

Brazil

Mid-Term Evaluation

Thematic window: Conflict Prevention and Peace Building

Programme Title: MDG-F Joint Programme on Conflict Prevention and Peace Building in Brazil

Author: Monika Zabel, Consultant

Prologue

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent "snapshot" of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the "Delivering as One" initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.

Mid-term Evaluation

MDG-F Joint Programme on Conflict Prevention and
Peace Building in Brazil

Final Report

Volume 1, Main Evaluation Report

Monika Zabel

October 2011

Disclaimer

This report was compiled by an independent external expert. It is solely a reflection of her findings and assessments in course of the evaluation. It does not necessarily represent the views, or policy, or intentions of the United Nations Agencies.

Table of Contents

Table of Contents.....	3
List of abbreviations.....	5
List of Tables.....	7
Acknowledgements.....	8
Executive Summary.....	9
1 Introduction.....	18
2 Description of the evaluation	20
2.1 Objective of the evaluation.....	20
2.2 Scope of the evaluation.....	21
2.3 Evaluation approach and methodology	22
2.4 Constraints and limitations encountered	23
2.5 Deliverables of the evaluation and dates of submission	24
3 Evaluation Findings.....	25
3.1 Relevance and Quality of the Design.....	25
3.1.1 Relevance and Coherence of the Design.....	25
3.1.2 Ownership of the design.....	26
3.1.3 Quality of the Design.....	26
3.2 Efficiency (process).....	29
3.2.1 Management Model	29
3.2.2 Management Tools	32
3.2.3 Allocation of Resources.....	33
3.2.4 Coordination and communication	37
3.2.5 Alignment of methodologies, financial instruments and processes.....	38
3.2.6 Pace of implementation	39

3.2.7	Ownership in the process.....	40
3.3	Effectiveness of results	42
3.3.1	Progress towards achievement of anticipated results	42
3.4	Sustainability of Results	52
3.4.1	Sustainability Strategy	52
3.4.2	Enabling Environment: Policy, Legislation and Institutions	52
4	Conclusions and lessons learned.....	54
4.1	Conclusions.....	54
4.2	Lessons learned	56
5	Recommendations	57
5.1	Recommendations for the ongoing JP.....	57
5.2	Recommendation for the MDG-F Secretariat for future JPs	63
ANNEXES (Volume 2).....		64

List of abbreviations

AA	Administrative Agent
ABC	Agencia Brasileira de Cooperacao
CPPB	Conflict Prevention and Peace Building
DFR	Draft Final Report
DOU	Delivery as One UN
FBSP	Fórum Brasileiro de Segurança Pública (Brazilian Forum for Public Security)
FR	Final Report
GGIM	Gestão Integrada Municipal (Integriertes Management auf Lokaler Ebene),
GoB	Government of Brazil
ILO	International Labor Organization
JP FP	Joint Programme Focal Point
JP	Joint Programme
JPMC	Joint Programme Management Committee (also Technical Committee)
LFP	Local Focal Point
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDGF SC	MDGF Steering Committee
MDGF	Millennium Development Goal Achievement Fund
MDTF	Multi Donor Trust Fund
MoJ	Ministry of Justice
MOU	Memorandum of Understanding
MPTF	Multi Partner Trust Fund (MDTF changed name to MPTF)
MR	Monitoring Report
MTE	Mid-Term Evaluation
NCS	National Steering Committee
NGO	Non Governmental Organization
NRA	Non Resident Agency
PCM	Project Cycle Management

PMC	Program Management Committee
PRONASCI	Programa Nacional de Segurança Pública com Cidadania (National Program for Public Security with Citizenship)
PRVL	Programa da Reducao da Violencia Letal contra Adolescents e Jovens
RC	Resident Coordinator
RCO	Resident Coordinator Office
SC	Steering Committee
SENASP	Secretaria Nacional de Segurança Pública
SINASE	Sistema Nacional de Atendimento Socioeducativo
ToR	Terms of Reference
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women

List of Tables

Table 1, Security with Citizenship, Joint Programme Brief

Table 2, MDG-F Monitoring and Evaluation Dimensions

Table 3, Joint Programme Organizational Structure

Table 4, UN Agencies in the JP and Human Resources Allocation

Table 5, Budget and Expenditure Summary (in USD)

Table 6, Topics for potential alignment of themes between the UN agencies

Table 7, Ownership at Local Level

Table 8, Results Framework and Status of Achievement of the Specific Outputs

Table 9, Risks Assessment and Mitigation Strategy

Table 10, SWOT Analysis

Acknowledgements

This mid-term evaluation has been performed by an independent expert, Dr Monika Zabel (crossxculture@aol.com).

Herewith I would like to thank all partners and institutions who supported this evaluation - prior to the field phase and during the mission to Brazil, in Brasilia, Contagem, Vitoria and Lauro de Freitas.

With their time, trust, views and opinions they have contributed substantially to this evaluation report. Special thanks to the Joint Programme Management Team in Brasilia and the JP Coordinator, Ms Cristina Marochi, who contributed with facts and figures and also with logistic support in setting up the two-week field phase in Brazil.

I also would like to express gratitude to the Resident Coordinator, Mr Jorge Chediek, for his time and interest in an open dialogue on first findings and recommendations.

Monika Zabel
Brussels, September 2011

Executive Summary

The MDG Achievement Fund (MDG-F) is an international cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a contribution of €528 million Euros (\$US710M) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality. In September 2008 at the UN High Level Event on MDGs, Spain committed an additional €90M to the MDG-F.

It has currently 128 active programmes in eight thematic windows in 49 countries across five regions of the world. All country programmes working through the UN system and with governmental and non-governmental organizations.

The “Security with Citizenship” JP in Brazil is one of the programmes in the thematic window of “Conflict Prevention and Peace Building (CPPB)” and supports governments and communities in developing Local Violence Prevention Plans that address causes and responses to conflict. The JP started in October 2009 and will end in October 2012.

The Programme involves the participation of six agencies of the United Nations system in Brazil: UNDP, UNODC, UNICEF, UNESCO, UN-HABITAT and ILO. The joint initiative builds on the specialized knowledge and experience of each agency. It responds to the established objectives of cooperation of the UN system in the country (UNDAF) and to the need for action towards strengthening public policies adopted by the Federal Government, in particular the National Programme for Public Security with Citizenship - PRONASCI.¹

The programme goal is preventing violence and promoting citizenship in Brazil, following the Citizens’ Security (CS) concept. This approach has been implemented in various countries in Latin America and emphasizes the importance of adopting a multidisciplinary strategy to prevent violence, considering its multi-causal characteristic. The multi-sector actions shall be adapted to local level needs.²

The Joint Programme (JP) seeks to develop actions directed at achieving a reduction of the violence that affects children, youths and adolescents’ youths in a situation of vulnerability, through the voluntary compliance with rules, the self-regulation of behavior and the promotion of mechanisms of social control. The programme also intends to build and strengthen capacities among local actors to ensure that actions are carried out within the framework of full citizen coexistence and a security plan, as well as the strengthening of conditions of local governance that ensure the sustainability of the actions.

Each of the JPs funded under the MDG-F with duration of more than two years have been already or will be subject to a fast Mid Term Evaluation (MTE) half-way of their implementation, typically after an implementation period of about 1.5 years. At the time of the MTE the JP Security with Citizenship had 22 months since signature of the JP document.

¹ Project Fact Sheet, MDGF-1954-F-BRA Peace Security, MDTF Office, Gateway of 11 July 2011

² www.mdgfund.org, programme brief

This mid-term evaluation used an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of the joint programme, based on the scope and criteria included in the terms of reference. This enabled the evaluator to summarize conclusions and recommendations for the joint programme within a period of approximately three months, in this particular case from early July to early October 2011.³

The MTE was carried out by an independent senior evaluator.

Conclusions

The Joint Programme Security with Citizenship is spearheading a new concept of an integrated programme implementation in Brazil. It is rather ambitious in its multi-faceted approach, its anticipated results and in its implementation at municipal and federal level. Although there is the paradigm of “Delivery as One UN”, the reality of implementation at country level is still different.

The JP design is highly relevant in the Brazilian context. It was at times and continues to be coherent with the public security policy priorities of the Government and can complement public policies introduced. It also contributes to the priorities of the UNDAF (2007 to 2011), outcome 3 - Reduced violence, promoting peace, conciliation and justice. It continues to be a priority in the draft UNDAF document for 2012 to 2015, outcome 3 – Reducing vulnerability to violence (Citizen Security).

The quality of the design shows some weaknesses; it does not consider the organizational challenges related to the complexity of the JP (time to create consensus, time to create common instruments, time required for an open tender process to select the municipalities). The management structure proposed does not reflect the coordination effort required and the time requirements of a programme of this dimension; the results framework in the JP document indicates a parallel, single agency implementation approach, mainly activity oriented, and not the indented integrated, interagency approach geared towards results.

There is a certain mismatch in the design between the envisaged implementation period of three years and the time requirements of a multifaceted, ambitious programme to be implemented at three sites that had still to be selected at signature stage of the document.

The challenges of the JP implementation are mainly of organisational nature. A major challenge is the fluent coordination and communication between the six UN agencies involved that has not been anticipated in the design phase of the project. The human and time resources related had neither been foreseen nor inbuilt into a work plan. Some of the omissions can be and are in the process to be “retrofitted” to the ongoing JP, other aspects can only be considered as “lessons learned” for future programmes of similar nature.

Standard management and planning tools are not yet in place. Among the missing tools are a functioning monitoring system with SMART indicators (at macro and municipal level), a quality assurance system throughout the process, in particular as a multitude of consultants and NGOs have been and will be contracted to perform activities at local level, a risk assessment tool, visibility standards, a communication & advocacy strategy (a draft version is available) and a sustainability strategy. Structure and tools in place are urgently needed for the remaining period of the programme implementation with its dense work plan.

³ ToR for the JP CPPB, page 2 ff.

The programme is currently about eight months behind schedule, but is more recently showing some progress in coordinating and integrating activities of various agencies along the same outputs and specific outputs. The pace and a sometimes disintegrated, mainly activity based approach in which the JP has been implemented so far will likely not allow concluding the JP as expected by October 2012. It can be safely assumed that part of the delays in implementation is related to non-availability or to not timely availability of human resources. The implementation pace has to be accelerated, and necessary time allocation for the people involved in the JP has to be granted by all agencies.

This JP has passed its midterm and is currently at a decisive state. After a delay of implementation there is a remaining implementation period of 13 months, with a possibility of a budget neutral extension of 8 months of implementation until latest June 2013.

Lessons learned

- 1 A JP is not just the sum of distinct activities performed by several UN agencies under the same umbrella. The JP design has to anticipate the complexity of these programmes. It has to inbuilt time to coordinate and create consensus among the UN agencies involved, to develop common instruments (as much as they do not contradict HQ rules of regulations of each of the agencies), and to allocate sufficient resources (time, human resources, and financial resources) required for a truly integrated implementation.
- 2 A JP needs a clearly defined inception phase to review management tools and implementation logic, involve stakeholders and document possible changes in management arrangements, JP strategy and monitoring system. At the end of the phase, all management tools and arrangements should be in place, eventual selection processes be concluded. This inception phase could either be a stand-alone, pre-phase, or already as part of a JP contract for the whole programme period. In any case, the further financing should be condition to the fulfillment of the above conditions.
- 3 An implementation period of three years will only allow a certain amount of complexity in the JP to be sufficient. A four year period of which six months are inception phase would be more adequate for JPs with a higher complexity and a multi-level approach.
- 4 A JP document should be only approved when it is completely finalized. If relevant comments on the design are forwarded together with the JP document approval, it tends to reduce their felt importance and urgency. As a result, and this was the case in the JP subject to the MTE, the comments may not be addressed properly, which can later affect the implementation of the joint programme. A feedback and follow-up mechanism on comments received by the MDG-F should be introduced in the standard tool set of the Fund.
- 5 MDG-F Joint Programmes cannot build their design on the existence of One UN principles, particularly not in a non One UN pilot country like Brazil. JPs under the MDG-F funding scheme, however, have the capacity to trigger the process of an integrated programme implementation in country.
- 6 For an effective implementation of JP management modalities among UN agencies involved they have to be better aligned under the “One UN” concept. The differences between financial and reporting rules and procedures of UN agencies can make an integrated implementation of JPs difficult. However, the process of a better harmonization of rules and procedures cannot be started at country level. This process needs to be supported and initiated at UN agencies’ respective headquarter level.

7 There is a certain contradiction between a demand-oriented and results-based JP implementation and a predefined budget share between the UN agencies, according to planned activities. A pass through mechanism through an AA might be cost-efficient financial management in the sense of avoiding multiple management fees at a later stage. For an efficient and flexible JP implementation a decentralized financial management (one budget) at country level would certainly have advantages.

Recommendations for the ongoing JP

Recommendation 1

Introduce or fine-tune, respectively, management tools for the management and coordination of the JP. Among these tools are a monitoring system at central and municipal level (1a), a rigorous quality assurance system (1b), a coordination mechanism along the anticipated results (1c), a communication and advocacy strategy (1d)

Issue/s to be addressed: see 1a,b,c,d. **Absence of several management tools** 22 months after contract signature.

Recommendation 1a

Setting up a results-based monitoring system with SMART indicators, baseline, final and intermediate targets, means of verification, etc. without further delay and use it as a joint management tool.

Once the system is set up for the JP as a whole, develop monitoring matrixes for the three sub-programmes in the municipalities by subdividing the “master logframe”, and to follow up the JP progress at municipal level, too.

Train the people involved with monitoring at municipal level.

Consider to enrich the coordination function by a specialist in M&E and QA, as there is no M&E specialist knowledge available,

Issue/s to be addressed: **Absence of a functional monitoring system.** M&E is neglected in the JP; absence of sufficient in-house M&E knowledge at JP technical coordination function and in the RC office. JP is at a crossroad where it needs strong management tools to take the programme towards achievement of results.

