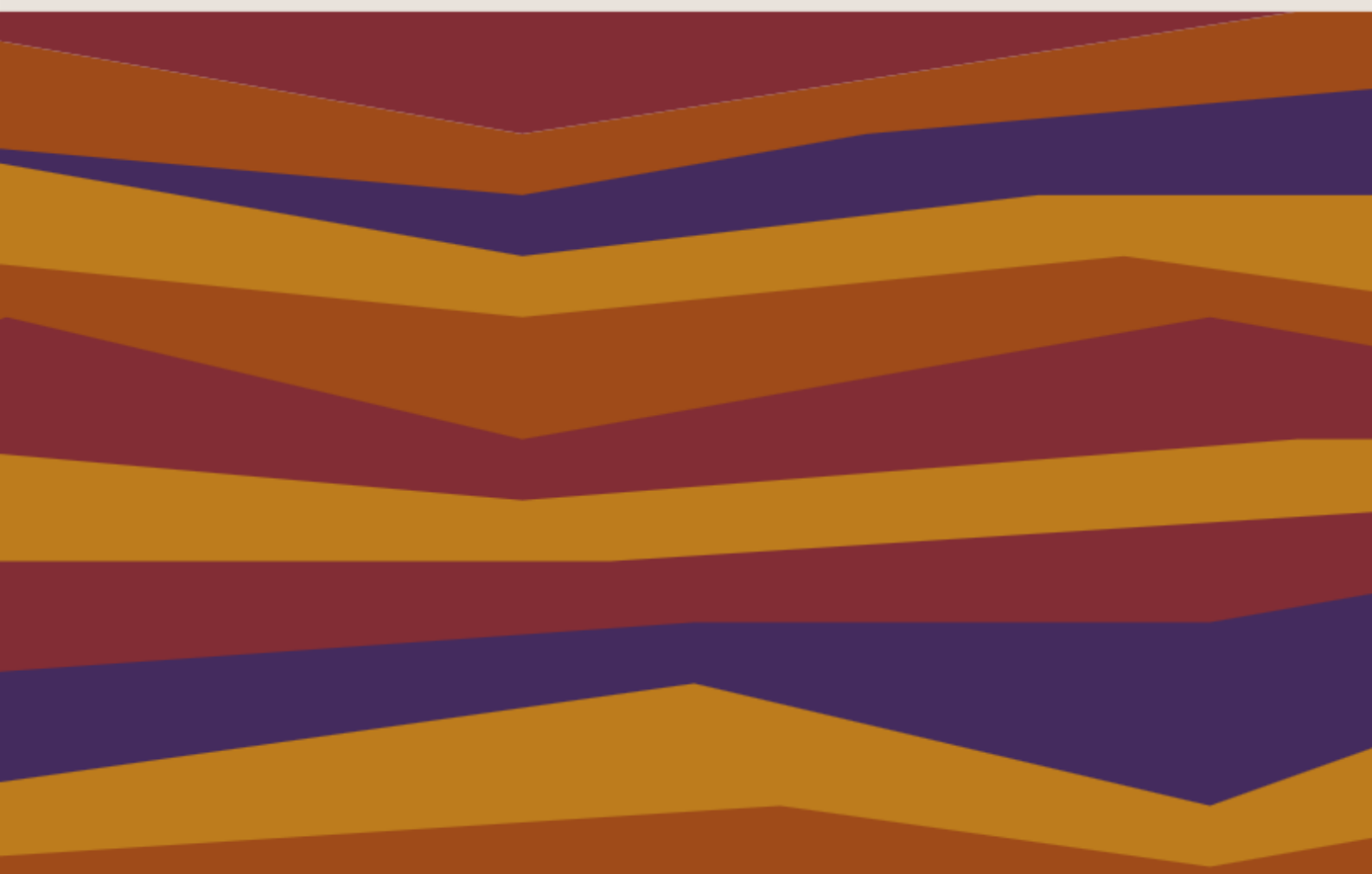


Social Assistance in Brazil: Management of SUAS



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Summary

| | |
|--|-----------|
| 1. MANAGEMENT OF SOCIAL ASSISTANCE POLICY | 5 |
| 1.1. Management of social assistance actions..... | 5 |
| 1.1.1. The Governance Bodies | 6 |
| 1.1.2. The instruments | 7 |
| 1.1.3. Social Assistance Monitoring..... | 8 |
| 1.2. Work management | 11 |
| 1.2.1. The reference teams | 11 |
| 1.2.2. Continuing Education | 12 |
| References | 14 |



