

Análise da evolução do Índice de Desenvolvimento Humano do Município de Sousa
Analysis of the evolution of the Human Development Index in the Municipality of Sousa
Análisis de la evolución del Índice de Desarrollo Humano en el Municipio de Sousa

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Resumo

O presente estudo vislumbra analisar a evolução do Índice de Desenvolvimento Humano e as ações efetivas de políticas públicas no interregno de 1991 a 2010, no município de Sousa-Paraíba. Nessa perspectiva, este artigo, através da pesquisa descritiva, de natureza qualitativa, método dedutivo, coleta de dados documental e bibliográfica, procedeu-se de modo a realizar uma análise minuciosa do aumento do Índice de Desenvolvimento Humano de Sousa, de forma a averiguar o desempenho deste município em relação ao seu contexto federativo, regional e estadual no período de 1991 a 2010, bem como averiguar de que modo as alocações de recursos e implementação de ações dos gestores públicos contribuíram para a evolução do IDHM de Sousa. Não obstante, elucidou também sobre o aumento do IDHM relacionado ao contexto econômico do município, para tal foi utilizado os valores do Produto Interno Bruto, buscando identificar se houve uma crescente proporcional nos dois índices. Por fim, diante da problemática exposta, buscou-se, elucidar a necessidade do Estado, pautado na defesa dos direitos basilares e no respeito ao bem-estar da população, implantar políticas públicas que visem promover a equidade social, possibilitando melhorar a oferta de emprego, qualificação profissional, erradicação da pobreza, além de saúde e educação de boa qualidade, bem como segurança pública, lazer e saneamento básico, tendo em vista os incômodos substanciais causados ao Estado Democrático de Direito pela não observância dessas garantias.

Palavras-chave: Evolução; Políticas públicas; Desenvolvimento; Estado.

Abstract

The present study aims to analyze the evolution of the Human Development Index and the effective actions of public policies in the interregnum from 1991 to 2010, in the municipality of Sousa-Paraíba. In this perspective, this article, through descriptive research, of qualitative nature, deductive method, collection of documentary and bibliographic data, proceeded in order to carry out a detailed analysis of the increase in Sousa's Human Development Index, in order to ascertain the performance of this municipality in relation to its federative, regional and state context in the period from 1991 to 2010, as well as to investigate how the resource

allocations and implementation of actions by public managers contributed to the evolution of Sousa's MHDI. Nevertheless, it also elucidated the increase in the MHDI related to the municipality's economic context. For this purpose, the values of the Gross Domestic Product were used, seeking to identify whether there was a proportional increase in the two indexes. Finally, in view of the exposed problem, it was sought to clarify the need for the State, based on the defense of basic rights and respect for the well-being of the population, to implement public policies that aim to promote social equity, making it possible to improve the job offer, professional qualification, poverty eradication, in addition to good quality health and education, as well as public security, leisure and basic sanitation, in view of the substantial inconveniences caused to the Democratic Rule of Law by failure to observe these guarantees.

Keywords: Evolution; Public policy; Development; State.

Resumen

El presente estudio tiene como objetivo analizar la evolución del Índice de Desarrollo Humano y las acciones efectivas de las políticas públicas en el interregno de 1991 a 2010, en el municipio de Sousa-Paraíba. En esta perspectiva, este artículo, a través de la investigación descriptiva, de naturaleza cualitativa, método deductivo, recopilación de datos documentales y bibliográficos, se realizó para llevar a cabo un análisis detallado del aumento en el Índice de Desarrollo Humano de Sousa, para determinar el desempeño de este municipio en relación con su contexto federativo, regional y estatal en el período de 1991 a 2010, así como investigar cómo la asignación de recursos y la implementación de acciones por parte de los administradores públicos contribuyeron a la evolución del IDHM de Sousa. Sin embargo, también aclaró el aumento en el IDHM relacionado con el contexto económico del municipio, para este propósito se utilizaron los valores del Producto Interno Bruto, buscando identificar si hubo un aumento proporcional en los dos índices. Finalmente, en vista del problema expuesto, se buscó aclarar la necesidad del Estado, con base en la defensa de los derechos básicos y el respeto al bienestar de la población, de implementar políticas públicas que promuevan la equidad social, haciendo posible mejorar la oferta de trabajo, , calificación profesional, erradicación de la pobreza, además de buena salud y educación, así como seguridad pública, ocio y saneamiento básico, en vista de los inconvenientes sustanciales causados al Estado de Derecho Democrático por el incumplimiento de estas garantías.

Palabras clave: Evolución; Políticas públicas; Desarrollo; Estado.

1. Introduction

The vision of social development has changed profoundly since the publication of the Human Development Report (HDR), in 1990. Since then, the perspective of public policy makers, economists, social scientists and society as a whole has expanded for a panorama that includes a systematic analysis of a set of information about the living conditions of human beings. Factors such as inequality, insecurity and, above all, poverty, have become even more important for the measurement of human development in nations.

In this perspective, this vision transcends, therefore, the reductionist perspective of the purely economic bias based on the growth of income and productivity, by integrating social aspects centered primarily on the process of expanding the possibilities of individual freedoms and giving space for the capacities of realization develop (Puchale, Pereira, & Freitas, 2019).

Based on the change that took place regarding the concept of human development, the United Nations (UN), in the 90s, started to study this subject, through the Human Development Index (HDI), which consists of a composite indicator by three fundamental dimensions: education, income and longevity. This index assesses the opportunity or ability to lead a long and healthy life, to have access to knowledge and to be able to enjoy a decent standard of living. Thus, it appears that the HDI replaces the traditional view of development, which identifies it to economic growth, with a more comprehensive approach.

It should be noted that, in Brazil, the HDI is measured for all municipalities through the Municipal Human Development Index (MHDI). This index studies the particularities of each Brazilian municipality, thus seeking to get closer to the reality of each one and to propose policies that better aim at people's quality of life. In this tuning fork, the present research has as its basic guideline, to analyze the evolution of the MHDI and the effective actions of public policies in the period between 1991 and 2010, in the municipality of Sousa, as well as to make considerations about how the MHDI results can be used as management tool by municipal managers to promote the development of the municipality.

Furthermore, a detailed investigation of the evolution of the Sousa MHDI will be sought, in order to ascertain the performance of this municipality in relation to its federative, regional and state context between 1991 and 2010. In addition, a correlation will be carried out between the increase in the MHDI and the economic context of the municipality, using, for this purpose, the values of the Gross Domestic Product (GDP), seeking to identify whether there was a proportional increase in the two indexes.

Thus, the study of the proposed theme is of paramount importance, since it is essential for scientific and technological development to identify the real evolution of an important index for society in general, as well as for the municipality of Sousa, a since, through it, it is possible to measure human development and establish policies that contribute to the social aspect, which is reflected in the lives of people who reside in this municipality.

In view of the above, through the preliminary examination of the evolution of Sousa's MHDI, it will be seen how the allocation of resources and the implementation of actions by public managers impacted this increase. In addition, it seeks to propose mitigating measures that contribute to the increase in the human development index, with the aim of unifying, strengthening, and implementing the dignity of the human person.

2. Methodology

According to the teachings of Marconi and Lakatos (2003, p. 83), “the method is the set of systematic and rational activities that, with greater security and economy, allows reaching the objective - valid and true knowledge -, tracing the path to be followed, detecting errors and assisting the scientist's decisions”.

In this sense, considering that the method has several classifications, the present study will deal with research based on deductive methodology, starting from the analysis of basic foundations of Human Development, HDI and MHDI, towards the singularities of the reality of the municipality of Sousa. In addition, it is outlined as descriptive, since it aims to observe, record and interpret the variables that make up the MHDI, by conducting a survey of which variables make up this index, how they are formed, as well as, which methodology used to calculate them.