Recommendation 1 b

Develop a rigorous quality assurance scheme for the JP also for processes and products involving subcontractors (consultants and NGOs) and put in act to monitor the process of implementation throughout the process and the lines of contracting and subcontracting. In-house QA through technical Coordination. Coordination with other JPs about availability of QA tools.

The QA process shall start with the briefing of all new staff members or contractors in the JP prior to the start of intervention and shall accompany the implementation process. QA system shall be aligned with the quality indicators in the monitoring system of results.

Issue/s to be addressed: **Quality assurance** and **Subcontracting** – Several deviations from the desired and correct approach in the delivery of products have been observed at field level. Potential harm to UN brand and reputation.

Recommendation 1 c

Streamline the coordination mechanism along the UN agencies and further partners in the JP.

Adopt clear and transparent coordination mechanisms stating the roles and responsibilities in the programme management team.

For the anticipated new organization around integrated results, small working groups shall be established to work towards the respective results.

Issue/s to be addressed: **Uncoordinated and unannounced missions** of single agencies to the municipalities. **Duplication of efforts** among agencies. Lack of coordination has caused **efficiency losses** and created **distortions and criticism at municipal level**.

Recommendation 1 d

Discuss and validate the drafted communication and advocacy strategy at the next PMC meeting, and implement it immediately thereafter. It shall reflect the joint identity of UN agencies working on the JP; include how to present the JP and how to put it in perspective to the distinct UN agencies. Also this strategy shall be an input to the briefing of subcontractors.

Issue/s to be addressed: In the past there have been **misunderstandings and irritation** about the aim, objectives of the JP among the stakeholders, particularly at municipal level. There have been situations where single UN agencies have operated in the name of their agency, and not in the name of the JP.

Recommendation 2

Organize a second part of the first M&E training workshop (held on 14 September 2011) where indicators and targets for the joint monitoring system are discussed and finally agreed. .

Once the local work plans at municipal level are established build a logframe for each sub-project.

Issue/s to be addressed: Refers to recommendation 1a, First part of the workshop (one day) was not sufficient to conclude on a joint system with all indicators, targets, etc. for the JP. The completed, operational monitoring system is a condition of the MDG-F to be provided by the JP in course of the request for the **release of the second tranche of funding**.

Recommendation 3

Share and validate the diagnosis results with the local committees; discuss content, activities and anticipated results of the three local security plans; validate these action plans; start the work along the lines of the respective security plans.

Issue/s to be addressed: There have been significant **delays and implementation problems** with the diagnosis, in particular with the part performed by UN-Habitat. Results were only available at 30 August and validation of results is planned for September. **Communities are losing patience**, in particular but not only in Contagem, and getting de-motivated by the delays.

Recommendation 4

Discuss and decide in the PMC and with the local focal point on how to proceed in the municipality of Vitoria, as the local community members are absent in the local committee.

For the municipality of Vitoria, address the issue of dismantled local committee and try to find channels to either reactivate the previous one or reestablish a new one. Without a local committee the provision of activities like seminars or workshop is neither efficient nor effective. An existing and active local committee should be the prerequisite to continue working in Vitoria on the JP.

Issue/s to be addressed: **Absence of community members in the local committee in Vitoria** since several months. As local communities are a fundamental pillar of the JP implementation, it should be discussed with the local focal point and remaining committee members how to either reactivate the former committee members or to reestablish a new group of community representation. Search shall include cultural centers and alike in the implementation region that have been established by other Secretariats. In this context it should be also discussed if **wrong expectations** and **subsequent disappointment** have been created by incorrect messages conveyed mainly by one of the subcontracted consultants, and if so, how to best clarify the situation.

Recommendation 5 a

Enhance pace of implementation for the next 3 months as there is a lot of managerial groundwork to be done prior to the implementation of several milestones, for ex. the local security plans. Sufficient qualified in-house human resources of all agencies involved should be allocated to the JP implementation with priority. In case there is no in-house capacity available, consider to hiring an additional staff.

Issue/s to be addressed: **Understaffing at times of increased implementation pace** – The JP is a complex programme with high requirements regarding coordination and management. Thematic groups around the specific outputs and outputs to be implemented jointly will also demand some time input.

Recommendation 5 b

Contracting a second staff member for the “coordination unit” of the JP for the remaining contract period, responsible for monitoring, QA of the process, knowledge management etc. In particular her/his proven specialist knowledge and experience in M&E systems should be selection criteria. The coordinator can concentrate of the core coordination functions – with the respective tools in place.

Issue/s to be addressed: **Understaffing at times of increased implementation pace** – The JP is a complex programme with high requirements regarding coordination and management; Of the three MDG-F JPs in Brazil, the JP Security with Citizenship has the least human resources in its coordination function. This JP that has only one person in the JP coordination, whereas both other programmes have two or three, respectively.

Recommendation 6

The Resident Coordinator as Head of the lead agency of the JP and of the UN operations in Brazil, to accompany this JP in the following months closer, and to provide advice and act as “clearing house” should it be required.

Issue/s to be addressed: JP is at an important and decisive stage and might need support and

intervention at highest management level.

Recommendation 7

Allowing the focal points and deputy focal point to set aside enough time to dedicate to the JP implementation. Allow at least one of the two focal points to treat the JP with priority.

Issue/ to be addressed: **Lack of availability** of some of the focal points for the JP; sometimes not available when the logic of JP implementation would require presence. Furthermore it is not enough to be present at the PMC meetings, but also at milestones in JP implementation.

Recommendation 8

Immediately nominate an official and available deputy focal point at the UN-HABITAT offices in Rio. Should this not be possible: Hire a person to assume this function. It should be also considered to place this person in Brasilia with the other focal points to facilitate the communication with the other agencies. UN-HABITAT has 13% of the overall budget and will be involved in a number of specific outputs.

Issue/s to be addressed: In the process of the diagnostic implementation there was hardly a follow up by UN-HABITAT offices. Contracted consultant(s) acted without any **quality control** by and feed back of the agency. The distortions caused are not only affecting the agency, but the reputation of the JP as a whole. The special situation of the agency is appreciated; however, it has to be guaranteed that it is – alike the other agencies - represented when JP implementation and PMC meetings require presence.

Recommendation 9

Submit work plan and the budget forecast for the period until October 2012.

Attach the newly established complete monitoring system with SMART indicators and revised specific outputs and outputs (where applicable) around integrated thematic outputs.

Attach the newly developed communication strategy with estimated time frame and budget.

At a later stage, apply for a budget neutral extension until June 2013 as soon as the 70% expenditure of the second tranche of funding will be reached.

Issue/s to be addressed: Some of the agencies have spent 100% of the annual budget already; others will spend as soon as the pace of implementation is accelerating. **Submission of the request for the second tranche of the budget** with the requested attachments, not to risk a **slow-down of implementation**.

Recommendation 10

Introduce a sustainability strategy/ exit strategy with anticipated milestones to be achieved within JP implementation.

Issue/ to be addressed: **Sustainability** – it has been indicated in the JP document that an exit strategy will be developed, but this has not yet done. Sustainability should already be engrained in the programme design.

Recommendation 11

Update Risk assessment table and work on mitigation strategies.

Issue/s to be addressed:

Recommendation 12

Initiate Thematic Group on Security, involving also other UN agencies, for example the coordinator of the UNWOMEN Violence Area.

Issue/s to be addressed: Planned in the JP document.

Recommendation 13

Initiate, in cooperation with UNWOMEN, the gender mainstreaming of the JP. So far there are activities that are gender sensitive or directed to women, but there is no gender mainstreaming in place yet.

Issue/s to be addressed: Planned in the JP document.

Recommendation 14

Proactively involve the (sole) Governmental Partner PRONASCI in the JP and re-vitalize the once fluent working relationship. Discussion of the diagnosis results and the local security plans could be a good entry point. Keep the Secretariat for Public Security (SENASP) officially posted about important milestones in the JP.

Issue/s to be addressed: The active partnership with the Secretariat of Public Security represented by PRONASCI is a crucial element of the JP and a prerequisite for sustainability.

Recommendation 15

Compile a joint work plan with initiatives planned, when to implement and with an estimated input of human resources. Furthermore note milestones as PMC meetings, local committee meetings, planned seminars or monitoring visits. There should be a work plan until end of the current JP end date, October 2012, and a more fine-tuned quarterly one for easier reference. Share work plan with the subcontractors.

Issue/s to be addressed: Using the work plan as an instrument for forward planning, providing the PMC and the local committees with a better overview. Also an instrument to avoid parallel visits or implementation.

Recommendation 16

Continue to involve, where appropriate, governmental staff in trainings and seminars (knowledge transfer, capacity building); seek for exchange of ideas where legal and law enforcement issues are part of the JP.

Issue/s to be addressed: Weakened involvement of the GoB's institutions, mainly SENASP and PRONASCI. Current and future ownership in the services and benefits (to be) provided by the JP.

Recommendation for the MDG-F Secretariat for future JPs

Recommendation 1

Review financial, management and reporting modalities among UN agencies and to explore how these modalities could be better aligned among UN agencies. This process has to be initiated at respective HQ level.

Issue/s to be addressed: Each UN agency has its own set of rules and procedures to implement programmes and projects. This becomes an obstacle when joint programmes want to work in an integrated approach.

It makes the implementation of these joint programmes difficult; sometimes preventing the participation of stakeholders. Applying the “One UN” concept necessitates the harmonization of these rules and procedures at HQ level. This will optimize the implementation effectiveness and efficiency of future integrated programmes.

Recommendation 2

Consider the introduction of an inception phase for future joint programmes.

Issue/s to be addressed: JPs need a clearly defined inception phase to review management tools and implementation logic, involve stakeholders and document possible changes in management arrangements, JP strategy and monitoring system. At the end of the phase, all management tools and arrangements should be in place, eventual selection processes be concluded. This inception phase could either be a stand-alone, pre-phase, or already a part of a JP contract for the whole programme period. In any case, the further financing should be condition to the fulfillment of the above conditions.

Recommendation 3

Consider a four years implementation phase (including 0.5 years inception phase) instead of a currently three years implementation phase for future joint programmes.

Issue/s to be addressed: Time requirements have been underestimated and the existing working conditions (as for example “One UN”) have been overestimated in the calculation of time for implementation, currently three years. A four year period of which six months are inception phase would be more adequate for JPs with a high complexity and a multi-level, integrated approach.

Recommendation 4

All participating UN agencies should allocate at least one staff member (the focal point) with full time input dedicated to the JP. Ideally all focal points should be residing in the same office (“One House”).

Issue/s to address: The design has to inbuilt time to coordinate and create consensus among the UN agencies involved, to develop common instruments (as much as they do not contradict HQ rules of regulations of each of the agencies), and to allocate sufficient resources (time, human resources, and financial resources) required.

1 Introduction

The MDG Achievement Fund (MDG-F) is an international cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a contribution of €528 million Euros (\$US710M) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality. In September 2008 at the UN High Level Event on MDGs, Spain committed an additional €90M to the MDG-F.

It has currently 128 active programmes in eight thematic windows in 49 countries across five regions of the world. All country programmes working through the UN system and with governmental and non-governmental organizations.

With the aim of improving aid effectiveness all MDG-F financed programmes build on the collective strength of the UN bringing several Agencies together to address issues that cut across the mandate of individual organizations. Through this process, the MDG-F is pioneering a new work paradigm between the UN agencies and provides a concrete boost to efforts to deliver as one^{4, 5}.

The “Security with Citizenship” in Brazil programme is one of the programmes in the thematic window of “Conflict Prevention and Peace Building (CPPB)” and supports governments and communities in developing Local Violence Prevention Plans that address causes and responses to conflict.

Table 1, Security with citizenship, Joint Programme Brief:

Programme Title:	Security with citizenship: preventing violence and strengthening citizenship with a focus on children, adolescents and youths in vulnerable conditions in Brazilian communities
Programme number & MDTF ref:	MDGF-1954-F-BRA Peace Security (67220)
Thematic Window:	Conflict Prevention & Peace Building (CPPB)
Approved Budget by NSC (US\$):	6 million
Participating Organizations:	UNHABITAT, UNODC, UNICEF, UNESCO, ILO, UNDP
First Tranche transferred on:	15 October 2009
Indicative end date:	14 October 2012

Source: www.mdgfund.org

⁴ (www.mdgfund.org/aboutus)

⁵ www.uneval.org/documentdownload?doc_id=139&file_id=512

The programme goal is preventing violence and promoting citizenship in Brazil, following the Citizens' Security (CS) concept. This approach has been implemented in various countries in Latin America and emphasizes the importance of adopting a multidisciplinary strategy to prevent violence, considering its multi-causal characteristic. The multi-sector actions shall be adapted to local level needs.⁶

The Joint Programme (JP) seeks to develop actions directed at achieving a reduction of the violence that affects children, youths and adolescents' youths in a situation of vulnerability, through the voluntary compliance with rules, the self-regulation of behavior and the promotion of mechanisms of social control. The programme also intends to build and strengthen capacities among local actors to ensure that actions are carried out within the framework of full citizen coexistence and a security plan, as well as the strengthening of conditions of local governance that ensure the sustainability of the actions.

The Programme is targeted at children, youths and adolescents, young men and women, between the age of 10 and 24 years. This group is especially vulnerable because they are often excluded from the educational system, are victims of domestic or intergenerational violence, are involved in drug-related activities, such as traffic, or belong to a community affected by the presence of perverse or detrimental social capital.

A public tender was held to select three municipalities as part of the JP. Contagem (MG), Vitória (ES) and Lauro de Freitas (BA) were finally selected, on the basis of socio-cultural criteria and violence and crime rates, so that they reflect the different realities of Brazil (high, medium and low violence rates). The city halls of these three municipalities determined which community would be part of the programme. In each community, a local committee was formed as a consultative instance of the programme in the municipality. These committees are composed by representatives of the local government, community members and representatives of NGOs.

