the responsibility of the Brazilian State in face of the familiar institution, it has been sought to understand the extent in which the State is responsible and/or liable to the family for its socio-economic vulnerability situation.

The actions offered by PIAF include a diversity of activities with a common goal: support to families so that they can exercise their functions of protection and socialization of the subject, as well as ensure the familiar socializing and community in order to prevent, protect and act proactively in the face of social issues. All of the activities offered by PIAF must be of preventive, protective and proactive nature, aiming at the development of the acquisitions of the families and the strengthening of family ties also. The actions of PIAF which have as their focus the strengthening of family and community bonds makes it possible to think on the social support networks that families have as an extended network of family support, as Sarti said (2004).

The social work with the family has five main actions, among which unfold themselves in other activities: welcome, workshops with families, community actions, actions, particularized actions, and leading. Each of these actions is described in detail in the Specification Guidelines (Brazil, 2012, vol. II), serving as a guide to aid the professionals. There are various activities available for social work with families in the context of PIAF that should have as main characteristics the knowing of the referenced population. So, for the offer of actions to the families served by PIAF, are emphasized the need of understanding of the demands of the territory, as well as the participation of families in the processes of construction and implementation of the actions to be carried out. Such activities should promote the expansion of access to information, the exchange of information between the

subjects and provide new experiences to families, whether through actions in the cultural area, through groups, home visits, community activities, among others.

In the Orientations Guidelines of PIAF, volumes I and II, it is stated that the actions of PAIF must not have a therapeutic nature like psycho-diagnosis, psycho-pedagogic and psychotherapeutic actions, pointing also to other alternative therapies as actions in the area of health, school and income generation.

The documents of PIAF present the proposal of cross-sector services to care for families in a decentralized way and combined with other services, using the resources of the territory with the aim of developing the autonomy of the families.

In their proposed methodology, the NAF, antecedent to PIAF, present while methodology of the strategies to be carried out with the families, the focus on the woman as a reference for the actions to developed. It must be questioned if to list the woman as a reference for the actions to be fulfilled with the families, NAF, and later PIAF, would be promoting female activism or female accountability on the family? It is believed that centralization of the actions on the woman would be enabling their empowerment and autonomy within the family, but at the same time, blaming them for the social vulnerabilities on which the family is involved.

In the documents that make up PIAF, it is found that is the role of the State to protect the family and to contribute to the improvement of their quality of life, through the overcoming of the social fragility situation and social acquisition promotion. By implementing PIAF the state overcomes the fragmented and individualizing programs, and assumes families with the

(...) aim of protecting their rights, assist them in the performance of its function of protection and socialization of its members, as well as ensure familiar and community socialization since the recognition of the role of the State in protecting families and their most vulnerable members (...) (Brasil, 2012, v. 1. p. 12)

In this sense, PIAF, while a service offered exclusively by the State, characterizes the presence and responsibility of the public authorities to support and protect families in their role of socialization and protection of its members.

To conceive that the function of the State is to enhance the strengthening of family ties, PIAF starts from the assumption that family bonds are beneficial to the subject, without considering that in some cases there is the need to break that bond so that the vulnerability situation experienced by the family member or the family unit be protected. By thinking that the affective and socio-economic issues forces the subjects to get along and to draw a picture of a way of life and to attend their needs (Azeredo, 2010), it is questioned the extent to which family ties should be maintained to ensure the well-being of the subject, as well as the support that the State has given to the families who have had their family ties broken.

The State, by recognizing that the family needs support and protection to accomplish its functions of socialization and protection of its members, use the services such as PIAF to the materialization and accomplishment of its function. To PIAF offers protection and integral attention to families a conjunction with the services that are active in the multisector network should be structured. By electing the family as the central axis of the Social Assistance Policy, the State assumes the responsibility of conducting social work with families, with professionals skilled in expressing the duty of the State and guarantees the access of families to the services. It ensures, in this way, together with the municipalities, the effectiveness of this work through material and human resources.