Furthermore, the historical- comparative procedure methodology was used, since a thorough analysis of the evolution of the Human Development Index of the Municipality of Sousa was carried out, in order to ascertain the performance of this municipality in relation to its federative, regional contexto and state in the interregnum from 1991 to 2010. In addition, a correlation was made between the increase in the MHDI and the municipality's economic context, using, for all, GDP values, identifying whether there was a proportional increase in the two indexes.

Furthermore, the present research is also classified as qualitative. Under this bias, “qualitative methods are those in which the researcher's interpretation of his / her opinions about the phenomenon under study is important” (Pereira et al., 2018, p. 67). Thus, the human

development institutes were analyzed as a way to reach the conclusion that it is possible to implement public policies in order to correct the deficiencies observed in the indexes, based on the defense of basic rights and respect for the well-being of society population.

Finally, regarding the procedures used for data collection, it is classified as bibliographic and documentary, in order to carry out an analysis of the statistical and spatial data relevant to the theme, as well as of the already existing positions that deal with the theme, published in doctrines and articles, in order to provide a note regarding the increase in Sousa's MHDI.

3. Development

The conception of human development finds its theoretical bases in the approach to freedoms and capabilities elaborated by Amartya Sen, according to which human development encompasses a “variety of sectoral issues and a combination of social and economic processes” (Sen, 1993, p. 325). In this sense, the aforementioned author states that countries with high GDP per capita do not necessarily have high levels of quality of life, as this indicator does not demonstrate the real promotion of basic rights.

In this tuning fork, it is clear that the proper conception of development must go beyond the accumulation of wealth, the growth of the Gross National Product and other variables related to income. However, it must not disregard the importance of economic growth for the social promotion of the human person (Sen, 2013).

In this respect, it is relevant to point out that the use of GDP per capita as the only indicator of human development does not, by itself, cause a systematic and precise analysis of the population's quality of life. In this way, the need to search for new sources and indicators capable of portraying human life conditions with greater precision is evident.

In 1990, in the UNDP Human Development Report, the definition of human development was presented, as the aim was to replace the vision of this, which was linked to the growth of income and productivity, with a parameter of greater scope and that could add variables that portrayed social, environmental and economic development. According to Atlas Brazil (2013):

Human development is the process of expanding people's freedoms, with respect to their capabilities and the opportunities at their disposal, so that they can choose the life they want to have. The process of expanding freedoms includes the social, economic, political and environmental dynamics necessary to guarantee a variety of opportunities

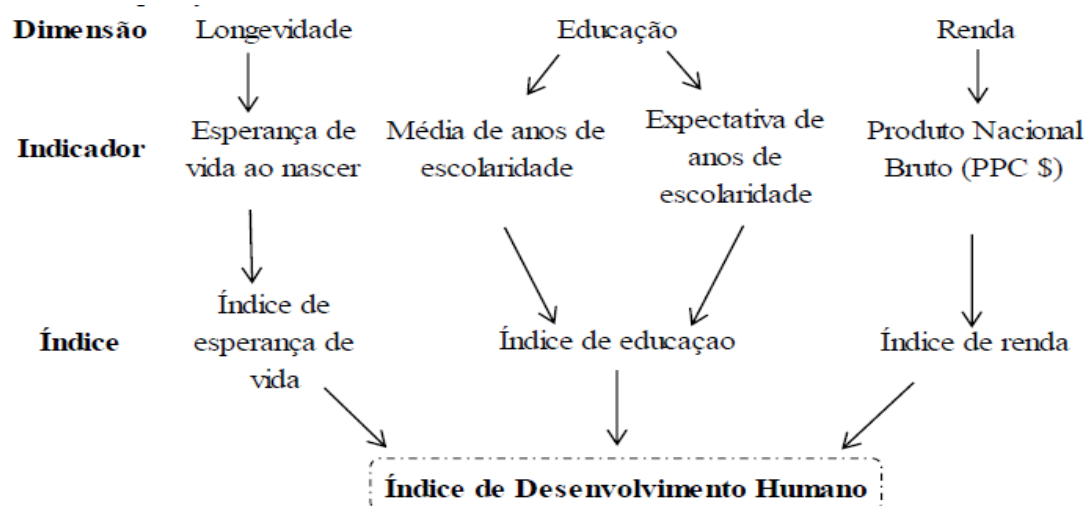
for people, as well as the enabling environment for each to fully exercise their potential.

This concept, therefore, transcends the reductionist perspective of a purely economic bias, based on the growth of income and productivity, by integrating social aspects centered primarily on the process of expanding the possibilities of individual freedoms. Thus, “the human development approach criticizes the association that is often made, and widely accepted, between development and economic growth” (Kieling, 2014, p. 32).

In this perspective, the UN, in 1990, started the study on human development, through the HDI, which is a comparative indicator used to segment developed (high human development), developing (average human development) and underdeveloped countries (low human development). In this path, it is urgent to point out that the calculation of the HDI is based on data on life expectancy at birth, education and gross domestic product per capita, with a scale ranging from 0 (zero) to 1 (one), the closer to 1, the greater the human development (United Nations Development Program [UNDP], 2013).

Furthermore, it is worth noting that the HDI is a key index that brings together three of the most important requirements for the expansion of people's freedoms: the opportunity to lead a long and healthy life - health, access to knowledge - education and being able to enjoy a dignified standard of living - income (Herculano et al., 1998). Thus, it is emphasized that the current HDI methodology is constituted as shown in Figure 1.

Figure 1: Composition of the 2011 HDI.



Source: UNDP (2001) apud Kieling (2014).

However, it is emphasized that, according to UNDP (2018), Brazil's HDI is 0.761 (79th out of 188 countries). Although it has deficiencies in the educational system and an exacerbated concentration of income, the HDI of Brazil is considered to be of high human development, as the country has been showing good economic and social results.

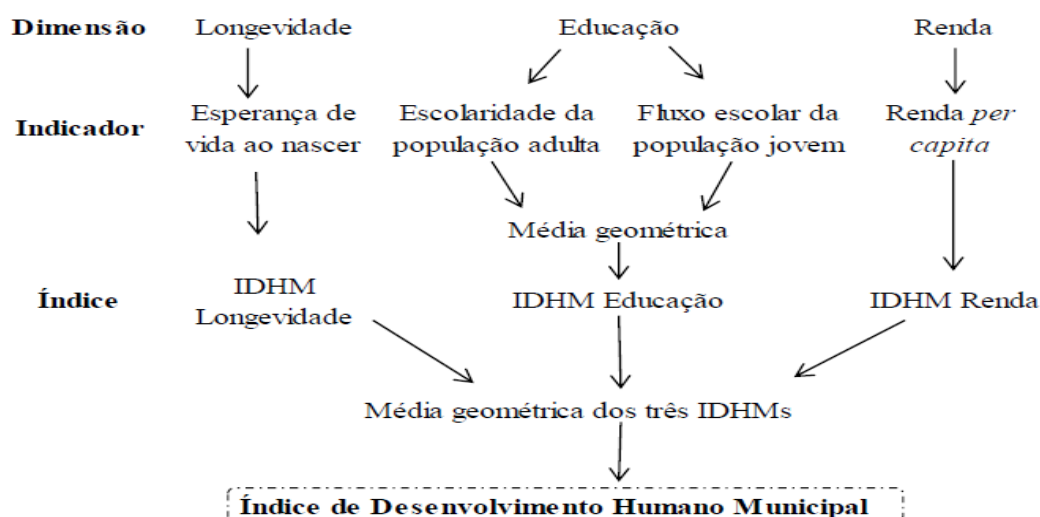
Thus, it is clear that the HDI has the scope of offering a counterpoint in relation to another widely used indicator, GDP per capita, which considers only economic growth. In addition, it seeks to analyze the delimited geographical space, taking into account its social, cultural and political characteristics (Rodrigues, 2018).