In addition to that, each local government allocated a professional to act as the focal point of the programme in the municipality. These focal points are the contact point between the programme partners and the municipality and they have a vital role on the JP's development.

In September 2010 agreements with the three municipalities have been signed and first activities have started in February 2011.

The Programme and its components have been established giving special consideration to the different roles, behaviors, aspirations and needs of children, adolescents and young women and men in vulnerable situations, or at risk of becoming victims or agents of violence. Thus, the JP plans during its implementation to monitor and evaluate performance and programme progress and to analyze its impact on the security situation, victimization and security perception of young men and women.

The Programme seeks to guarantee the commitment of municipal authorities through the provision of financial compensation and, especially, management. To this end, the participating municipalities have been selected through a public contest, in an objective and transparent selection process, in which local commitments has been a defining variable in the final choice.

The Programme involves the participation of six agencies of the United Nations system in Brazil: UNDP, UNODC, UNICEF, UNESCO, UN-HABITAT and ILO. The joint initiative builds on the specialized knowledge and experience of each agency. It responds to the established objectives of cooperation of the

⁶ www.mdgfund.org, programme brief

UN system in the country (UNDAF) and to the need for action towards strengthening public policies adopted by the Federal Government, in particular the National Programme for Public Security with Citizenship - PRONASCI.⁷

This report presents the findings, conclusions and recommendations of the independent mid-term evaluation (MTE). It was conducted by the senior evaluator Monika Zabel, and contracted by the MDG-F in New York. The MTE was conducted between July and September 2011 (see ToR, Annex 1).

2 Description of the evaluation

2.1 Objective of the evaluation

Each of the JPs funded under the MDG-F with duration of more than two years have been already or will be subject to a fast Mid Term Evaluation (MTE) half-way of their implementation, typically after an implementation period of about 1.5 years.

This mid-term evaluation used an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of the joint programme, based on the scope and criteria included in the terms of reference. This enabled the evaluator to summarize conclusions and recommendations for the joint programme within a period of approximately three months, in this particular case from early July to early October 2011.⁸

The object of study for this interim evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during programme implementation.

This mid-term evaluation has the following specific objectives:

1. To discover the programme's design quality and internal coherence (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the Millennium Development Goals, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme operates and assess the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the One UN framework.
3. To identify the programme's degree of effectiveness among its participants, its contribution to the objectives of the Conflict Prevention and Peace Building (CPPB) thematic window and the Millennium Development Goals at the local and/or country level.

⁷ Project Fact Sheet, MDGF-1954-F-BRA Peace Security, MDTF Office, Gateway of 11 July 2011

⁸ ToR for the JP CPPB, page 2 ff.

Mid-term evaluations are highly formative in their nature and are seeking to improve implementation of the joint programmes during their second phase of implementation. The evaluation also seeks to generating knowledge and identifying best practices and lessons learned that could be transferred to other programmes financed by the MDG-F. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.⁹

2.2 Scope of the evaluation

The unit of analysis or object of study for this mid-term evaluation is the joint programme “Security with citizenship: preventing violence and strengthening citizenship with a focus on children, adolescents and youths in vulnerable conditions in Brazilian communities”, understood to be the set of outcomes, outputs, activities and inputs that are detailed in the joint programme document and in associated modifications made during implementation. The evaluation assessed the planned, ongoing, or completed joint programme interventions to determine its relevance, efficiency, effectiveness and sustainability.

The information gained by evaluations in course of the MDG-F programme implementation comprises four levels: (1) joint programme level, (2) partner country level, (3) thematic window level and finally (4) overall MDGF level. For the JP subject to this MTE the main dimension is the first one, i.e. the joint programme level. However, there is some analysis related to the fourth or MDGF level, in particular related to design questions. The second level, country level of analysis, and to a lesser extend the third level, thematic window (here: CPPB) level, are covered wherever pertinent aspects have been occurred in course of this MTE. Brazil is none of the nine MDG-F focus countries where country level case studies will be carried out. Furthermore, Brazil is not one of the pilot countries for Delivery as One UN.

The results and recommendations of the MTEs can be used later as inputs for aggregated levels of evaluations, for example for meta-analysis/meta evaluation at window level and for horizontal issues as environment and gender. The final evaluation at MDG-F level as a “cooperation for development” instrument will take place at a later stage when information on the other levels will be readily available as input.

A first frame for the evaluation dimensions is set out in the ToR. The evaluation questions are clustered around three dimensions, i.e. Design Level, Process Level and Result Level.¹⁰ The table below shows the relation between the three levels and the evaluation criteria.

⁹ MDG-F M&E System, undated.

¹⁰ See ToR MTE CBBP, pages 3 to 6, Annex 1.

Table 2, MDG-F Monitoring and Evaluation Dimensions

First Level M&E Level, Joint Programmes		Related Evaluation Criteria, Themes and Questions (evaluation questions see ToR)
Monitoring Aspects	Input, Products, Results, Processes	Relevance, Efficiency, Effectiveness, Impact Prospects, Potential Sustainability
Evaluation Aspects	Design Level	<ul style="list-style-type: none">- Relevance- Quality- Ownership in the design
	Process Level	<ul style="list-style-type: none">- Efficiency- Ownership in the process
	Results Level	<ul style="list-style-type: none">- Effectiveness- Sustainability

2.3 Evaluation approach and methodology

The evaluation was implemented following a three phase approach.

- Desk Phase (home base)
- Field Phase (in Brazil - Brasilia/DF, Contagem/MG, Vitoria/ES and Lauro de Freitas/BA)
- Reporting Phase (home base)

This evaluation used a mixed method approach. The starting point was the desk phase with an analysis of the documentation and literature readily made available (see list of documents consulted in Annex 3). Furthermore there has been a briefing by members of the MDG-F Secretariat in New York about the background of the MDG-F and its evaluations in general and about the JP CBBP in Brazil in particular.

An Inception Report was submitted in conclusion of the desk phase. It included a stakeholder map, indicating the main stakeholders, whom to meet and which techniques to involve. The work plan is reflecting the requirements of the stakeholder map. An updated stakeholder map with its institutions, roles, consultation techniques and key issues to be addressed it attached in Annex 5.

The JP is centrally managed in Brasilia and is implemented in three Municipalities. Thus the field phase was composed of two main stages. The mission agenda was agreed in advance and time allocated as set out in the ToR and the MDG-F M&E System, i.e. 10 to 15 working days (an agenda for the field phase is attached in Annex 6).

The first stage consisted of an in-depth briefing of the consultant by the JP technical coordinator, followed by stakeholder consultation at central level. This included the six UN agencies involved (individually and as programme management committee), the committees and main functions of the JP, the major

governmental counterparts at Ministry and National Secretariat level. Furthermore the representatives of the main MDG-F donor Spain has been included in the stakeholder consultation.

The in-depth series of meetings at central level has been followed by visits to the three implementation sites in three Brazilian Federal States, Bahia, Espirito Santo and Minas Gerais. The three municipalities have been chosen on the basis of socio cultural criteria and different violence and crime rates so that they reflect the different realities in Brazil (high, medium, low violence rates). This called to visit all three sites, as they have different characteristics. So far only one of the sites, Contagem (MG), had received a prior visit in May 2011 by the field monitoring team of the MDG-F Secretariat, New York.

The main stakeholders to be interviewed at local level have been the local committees and local focal points, State and Non State actors and the contracted consultants and NGOs that are working at field level implementing parts of the JP.

The methodology applied for the second stage of the field phase has been a mix of direct observation at the implementation sites, local stakeholder consultation through (structured) individual interview, group interview, and focus group discussion. Triangulation was applied wherever possible. There has been an average of two days spent per locality, dependent on the flight connections/schedules between the sites and Brasilia.

It became already clear during the inception phase and its literature study, that there is no functioning and robust monitoring system for this JP in place and in use. Thus one of the main sources of input was not available for this evaluation.

The field phase has been concluded on 29 August with an intensive debriefing. Main stakeholders at federal level had been invited. The following partners were present: focal points or deputy focal points of five participating UN agencies (UN-Habitat was not present), the JP technical coordinator, and the Resident Coordinator's office. The representative of the only governmental partner, PRONASCI, had been invited, but did not participate. The Resident Coordinator (RC) has been debriefed individually on 29 August prior to the joint debriefing. First preliminary findings, conclusions and recommendations have been presented and discussed.

The third and final phase of this evaluation was the reporting phase. The evaluation report is structured as indicated in the ToR and follows the levels of analysis and questions set out in the ToR jointly agreed between JP coordinator, MDG-F Secretariat and the evaluator (see Annex 1). The first product is the draft final report that is herewith submitted. Time is allocated for feedback (see chapter 2.5). After an analysis of the feedback a final evaluation report will be submitted to the MDG-F Secretariat and further disseminated through the Secretariat.

2.4 Constraints and limitations encountered

During the Inception Phase there had been five potential problem areas of the JP identified. One of the areas, i.e. the absence of a functional internal monitoring system, does not only constitute a constraint to the programme implementation, but also a limitation in performing the MTE. One of the main sources of data typically used as input for an evaluation, mainly to assess the programme progress and degree of achievement and quality of results, was not available for this work. The three bi-annual progress reports (called "monitoring reports") were the main written source available, together with some Minutes of the Meetings of PMC, NSC and Local Committee meetings. Otherwise observation and evidence based techniques were applied, as well as triangulation.

2.5 Deliverables of the evaluation and dates of submission

Inception Report	28 July 2011
Comments on IR	05 August 2011
Field Phase in Brazil	15 to 29 August 2011
Debriefing PMG and RC	29 August 2011
Draft Evaluation Report	19 September 2011
Feedback on DFR	07 October, received 10 October 2011
Final Evaluation Report	19 October 2011

3 Evaluation Findings

This chapter presents the findings of the MTE, based on the desk review of the programme documents and on the interviews with key stakeholders of the JP. The findings are clustered around four of the five DAC evaluation criteria indicated in the evaluation framework of the ToR, i.e. Relevance, Efficiency, Effectiveness and Sustainability.

3.1 Relevance and Quality of the Design

Relevance is defined as the extent, to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities (for example the Millennium Development Goals) and partners' and donor's policies.

In retrospective, as it is the case in this MTE, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.

3.1.1 Relevance and Coherence of the Design

The topic of Public Security was and is of high relevance for Brazil. Coming from a pre-democratic period, the paradigm of public security has changed and is now directed towards prevention. The prevention-focussed approach addressed in the JP document is coherent with the current Brazilian Public Security Policy. This policy is based on three pillars, i.e. (1) strengthening the prevention for public security and citizenship, guarantee public security as a fundamental (human) right and (3) reduce violence and criminality¹¹. The proposal was conceived around the time when the first series of conferences on Public Security was held, culminating in a conference at federal level in Brasilia in August 2009.

The National Programme for Public Security with Citizenship, PRONASCI, was launched in October 2007. It aims at fighting violence in Brazil by coordinating public security and social policies in partnership with various federal, state and municipal government bodies as well as with the civil society. Based on a more humanistic perspective, its purpose is to invest in preventive and rehabilitation initiatives supported by multidisciplinary teams. PRONASCI is guided by two basic principles, valorization of the professional in public safety and relation with the community.¹²

In this sense the JP is in line and coherent with the security policy that existed at the time of JP signature. The JP is also coherent with the UNDAF Brazil 2007 to 2011, UNDAF Outcome 3: Reduced violence, promoting peace, conciliation and justice. It reflects related national goals, i.e. "Guarantee public security with implementation of decentralized and integrated public policies" and "Reduce vulnerability of children and adolescents regarding all forms of violence, improving the mechanisms to enforce their rights".¹³ The draft future UNDAF for Brazil, 2012 to 2015¹⁴, also confirms the national priority.

¹¹ Mapa estrategico da politica nacional de seguranca publica 2011 – 2014, mimeo, August 2011

¹² UN Conference on Crime Prevention and Criminal Justice, Bahia, April 2010

¹³ UNDAF 2007 to 2011, www.undp.mn/publications/UNDAF2007-2011.pdf

¹⁴ <http://www.pnud.org.br/termos/Brazil%20CPD%20edited%20FINAL%20ENGL%2004%2008%202011.pdf>

3.1.2 Ownership of the design

Many of the stakeholders currently involved in JP implementation have not been present during the design phase. Those already involved in 2009 confirmed that the Ministry of Justice expressed a special interest in the Security with Citizenship JP proposal. Furthermore the Ministry of Justice indicated that the participating municipalities, to be selected in an open tender process, should be selected within the implementation area of the national programme PRONASCI to utilize synergies. .

Local authorities had not been participating at the design stage of the JP, as the municipalities had not been selected at the time of the signature.

As the three municipalities had been only selected after the JP document was signed and implementation had started, the selected municipalities could not have had ownership in the design. However, through their articulated feedback there still exists opportunity and necessity to assume ownership at municipal level when the local security plans are developed.

3.1.3 Quality of the Design

This JP is one of three Joint Programmes financed by the MDG-F in Brazil. They are the first attempts to implement an integrated approach between six UN agencies in country. Furthermore it is the first time of a joint programme implementation at Municipal, State and Federal level and for some of the participating UN agencies the first work experience at all at municipal level.

In this sense the MDG-F has fostered the attempt to design and implement a programme with an integrated approach of the agencies, in line and in the direction of Delivery as One UN.

In a retrospective view at the quality of the design after the JP is now 22 months into implementation, there are some shortcomings in the design becoming obvious, mainly regarding the envisaged management of the programme.