INTRODUCTION

This second report is part of the series of three studies on Social Assistance in Brazil, organized by IMDS with the objective of offering a structured view of this public policy. After the first report, dedicated to the organization of Basic Social Protection offers, this volume focuses on the management of actions and work within the scope of the Unified Social Assistance System (SUAS). The focus is on the mechanisms that allow the policy to transform guidelines and regulations into concrete actions in the territory — that is, on the way in which management organizes, coordinates, and sustains the daily functioning of the social assistance network.

The choice to address management in a specific report stems from the strategic role it plays in consolidating the policy. It is through management that the different federative entities are articulated, planning and monitoring instruments are established, and offers and workflows between units and teams are coordinated. Understanding this dimension is essential to understanding the institutional design of Social Assistance.

The report is organized in two parts. The first addresses the elements that make up the management of actions, including the *governance bodies* of coordination, deliberation and agreement, *management instruments* and *social assistance Monitoring*. The second part describes the components of *work management*, focusing on the constitution of reference teams and strategies for continuing education in the field of social assistance, especially through the policy of *continuing education*.

Like the other reports in the series, this study is anchored in federal norms and instruments that guide the implementation of the policy throughout the national territory, acknowledging, however, that States and Municipalities may adopt complementary regulations. The report also dialogues with the illustrated architecture of Social Assistance, produced by IMDS, deepening the management axis and offering integrated reading between organizational, operational, and institutional aspects of the policy.



1. MANAGEMENT OF THE SOCIAL ASSISTANCE POLICY

This section presents how the management of the social assistance policy is organized within the scope of SUAS, detailing the institutional, operational, and technical mechanisms that support its execution. The exhibition is divided into two parts. The first addresses the management of social assistance actions, focusing on coordination, deliberation, and agreement governance bodies, planning and advisory instruments, and Social Assistance Monitoring. The second part deals with the management of the work, including the constitution of reference teams and the policy of continuing education.

1.1. Management of social assistance actions

Published in 2005, the Basic Operational Norm of the Unified Social Assistance System (NOB-SUAS) is one of the main instruments of infra-legal regulation of the National Social Assistance Policy (PNAS/2004). It establishes guidelines and procedures for the organization and management of SUAS, detailing how the articulation between the different levels of government should occur. NOB-SUAS regulates the operationalization of shared management of the social assistance policy throughout the national territory, attributing common and specific responsibilities to the Union, the States, the Federal District, and the Municipalities. This organization seeks to combine unity and decentralization: on the one hand, it guarantees national parameters to ensure the universality and equity of social protection; on the other hand, it recognizes the different institutional and territorial realities, allowing that each entity of the federation assume its competences in the regulation, organization, and execution of the social assistance network. The model is based on the principle that management should be decentralized, but agreed upon, requiring cooperation and co-responsibility between entities to ensure the unity of SUAS and, at the same time, respond to local specificities.

The responsibilities common to all federative spheres include ensuring and organizing the provision of services, programs, projects, and benefits; that they carry out planning, monitoring, and evaluation of actions; that they improve the management of the *Bolsa Família* Program and *CadÚnico* (the Unified Registry); that they develop socio-territorial diagnoses that guide the provision of services; that they prepare a Pact for the Improvement of SUAS and the Social Assistance Plan and implement an information, follow-up, monitoring and evaluation system to promote continuous improvement, qualification, and integration of the services of the social assistance network.