In Brazil, the Human Development Index is measured for all municipalities through the MHDI, which uses socioeconomic information on the 5.565 Brazilian municipalities, 27 Federation Units, 21 Metropolitan Regions (Prearo, Maraccini, & Romero, 2015). Thus, it is observed that the incorporation of the most appropriate indicators to national particularities, supported by the availability of subnational data and in conformity with local realities, contributes to a further refinement of the municipal index, as well as the realization of planning and application of policies that enable local development.

The construction and adaptation of indicators and synthetic human development indexes for Brazil will allow a reasoned analysis of the results of national policies in each of the country's municipalities and in their micro and macro-regions. It will be possible to correct directions, decentralize more effectively, locate where the main deficiencies are and supply them efficiently (UNDP, 1998, p. 5, apud Kieling, 2014, p. 75).

Furthermore, it is noteworthy that the MHDI, in accordance with the global HDI, adds three dimensions of human development, being the opportunity to live a distant and healthy life, to have access to knowledge and to have a standard of living that guarantees basic needs, represented by health, education and income (Atlas Brazil, 2013). It should be noted that there are only two changes regarding the MHDI and the Human Development Index, referring to the literacy rate, which uses the average number of years of study (instead of the combined enrollment rate), and the $MHDI_R$, expressed by per capita household income. In this perspective, the contemporary composition of the MHDI, released in 2013, is represented by Figure 2.

Figure 2: Composition of the 2013 MHDI.



Fonte: Pnud, Ipea e FJP (2013, apud Kieling, 2014).

In summary, according to Figure 2, once the indicators are made available, the specific indices for each of the three dimensions are calculated. In this trail, the minimum and maximum reference values of each category are determined, which will be equivalent to 0 and 1, respectively, in the calculation of the index. Subsequently, based on the cube root of the multiplication of the three indexes found, the final MHDI is obtained (Lopes, 2017).

Painting 1 shows the MHDI scale used in Atlas Brazil, which ranges from 0 (zero) to 1 (one), the closer to 1, the greater the human development of that territorial unit.

Painting 1: MHDI bands defined by FJP and IPEA and validated by UNDP.

Faixa	Classificação
IDHM entre 0 – 0,499	Muito Baixo Desenvolvimento Humano
IDHM entre 0,500 – 0,599	Baixo Desenvolvimento Humano
IDHM entre 0,600 – 0,699	Médio Desenvolvimento Humano
IDHM entre 0,700 – 0,799	Alto Desenvolvimento Humano
IDHM entre 0,800 - 1	Muito Alto Desenvolvimento Humano

Source: Adapted from Atlas Brazil (2013).

The MHDI is an index that measures the level of education, longevity and income, with a value for analysis between 0 to 1, divided into intervals, that is, the closer to 0, the lower the MHDI, and the closer to 1, higher the MHDI. Thus, it is observed that, in the range

0 to 0,499, it is said that there is very low human development; between 0,500 to 0,599, low; in the range of 0,600 to 0,699, average; and above 0,700, it is considered high.

With regard to longevity, it is emphasized that it is an indicator that shows the average number of years that people would live from birth, maintaining the same mortality patterns observed in the reference year. Thus, it can be seen that, in this indicator, there is an analysis of the reduction of premature death and access to quality health to reach the highest standard of physical and mental health, with life expectancy at birth as the unit of measurement observed for dimension calculation.

Still in line with the content mentioned above, there is life expectancy at birth (E), expressed in years. For the relativity process, the following formula is used: $MHDI_L = (E - 25) / (85 - 25)$, that is, the minimum and maximum limits are 85 and 25 years (Rodrigues, 2018). Therefore, if the municipality in question has a life expectancy at birth of 55 years, its $MHDI_L$ will be: $(55 - 25) / (85 - 25) \Rightarrow 30/60 \Rightarrow MHDI_L = 0,50$. Soon the $MDHM_L$ of the municipality is 0,50.

Thus, it is emphasized that demographic changes have repercussions on the supply of public policies. The increase in life expectancy has an impact not only on health, but also on other crops. Thus, the strengthening and planning of care strategies for the elderly is trivial, encompassing the focus not only on health, but contemplating the elderly in the family and community context, as well as designing and formulating new and more effective paths towards the realization of rights inherent to older adults.

In the education dimension, the primary objective is access to knowledge, which is seen as essential to the well-being of individuals by guiding people, so that they are able to make decisions about their futures. For the calculation of this dimension, two variables are used: an index for adult literacy (percentage of the population aged 15 or over, literate) and another index for schooling (combined enrollment rate in the three educational cycles in relation to the population with age between 7 and 22 years). In this perspective, the weighted average of the two indexes is used to provide the education level sub-index ($MHDI_E$), in which adult literacy is given a weight of two-thirds and the gross schooling rate of one-third (Rodrigues, 2018).

In this context, it is pointed out that, with the promulgation of the 1988 Federal Constitution, education was elevated to a social and fundamental right for all citizens, enshrined in Article 6 of the aforementioned Normative Charter. In this sense, the aforementioned article is covered as a stone clause - material limitation that prevents the normative device from being modified, even through constitutional amendment - aiming to

guarantee everyone, without distinction, in line with the principle of isonomy, a quality education. In addition, it is noteworthy that the fundamental right to education is an essential mechanism for the full intellectual, moral and ethical development of the human person (Queiroz et al., 2020).

With regard to income, a society's standard of living is observed. Through it, we have access to basic needs and the possibility of genuine choices in living standards. To measure the wealth of a nation, the National Income per capita indicator is used, in the concept of purchasing power parity. In this regard, it is pointed out that, to calculate the income index, the logarithms of the average municipal income per capita and the maximum and minimum reference limits are used.

The income index uses the logarithms of the average municipal income per capita and the maximum and minimum reference limits. The logarithm is used because it better expresses the fact that an increase in income for the poorest is proportionately more relevant than for the richest. [...] to arrive at the municipal income index (MHDI-R) the following formula is applied: $MHDI-R = (\log \text{ of average municipal income per capita} - \log \text{ of minimum reference value}) / (\log \text{ of maximum reference value} - \log \text{ of the minimum reference value})$ (Silva, 2017, pp. 32-33).

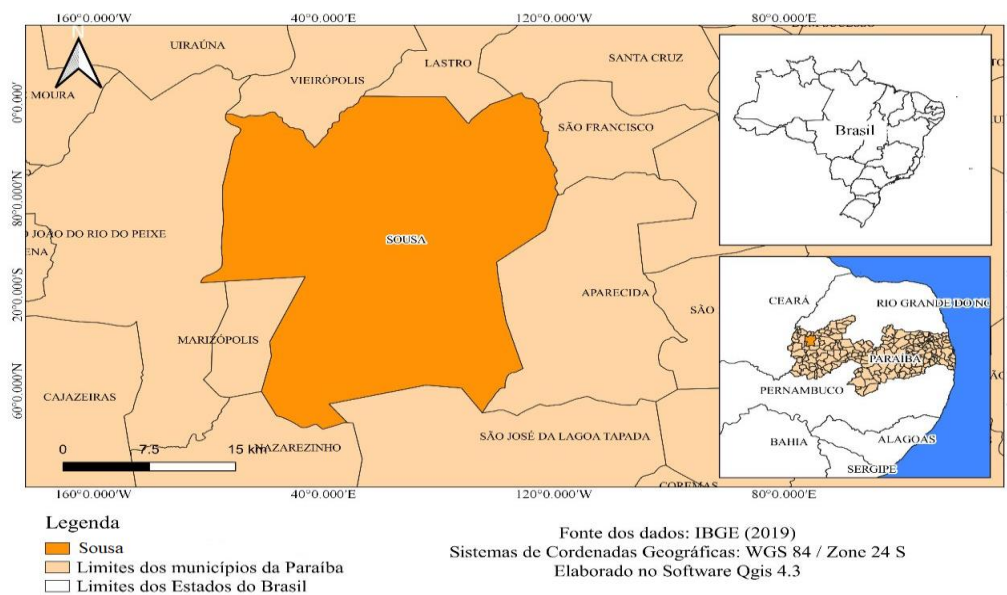
Thus, it is clear that income is an essential tool for accessing basic needs, as well as ensuring a decent standard of living for citizens. In addition, income is a means for several purposes, which makes it possible for us to choose available alternatives and its absence can hinder or inhibit life opportunities (UNDP, 2013).