- Allocation of resources - The specific requirements regarding allocation of human resources in the agencies and the coordination effort required for an interagency planning and management have not been anticipated and addressed in the design. This refers to time, expertise and funds.
- Activity oriented instead of results based - The activity orientation of the implementation logic presented in the JP document, in which (other as in specific output 2.1) only one agency is responsible for each activity and each specific output does not reflect the anticipated integrated and multidisciplinary implementation. The design, as set up, is more pointing towards a parallel implementation of several agencies, and not towards an integrated planning as the guiding principle throughout implementation.
- Monitoring framework - The Monitoring Framework as part of the JP documents has some weaknesses, i.e. indicators proposed (also at output level) are mainly activity oriented and not results based. They were not amended after the contract was signed and comments were sent by the MDG-F. Assumptions were not spelled out, only risks. The JP document however anticipates the future development of an internal monitoring tool for follow up of progress and results indicators.

- **Management structure** – The management structure proposed in the JP document is not fully reflecting the requirement of this new form of joint work (different to the one in projects with national execution /NEX). The JP is not just “one more project” in the portfolio of a project manager, but requires setting up new structures for implementation. It also requires a certain change in the mindsets of the people involved working beyond the boundaries of the agency by which they are hired.
- **Ambitious outputs** - Some of the six anticipated outputs and outcomes are rather ambitious to be met within a modest time frame of JP, i.e. 3 years, for example output 2 (“sustainable behavioral changes, increasing in norms, accomplishments and citizenship building achieved”). Typically, those changes would be targeted in the medium to long term.
- **Sustainability strategy** – There is no joint sustainability strategy incorporated in the design, there is only a reference made to the phasing out stage, in which it will seek so successfully end the participation of the UN.
- **Risk assessment** – A risk assessment and mitigation strategy missing in the JP document. It was for example clear from the design stage that there will be elections at federal and at municipal level, an aspect that was later expressed as a major risk for implementation.
- **Gender mainstreaming** – Reference is made in the document to a gender equality focus. Indeed some specific outputs or activities in the result framework are geared to young girls and women. It is stated that the project will request support of UNWOMEN (at times UNIFEM) and UNPFA in incorporating gender mainstreaming in implementation. So far there is not gender mainstreaming integrated in implementation. The envisaged joint articulation with the JP gender, ethnicity and race has not led to a visible articulation.
- **Funds management** - Defining the distribution of funds between the six agencies for the whole period (with the exception of 20% of the budget that can be reallocated between the agencies) already at contract signature stage, i.e. ex ante to implementation, whereas the JP had not decided on the selection of municipalities and their special demands can potentially inhibit the flexibility in implementation.

Contribution of the MDG-F Secretariat

Prior to signature of the JP there was an interoffice memorandum¹⁵ sent by the Secretariat to the UN RC in Brazil, together with the information that the JP document was approved. The Secretariat’s JP re-design requirements and recommendations included five aspects (see overview below): Selection of Municipalities, Management structure, Methodologies proposed/synergies between methodologies, Budget for Staff cost, M&E.

¹⁵ UNDP, Interoffice Memorandum of 10 June 2009

Recommendations of the MDG-F Secretariat

Selection of municipalities: We recommend that, in order to avoid delays to the start up of the Joint Programme, the realistic timing required to carry out the proposed contest is included in the annual work plan. Also, we strongly encourage you to launch the call for proposals immediately after you receive the approval of the Joint Programme;

Management structure: While this seems as a very practical structure it will be important to ensure that joint mechanisms for the implementation and monitoring of the activities are in place. You should also define the location of the technical coordinator. We recommend placing this unit at the main national counterpart in order to develop their capacities and ensure sustainability;

Methodologies proposed: synergies between the proposed methodologies should be further explored to avoid duplication of activities;

Budget: Staff costs for designated agencies such as UNESCO, ILO and UNODC need to dedicate this staff exclusively to the Joint Programme activities and not to agency representation activities. This aspect will be closely monitored and evaluated;

M&E: Although the costs for M&E seem to be included in outcome 6, specific budgetary lines for this purpose should be included. Also you should include indicators that can measure the achievement of the expected results in terms of impact of interventions affecting the living conditions of the beneficiaries.

Source: Interoffice memorandum, 10 June 2009

It took four months until in January 2010 until a coordinator for the JP had been contracted. Thereafter the selection process for the municipalities started. It took another three to four months to design, publish the tender and evaluate the 60 valid incoming bids. Decision on the winning bids was announced in August 2010. At that time an Inception workshop took place. This contributes already to the delays accumulated until present.

Regarding the second aspect, attention was drawn to the importance of putting in place management and monitoring mechanism. These crucial mechanism, as monitoring system and instruments, quality assurance, communication and coordination mechanism are still not in place or in a very infant stage, respectively.

Placing the coordination unit in the premises of the main national counterpart, as suggested by the MDG-F, was not presented as an option to the coordinator when hired and also thereafter not discussed.

The third recommendation is pointing to avoiding duplication of activities. Unfortunately this recommendation has also not been taken up, as synergies between the proposed methodologies are only discussed more recently, after complaints have been expressed by the municipalities regarding duplication of efforts at field level. .

The fourth item relates to the transparency and exclusivity of staff hired for the JP. The question of staff time requirements and allocation was not considered in the design. At present, it can be only estimated how much time exactly is allocated by the PMT members for work related to the JP, and if there are also agency representation skills involved for the people hired for the JP by individual agencies.

Finally, the introduction of results based indicators in the M&E system is strongly recommended. At present there is no functioning M&E system in place.

In summary, the evaluator considers all five recommendations made by the MDG-F at times as opportune and useful. However, as they were expressed together with the approval of the proposal there were understood rather as a “friendly reminder” than a precondition for contract approval. There is a potential of the MDG-F Secretariat to raising the quality of the JP design, but in the concrete case this has not been sufficiently enforced.

3.2 Efficiency (process)

This chapter presents the findings on the efficiency of the JP that is a measure of the productivity of the programme intervention process. It assesses the overall management approach, the utilization of human and financial resources, the coordination and communication mechanism (internal and external), the delivery mechanism and the monitoring approach to measure the programme's progress.

Context

While assessing the JP's efficiency it has to be kept in mind that this is the first attempt of six UN agencies to work jointly in an integrated, multifaceted approach. The JP is thus not only striving for behavioural changes in the targeted population, but its design built on the existence of a few, not explicitly pronounced conditions that were not existent at project start. These include integrated coordination and communication approach between the agencies, aligned processes, and a felt and lived spirit of “Delivery as One UN” (DoU). Brazil is not one of the DoU pilot countries and neither one of the MDG-F pilot countries. Brazil was however offered to become one of the eight MDG-F pilot countries but has rejected the opportunity.

Thinking beyond the borders of one's “own agency “ requires behavioural changes of staff and the respective organisations, as well as changes in organisational structures at HQ level of the agencies member of the UN system.

This has logically led to an underestimation of the amount and profile of human resources to be allocated in each of the agencies and to the coordination functions, the management mechanism to be put in place and the time to be allocated to implement this JP. Furthermore there have been some structural omissions at design level (as discussed under 3.3, Quality of Design) which become clearer - after being almost two years in JP implementation.

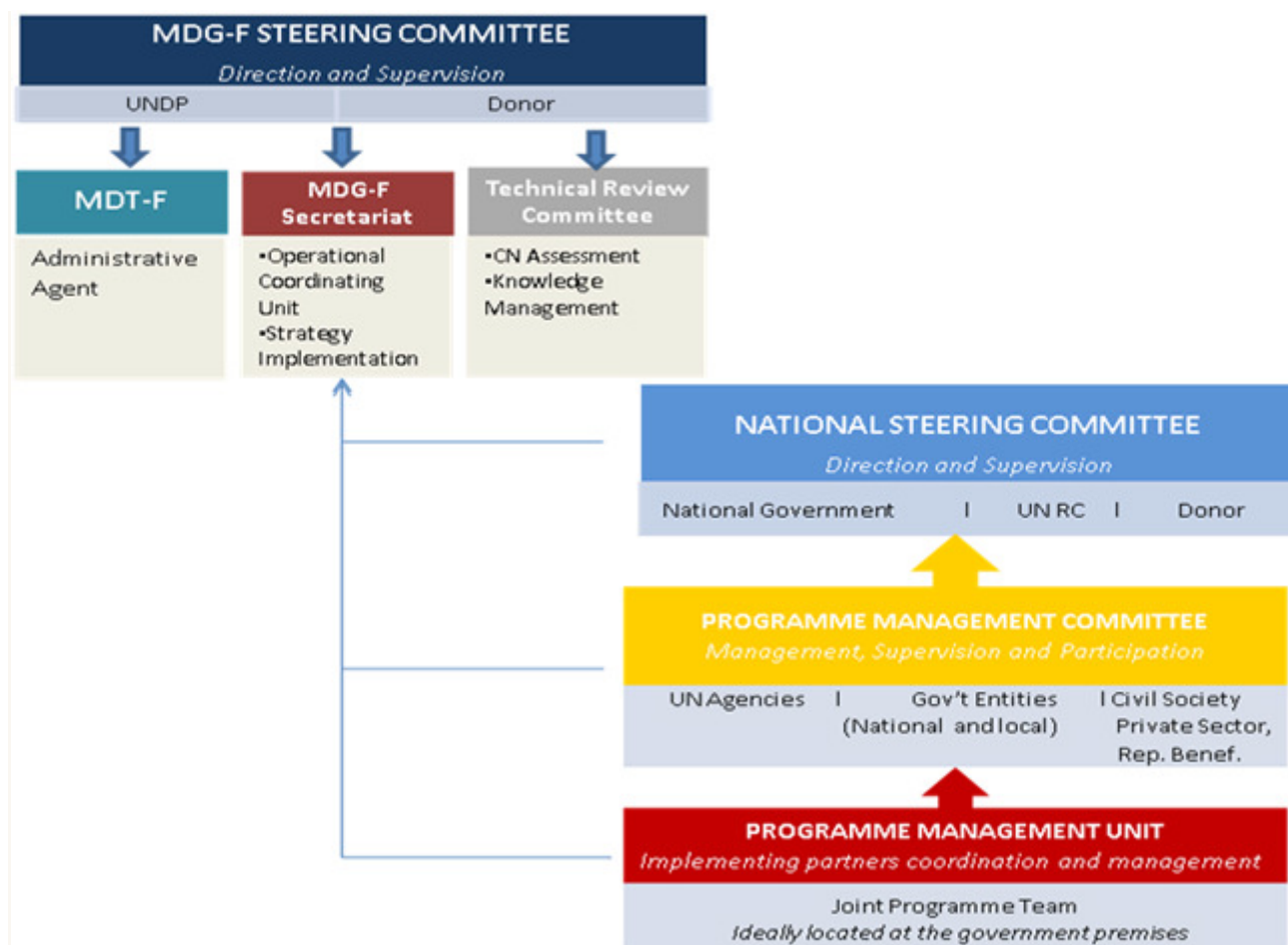
As a consequence this JP had and still has several teething problems. Meanwhile, some have been improved and others have been resolved. Again others have continued to exist until present, namely non-existence of a monitoring system, a quality assurance system along the process (in particular in subcontracted parts of the programme), and a communication and advocacy strategy not yet implemented.

This has without doubt reduced the pace of implementation and has jeopardized process efficiency.

3.2.1 Management Model

The generic model for the JP organisational structure is shown in table 3. The structure of the JP Security with Citizenship generally adheres to this model, however, shows a number of particularities in the setup.

Table 3, Joint Programme Organizational Structure



Source: <http://www.mdgfund.org/content/governancestructure>

The National Steering Committee is established. The meetings for the three JP in Brazil are held jointly, as the Representatives are the same for all three. The National Government is represented by the Agencia Brasileira de Cooperacao (ABC)¹⁶. The meetings are held, but not regularly (30 April 2009 (prior to signature), 6 April 2010, 26 June 2010 and 10 May 2011, according to the MoMs made available).

In the Programme Management Committee (PMC) each of the UN agencies is represented by a focal point and/or a deputy focal point. The function of a deputy focal point was introduced after some of the UN agencies were repeatedly not present at PMC meetings¹⁷. The Federal Government / Ministry of Justice has been in the past been represented by one staff member of PRONASCI, this presence has been interrupted in March 2011, and the Government has not been represented in the PCM meetings. The meetings are held approximately once per months.

¹⁶ See <http://www.abc.gov.br/projetos/cf>

¹⁷ Proceedings for the members of the PMC of 27 August 2010, unsigned version.

In this JP the Programme Management Committee and the Programme Management Unit are identical in their composition, and the “Programme Management Unit” de facto consists of one person (full time staff) only, i.e. the technical coordinator.

The local focal points, based in the municipalities, have been invited for the first time in August 2011 to participate in a PCM meeting. Private Sector and Civil Society have not been present at the PCM meetings at federal level; however, civil society participated to various extents in the meetings of the local committees at municipal level.

The Programme Management Unit of the JP Security with Citizenship currently consists of one person only, the technical coordinator. She is seated the offices of the JP lead agency, UNDP. A Joint Programme Team located in the government premises does not exist as such. The MDF-Secretariat recommended in their comments to the approved document to consider locating the coordinator in the offices of the governmental partner, but this recommendation was not followed.

The Programme Management Team (PMT) is de facto identical with the PMC and is composed of the focal points of each agency, the representative of PRONASCI at Federal Level and the JP Technical Coordinator.

The function of the coordinator is crucial and demanding, as complex programmes as the JP require a high level of coordination. In the current setup the coordinator is not in a hierarchical position towards the focal points, which themselves are all in hierarchical set ups within their “home” agencies. This is important and can lead to conflicts of interest in time allocation, policy enforcement (agency policy versus JP policy, for example). The coordinator can only “convince” the PMT members, unless authority would be delegated to her.

The PMT in Brazil is a virtual team. So far it mainly gathers for the PMC meetings (about once a month). All focal points have defined positions within their respective agencies, and dedicate time for the JP in addition to these tasks. The estimated time the focal points are dedicating working for the JP varies significantly (see table 4, allocation of resources).