The Union is responsible for coordinating SUAS at the national level, regulating the quality standards defining the conditions of access, and monitoring and evaluating the policy. It is also responsible for managing the Continuous Cash Benefit (BPC) and coordinating the Unified Registry and the *Bolsa Família* Program, ensuring parameters that unify the implementation of the policy throughout the territory. It is also the Union's responsibility to provide technical support to the federated entities, ensure the functioning of CIT and CNAS, keep the register of social assistance entities up to date, and recognize those linked to SUAS. In addition, it induces the improvement of decentralized management through the *Bolsa Família* Decentralized Management Index (IGD-PBF) and the SUAS Decentralized Management Index (IGD-SUAS).

It is up to the States to prepare and execute the state plan for social assistance and to organize medium and high complexity state networks, ensuring coverage for demands that exceed the



municipal capacity. They must also coordinate the Bipartite Interagency Commission (CIB), an instance of agreement between the State and Municipalities, observe and monitor the execution of the policy at the municipal level and prepare, when necessary, plans for measures to overcome weaknesses in the management or execution of the policy. It is also up to the States to regulate the eventual benefits in conjunction with the Municipalities, ensuring a response to situations of temporary and emergency vulnerability.

The Federal District accumulates the responsibilities assigned to the States and Municipalities. It is therefore responsible for preparing and executing the district plan for social assistance, regulating and granting eventual benefits and organizing the basic and special social protection network in its territory. It must also follow up and monitor the execution of the policy at the local level and prepare the plan of measures to overcome weaknesses in the management or execution of the policy.

The Municipalities are responsible for preparing and executing the municipal social assistance plan, directly executing the services, programs, projects, and social assistance benefits, organizing and managing the social assistance network in their territory, and ensuring the provision of basic social protection. They must also institute and maintain in operation the Municipal Council of Social Assistance, the Municipal Fund, and the Social Assistance Plan, requirements for receiving resources from the Union. It is also incumbent upon the Municipalities to regulate and grant eventual benefits, according to their local realities, and to prepare plans of measures, submitting them to the appreciation of the councils and to agreement in CIB.

This arrangement reaffirms that the management of social assistance in Brazil is structured in a decentralized federative system, supported by agreement and cooperation between entities, in order to articulate national policy for different local realities.

1.1.1. The Governance Bodies

The management of social assistance actions is structured from different governance bodies of management, deliberation, negotiation, and agreement, as a translation of the political-administrative decentralization of government actions. The coordinating body of the National Social Assistance Policy is the Ministry of Social Development. The territorial management of the policy is carried out by the State Secretariats of Social Assistance, the Secretariat of the Federal District and the Municipal Secretariats of Social Assistance.

The governance bodies for deliberating policy guidelines are formed by the Social Assistance Councils and Conferences, both established by the Organic Law of Social Assistance (LOAS/1993). Linked to the Social Assistance management body of each federated entity, the Councils are permanent deliberative bodies, with equal composition between representatives of segments of government and of civil society. It is the responsibility of the councils to regulate, discipline, monitor, evaluate and supervise the management and execution of the actions provided by the social assistance network. The National Council of Social Assistance (CNAS), the State Councils of Social Assistance, the Council of Social Assistance of the Federal District and the Municipal Councils of Social Assistance are part of this group.

The Social Assistance Conferences are also part of the deliberative bodies and are convened by the Councils every four years. Its designations involve the evaluation of the situation of the social assistance policy and the proposition and definition of guidelines for the improvement of SUAS. The conferences are held at all levels of government: The National Social Assistance Conference, State



Social Assistance Conferences, the Federal District Social Assistance Conference, and Municipal Social Assistance Conferences.

The governance bodies of negotiation and agreement on operational aspects of the policy are composed of managers from the three federative spheres. These governance bodies are the Tripartite Intermanagers Commission (CIT) and Bipartite Intermanager Commission (CIB), which function as spaces for articulation and dialogue between federal, state, Federal District and municipal managers. Its objective is to agree on operational aspects of managing SUAS and enabling the implementation of the social assistance policy. CIT, at the national level, is composed of the Union, represented by the Ministry of Citizenship; by the States and the Federal District, represented by the National Forum of State Secretaries of Social Assistance (Fonseas); and by the Municipalities, represented by the National Collegiate of Municipal Social Assistance Managers (Congemas). CIB, at the state level, is made up of representatives of the State, appointed by the State Secretariat of Social Assistance or a similar body, and representatives of the Municipalities, appointed by the State Collegiate of Municipal Social Assistance Managers (Coegemas), who represent the interests and needs of the Municipalities in relation to social assistance.