In view of the innovations contained in the implementation of the MHDI in Brazil, it is urgent to highlight that municipal governments, a component of the government sphere responsible for the administration of municipalities, are considerably required to resolve local disputes. In this way, it strengthened the viability of the municipalities to act according to the local interest, in the scope of economic and urban development, while the Union and the states decreased, due to the scarcity of resources and the economic adjustment, the execution of public policies (Vitte, 2006). In this tuning fork, it is essential to characterize the spatial environment of the object studied, thus allowing to understand the context in which the municipality of Sousa-PB is located.

The city of Sousa, the regional delimitation of the object under study, located, according to Figure 3, in the semi-arid region of the Northeast, is located 438 km from João Pessoa, state capital, and 1 806 km from Brasília, federal capital, and is referred to in this research because it is a municipality that stands out as one of the most industrialized cities

in Paraíba , with just over 164 industries (Brazilian Institute of Geography and Statistics [IBGE] , 2010). In addition, the importance of the aforementioned city to the interior of its state is based on the wide regions of influence that go beyond its micro-region, even extending beyond state limits. According to Queiroz Dantas and Clementino (2013), Sousa is, in a way, benefited by the concentration of population, goods and money flow, which surrounds this border region between the states of Paraíba, Rio Grande do Norte and Ceará.

Figure 3: Location of the municipality of Sousa, Paraíba, Brazil.



Source: Author (2020).

Thus, in view of the referred innovations covered by the MHDI, the relevance of analyzing and characterizing Sousa's spatial cutouts is evidenced by the fact that it presents itself as a municipality in Brazil with strong economic, political and social influence that goes beyond its micro-region, extending itself including, beyond state limits. Therefore, it is essential that this research serves as a management tool, by the municipal managers, to promote the development of the municipality under its administration through public policies, since the disciplined indexes indicate, in a detailed way, in which areas there is a greater deficiency and should, therefore, receive more attention, and which are the areas that performed better resulting from previous investments, in order to unify, strengthen, and implement the dignity of the human person.

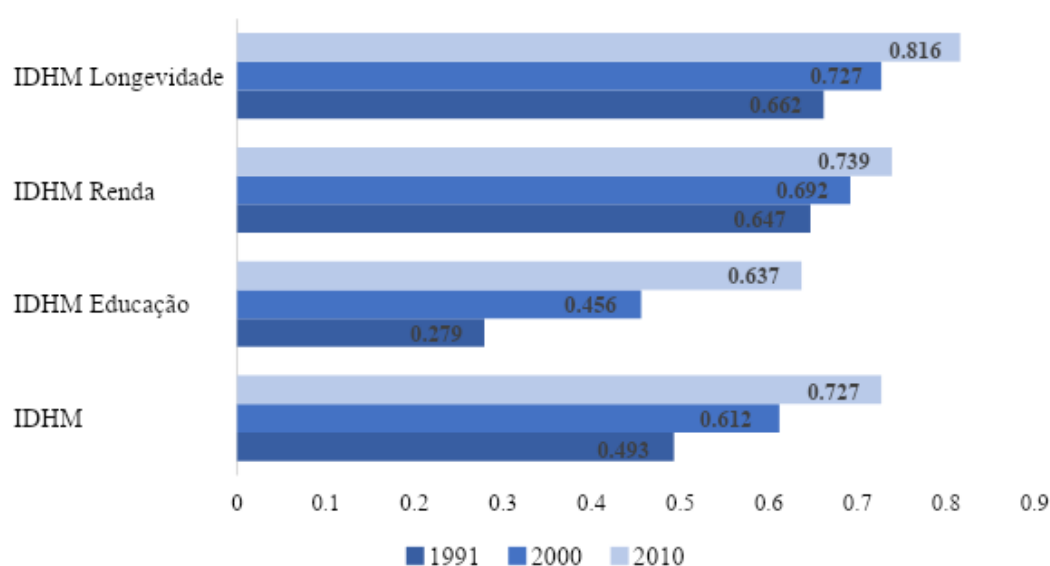
4. Results and Discussions

From the considerations presented, it appears that the MHDI is a basic instrument that incorporates the most appropriate indicators to national particularities, at the moment when it is supported by the availability of subnational data and in compliance with local realities, it contributes to further refinement the municipal index, as well as to carry out the planning and implementation of public policies that enable local development.

In this perspective, it is urgent to stress that, in the federative scenario, between the beginning of the 2000s and the international financial crisis, in 2008, the Brazilian State went through a period of economic prosperity and social inclusion. Even after 2008, in which, with the exception of 2010, the growth rates of gross domestic product were lower than in the previous period, with no setbacks in the gains obtained in terms of per capita income and the reduction of social inequality (Cavalcante; Dand Negri, 2014).

In relation to the MHDI, Brazil, in 2010, has a value of 0.727. In this sense, based on the levels of municipal human development adopted by Atlas Brazil 2013, this country, taking into account its totality, has a zone of High Human Development, evolving its classification in relation to previous years, when it appeared as Medium Human Development, in 2000, and Very Low Human Development in 1991 (Atlas Brazil, 2013). Thus, Graph 1 presents each integral part of the MHDI and the respective indicators that compose it, for the years 1991, 2000 and 2010.

Graph 1: MHDI and its Brazil Sub-Indices 1991 - 2010.



Source: UNDP. Atlas of Human Development (2013).

Through the detailed analysis of Graph 1, it is possible to notice that Brazil increased from 0,493, in 1991, to 0,612, in 2000, until reaching the current value of 0,727. Thus, the country has progressed by 0,119, between 1991 and 2000, and by 0,115, between 2000 and 2010, growing in total by 0,234, between 1991 and 2010. In percentage terms, its performance was 24,1%, between 1991 and 2000, and 18,8%, between 2000 and 2010, corresponding to a total relative growth of 47,5% in the period (Rodrigues, 2018).

It also appears that the dimension with the greatest growth, between 1991 and 2010, was Education. In absolute terms, it registered 0,358, for the period from 1991 to 2000, with the MHDI_E standing out with a growth of 0,177, and, for the period from 2000 to 2010, it presented an increase of 0,181. In percentage terms, 128,3%, reflecting important advances in the last 20 years.

Table 1: Human Development in Brazil between 1991 to 2010.