The role of the Resident Coordinator (RC) is pivotal to the JP. He acts as clearing house and first contact point of the PMC addressing problems in implementation. This is in line with the idea of “one leader” as one of the pillars of One UN. The RC has been involved in the past in situations where severe problems occurred and the JP technical coordinator was not in the (hierarchical) position to intervene directly with agencies or partners.

The Government, or more specifically the Secretariat of Public Security, has since project start been presented in the PMC by a staff member of PRONASCI. In course of the change of the Government early 2011, the Ministry of Justice has been subject to restructuring since the beginning of 2011 after the new Government was elected end October 2010. In the last months the involvement of the Federal Government in the JP was dormant. The existence and position and future of Pronasci became temporarily unclear. However, in a meeting with the State Secretary for Public Security it was confirmed that PRONASCI will continue to be subordinated under the Public Security (and not, as it was also under discussion, under the Secretariat for the Security of large events of the Ministry of Justice). The State Secretary also confirmed¹⁸ the importance of strengthening the prevention in the frame of public security with citizenship and to guarantee public security as a fundamental citizen right as parts of the strategic

¹⁸ Interview held on 26 August 2011 in Brasilia.

plan for the National Policy of Public Security 2011 – 2014. The estimated budget for PRONASCI for the year 2012 was quantified as of 1.2 billion Reais (0.6926 billion USD).

3.2.2 Management Tools

A good **programme monitoring** is essential for programme management. It is a weakness of the programme implementation that the essential tools (monitoring system and plan, quality assurance system, communication and advocacy strategy) have either not yet been developed or are not in use.

The activity orientation of the indicators presented in the programme documents was raised as a concern by the MDG-F Secretariat already in their comments on the programme document in 2009¹⁹.

The programme document states “the programme will develop an internal monitoring tool that facilitates the systematic follow up of progress and results indicators.”²⁰ The necessity of setting up a monitoring system and of using it as a management tool was addressed by the MDG-F at several occasions (most recently in the comments on the last MR of July 2011, and in the report on their internal monitoring field mission of the MDG-Fund Secretariat in May 2011).

This omission can be partly explained by the fact there is no strong monitoring culture established yet in Brazil. However, monitoring techniques are available and used, though not on larger scale. Results-Based-Management is one of the principles used for the compilation of the UNDAF by the UN Country Team as well, an exercise that has been recently completed for the period 2012 to 2015.

Another likely reason is the absence of a person with specialist M&E knowledge accessible within the coordinating structure of this JP or the RC office who could lead on the process. The knowledge available in single agencies and in other JPs has been only very recently mobilised to plan a workshop and to set up a monitoring system in a joint effort. This will not compensate the lack of M&E knowledge and experience within the coordination.

So far, monitoring is mainly understood as financial monitoring of expenditures, and as an activity based process (activity checklist). The Results Based Monitoring introduced by the UN system, is not applied. As the JP is slowly moving in implementation towards higher levels of achievement, i.e. specific outputs, six outputs and the outcome, a quantitative and activity based monitoring carried out by single agencies will not provide the information required to assess the programme process. If it is not addressed without delay, it might perspective cause an accountability issue.

Another essential management instrument not yet in place is a **quality assurance (QA) tool**. Several deviations from the desired and correct approach at local level have been observed while performing the field visits.

In course of the field visits it became clear that there are omissions in communication, quality assurance and follow up in the relation between UN agencies and subcontracted consultants and NGOs. There was repeated evidence that subcontractors (individual consultants or staff members of NGOs) arriving in the

¹⁹ Correspondence of 10 June 2009

²⁰ See JP document, page 39.

field with no or very little information about the JP, its objectives and the approach to be taken. It could not always exactly be tracked where the omission was located in each of the cases, it became however clear that not enough quality assurance was applied to the whole process, including the municipalities' level and the subcontractors (NGOs and consultants) working in the name of the JP.

Among the observed deviations were contracted consultants who had obviously communicated messages to the communities not in line with the JP objectives (UN-HABITAT senior consultant, who had asked community members to produce financial proposals for investments, though the JP is mainly about capacity building and knowledge transfer); another consultant, working for a contracted NGO to perform parts of a defined work arriving without having been properly briefed about objectives and background of the JP; another consultant contracted as junior consultant reported to having shared the work and the fee with a deputy local focal point of the JP.

A QA tool needs to be put in place without delay, to monitor quality of implementation throughout the process and along the lines of contracting and subcontracting of parts of the work by the UN agencies. So far, 14 consultants and 5 NGOs have been contracted to implement parts of the JP at field level and more contracts are currently tendered. Setting up of the QA tool would be a task for the coordinating functions (at JP level and at RC office level).

3.2.3 Allocation of Resources

Human resources

The JP implementation is performed by the Programme Management Committee. As described in chapter 3.2.1 this "team" is a virtual one as the day-by-day implementation is coordinated by one person only, mainly by email and phone contact. Each agency has chosen their own contractual setup and time allocation for a focal point and (in the majority of cases) a deputy focal point. The "Proceedings for the members of the JP Management Committee" of August 2010 states that each of the participating agencies shall have always two people (in contrast to previously only one) involved in the implementation of the JP. This agreement was taken after the level of presence at the PMC meetings was not sufficient and after repeated difficulties to agree on a day feasible for all agencies' focal points meet.

The allocation of human resources to the JP and timely availability of people involved – for the PMC meetings and more importantly for JP implementation - remains still a critical factor, as evidence at central and - more pronounced with JP's decentralised implementation at municipal level - shows. The table below shows an estimate of time involvement of each of the agencies, contrasted to the amount of salaries for focal point and deputy focal point paid by the JP and their respective budget allocation and related workload in the JP.

The overview shows that the two agencies with the highest budget shares, i.e. UNDP and UNICEF have currently 0% paid salaries for their focal points. Also UN-HABITAT and ILO have no salaries for focal points paid by the JP. UNESCO and UNODC, in contrast, have both deputy focal points paid in full by the JP.

At present the most critical incident, where lack of presence (in monitoring of the process and quality assurance) has caused concrete distortions is the one with one of the UN-HABITAT consultant. He was conveying messages to the local communities that were not in line with the goals and objectives of the JP, even contra-productive. In addition he was seeking for other contracts at local level. Due to leave of

the focal point action was taken rather late. These singular events can cause damage to the reputation of the JP as a whole and have to be avoided in future.

Timely availability of human resources according to a coordinated work plan will become even more important, as the new annual work plan will be arranged around specific activities and results that can be only achieved in an integrated approach of teams, each one composed by several agencies.

Table 4: UN Agencies in the Programme Management Committee and human resources allocation

Agency	Form of arrangement for human resources allocation	% of salaries for focal and deputy focal point paid by JP	% of overall JP budget
UNDP	<p>Focal Point is responsible for the JP and for 13 other projects, mainly national execution (NEX), Estimated time allocation of approximately 70% to the JP; the remaining time dedicated to other 13 projects.</p> <p>Deputy Focal Point – currently 17 projects as Programme assistant plus the JP; involved in JP only to replace focal point if needed.</p> <p>Comment: Lead agency of this JP with almost 30% of the budget allocated.</p>	0% for focal point or deputy focal point.	29.50%
UNICEF	<p>Focal Point is the Head of Unit Child Protection at the UNICEF offices, with a portfolio of other projects in addition to the fund's management function.</p> <p>Deputy Focal Point is a Project Officer with her own portfolio of projects, of which the JP is one.</p> <p>Comment: Special situation as a fund with a large portfolio in Brazil.</p>	100% for an assistant (neither focal point nor deputy focal point) from Oct 2009 to Jan 2011	20.22%
UN-Habitat	<p>Focal Point is responsible for at least two other large programmes and the JP; recently absent for several months. Covered by a colleague with his own portfolio; de facto the JP and its implementation remained unattended, according to several interviewees. Existing time constraints confirmed by Focal Point.</p> <p>Deputy Focal Point function does de facto not exist; during health related absence of the Focal Point the function was not replaced by a deputy.</p> <p>Comment: UN-HABITAT office based in Rio de Janeiro, meetings with the other agencies require travelling; relatively small office being also the</p>	20% for focal point from Oct 2009 to July 2010, currently 0%	13.30%

	Regional Office for Latin America and The Caribbean; Critical situation due to understaffing in the UN-HABITAT office.		
UNODC	<p>Focal Point is staff member of UNODC; he is the official responsible for one programme sector and the JP. He is reported to be most of the time present at the PMC meetings.</p> <p>Deputy Focal Point is a dedicated consultant on a contract; allocating approximately 80% of the time to the Security JP and the rest to other programmes of UNODC in Brazil. Almost always present at the PMC meetings; can take most of management decisions related to the JP in his own right. Constant present at the PMC meetings.</p> <p>Comment: UNODC office is also Regional Office for Latin America.</p>	0% for focal point, 100% for deputy focal point	17.85%
ILO	<p>Focal Point is staff member of ILO and Programme coordinator for the ILO programmes in Brazil;</p> <p>Deputy Focal Point is a consultant on a contract for two JPs. She dedicates 50% of the work time to the Security JP and 50% to the Gender JP and some other work; management decisions regarding the JP are taken by the Focal Point.</p>	100% for focal point from Nov 2009 to Oct 2010 (person left in the meantime); 100% for the deputy focal point from December 2009 to July 2010; currently 0%.	9.70%
UNESCO	<p>Focal Point is a staff member of UNESCO, a senior programme official, working on a portfolio of projects and the JP.</p> <p>Deputy Focal Point is a consultant who works as a project officer, on the JP and also on other projects.</p>	0% for focal point, 100% for deputy focal point since Jan 2011.	9.40%
JP Co-ordinator	<p>Full time position, hired by UNDP exclusively (100%) working in the JP coordination function of the JP Security with Citizenship.</p> <p>Comment: Contracted by UNDP; financed with JP funds.</p>	100% paid by JP under UNDP part of the JP budget.	

Source: Information provided by the participating agencies and the JP coordinator.

Financial resources and implementation

The MDG Achievement Fund has opted for the Pass-Through Fund Management. The donor and the participating UN organizations have agreed to channel the funds through one UN organization. The programmatic and financial accountability for individual programme components rests with the

participating organizations and (sub-) national partners managing those respective components of the joint programme.²¹

The UN organization receiving and distributing resources is the Administrative Agent (AA). The Multi Donor Trust Fund (MDTF) office in New York is acting as AA for this JP. The MDTF Office is disseminating funds to the participating UN agencies at HQ level through a simplified fund transfer mechanism. The funds of 6 Mio USD in total are transferred in (annual) instalments of about 2 million USD and according to a breakdown of funds decided between the agencies prior to the signature of the JP and are manifested in the annual work plan.

There is a threshold for expenditure of 70% inbuilt to release the following tranche. If this threshold is not met for the programme as an average, funds will not be released to any organisation, regardless of the individual organisation's financial performance.²² There is however certain flexibility inbuilt, i.e. of up to 1 Mio USD or 20% of the total budget the shift either from one year to another or from an agency to another within the three years implementation period.

The first and so far only tranche of approximately 2 million USD has been transferred by the AA with contract signature in October 2009.

Table 5, Budget and expenditure summary (in USD)

	Approved budget	Budget share	Transfers	Expenditure	Delivery rate	Delivery rate
Organization	(real-time)	(overall)	(real-time)	(annual)	(annual)	(overall)
ILO	581,652	9.70%	200,037	164,174	82.07%	28.23%
UNDP	1,769,125	29.50%	580,098	580,098	100.00%	32.79%
UNESCO	566,030	9.40%	180,000	88,919	49.40%	15.71%
UNHABITAT	798,809	13.30%	298,808	201,000	67.27%	25.16%
UNICEF	1,213,380	20.22%	413,380	413,275	99.97%	34.06%
UNODC	1,071,004	17.85%	371,003	71,489	19.27%	6.67%
Total	6,000,000	100.00%	2,043,326	1,518,955	74.34%	25.32%

Source: MR of 20 July 2011; updated information provided by JP coordinator, August 2011

The expenditure rate disbursed/transferred is over all agencies 74.34 %, varying between 19.27% (UNODC) and 100% (UNDP) for the transfer of the first tranche. The overall rate of disbursed/approved budget is 25.32% after almost two years of implementation. This also reflects the delays in implementation have led to under spending. Subsequent instalments will be released in accordance with

²¹ Technical Brief, Module 6: Different Fund Management Options; no year

²² JP Document, page 31.

AWPs approved by the NSC and the MDG-F Secretariat. The Secretariat does not only review the compliance with the required financial commitment, but also the progress in the technical implementation. Only after having checked and positively assessed both aspects, a project is granted the next instalment.

A draft set of documents has been send to the Fund in August 2011 and comments have been received. The PMC is in the process of incorporating the comments. However, requests for a functional monitoring system and to reworking the annual the work plan towards results and not by activity/agency will require joint efforts by the PMC.

The release of the second tranche is in particular important for those agencies that have reached 100% expenditure in order to continue implementation without interruption.

3.2.4 Coordination and communication

Coordination and communication between the six UN agencies involved in the JP has been and still remains a weak point of programme implementation. This also jeopardizes reliable and transparent joint forward planning for JP implementation at municipal level. In the past, as reported by interviewed stakeholders, actions planned by single agencies have not always been communicated in the PMC meetings, but occurred un-coordinated. In some instances the JP coordinator was not informed about planned visits to the Municipalities. The minutes of the meeting of Local Committee meetings as well as the statements of local committee members interviewed in the three implementation sites²³ confirm that UN partners in the JP are arriving sometimes without prior knowledge of the municipalities²⁴. It has been also addressed at a focus group meeting that duplications of efforts between the agencies, overlapping of visits and deviation from agreed plans are happening. Coordination problems were also addressed by the local focal points as weaknesses of the JP at the last PMC meeting²⁵ in Brasilia.

Various time demands of some of the agencies' focal point do surely contribute to this undesirable situation. Implementation and related travel to the sites must be subject to requirements of the work plan and not to availability of the people involved. It was also commented by several members of the local communities in focus group interviews that "people of the JP" had agreed to meet for interviews for the diagnosis and just did not show up.