Finally, as governance bodies for financing actions, there are the Social Assistance Funds, public instruments of budgetary, finance, and accounting management, with the objective of co-financing management, services, programs, projects, and benefits of social assistance. The National Social Assistance Fund (FNAS)¹, the State Social Assistance Funds, the Social Assistance Fund of the Federal District, and the Municipal Social Assistance Funds are part of this group.

1.1.2. The instruments

In addition to the governance bodies for deliberation and negotiation, the management of the Social Assistance Policy requires strategic and budgetary planning instruments that ensure direction, organization, and monitoring of the actions of SUAS in all spheres of government. These instruments, also provided for in the NOB-SUAS, are elaborated based on socio-territorial diagnoses and should guide basic and special social protection in an articulated way.

The Social Assistance Plan is the main instrument for planning policy. Prepared every four years, in line with the PPA, the plan organizes the execution of the policy in each federative sphere. Its components include the socio-territorial diagnosis, the mapping of the service provider network, the definition of objectives, guidelines and goals, as well as available and necessary material, human, and financial resources, mechanisms and sources of indicators for financing, monitoring, and evaluating. The transfer of federal resources is conditioned to the prior preparation of the plan, whereas its approval is up to the Social Assistance Councils.

The SUAS Improvement Pact is the mechanism that translates the strategy of induction and improvement of the policy into concrete commitments. The pact is signed between the Union, the States, the Federal District and the Municipalities, and the national, regional and municipal goals must be agreed upon in the CIT and CIB every four years, always in the last year of the PPA. SUAS holds the Pact for the Improvement of State Management and the Pact for the Improvement of Municipal Management. As indicated by NOB-SUAS/2012, the Pact must arrange for: the definition of indicators; priorities and goals for improving management and supply; support between the Union,

¹ FNAS was established by LOAS and regulated by Decree No. 7,788, of August 15, 2012.



the States, the Federal District and the Municipalities to achieve the agreed goals; and the adoption of monitoring and evaluation mechanisms.

In addition to the instruments for managing SUAS actions, there are also tools to advise on the process of monitoring the management of SUAS, whose objective is to verify the achievement of the agreed goals and the indicators defined for the policy, besides ensuring compliance with current regulations. This advisory process is carried out by the Union in relation to the States and the Federal District, and by the States in relation to their respective Municipalities. According to NOB-SUAS, as part of the advisory process, the managing bodies must prepare Information Instruments such as technical guidelines, manuals and guides, which offer parameters for the execution of services, benefits and reference units. This type of instrument can gather information and evidence that can, for example, serve as a subsidy for the preparation of a Plan of Measures to be taken, for example.

In situations of fragility in management or execution, the entity must prepare a Plan of Measures, a planning instrument aimed at identifying difficulties faced by federated entities; the definition of actions to overcome difficulties; and the indication of deadlines and those responsible for the actions. The action plans must be prepared by the federated entity, approved by the respective Social Assistance Councils and agreed upon in the respective commissions – CIBs, in the case of Municipalities and CIT, in the case of States and the Federal District. The execution must also be monitored by the respective Councils and by the State in relation to their Municipalities or by the Union in relation to the States and the Federal District.

The Support Plan derives directly from the Plan of Measures and consists of the planning instrument of technical and financial advice to overcome the difficulties indicated in the Plan of Measures. In general terms, the Support Plan represents the actions that can be carried out to support the entities. Thus, the Plan is prepared by the State in relation to its Municipalities, or by the Union in relation to the States and the Federal District and must be agreed upon in the CIB or CIT, as the case may be. Failure to comply with the Providence and Support Plans by the federative entities must be reported to the respective Social Assistance Councils and may result in the application of administrative measures by the Federal Government, as defined in a specific rule.