Desenvolvimento	1991		2000		2010	
	Nº de municípios	%	Nº de municípios	%	Nº de municípios	%
Muito Alto	0	0,0	1	0,0	44	0,8
Alto	0	0,0	133	2,4	4.889	33,9
Médio	43	0,8	1.451	26,1	2.233	40,1
Baixo	745	13,4	1.652	29,7	1.367	24,6
Muito Baixo	4.777	85,8	2.328	41,8	32	0,6

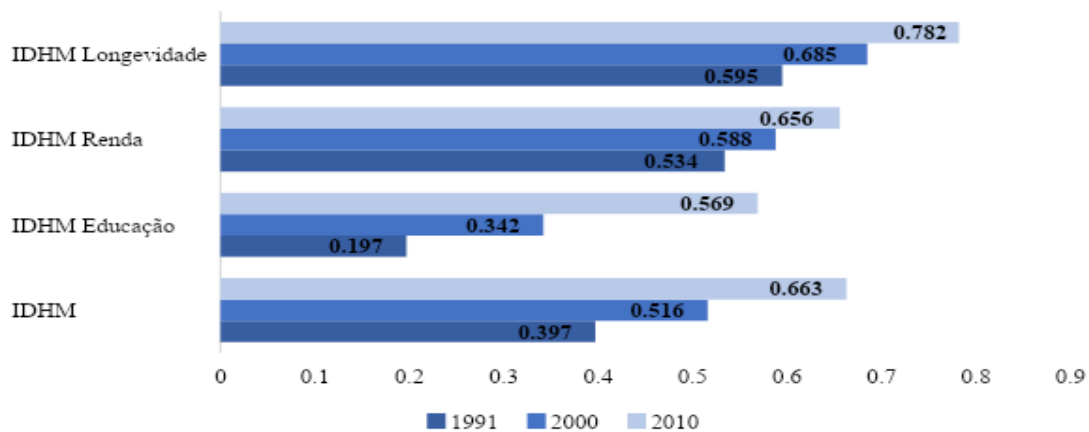
Source: Atlas Brazil (2013).

Table 1 shows the evolution of the MHDI of Brazilian municipalities, between 1991 and 2010, pointing according to the ranges of municipal human development adopted by Atlas Brazil 2013. Thus, it appears that, while in 1991 more than 85% of municipalities were if in the Very Low Human Development range and, in 2000, just over 70% of them were in the Low and Very Low Human Development ranges, in 2010, about 74% of Brazilian municipalities are in the Medium and High ranges Development. The remainder, 25%, is among those who showed Low or Very Low Human Development, which shows the improvements in terms of human development in the country in the last two decades.

Regarding the Northeast region, according to Graph 2, an increase of 0,397 in 1991 to 0,516 in 2000 is observed, until reaching the value of 0,693 in 2010. In this perspective, the region presents a progress of 0,119, between 1991 and 2000, and 0.147, between 2000 and

2010, growing a total of 0,266, between 1991 and 2010. In percentage terms, its performance was 29,9%, between 1991 and 2000, and 28,4%, between 2000 and 2010, corresponding to a total relative growth of 67% in the period.

Graph 2: Evolution of the mean of the MHDI variables in the Northeast region of Brazil 1991-2010.

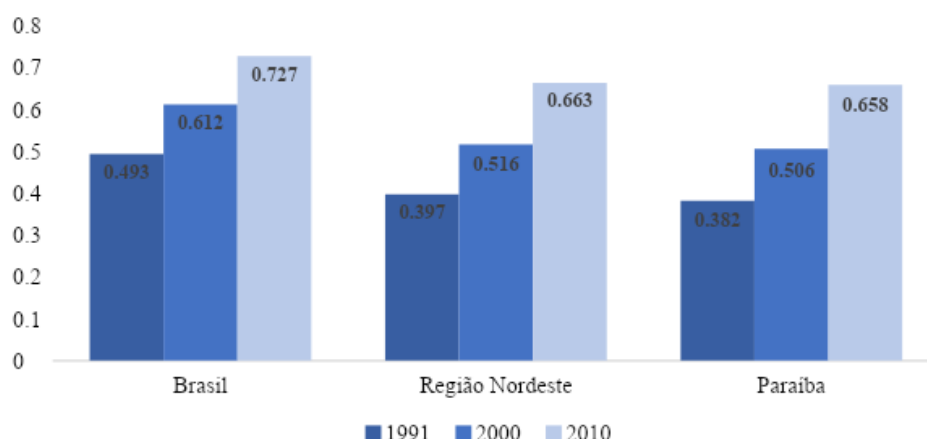


Source: Adapted from Atlas Brazil (2013).

In view of the data shown in Graph 2, it can be seen that the dimension with the highest absolute growth between 1991 and 2010 was the $MHDI_E$, with 0,372. For the period from 1991 to 2000, the $MHDI_E$ stands out with a growth of 0,145, and, for the period from 2000 to 2010, it shows an increase of 0,227. In percentage terms, the indicator that presents the best performance for the period from 1991 to 2010 is also the $MHDI_E$, with an evolution of 88,8% for the period, having grown 73,6%, between 1991 to 2000, and 66,3%, between 2000 and 2010.

Graph 3 presents a comparison of the performance of Paraíba, in its federative and regional context, in the period between 1991, 2000 and 2010. With regard to the State of Paraíba, there is an increase in its MHDI, since, in 1991, had an index of 0,382, evolving to 0,506 in 2000, until reaching the current value of 0,658. In addition, it is pointed out that there is a similar behavior of growth of the indicators in all cases, both in the situation of the indices at the level of Brazil, and of the variables at the regional and state level. Thus, it indicates coherence and even a relative convergence of public policies that reflected improvement in the indexes. It can also be seen that decisive aspects in public policies, implemented by local governments, helped to improve the MHDI.

Graph 3: Evolution of the Paraíba, Northeast and Brazil 1991-2010 MHDl.

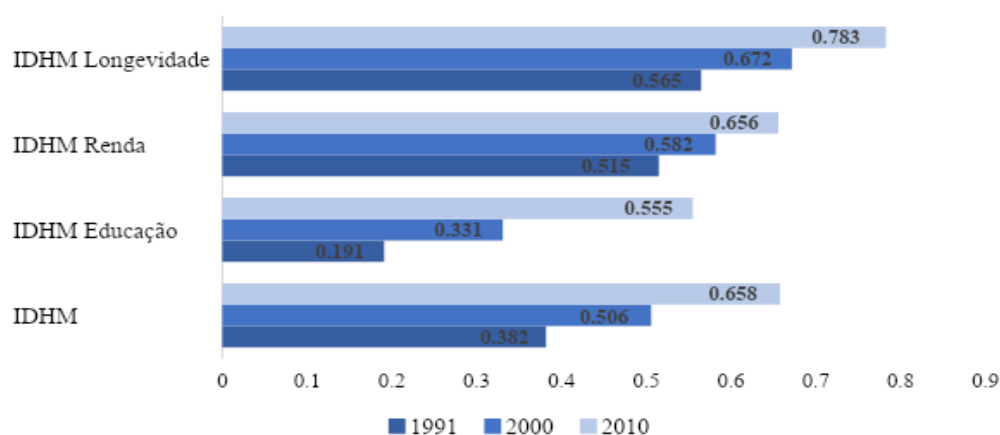


Source: Adapted from UNDP (2016).

In view of the data in Graph 3, it can be seen that in the three surveys, the State occupied a lower index than the MHDl of Brazil and the northeastern region. In addition, it appears that Paraíba presented an increase in its MHDl, but this evolution was not sufficient to leverage above the national average.

Graph 4 presents each subcomponent of the Paraíba MHDl and the respective indicators that compose it, for the years 1991, 2000 and 2010. The dimension whose index grew the most in absolute terms was Education, followed by Longevity and Income.

Graph 4: MHDl and its Paraíba sub-indexes from 1991 to 2010.