This lack of coordination can potentially jeopardize the JP's positive reputation and destroy the trust of the local stakeholders, as well as future work with the local committees. Some of the coordination problems have been more recently addressed at central level.

Another finding is the lack of communication and coordination as well at the local government level. One of the local policies introduced through PRONASCI, the Integrated Management Cabinet at municipal level (GGIM), aiming to articulate actions of prevention and fighting violence through a joint work of federal, state and municipal players and an integrated approach of various secretariats at municipal level.

²³ For example MoM Vitoria 28 June 2011, interviews with LC members and Local Focal Points in Contagem, Lauro de Freitas and Vitoria, 18/19 August, 24 August, and 22/23 August 2011, respectively.

²⁴ See MoM Vitoria, 28 Juni 2011, stating criticism on the attitude of the UN-Habitat consultant, and on UN-Habitat per se, and states that uncoordinated actions of various agencies continues, is evident and regarded negatively.

²⁵ MoM of the PMC meeting of 10 August 2011.

In practice, the GGIM is not operative in Vitoria and in Lauro de Freitas. A lack of coordination between and parallel implementation of different secretariats was observed. This became evident when the reasons for the disappearance of the local committee in Vitoria were discussed, and how the committee can be revitalised or a new committee established. The evaluator was informed by a junior consultant of the JP about the existence of a project of the Secretariat of Culture dealing with youth and violence, with an established cultural centre that could serve as an entry point for some of the JP's activities.

The meeting with the local focal points, the agencies and the representative of PRONASCI in August 2011 disclosed (1) the unease of the municipality about duplication of efforts between the different UN agencies, and the delay in the diagnostic results (Contagem), (2) the request to build the planned actions jointly with the community and to avoid arriving with readymade solutions in the municipalities (Lauro de Freitas) and (3) communication problems between the UN agencies and the local focal point and delays in the implementation of the work plan (Vitoria).

The PMC has taken steps respond to the criticism expressed and is working towards processes to which several agencies have to integrate their work. Several themes have been identified by the PMC for potential alignment of actions among the agencies, striving for joint results (see table 6 below). These new integrated work approaches will take an enhanced coordination effort, time and human resources, putting a certain priority to the JP implementation.

Table 6: Topics for potential alignment of themes between the UN agencies

Relation community and police – ILO (Palavra de Policia: Outras Armas), UNDP (Seminar on Human Rights for Police Force), UN-Habitat (Policia de proximidade)
Conflict mediation – UNESCO (Mediation in schools), UN-Habitat (Mediation in communities), UNDP (technical inputs and link to mobilization actions)
Working with Youth – UNODC (Merito Juvenil), UNICEF (Life skills – intervention in urban spaces), UN-Habitat (maintenance of urban spaces), ILO (SESI programme training, Vira vida)
Private Sector involvement – UNDP (training for entrepreneurs), UN-Habitat (Partnership for the public space), ILO (continuing of projects through partnerships with Private Sector), UNODC (continuing Merito Juvenil),
Mobilization strategies through the use of Arts and Sports – UN-Habitat (Messengers of Truth), UNDP (theatre, websites and more communication and mobilization activities)
Drug abuse awareness - UNESCO (open school), UNODC (lectures on drugs, to be integrated into seminars or school curricula)

3.2.5 Alignment of methodologies, financial instruments and processes

It can be safely stated that methodologies and financial instruments vary between the involved six UN agencies, in some aspects significantly.

Among the concrete difficulties the agencies are facing are (1) lack of coordination and joint implementation mechanism for the JP (overriding the individual agencies' mechanism), and (2) different implementation, reporting, monitoring and financial administration standards and rules set by the respective headquarters (HQ) of each of the agencies. In course of the interviews with JP implementing agencies, several partners confirmed different administrative standards. One example for different processes mentioned is the degree of decentralisation of authority for signature of financial expenditures. For example UNODC has to apply at HQ level in Vienna for approval of expenditure, even for small amounts, with the consequence of delaying processes while working with other agencies that have a higher flexibility. Financial systems are different between the agencies and so far each agency is reporting expenditure against their own system, whereas delivering processed data to the JP coordinator who is transferring information into the template used for MDG-F reporting.

On a general note it should be mentioned that it is per se difficult to align processes between agencies, while this alignment has not yet successfully taken place at the respective headquarters' (HQ) level. Generally, the country offices' staff has to follow administrative instructions and rules of their HQ. This is not a particular challenge of the modus operandi of the MDG-F funded JP, it also occurs in other forms of joint implementations where one or more UN agencies are involved (multi donor trust funds) and even in joint implementations involving UN agencies only.

Between the JP Gender and Race and the JP Security with Citizenship there have been different set ups and visibility standards observed. The JP coordination team of the gender programme has the UN logo and the MDF-logo on their business cards whereas the JP coordinator of the security with citizenship programme uses a UNDP business card. All focal points within the agencies continue to use their agency's business cards with their organisational function, including those who are focal points (partly) paid by the JP (UNESCO, UNODC) and who should dedicate most of the time to the JP. On one hand business cards are just an example for the different standards between the agencies working jointly in a JP and how difficult it appears to strive for alignment. The underlying issue is, however, the lack of a "JP identity" which is felt by stakeholders at local level.

Two of the three JPs (Gender and Security) are making an attempt to use the same monitoring system. In the case of the JP Security, a frame has been adapted from the JP Gender, but so far it has not been filled with data in an interactive process among all agencies and stakeholders. A workshop on monitoring principles has been held on 14 September 2011, moderated by the coordinator of the gender JP who coincidentally is an M&E specialist.

3.2.6 Pace of implementation

The JP is currently about 8 months behind its original schedule. The first delay can be recorded in contracting a coordinator. Four months after contract signature and the release of the first financial tranche in October 2009, a JP coordinator was hired in January 2010. Thereafter the design and publishing of an open tender process was started, applications received, evaluated and three winners announced. Memoranda of understanding were signed in September 2010. The open tender process is considered by members of the Federal Government as an excellent example that has been meanwhile introduced for other public tender processes.

The second technical delay was caused by problems encountered in implementing the diagnostic tool with its two components, performed by UNDP and UN-Habitat. Two teams of consultants were selected to work in the three selected municipalities. In particular the problems encountered with the UN-Habitat

senior consultant finally led to the anticipated end of the work contracts of the team of consultants. These problems have certainly contributed to the delay in the delivery of the diagnosis and its results, and important input to the local security plans (specific output 1.1), and consequently to all specific outputs and outputs related to the diagnostic.

A less easy quantifiable factor contributing to the slow pace of implementation is the varying availability of the focal points and the staff made available in the six agencies and their parallel engagement in other programmes, as well as the staffing of the JP coordination unit with only one person. The lack of operational management tools and problems in coordination between the agencies are certainly affecting the efficiency of implementation. It can be safely stated that the delays occurred so far are mainly management related.

Pace of work has to be accelerated in the coming months to take the project to the next level and allow it achieving results in the remaining implementation period. Management tools have to be introduced or fine-tuned, respectively, and some implementation milestones in the project, for example the local security plans and local work plans for the next year, have to be jointly prepared with the communities.

3.2.7 Ownership in the process

The support of the Government agencies at federal and municipal level is crucial to the achievement of the results of the JP.

The JP document indicated a long list of governmental partners. From the very beginning of the JP there was mainly one partner active, the Ministry of Justice represented by the Secretariat for Public Security and PRONASCI.

In particular in the beginning of the implementation, when the tender for selection of three municipalities had been designed and launched, and the incoming valid bids evaluated, there had been a strong interest and positive feedback of the Ministry. The open and transparent tender process has been meanwhile become good practice, and has been applied in governmental tenders as well. This can be considered one of the non expected positive impacts of the JP.

However, in course of the elections in October 2010, the change of government and the following restructuring of the Ministry of Justice some decreasing involvement of the sole governmental JP partner has been felt. The representative of PRONASCI, typically present at the PMC meetings, was absent from March 2011 onwards, and there was no written communication about the development within the Ministry or in relation to the JP.

This was addressed by the evaluator as an alarming indicator for ownership and sustainability, and efforts were made to talk to a decision maker in the Ministry of Justice. At the time of the MTE the Secretary for Public Security confirmed the importance of the subject of the JP, and prevention of violence as one of the pillars in the Ministry of Justice's strategic plan 2011 to 2015. PRONASCI remains situated under the Secretariat of Public Security.

Only future will show if and how this general confirmation of the thematic focus translates into ownership in the JP. It will be crucial for the sustainability of the results of the JP that the Government at federal level and municipal level will proactively provide inputs to the JP, as the work shall be complementary to the public policies already put in place at municipal level.

At municipal level the three municipalities show rather different levels of ownership. Table 7 below provides a rough comparison about the situation found in each of the municipalities.

Contagem seems to be the most advanced and most committed of the three municipalities. The focal point is embedded in the public administration and a local committee exists and expresses itself vocally. In the local committee several secretariats are proactively involved.

Vitoria, in contrast, is facing a severe problem, i.e. the community involvement in the local committee, which was established with 6 community members. This has been fading since February 2011 and at the time of the field visit; even repeated messages left on committee members' cellular phones could not activate one of them for an interview. The JP is building on the local communities as active representatives of civil society in the JP and as an important source of input and feedback.

Table 7, Ownership at local level

Municipality/Criterion	Contagem	Vitoria	Lauro de Freitas
Existence of Public Policies (examples)	++	++	++
Involvement of Local Focal Point in JP	++	+	0
Involvement of Local Committee	++	--	+
Involvement of Community/Civil Society in the Local committee	+/0	--	+
Actions of JP introduced or ongoing/by agency	In all three municipalities on-going, results and validation of diagnostics awaited, local action/security plans to be compiled and implemented.		
Joint JP communication strategy of the UN agencies perceived at municipal level	-	-	-
Subcontracted NGOs/ consultants informed about JP and task at stake? Behavior in accordance with JP objectives?	UNDP diagnostic ++ Others -	UNDP diagnostic ++ Others --	UNDP diagnostic ++ Others --
Perceived ownership in the JP	++	0	+
Scoring: ++ very positive; + positive; 0 neutral; - negative; --very negative			

3.3 Effectiveness of results

This chapter summarizes the findings on the effectiveness of the programme, i.e. the extent to which formally agreed expected programme results (outputs, outcome) have been achieved, or can be expected to be achieved in the future.

3.3.1 Progress towards achievement of anticipated results

At the point of the MTE the implementation of the JP remained mainly activity oriented. Each action was carried out by a single UN agency, in parallel or coordinated with other actions, with some of the problems described in chapter 3.2. A results based approach was and is clearly lacking.

Only more recently, some useful coordinated approaches have been introduced for the field level work. It will take increasing integrated efforts to achieve the five outputs (the sixth output is dedicated to programme management) set out in the programme design. In future, several agencies will be jointly responsible and accountable for achieving the stipulated results. On request of the MDG-F Secretariat the Annual work Plan (AWP) for the next year will be organised around integrated results and no longer by distinct activity and per agency.

At the present stage of the JP it can be mainly reported about the activities that contribute to the specific outputs at this stage of the JP. In the lack of a monitoring system and in absence of related indicators, intermediate targets and follow up, the progress can just be roughly estimated and described in narrative terms. This is how it is also reported in the semester JP progress reports. Qualitative comments by the stakeholders interviewed at field level can provide some incidence but cannot be of statistical significance.

Table 8 below summarizes the status of implementation against the specific outputs (related to six outputs set out in the results framework) according to the current status: concluded, in progress or delayed. Regarding implementation at local level the JP is still in an early stage. MoUs with the three municipalities were signed on 1 September 2010 concrete activities started in 2011.

Output 1

Progress towards output 1 is the relatively most advanced so far. Local committees have been formed in each of the municipalities, composed of representatives of the local government (health, social care, and education etc), the state government (police forces, judiciary) and representatives of the community and NGOs. The local committees are a vital part of the process, supposed to be the driver of the local implementation. The current involvement of these local committees is described in table 7. The community representation of the committee in Vitoria is at present absent and cannot be activated to participate in Local Committee meeting and JP related activities. Concern is expressed related to youth and community related activities of the JP before either the previous committee is re-activated or a new committee has been established.

Regarding the specific outputs 1.1 and 1.2 there has been in the beginning a coordination problem at central level between UNDP and UN-HABITAT regarding the diagnosis tool. There have been additional problems with the approach unilaterally taken by the senior consultant contracted by UN-HABITAT. At local level, there has been some self-organised coordination between the contracted consultants by UNDP and the junior consultant of UN-HABITAT in Contagem, at least aligning target group visits and interviews to avoid parallel implementation and duplication of efforts. Meanwhile the results of the diagnosis are available at both agencies and under quality control. The next step will be the validation of

the diagnosis results by the local committees. A concrete intermediate result to output 1 will be the Local security plans formulated.

One of the completed actions (specific output 1.4) so far is the seminar on Citizen Security and Coexistence (implemented April and May 2011). The analysis of the evaluation of the seminar by the course participants, a valuable source for internal monitoring as well as for the evaluation, was not yet available when the MTE took place. The participants interviewed by the evaluator provided generally a positive feedback. Among the positive factors stated by the persons interviewed were “first time that police and citizen were sitting in the same seminar”, “positive effect on the relation between police and the citizen when meeting in the street”, “discovering that it is not only the police that is responsible for security in the community”.

Study tours were carried out to Colombia (Activity 1.4.1) and Rio de Janeiro, to look at citizen security issues (the Rio study tour was performed by PRONASCI, and should be added into the work plan as national implementing partner's input).

Output 2

Only work towards specific output 2.3, Youth and adolescents leadership awareness on safety and citizenship security in their communities, was about to begin at the time of the MTE. UNICEF, UNESCO and UN-HABITAT will work on an integrated approach.