PIAF as a service of Basic Social Protection contributes to consolidate the right of the family to State protection, the implementation of social rights and citizenship, as well as supporting the access to other policies and the prevention of the violation of the rights.

4. Final Comments

Paying attention to the objectives of the present work it was analyzed the Program of Integral Attention to the Family – PIAF, offered by the Basic Social Protection.

The PIAF is described as the social work with families, of continuing nature, with the purpose of strengthening the protective function of the families, to prevent the rupture of family ties, to promote access and enjoyment to rights and contribute to the improvement of their quality of life.

The service is based on the heterogeneity of family arrangements, foreseeing the development of capabilities and acquisitions of the families and the strengthening of family and community bonds. The main audience target is the families in situation of social vulnerability residing in the territory of the range of the Centers of Reference of Social Assistance – CRSA.

The work with families is developed in the CRSA by technicians of higher level as described by the Basic Operational Standard of Human Resources of the Single System of Social Assistance (BOS-HR/SSSA), which perform actions of: welcome, social study, home visit, orientation and leading, groups of families, family follow-up, community activities, socio-educational campaigns, communication and advocacy of rights, promoting access to personal documentation, mobilization and strengthening of support networks community, mobilization for citizenship, knowing of the territory, elaboration of reports, notification of the occurrence of vulnerability situations and social risk and actively seek out. To accomplish these actions are described in the provisions classification of the physical environment, material and human resources, and socio-educational materials.

The acquisitions which are expected that the users of the services will acquire are inserted on the securities assured by SSSA: security of welcome, family and community socializing and the development of autonomy, aiming to contribute to the reduction of the occurrence of social vulnerability situations, the prevention of social risks occurrences, their aggravation and their recidivism, the increasing of access to socio-assistance services and the improvement of the quality of life for the families resident in the territories of the scope of CRSA.

The analysis of the texts that establish and guide the PIAF allows you to understand that the concept of family present in the official documents points to the deconstruction of the ideal family model, seeking to respect all types of arrangements, values, beliefs, and identities, by considering this institution as a set of beings with histories that reflect existing social inequalities, as well as recognizes the family and its members as subjects of rights. By considering the various family arrangements present in the Brazilian society, as well as their constitution as a dynamic group formed by historical beings that live in a society, in a variety of contexts, it considers that family conflicts are present, deconstructing in this way the notion of ideal family.

The socio-familiar matrix, one of the structuring axes of SSSA, considers the family in its socio-cultural context, in the center of the services, programs, projects, and benefits conceptions offered by the Social Assistance Policy. In this sense, the texts point out that the social work with families developed in the context of PIAF is conducted from the reality of the families assisted by the Service. Thus, the government proposes the comprehension of the family in its historical, social, cultural and economic contexts, aimed not to stigmatize it by its

situation of vulnerability and/or experienced social risk, but to emphasize their resources and potentialities.

By analyzing the documents related to PIAF, it is realized that all the documents are addressed to professionals, technicians and managers of the service. It allows a better qualification of the Basic Social Protection professionals, managers and municipal and state councilors of the Single System of Social Assistance SSSA, on the PIAF, through the systematization of the concepts and the actions to be developed in their praxis. However, it is realized that there still are no guidelines turned toward the target audience population of this service on what has come to be the PIAF. Thus, the Service is offered to families, but they do not have knowledge about what comes to be this service.

The passage of PIAF from a program to a Service has established the continuing character of the actions, opening the possibility of systematization and unification of the actions developed with the families, with the aim of ensuring greater effectiveness and a lower cost in regard to the care of the family.

Despite has been implemented in 2004 as a program and become a continued provision service in 2012; the PIAF still presents an incipient academic production. It is believed that studies that propose to analyze and understand the Service required to be made in order to contribute to the implementation, monitoring and evaluation of the PIAF at the municipal and national levels. It will be through the academic investigations and productions that can be produced theoretical subsidies and methodological approaches that support both technical professionals as the PIAF managers as well to the reflection of their actions with the served families.

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