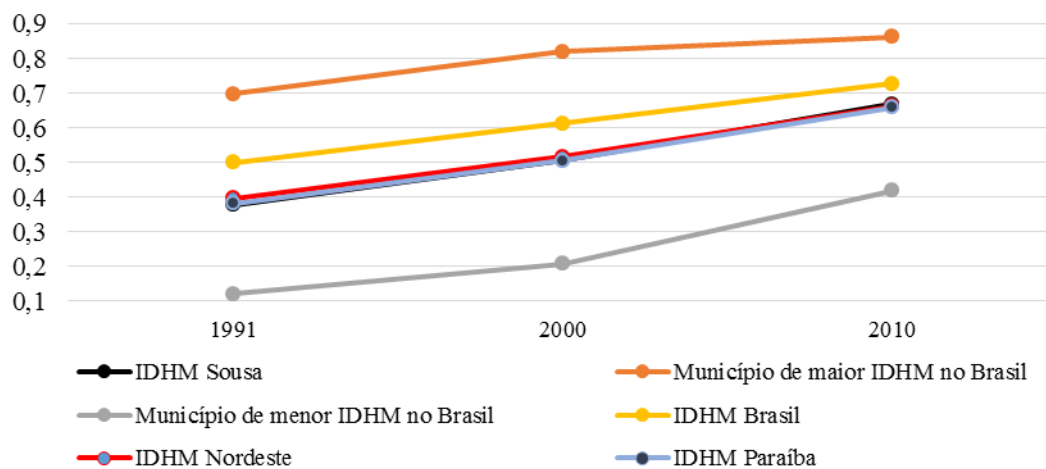
Source: UNDP. Atlas of Human Development (2013).

In 1991, the average of the MHDl_E, which evaluates the frequency of children, young people and adults in school, presented by Paraíba, went from 0,191 to 0,331 in 2000, until reaching the current value of 0,555. Regarding the MHDl_L, which measures life expectancy,

there was an increase in the indexes, as Paraíba went from 0,565, in 1991, to 0,672, in 2000, reaching 0,773, in 2010. In addition, with regard to $MHDI_R$, in this State it went from 0,515, in 1991, to 0,582, in 2000, until obtaining 0,656, in 2010.

Graph 5 shows a comparison of Sousa's performance in its federative, regional and state context, in the period between 1991, 2000 and 2010. It can be seen that, from 1991 to 2010, Sousa's MHDI increased from 0,378 in 1991, to 0,688 in 2010, this implies a growth rate of 76,7% for the municipality, and a rate of reduction of the human development gap.

Graph 5: Evolution of the Sousa-Paraíba MHDI.

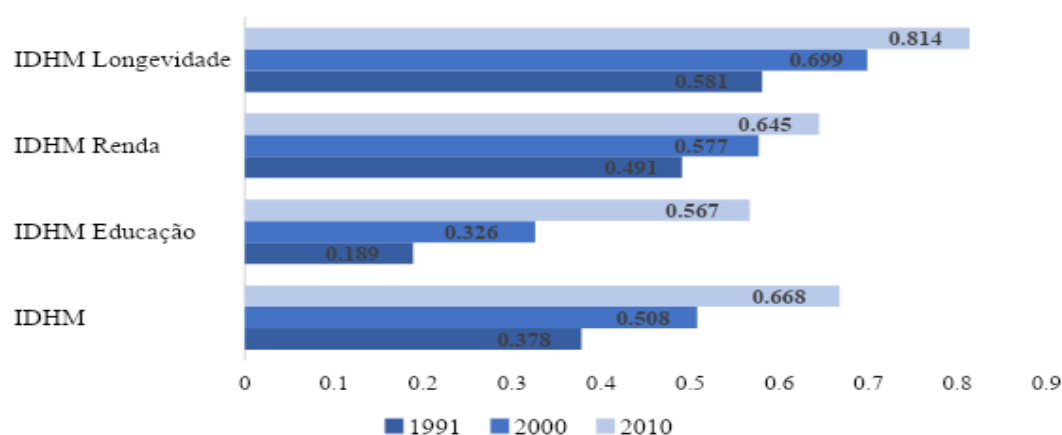


Source: UNDP, IPEA and FJP (2010).

It can be seen, through the display of Graph 5, that, in the three surveys, Sousa occupied a higher position than the municipality with the lowest Human Development Index in Brazil. However, in the period between 1991 and 2010, it did not reach the national average, consequently it was placed lower than the municipality with the largest MHDI in Brazil. With regard to the regional sphere, in 1991 and 2000, Sousa scored below the MHDI of the Northeast, surpassing this index only in 2010. Regarding the state level, in 1991, a score was obtained lower than the Paraíba average, surpassing this average in the years 2000 and 2010.

Through the descriptive analysis of the data, it is possible to perceive the Sousa MHDI increase from 0,378, in 1991, to 0,508, in 2000, until reaching the current value of 0,688. In this context, the municipality has progressed by 0,130, between 1991 and 2000, and by 0,160, between 2000 and 2010, growing in total by 0,290, between 1991 and 2010. As shown in Graph 6, in the municipality, the dimension whose index grew the most in absolute terms it was Education (with growth of 0,378), followed by Longevity and income.

Graph 6: Evolution of Sousa's MHDI in 1991, 2000 and 2010.



Source: Atlas Brazil (2013).

Sousa's MHDI is 0,688 in 2010, which places this municipality in the range of Average Human Development (MHDI between 0,600 and 0,699). The dimension that contributes to the longevity of the municipality is IDHM with index 0,814, then Income, with index 0,645, and Education, with index 0,567 (Atlas Brazil, 2013). In this perspective, Table 2 highlights the three dimensions of the municipality studied for 1991, 2000 and 2010.

Table 2: MHDI and its Sousa componentes.

MHDI and componentes	1991	2000	2010
MHDI Education	0,189	0,326	0,567
% aged 18 or older with completed elementary school	20,44	26,99	41,00
% of 5 to 6 years at school	34,19	74,26	92,47
% of 11 to 13 years old in the final years of regular elementary or complete elementary school	21,14	38,47	86,34
% aged 15 to 17 years graduated from elementary school	9,94	19,30	50,30
% aged 18 to 20 years graduated from secondary school	7,50	11,27	37,52
MHDI Longevity	0,581	0,699	0,814
Life expectancy at birth	59,83	66,93	73,84
MHDI Income	0,491	0,577	0,645
Per capita income	170,13	289,34	443,81

Source: Atlas Brazil (2013).

Table 3 shows the evolution of the three component indicators of the Sousa MHDI. In this tuning fork, it is noted that, in 1991, the mean of the $MHDI_L$, presented by Sousa, went from 0,581, in 1991, to 0,699, in 2000, until reaching 0,814, in 2010. Regarding the $MHDI_E$, it was observed the indexes increased, as Sousa went from 0,189 to 0,326 in 2000, until

reaching the current value of 0,645. In addition, with regard to $MHDI_R$ in this municipality, it went from 0,491 in 1991 to 0,577 in 2000, until it reached 0,645 in 2010.

With regard to the de Sousa $MHDI_L$, it can be seen that the age structure of the population, shown in Graph 7, shows, in the two decades, a significant increase in the age groups from 15 years old and 65 years old or more, and a reduction in the percentage of children under 15 years old.