Definition of topics for school teachers training regarding the Open School Programme has been completed.

Output 3

No significant developments towards specific output 3.1 and towards output 3.

Output 4

Conflict mediation will be one of the crosscutting themes to be aligned between UNDP (4.1), UN-HABITAT (3.1.) and UNESCO (mediation in schools).

Output 5

For specific outputs 5.1 to 5.2 the groundwork has been done or is under preparation, respectively. Integrated work between UNICEF, UNODC and ILO is foreseen in the field of Working with Youth.

Output 6

This output refers to effective and efficient programme management achieved by specific outputs 6.1, Methodology for programme management and monitoring developed and implemented and 6.2, monitoring of local management committees.

So far there is no monitoring system for performance measurement of the JP in place. This omission was indicated at various occasions by internal monitoring of the MDG-F. Introduction workshop to monitoring was held in September 2011. The existence of an operational monitoring system at central and local level (at municipal level) should be a precondition for further JP implementation. The monitoring function should be backed by an M&E specialist working with the JP coordinator.

Management tools are generally poorly developed in this JP. There is no joint quality assurance tool in place; coordination and communication principles have to be introduced and adhered. This is partly related to the setup of the management “team” and also to the general lack of allocation of human resources to the JP.

At local level there is also no monitoring tool in place that is related to a monitoring system. The main monitoring tools used currently are site visits with observation and participation in local committee meetings, followed by minutes of the meetings.

Table 8, Results Framework and status of achievement of the specific outputs

	UNDAF OUTCOME 3: Reduced violence, promoting peace, conciliation and justice.				
	OUTCOME: Reduction of the violence that affects children, youths and adolescents in a situation of vulnerability.				
Output	Specific Output (Result)	Comments		Agency	Expected products of the action
Output 1, Local Capacity to prevent and reduce violence and to promote civic culture and coexistence strengthened, with focus on children, adolescents and youth in vulnerable situation; UNDP, UN-Habitat, ILO, UNICEF	1.1 Local violence prevention and security promotion plans for each city participating in the Programme formulated	Diagnosis completed and under quality assurance, validation by the various stakeholders has still to take place and local security promotion plans have to be formulated.		UNDP	Institutional and situational diagnosis,
	1.2 Participatory safety diagnosis in the three communities involved in the Programme conducted	Activities related to the specific output have been completed (with delay) by a contracted consultant; Significant distortions created in course of visits of the consultants at the three sites. Product to be finalized and quality assured. Specific output is apparently an activity.		UN-HABITAT	Meetings minutes, activities reports, communities trained; demands heard and documented; questionnaires, workshops and demands recorded and documented; report on the validation meeting with communities and local government.
	1.3. Local institutional capacity to manage citizens' security assessed.			UNDP	Local security plan formulated and validated; fund raising plan defined; knowledge management tools improved and disseminated.
	1.4. Governmental and non-governmental actors trained in the design, implementation and monitoring of comprehensive policies for violence prevention and security promotion- within the	Seminars conducted in April and May 2011. Analysis of the evaluation by seminar participants not yet available.		UNDP	Three Courses on Citizen Security and Coexistence promoted; courses on community and police coexistence designed.

	Citizens' Security approach				
	1.5 Increased capacity of Law enforcement officials, civil society, workers' and employers' organizations to prevent trafficking, report trafficking in persons cases, assist and protect victims			ILO	Training manual for Law operators; guide on sexual violence against children and adolescence for the network that fights sexual violence.
	1.6. Methodology of children homicides reduction (11-18 years) implemented.	Comments and suggestions on the already existing guide received in the three municipalities, guide will be revised accordingly, to be disseminated and used nation wise;		UNICEF	Municipal guide elaborated including inputs and adjustments by local actors.
	1.7. Development of a databank on good practices in citizen security			UNDP	Methodology for identification of best practices and directions for the permanent updating of the experiences databank.
Output 2. Sustainable behavioral changes, increasing compliance with norms, accomplishments and citizenship building achieved; UNDP, UNESCO,	2.1 Increasing in norms and laws compliance through sports promotion in communities.	Definition of topics for school teachers training regarding the Open School Programme		UNDP, UNESCO, (UNICEF)	Mobilization and communication plan defined; sport-related content (pedagogical guidelines) to be used in schools.
	2.2. Increasing human security and norms and laws compliance through the offer of safer school environments for the community in addition to opportunities for			UNESCO	Work plan validated with all 3 local focal points; art/culture workshops delivered in each municipality in at least one day in participating schools; at

UNICEF	cultural, social and sport interactions with neighboring communities.				least 3 capacity-building work shop delivered in each municipality.
	2.3. Youth and adolescents leadership awareness on safety and citizenship security in their communities.	Staff member of local NGO in Contagem contracted to perform an activity related to specific output 2.3 ; Integrated approach with UNESCO and UN-HABITAT foreseen.		UNICEF	Life skills curriculum; meeting of NGO partners with local youth groups and the local municipal committee; plan of action for life skills training session.
	2.4. Adolescents in conflict with law integrated and protected in human rights spaces implemented at municipality level			UNICEF	Updated information on the situation of adolescents in conflict with the law; guide and plans for municipalization of open custody and socio-educational measures.
Output 3. Urban spaces generated and promoted; UN-HABITAT	3.1 Safe urban spaces promoted and developed through a situational crime prevention strategy and renewal initiatives			UN-HABITAT	Letter of agreement, workshop minutes and dwellers trained, young people trained on safe public spaces; rules revised, managers from city hall trained and needed adjustments suggested; local government managers and dwellers trained; renewed public spaces.
Output 4. Peaceful dispute resolution practices	4.1 Peaceful dispute resolution practices implemented at schools.	Conflict mediation will be one of the crosscutting themes to be aligned between UNDP (4.1), UN-HABITAT (3.1.) and UNESCO (mediation in		UNDP and partners yet to be	It will depend on the result of the diagnosis (as the context and needs of each municipality will determine

disseminated and implemented in communities; UNDP, ILO, UNICEF		schools).		identified	which methodologies to use).
	4.2 Actions directed to young women, adolescents and girls to prevent domestic and social violence through communitarian and personal empowerment.			ILO	Legal popular prosecutors group organized; training manual for legal popular prosecutors;
	4.3 Racial and ethnic conflicts reduced through the methodology of "Education for Partnership" developed between adolescents			UNICEF	Situation analysis and perception and victimization surveys carried out; plan of action for the life skills, strengthening of identities and self-esteem and training sessions.
Output 5. Factors causing vulnerability to violence among youth, children and adolescents reduced; UNODC, ILO, UNICEF	5.1 Young people between 14 and 24 years old, with an especial focus on gender relations, empowered with life skills aiming at reducing individual and communities' vulnerabilities to violence, drug use, and HIV/aids through "Mérito Juvenil" Programme.	The three NGOs have been selected. Currently producing a work plan and target to start implementation in October 2011		UNODC	Partnerships with NGOs and local governments established and maintained;
	5.2 Young people, especially women, between the ages of 14 and 24 empowered and trained fostering the effective insertion of the youth into the formal labor market.	Existing opportunities at municipal level identified, for ex. Usina Digital in Lauro de Freitas; otherwise to create new activities; no concrete specific outputs yet.		ILO	Methodology for training young people consolidated.
	5.3 Prevention of Child labor through the insertion in specific	Lobbying at local government level for PAIR; implementation		ILO	Local plan formulated containing young protagonist

	public policies, and through educational and cultural methodologies	has started in two municipalities, but no concrete specific outputs.			aspect included; PAIR implemented with the youth protagonist aspect included.
	5.4. Methodology of Resilience to reduce vulnerabilities and improve protection's environments in families of children and adolescents developed and implemented.	NGO contracted to deliver activities related to specific output 5.4. in Contagem, work has not yet started.		UNICEF	Plan of action developed with local partners; meetings with partners at local level; training workshops at local level
Output 6. Efficient and effective programme management achieved; UNDP and JP Coordination	6.1 Methodology for programme management and monitoring developed and implemented.	No monitoring system for performance measurement of the JP in place; no joint quality assurance tool in place; coordination and communication principles to be introduced; Communication and mobilization strategy designed and presented to the MDG-Fund, but not implemented.		Coordination	Communication and mobilization strategy finished; all JP actions systemized.
	6.2. Monitoring of local management committees	No monitoring tool related to a monitoring system in place at local level; main monitoring tool are site visits with observation/MoM; Local Committees have monthly meetings, with presence of a member of the PMC. Though not always with all local members present. Problem in Vitoria with community members.		UNDP/ Coordination	Promotion of local committees' meetings at a regular basis.

Sources : Progress Report II/2011, updated information during MTE.

Concluded – **GREEN** In progress, according to plan – **YELLOW** Delayed – **RED**

3.3.2 Risk factors that can jeopardize achievement of outputs and outcomes

The table below is a risk assessment at the time of the MTE, compiled by the evaluator.²⁶

Whereas the available literature has mainly drawn on external risk factors (weakening of National counterpart, local elections in future) the evaluator has identified in individual and group discussions several internal risk factors that are currently assessed as jeopardizing the JP progress more than the external factors ones, i.e. coordination & communication and lack of human resources time allocated to the JP.

Internal Risk Factors	Current Risk Rating	Mitigation Strategy
Coordination and communication Problems in coordination and communication; conflict of interests among the different agencies and the agencies and the JP, leading to duplication of efforts, parallel implementation, irritation of local stakeholders, losing trust and interest of local stakeholders, losing pace of implementation, efficiency and effectiveness of implementation. Lack of joint communication messages of the agencies involved in the JP.	High	Adopt clear and transparent coordination mechanisms stating the roles and responsibilities in the programme management team (rec. 1c). Introduce a communication and advocacy standard for the JP (rec 1d). Establish small working groups for each of the jointly targeted specific outputs and later on also at output level (rec 1c). Emphasize the joint accountability of all agencies for the implementation of the JP, not for distinct activities only.
Allocation of human resources Lack of human resources allocated at agency level and at coordination level for the JP implementation. Current level of staffing is underestimating the complexity of the JP and is not sufficient to keep the required pace and quality in implementation of this complex programme that is calling for an integrated implementation.	High	Allow to set aside enough time for the people involved to participate in the process at agency level (rec 5a). Make the JP a priority for the agency focal points or nominate a competent person to assume the responsibility. Analyze the tasks and current work force at the technical coordination function: consider a second full time person, specialist in M&E and quality assurance (rec 5b).
External Risk Factors		
Commitment of Governmental Institutions	Medium	Keep the Governmental Institutions updated on relevant developments within the programme (SENASP and PRONASCI)

²⁶ Risk Factors were identified in individual conversations with stakeholders and in focus group discussions.

<p>Weakened involvement of the governmental institutions to participate actively in the Joint Programme. JP aims to add value to already existing security policies, in concrete to PRONASCI.</p> <p>Support of Governmental agencies is crucial to the achievement of JP goals and for the sustainability and dissemination of achieved results.</p> <p>Government has demonstrated commitment in the process of selecting communities as implementation sites and has adopted the open, transparent tender procedure applied.</p>		<p>Seek active participation of PRONASCI staff at federal and local level (rec 14).</p> <p>Involve, where appropriate, governmental staff in trainings and seminars (knowledge transfer, capacity building) (rec 16).</p> <p>Seek for exchange of ideas where legal and law enforcement issues are part of the JP (rec 16).</p>
<p>Commitment of Local Committees</p> <p>Lack of interest and active participation of the local committees and community is one of the potential constraints that should be addressed throughout the implementation to ensure sustainability of the results.</p> <p>The local community is the end user, one of the key beneficiary and stakeholder in sustaining the activities of the programme during and after the implementation of this JP</p>	<p>Medium at average;</p> <p>High in Vitoria</p> <p>Medium in Lauro d.F.</p> <p>Low in Contagem</p>	<p>Ensure the participation of the local committees in all stages of the programme as key for its successes and sustainability.</p> <p>Include local community and committee members in training courses to increase the capacity of local community institutions and individuals.</p> <p>As the local committee in Vitoria is per se not present any more, try to either revitalize or to establish a new local committee, before setting forth community related activities.</p> <p>Alert local focal points to address the problem (in Vitoria) and to seek for his advice (an indicator of commitment of local government).</p> <p>Avoid duplication of efforts, communication of contradicting messages, and arrival of untrained consultants etc not to jeopardize the interest of the mobilized communities (rec 1b, c, d).</p>
<p>Municipal elections 2012/2013</p> <p>Municipal elections will be held end of 2012 in all three municipalities and all mayors are in their second election period, thus cannot be reelected again. Risk that the JP is getting politically 'abused' by the candidates of the parties, or candidates have other priorities.</p>	<p>Medium</p>	<p>Mobilize high(er) degree of community support to the JP, to strengthen them to call for the political commitment for the continuity of the services provided by the JP.</p>

3.4 Sustainability of Results

This chapter assesses the potential for the long-term sustainability of the programme achievements. It is an indication if end of programme results (outputs and outcomes) are likely to be continued after programme end.

3.4.1 Sustainability Strategy

There was no sustainability strategy for the programme results outlined in the JP document. The document states: “As in all UN interventions, the phasing-out-stage seeks to successfully end the participation of UN agencies in the programme, ensuring its successful medium and long-term sustainability”.²⁷

Through capacity building in and knowledge transfer to the targeted communities, and once “good practices” will be identified, documented and transferred between municipalities and at state and federal level there will be a potential for the sustainability of the results of the JP. Current implementation pace and rigor of implementation, however, have to be accelerated to allow achievement of results and thus potential sustainability of results.

As mentioned in chapter 3.1, quality of design, the partly very ambitious outputs, together with the underestimation of the challenge of working in an integrated, new approach make the duration of three years appear as rather short.

3.4.2 Enabling Environment: Policy, Legislation and Institutions

The JP builds on the national “Security with Citizenship” policy of the Government that integrates States and Municipalities. As this is a relatively new approach for the Government as well, the JP seeks to add value to already existing policies.