1.1.3. Social Assistance Monitoring

LOAS/1993 recognizes Social Assistance Monitoring as one of the objectives of the policy, along with social protection and the defense of rights, and assigns to the management of SUAS the responsibility of vouching for and guaranteeing it. 2012 NOB-SUAS delimits and operationalizes this role by defining its focus on the territorial analysis of the protective capacity of families and the identification of situations of social vulnerability, with the objective of prioritizing and planning actions in the most affected territories, in addition to monitoring the quality of the services offered. That is, it is responsible for the management of information through production, systematization, analysis, and dissemination of information. It is the responsibility of the Union, the States, the Federal District and the Municipalities to structure, install, and implement Social Assistance Monitoring in their management bodies, as well as to support the activities of planning, organization, execution, monitoring, and evaluating developed actions.

The structure of Social Assistance Monitoring is organized into two main axes. The first is the monitoring of risks and vulnerabilities, which aims to map the incidence of situations of risks and vulnerabilities, characterizing the vulnerability factors and the affected population, whenever possible. This identification makes it possible to estimate the potential demand for the supply of



services, programs and benefits in the territory, in addition to increasing the protective capacity. The second axis is the monitoring of service standards, which consists of producing and systematizing information on the supply of services and benefits, with a view to improving the social assistance network and the integration of supply and demand.

According to the Technical Guidelines for Social Assistance Monitoring, the area is composed of a set of macro activities that will be described below. The first macro activity consists of organizing, structuring and standardizing information, identifying data sources and systematizing information, in addition to proposing new forms of collection. Another central activity is the management of computerized systems, for which monitoring is co-responsible for the quality of the information provided and for the operation of systems such as CadSUAS, the SUAS Census and the RMA, in addition to playing a central role in the creation and improvement of new tools.

Among its functions, the elaboration of diagnoses and georeferenced studies, especially socio-territorial diagnoses, also stands out. These instruments allow the characterization of the territories, the dimensioning of situations of risk and vulnerability, and the analysis of the coverage of the social assistance network. The diagnoses may include variables on the general conditions of the municipality, the size of the target audience, the structure of the supply of social assistance services and other public policies, as well as the correlation between demand and supply.

Another dimension is monitoring and evaluation. These activities consist of the production and regular analysis of indicators and information that measure structure, inputs, processes, activities, products and results for continuous and systematic monitoring of services, programs, projects and benefits in relation to the established goals and objectives. In addition, it provides for studies and research to support the improvement of management. Monitoring and evaluation activities require the construction of a systematic process of analysis of demands to generate recommendations for their improvement.

Monitoring also acts in the planning and organization of active search actions, taking advantage of its territorial capillarity. Active search consists of locating, including or updating registration, and referrals of families in vulnerable situations to the services of the social protection network. Thus, active search translates into three strategies: i) Active Search for inclusion in the Unified Registry; ii) Active Search to Access Benefits; iii) Active Search to Access Services.

Finally, its attributions include organizing, standardizing and managing the system of notifications of violence and violations of rights, ensuring that these records guide responses from the social protection network.

To carry out the macro activities described above, the main information management tools used include:

- *Unified Registry (CadÚnico)*: The Unified Registry for Social Programs of the Federal Government (*CadÚnico*) is the main registry used in SUAS and serves as an instrument for identifying and characterizing the socioeconomic status of low-income Brazilian families. The registry can be used for various social policies and programs aimed at this public (Brazil, 2023a);
- *Consultation, Selection and Extraction of Information from the Unified Registry (CECAD)*: CECAD is an operational tool that allows you to consult, select and remove information from *CadÚnico*;