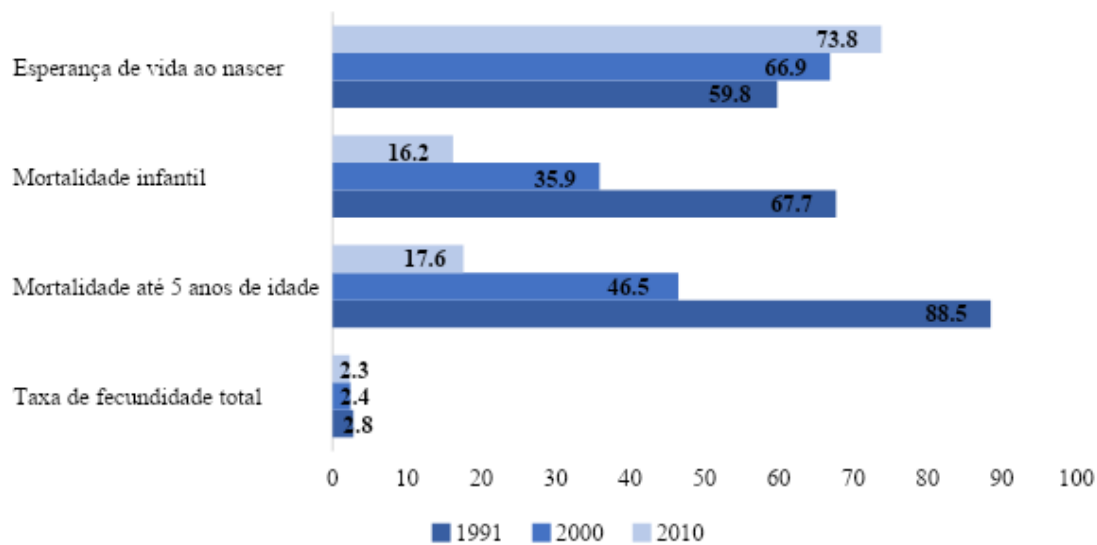
Graph 7: Age structure of the population of Sousa.



Source: Adapted from UNDP, IPEA and FJP (2010).

Graph 8 shows that the combination of a reduction in the fertility rate, an increase in the active population and an increase in the life expectancy of the municipality's population over the decades, indicates a process of gradual demographic transition with a tendency to irreversible aging. In this way, this change shows that the municipality must safeguard the elderly population in strong growth in absolute terms, through public policies focused on this public, in view of the evident impacts in the areas of health, economy and social assistance.

Graph 8: Sousa's Longevity, Mortality and Fertility.



Source: Adapted from UNDP, IPEA and FJP (2010).

The city of Sousa has a plausible longevity index, with a life expectancy of 73,8 years. In this context, it is worth emphasizing that, in the 2000s, there was a perception of the need for collective and integrated spaces for specialized care for the elderly, followed by the demands for better and greater amount of assistance resources for this public and greater articulation between the departments and services multidisciplinary.

Aiming at fulfilling these needs, the Municipal Council of Support to the Elderly of Sousa was created by Law n° 1924/2003, being characterized as a consultative and deliberative body, whose attributions are to propose public policies and supervise the fulfillment of the rights of the elderly population in services, products and activities developed in Sousa.

Still in accordance with the theme mentioned above, it is pointed out that Municipal Law n° 2.048/2005 provides that all buildings, in addition to commercial buildings and public institutions, must have mechanisms that guarantee full accessibility for the Elderly. In addition, with the enactment of Municipal Complementary Law n° 105, of November 7.2013, the Municipal Policy for the Rights of the Elderly was instituted, which aims to defend the guarantees inherent to this public. Thus, it is clear that the mentioned municipal normative provisions seek to safeguard the full exercise of citizenship by the elderly and create conditions to promote their autonomy, integration and effective participation in society.

In this perspective, it is emphasized that the aging of the population tends to increase the problems of replacement of the economically active population. Thus, there is an impact

directly on the municipal economy. In addition, health care will become much more costly, in view of the need for greater public expenditure for medical and hospital care, for preventive and curative activities, which tend to rise, due to the demand for more assistance and specialists in this field life stage (Rodrigues, 2018).

With regard to education at the municipal level, Table 3 shows the proportions of children and young people attending or having completed certain cycles, indicating the state of education among the population at school age in the state, making the IDHM_E. From this perspective, it appears that the proportion of children aged 5 to 6 years in school is 92.47%, in 2010. In the same year, the proportion of children aged 11 to 13 years attending the final years of elementary school is 86,34%; the proportion of young people aged 15 to 17 with complete elementary education is 50,30%; and the proportion of young people between 18 and 20 years old with completed high school is 37,52%. Between 1991 and 2010, these proportions increased respectively by 58,28%, 65,20%, 40,36% and 30,02% (Atlas Brazil, 2013).

Table 3: School flow by age group of Sousa between 1991 to 2010.

MHDI Education	1991	2000	2010
MHDI Education	0,189	0,326	0,567
% aged 18 or older with completed elementary school	20,44	26,99	41,00
% of 5 to 6 years at school	34,19	74,26	92,47
% of final grade 11 to 13 years of primary or complete elementary school	21,14	38,47	86,34
% aged 15 to 17 years graduated from elementary school	9,94	19,30	50,30
% aged 18 to 20 years graduated from secondary school	7,50	11,27	37,52

Source: UNDP, IPEA and FJP (2010).

The municipality of Sousa has an MHDI_E with a marked evolution, going from 0,189 in 1991, until reaching the current value of 0,567. In this context, it should be noted that, in the 1980s, political articulations were observed for the implantation of the first public university in that city, with the enactment of Law n° 1.054/1983, which authorizes the municipal executive branch to open special credit of up to thirty-nine million, two hundred and twenty thousand cruzeiros so that the Sousa City Hall could assign the building destined to the construction of the Federal University of Paraíba, currently the Federal University of Campina Grande.

Furthermore, it is worth mentioning that, with the creation of the Municipal Council for Monitoring and Social Control of the Fund for the Maintenance and Development of Basic Education and for the valorization of Education professionals, by Municipal Law n° 2.133/2007, there was collaboration for the growth of the MHDI Andde Sousa, as he plays an essential role in controlling and monitoring the application of educational resources, as well as supervising the preparation of the annual budget proposal by the Municipal Executive Branch, among other activities developed by the Council.

Table 4 shows the education of the adult population, the percentage of the population aged 18 or over with complete elementary education. This indicator carries a large inertia due to the weight of the older generations, less educated (Atlas Brazil, 2013).

Table 4: Education of the population aged 25 or over in Sousa.

	1991	2000	2010
Graduated (%)	4,12	5,00	6,75
Complete high school and incomplete higher education (%)	9,00	11,00	17,61
Complete elementary and incomplete high school (%)	4,88	9,00	12,13
Incomplete and literate elementary school (%)	35,07	40,00	37,79
Incomplete elementary school and illiterate (%)	46,93	36,00	27,72

Source: Atlas Brazil (2013).

In 1991, the percentage of the population aged 25 or over with complete elementary education was 18,00%. Between 2000 and 2010, this percentage increased to 25,00% in the municipality. In 2010, considering the municipal population aged 25 or older, 27,72% was illiterate; 36,49% graduated from elementary school; 24,36% graduated from secondary school and 6,75% the complete superior (Salt Brazil, 2013).

The Municipal Department of Education of Sousa's main scope is to ensure the quality of education in the municipal network and to consolidate compliance with the Law of Education Guidelines and Bases. The Municipal Education Plan (PME), currently promulgated by Municipal Law n° 2.577/2015, has a comprehensive policy in all educational spheres operating in the territory of the municipality, and all existing networks must be represented and participants in its elaboration process. The PME, which is now being analyzed, was designed for a municipal educational system with clear evolution of the MHDI_E and which has several strategies to leverage the quality of education in this municipality.

In this sense, there are two initiatives to expand access to the fundamental right to education in the municipality of Sousa. The first refers to the implementation of the complementary preparatory course for entrance exams and for the National High School Exam (ENEM), for students from the public education network, called “Sousa Vest”, created by Complementary Law n° 147, of December 29, 2015. The second of these initiatives consists of the establishment of the “Bolsa Estágio” Program, promulgated by Complementary Law n° 147/2015, which has the scope of preparing students for professional careers.

Regarding the MHR_R de Sousa, according to Table 5, there is an increase from 0,491, in 1991, to 0,577, in 2000, until reaching the current value of 0,645. In this path, the municipality has progressed by 0,086, between 1991 and 2000, and by 0,068, between 2000 and 2010, growing in total by 0,154 between 1991 and 2010. In percentage terms, its performance was 17,51%, between 1991 and 2000, and 11,78%, between 2000 and 2010, corresponding to a total relative growth of 31,36% in the period.

Table 5: Sousa's Income, Poverty and Inequality.

	1991	2000	2010
MHDI Income	0,491	0,577	0,645
Per capita income	170,13	289,34	443,81
% of extremely poor	36,37	17,67	9,58
% of poor	65,78	44,24	24,19
Gini Index	0,56	0,57	0,54

Source: UNDP, IPEA and FJP (2010).

As can be seen in Table 6, Sousa's average per capita income has grown 160,87% in the last decades, from R\$ 170,13 in 1991 to R\$ 289,34 in 2000, reaching R \$ 443, 81, in 2010. This is equivalent to an average annual growth rate in this period of 5,18%. The average annual growth rate was 6,08%, between 1991 and 2000, and 4,37%, between 2000 and 2010.

The proportion of poor people, that is, with per capita household income below R\$ 140,00 (at August 2010 prices), went from 65,78%, in 1991, to 44,24%, in 2000, and to 24,19% in 2010. In addition, it appears that the dimension of extremely poor people, that is, human persons with per capita household income equal to or less than R\$ 70,00 per month, went from 36,37% in 1991 to 17,67% in 2000 to give 9,58% in 2010 (Atlas Brazil, 2013).

In this tuning fork, it is essential to score on the Gini Index, which consists of an instrument used to measure the degree of income concentration, that is, it measures the income difference between the poorest and the richest.

The measurement occurs through the variation of 0 to 1, where 0 represents the situation of total equality, in which everyone has the same income, whereas the value 1 means complete income inequality, in which only one person holds the entire income. Thus, between 1991 and 2000, an increase in income inequality is observed, since the index went from 0,56 to 0,57. However, this inequality was reduced, from 0,57 in 2000 to 0,54 in 2010.

According to IBGE (2012), Sousa's GDP between 2000 and 2010 went from R\$ 144.734,00 (one hundred and forty-four thousand, seven hundred and thirty-four reais) to R\$ 585.175,00 (five hundred and eighty-five thousand one hundred and seventy-five reais).

In this sense, in percentage terms, the indicator showed an increase of 304,31% in this period. Thus, it appears that this increase had an impact on the per capita income of Sousa, since between 2000 and 2010, there was an increase of 53,39% of this income, as well as promoting a reasonable income distribution, taking into account the reduction of 5,56% of the Gini Index in the period.

In turn, the increase in GDP, in the period from 2000 to 2010, did not, by itself, cause an evolution of the MHDI, in view of the discrepancy in all the indicators of Sousa's MHDI in relation to the Brazilian average.

In this way, economic growth rates cannot be considered the only condition for a small social nucleus to achieve development, since the improvement of the living conditions of people in a given municipality is not a phenomenon that occurs spontaneously, due only to growth, although this is a necessary condition, per se it is not enough.

It should be noted that the Municipality of Sousa works to promote sustainable economic growth in the Municipality, through public policies aimed at generating employment and income and increasing entrepreneurship and the competitiveness of the productive sector, figuring as one of the most industrialized cities in the Paraíba, with just over 164 industries (IBGE, 2010).

In addition, Sousa registers mechanisms to combat poverty and ensure that the residents have an existential minimum, which are exemplified by the laws: Law No. 1.0828 /2001 and Law n° 1.926/2003. This institutes the Minimum Income Guarantee Program associated with Socio-Educational Actions, which aims to encourage the stay of beneficiary children in the municipal educational network, through support for school work, food and sports and cultural practices at times complementary to that of classes.

That one refers to the creation of the Municipal Food Security Council (COSAMA), being characterized as a deliberative organ that constitutes an instrument of articulation and effort of the Executive Power with the other public and private entities, as a way to ensure

public policies, sustainable Nutritional Food Security programs and actions for each human person.

Thus, taking into account the analysis of the data offered by the human development indexes HDI and MHDI, the evolution of the quality of life of the people of Sousa in their federative, regional and state context in the interregnum from 1991 to 2010 becomes evident the elaboration and implementation of new public policies is necessary, with the aim of leveraging the MHDI of this municipality to the national parameter.

According to Bobbio (2004, p. 35), “[...] social rights require, for their practical realization, that is, for the passage from the purely verbal declaration to their effective protection, precisely the opposite, that is, the expansion the powers of the State”. In this sense, there is a need for the Executive Branch to implement public policies in order to correct the deficiencies observed in the indexes.

5. Final Considerations

It is noticed, through considerations addressed during the text, that the planning of public policies requires a diagnosis of the situation on which it is intended to act. Thus, the analysis of the indicators and the operationalization of the dimensions over time, recommends the making of later decisions.

In this tuning fork, the results of the MHDI are shown as an essential management tool to be used by municipal managers, aiming to promote the development of the municipality, under their administration, through the implementation of public policies.

These results are still of value to the private sector, so that they have greater capacity to monitor their investments, since the indices indicate, in a detailed way, in which areas there are greater deficiency and which ones should, therefore, receive more attention, also pointing out the areas that showed the best performance resulting from previous investments.

However, it appears that the implementation of public policies in the municipality of Sousa, seeking to correct the deficiencies observed in the indices, led to a progressive improvement of them in the subsequent surveys, with repercussions as a causal effect.

However, it should be noted that this municipality did not reach the national average between 1991 and 2010. Thus, there is a need for the Executive Branch to implement public policies in order to unify, strengthen, and effect the dignity of the human person.

Furthermore, it is worth noting that the increase in Sousa's GDP had an impact on the per capita income of the people of São Paulo, as well as promoting a reasonable income distribution, taking into account the evolution of the $MHDI_R$ and the reduction of the Gini Index in the period. However, it is clear that this increase did not, by itself, cause an evolution of the MHDI, in view of the discrepancy in all the indicators of Sousa's MHDI in relation to the national average.

Thus, it appears that the rates of economic growth cannot be considered the only condition for a small social nucleus to achieve development, since the improvement of the living conditions of people in a certain municipality is not a phenomenon that occurs spontaneously, in due only to growth, although this is a necessary condition, per se is not enough.

In this sense, it is possible to conclude that there is no causal relationship between growth and improvement in the quality of life of human people, since the results of growth per se are not allocated efficiently. Thus, the State, based on the defense of basic rights and respect for the well-being of the population, should implement public policies that aim to promote social equity, making it possible to improve the offer of employment, professional qualification, poverty eradication, in addition to health and good quality education, as well as public security, leisure and basic sanitation, in view of the substantial inconveniences caused to the Democratic Rule of Law due to non-observance of these guarantees.

In view of this need to effectively ensure the well-being of the people of Sousa, we believe that investigations like this should be continued. Therefore, as a suggestion for continuing discussions in this sense, analyzing, in the light of the federative, regional and state conjuncture, how the evolution of Sousa's MHDI takes place, will contribute to the strengthening and planning of care strategies for this public, as well as how to design and formulate new and more effective paths towards the realization of the rights inherent to the people of Sousa.

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