- *SUAS Census*: Monitoring process with annual completion of several questionnaires regarding information related to CRAS, CREAS, POP Center, Reception Units, Municipal Management, State Management, Municipal and State Councils;
- *National Registry of SUAS (CadSUAS)*: Electronic registration where information regarding the Units of the social assistance network, government agencies and SUAS workers is filled in;
- *Monthly Record of Services (RMA)*: Individual Case Record in which information regarding the services offered and the volume of care at the Social Assistance Reference Centers (CRAS), Specialized Social Assistance Reference Centers (CREAS) and Specialized Reference Center for the Homeless Population (POP Centers) must be filled in on a monthly basis.
- *SUAS Case Record*: Registration system with information entered by CRAS, CREAS and POP Center. Through this system, which is divided into RMA – Unit and RMA – Family, it is possible to identify and quantify the number of appointments performed monthly, the scope and quality of the services offered, the profile of individuals and families using the services, the number of beneficiaries of the *Bolsa Família* and Continuous Benefit programs;
- *Social Information Matrix (MI Social)*: Tool that gathers in a single place, various information related to MDS Social Programs, enabling the monitoring of these programs through indicators;
- *Social Information Reports (IR Social)*: informational application that contains data that form a high-performance database, with information on *Bolsa Família*, social assistance actions and services, food and nutritional security and productive inclusion carried out by the MC in the States, Municipalities and Federal District;
- *SUASWEB*: Tool with financial information that allows agility in the transfer of resources from the National Social Assistance Fund to municipal, state and federal district funds;
- *Vis Data*: Tool that offers indicators of the main MDS programs and makes it possible to access historical information and carry out consultations by different territorial units, such as Municipalities, States, and large regions;
- *SigPBF*: Management system specifically intended for municipal managers and technicians and state coordinators and technicians who work in the management of PBF;
- *E-PCF*: Electronic System of the Happy Child Program, developed to support the management of information of the Program throughout the country, regarding the care and follow-up carried out with beneficiaries and their families;
- *Strategic Maps for Citizenship Policies (MOPS)*: MOPS is an open-access portal that gathers and organizes information on the availability of services, public tools, and social programs identified in Municipalities, micro-regions and states throughout the country. It is an effective tool to assist managers and technicians in guiding the low-income population and in meeting the demands for public services and access to rights.



1.2. Work management

Work management is an integral area of SUAS management that covers issues related to the organization of social work and the valorization of professionals who work with these policies. It comprises the planning, organization and execution of actions aimed at structuring institutional processes and qualifying the workforce, being a common responsibility of the Union, the States, the Federal District and the Municipalities. This responsibility includes both the implementation of the continuing education policy and the co-financing of actions aimed at strengthening work management.

The National Social Assistance Policy (PNAS/2004), by establishing the organizational bases for the implementation of SUAS in the national territory, introduces work management as one of the central areas. The institutionalization of Social Assistance as a policy required structural changes in the work process of professionals in the area, so that their practices were aligned with the normative advances of social assistance and other social policies. In this context, PNAS also pointed out the need to articulate the human resources policy with a policy of permanent education, of a systematic, participatory, sustainable and decentralized nature, aimed at strengthening capacities and professional qualification.

The publication of the Basic Operational Standard for Human Resources (NOB-RH/SUAS), in 2006, represented a milestone in the professionalization of the policy, by presenting guidelines for the composition of reference teams, the preparation of career plans, positions and salaries, for the management of work in social assistance entities and organizations, and for the national training policy, in addition to establishing responsibilities and guidelines for the co-financing of the area.

1.2.1. The reference teams

One of the pillars of work management in SUAS is the reference teams. According to NOB-RH/2006, teams must be made up of permanent, temporary or commissioned² civil servants, responsible for the organization and provision of services, programs, and projects and benefits of basic and special social protection, considering the number of referred families and individuals, type of care, and expected results. These teams materialize the principle of socio-family and territorial matrixing, functioning as an articulating nucleus between different levels of protection and avoiding fragmentation of responses. In SUAS, inspired by the SUS model, reference teams are formed by professionals with different backgrounds, who share objectives and collectively define intervention strategies. The meaning of "reference" is twofold: for the citizen, it translates into the security that he will find welcoming and qualified support; for management, it implies establishing coverage parameters and quality care.

NOB-RH also establishes different parameters for the composition of teams according to the level of complexity of social protection. In Basic Social Protection (PSB), Family Protection and Integral Care Service (PAIF) is performed exclusively by the CRAS reference team, whose composition and workload vary according to municipal size. In general, they include a higher-level coordinator — preferably a social worker with experience in management and social work with families —, higher-level technicians (social workers and psychologists, as a priority) and mid-level professionals who

² Since 2016, an expanded view of the public servants who make up the reference teams has been considered. BRAZIL, 2025b.



carry out community support and mobilization activities³. The size of the team is defined by NOB-RH/SUAS based on the number of families referred to CRAS, ensuring adequate conditions for systematic monitoring and the strengthening of family and community ties.

In Special Social Protection (PSE), reference teams are distributed according to the degree of complexity of the services. In CREAS, responsible for medium complexity, teams are multiprofessional, composed of a higher education coordinator, social workers, psychologists, lawyers, administrative assistants and higher or secondary level professionals who contribute to the approach to users. The parameter is two professionals for up to 50 people referenced, adjusted according to the type of service. In high-complexity services, aimed at the full protection of people and families removed from living together due to violation of rights, the teams are sized according to the type of reception (such as institutional shelters, republics and foster families). In general, they have social workers and psychologists – one professional for every 20 users – as well as coordinators, usually with higher education. In all modalities, the team is linked to the municipal management body, ensuring technical supervision and coherence with national guidelines.

Another essential element of work management and appreciation of social assistance professionals is the institution of Career, Position and Salary Plans (PCCS). According to the NOB-RH/SUAS, the PCCS express the commitment of public administration to professional development of civil servants, whether from public agencies or from social assistance entities and organizations, based on principles such as the universality of plans, functional adequacy and permanent education. The plans must be managed in a shared manner and instituted in all spheres of government and directed to SUAS workers, both direct and indirect administration, based on nationally defined principles.

1.2.2. Continuing Education

The implementation of continuing education for social assistance professionals is recognized by LOAS/1993 as one of the objectives of SUAS and occupies an important space historically in the process of its improvement. The 2013 National Policy for Continuing Education of SUAS (PNEP/SUAS), inserted within the scope of work management, establishes the principles and guidelines for the implementation of permanent education in social assistance and adopts a perspective that values continuous learning in the work context and contributes directly to the betterment of workers, to the improvement of SUAS management and to the qualification of services, programs, projects and social assistance benefits⁴.

More recently, in 2025, within the scope of PNEP, the SUAS Simone Albuquerque School was established with the purpose of consolidating the training, capacity building and development of skills required by SUAS. Among its attributions are to offer courses, support entities in the preparation of permanent education plans, monitor and evaluate training actions and strengthen permanent education strategies within the scope of PNEP/SUAS. In addition, the School's scope of action includes the management of CapacitaSUAS and the coordination of the National SUAS Network of Training and Continuing Education (RENEP/SUAS) and the National SUAS Center for Continuing Education (NUNEP/SUAS).⁵

³ Other higher-level professional categories can be part of SUAS reference and management teams, such as anthropologists, pedagogues, sociologists, occupational therapists, domestic economists and music therapists. BRAZIL, 2011b.

⁴ BRAZIL, 2013.

⁵ BRAZIL, 2025a.



CapacitaSUAS is a national program that aims to ensure continuous training and capacitation for professionals in the social assistance network. Training actions aim at the effective implementation of Continuing Education Plans and strengthening of SUAS management in the States, the Federal District and the Municipalities. The Union is responsible for coordinating the program at the national level, carrying out diagnoses of the need for training, structuring the pedagogical projects, preparing the institutional notebooks and following up, monitoring, and evaluating the actions. The States and the Federal District are responsible for carrying out training and training actions, entering into agreements, contracts or terms of cooperation, preparing diagnoses and monitoring the training process. The Municipalities, on the other hand, are responsible for preparing their diagnoses, formulating municipal plans and participating in the processes of agreement and deliberation related to permanent education. The program has the Academic Monitoring System (SIMA) to follow and monitor the execution of CapacitaSUAS courses throughout the national territory⁶.

RENEP/SUAS was created to operationalize training and is composed of public and private educational institutions, Government Schools and Federal Institutes of Education, Science and Technology. The Permanent Education Centers of SUAS (NUNEP/SUAS) are collegiate bodies of an advisory nature, responsible for identifying the training needs of the members of Social Assistance Councils, workers and managers of SUAS, in addition to proposing methodologies and content for the courses and contributing to the planning of permanent education in the territories.

⁶ BRAZIL, 2024.



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