Decreasing involvement of the Federal Government (represented by the signatory of the JP document, the Minister of Justice) since the beginning of 2011 is an aspect of concern. After the elections of October 2010 the Ministry of Justice is still under reconstruction. Due to accountability issues, the main entity of cooperation with the JP, PRONASCI, was under closer surveillance and hardly operating in some of the municipalities. It was for a certain period not clear, if PRONASCI would remain under the Secretariat for Public Security or be shifted to the Secretary for “Great Events” (Football World Cup, Olympic Games). As a consequence, the involvement of PRONASCI in the JP remained rather limited since March 2011.

It is also reassuring that the National Secretariat for Public Security (SENASP) confirmed in an interview²⁸ (1) strengthening and prevention of public security with citizenship, (2) Guarantee public security as a fundamental right and (3) Reduction of violence and criminality as the three pillars of strategic plan of the national public security policy 2011 – 2014. It was also confirmed that PRONASCI will continue to exist under the same lead, and will continue to be located under the Public Security Secretariat of the Ministry of Justice, with an estimated budget for 2012 of over 1.2 billion Reais (equivalent to 0.6926 billion USD).

²⁷ JP document, signed 9 October 2009

²⁸ Interview held on 26 August 2011 in Brasilia

This would point to sufficient financial capacity of the Government partner to sustain and disseminate the JP results, once achieved.

There is currently no leadership commitment expressed at Federal Government level. The lead of the JP lies clearly with the UN agencies.

It was also made clear, that the open public tender process, introduced by the JP for the selection of the three municipalities to be selected has set a standard in transparency and accountability. The three selected municipalities can therefore not hope to receive future funding through PRONASCI in a direct allocation, but only through future open public tenders.

The JP is in line with the current Federal Public Security Policy, but has at Federal level currently not an active partner. Once concrete results and new, innovative processes can be demonstrated, it might trigger the interest at Federal level.

At municipal level there had been already several public policies in place prior to the selection, as it was actually one of the selection criteria. At current stage the municipality of Contagem is the most advanced. A participative budgeting and a thematic group for the protection of children and youth have been already introduced in course of the first mandate of the current mayor, and in the second mandate intersectoral chambers (urban policy, social policy, and management) were established. In February 2011 the local committee was composed. The committee is established and very vocal and proactive.

For the JP in concrete, one of the potential factors of sustainability is the existence of local committees and ideally an integrated local government. In Vitoria the local committee is absent since about six months, and could not even be tracked for a meeting with the evaluator. This raises severe sustainability issues and alerts regarding the continuation of activities for the local community before the committee has been either revitalized or a new one been reestablished.

There is a certain risk of discontinuity in implementation after the municipal elections end of 2012 to beginning of 2013. All three current mayors are in their second mandate and will have to change. Due to delays implementation of the JP there is only reduced time left for implementation, even if a budget neutral time extension would be granted. It is crucial for the JP's sustainability to strengthen the relation with the local communities and leaders, and mark results at local level as soon as possible and that these results can be transferred to other municipalities and at state and federal level.

4 Conclusions and lessons learned

4.1 Conclusions

The Joint Programme Security with Citizenship is spearheading a new concept of an integrated programme implementation in Brazil. It is rather ambitious in its multi-faceted approach, its anticipated results and in its implementation at municipal and federal level. Although there is the paradigm of “Delivery as One UN”, the reality of implementation at country level is still different.

The JP design is highly relevant in the Brazilian context. It was at times and continues to be coherent with the public security policy priorities of the Government and can complement public policies introduced. It also contributes to the priorities of the UNDAF (2007 to 2011), outcome 3 - Reduced violence, promoting peace, conciliation and justice. It continues to be a priority in the draft UNDAF document for 2012 to 2015, outcome 3 – Reducing vulnerability to violence (Citizen Security).

The quality of the design shows some weaknesses; it does not consider the organizational challenges related to the complexity of the JP (time to create consensus, time to create common instruments, time required for an open tender process to select the municipalities). The management structure proposed does not reflect the coordination effort required and the time requirements of a programme of this dimension; the results framework in the JP document indicates a parallel, single agency implementation approach, mainly activity oriented, and not the indented integrated, interagency approach geared towards results.

There is a certain mismatch in the design between the envisaged implementation period of three years and the time requirements of a multifaceted, ambitious programme to be implemented at three sites that had still to be selected at signature stage of the document.

The challenges in the JP implementation are mainly of organisational nature. A major challenge is the fluent coordination and communication between the six UN agencies involved that has not been anticipated in the design phase of the project. The human and time resources related had neither been foreseen nor inbuilt into a work plan. Some of the omissions can be and are in the process to be “retrofitted” to the ongoing JP, other aspects can only be considered as “lessons learned” for future programmes of similar nature.

Standard management and planning tools are not yet in place. Among the missing tools are a functioning monitoring system with SMART indicators (at macro and municipal level), a quality assurance system throughout the process, in particular as a multitude of consultants and NGOs have been and will be contracted to perform activities at local level, a risk assessment tool, visibility standards, a communication & advocacy strategy (a draft version is available) and a sustainability strategy. Structure and tools in place are urgently needed for the remaining period of the programme implementation with its dense work plan.

The programme is currently about eight months behind schedule, but is more recently showing some progress in coordinating and integrating activities of various agencies along the same outputs and specific outputs. The pace and a sometimes disintegrated, mainly activity based approach in which the JP has been implemented so far will likely not allow concluding the JP as expected by October 2012. It can

be safely assumed that part of the delays in implementation is related to non-availability or to not timely availability of human resources. The implementation pace has to be accelerated, and necessary time allocation for the people involved in the JP has to be granted by all agencies.

This JP has passed its midterm and is currently at a decisive state. After a delay of implementation there is a remaining implementation period of 13 months, with a possibility of a budget neutral extension of 8 months of implementation until latest June 2013.

Main strengths and weaknesses are summarized in the table below.

Table 10, SWOT Analysis of the Joint Programme

Strength	Weaknesses	
<ul style="list-style-type: none"> • UN as a strong brand • In line with Policies of the Government of Brazil (Public Security and Citizenship) • In line with UN system's strive for integrated delivery (Delivery as One UN) • First experience in setting up and implementation of a JP in Brazil • Transparent process to select participating municipalities in an open public tender process (showcase for GoB) • Themes for joint work detected and work started • Safeguarding transparent (financial) management 	<ul style="list-style-type: none"> • Coordination, parallel implementation • Internal Communication, some overlapping efforts • External Communication (Communication and advocacy strategy) • Absence of Monitoring System, so far mainly Activity orientation instead of RBM • Quality Assurance (briefing of subcontractors and selected NGOs implementing parts of the programme) • Unrealistic time frame and allocation of (in particular human) resources • No phase out strategy? Sustainability? 	Internal (attributes to the organization)
Opportunities	Threats	
<ul style="list-style-type: none"> • Organized Committees in Minas and Bahia • Public Policies in place at municipal level • Readiness to participate (to different extents in the three sites) 	<ul style="list-style-type: none"> • Decreased interest and current absence of a local committee in Vitoria • Weakened involvement of GoB (MoJ, SENASP, (Pronasci) at Federal Level since the beginning of 2011 • Potential discontinuity in implementation after the municipal elections 2012 • Sustainability of the Programme at Municipal, State and Federal Level • Misunderstandings in aim and objectives of the JP by local communities and some Local Focal Points 	External (attributes to the environment)
Positive, potentially helpful	Negative, potentially harmful	

27

4.2 Lessons learned

- 1 A JP is not just the sum of distinct activities performed by several UN agencies under the same umbrella. The JP design has to anticipate the complexity of these programmes. It has to inbuilt time to coordinate and create consensus among the UN agencies involved, to develop common instruments (as much as they do not contradict HQ rules of regulations of each of the agencies), and to allocate sufficient resources (time, human resources, and financial resources) required for a truly integrated implementation.
- 2 A JP needs a clearly defined inception phase to review management tools and implementation logic, involve stakeholders and document possible changes in management arrangements, JP strategy and monitoring system. At the end of the phase, all management tools and arrangements should be in place, eventual selection processes be concluded. This inception phase could either be a stand-alone, pre-phase, or already as part of a JP contract for the whole programme period. In any case, the further financing should be condition to the fulfillment of the above conditions.
- 3 An implementation period of three years will only allow a certain amount of complexity in the JP to be sufficient. A four year period of which six months are inception phase would be more adequate for JPs with a higher complexity and a multi-level approach.
- 4 A JP document should be only approved when it is completely finalized. If relevant comments on the design are forwarded together with the JP document approval, it tends to reduce their felt importance and urgency. As a result, and this was the case in the JP subject to the MTE, the comments may not be addressed properly, which can later affect the implementation of the joint programme. A feedback and follow-up mechanism on comments received by the MDG-F should be introduced in the standard tool set of the Fund.
- 5 MDG-F Joint Programmes cannot build their design on the existence of One UN principles, particularly not in a non One UN pilot country like Brazil. JPs under the MDG-F funding scheme, however, have the capacity to trigger the process of an integrated programme implementation in country.
- 6 For an effective implementation of JP management modalities among UN agencies involved they have to be better aligned under the “One UN” concept. The differences between financial and reporting rules and procedures of UN agencies can make an integrated implementation of JPs difficult. However, the process of a better harmonization of rules and procedures cannot be started at country level. This process needs to be supported and initiated at UN agencies’ respective headquarter level.
- 7 There is a certain contradiction between a demand-oriented and results-based JP implementation and a predefined budget share between the UN agencies, according to planned activities. A pass through mechanism through an AA might be cost-efficient financial management in the sense of avoiding multiple management fees at a later stage. For an efficient and flexible JP implementation a decentralized financial management (one budget) at country level would certainly have advantages.

5 Recommendations

5.1 Recommendations for the ongoing JP

Recommendation 1
Introduce or fine-tune, respectively, management tools for the management and coordination of the JP. Among these tools are a monitoring system at central and municipal level (1a), a rigorous quality assurance system (1b), a coordination mechanism along the anticipated results (1c), a communication and advocacy strategy (1d)
Issue/s to be addressed: see 1a,b,c,d. Absence of management tools 22 months after contract signature.

Recommendation 1a
<p>Setting up a results-based monitoring system with SMART indicators, baseline, final and intermediate targets, means of verification, etc. without further delay and use it as a joint management tool.</p> <p>Once the system is set up for the JP as a whole, develop monitoring matrixes for the three sub-programmes in the municipalities by subdividing the “master logframe”, and to follow up the JP progress at municipal level, too.</p> <p>Train the people involved with monitoring at municipal level.</p> <p>Consider to enrich the coordination function by a specialist in M&E and QA, as there is no M&E specialist knowledge available,</p>
Issue/s to be addressed: Absence of a functional monitoring system. M&E is neglected in the JP; absence of sufficient in-house M&E knowledge at JP technical coordination function and in the RC office. JP is at a crossroad where it needs strong management tools to take the programme towards achievement of results.

Recommendation 1 b
<p>Develop a rigorous quality assurance scheme for the JP also for processes and products involving subcontractors (consultants and NGOs) and put in act to monitor the process of implementation throughout the process and the lines of contracting and subcontracting. In-house QA through technical Coordination. Coordination with other JPs about availability of QA tools.</p> <p>The QA process shall start with the briefing of all new staff members or contractors in the JP prior to the start of intervention and shall accompany the implementation process. QA system shall be aligned with the quality indicators in the monitoring system of results.</p>
Issue/s to be addressed: Subcontracting – Several deviations from the desired and correct approach in the delivery of products have been observed at field level. Potential harm to UN brand and reputation.

Recommendation 1 c
<p>Streamline the coordination mechanism along the UN agencies and further partners in the JP.</p> <p>Adopt clear and transparent coordination mechanisms stating the roles and responsibilities in the programme management team.</p> <p>For the anticipated new organization around integrated results, small working groups shall be established to work towards the respective results.</p>
<p>Issue/s to be addressed: Uncoordinated and unannounced missions of single agencies to the municipalities. Duplication of efforts among agencies. Lack of coordination has caused efficiency losses and created distortions and criticism at municipal level.</p>

Recommendation 1 d
<p>Discuss and validate the drafted communication and advocacy strategy at the next PMC meeting, and implement it immediately thereafter. It shall reflect the joint identity of UN agencies working on the JP, include how to present the JP and how to put it in perspective to the distinct UN agencies. Also this strategy shall be an input to the briefing of subcontractors.</p>
<p>Issue/s to be addressed: In the past there have been misunderstandings and irritation about the aim, objectives of the JP among the stakeholders, particularly at municipal level. There have been situations where single UN agencies have operated in the name of their agency, and not in the name of the JP.</p>

Recommendation 2
<p>Organize a second part of the first M&E training workshop (held on 14 September 2011) where indicators and targets for the joint monitoring system are discussed and finally agreed. .</p> <p>Once the local work plans at municipal level are established build a logframe for each sub-project.</p>
<p>Issue/s to be addressed: Refers to recommendation 1a, First part of the workshop (one day) was not sufficient to conclude on a joint system with all indicators, targets, etc. for the JP. The completed, operational monitoring system is a condition of the MDG-F to be provided by the JP in course of the request for the release of the second tranche of funding.</p>

Recommendation 3
<p>Share and validate the diagnosis results with the local committees; discuss content, activities and anticipated results of the three local security plans; validate these action plans; start the work along the lines of the respective security plans.</p>
<p>Issue/s to be addressed: There have been significant delays and implementation problems with the diagnosis, in particular with the part performed by UN-Habitat. Results were only available at 30 August and validation of results is planned for September. Communities are losing patience, in particular but not only in Contagem, and getting de-motivated by the delays.</p>

Recommendation 4
<p>Discuss and decide in the PMC and with the local focal point on how to proceed in the municipality of Vitoria, as the local community members are absent in the local committee. Seek for advice of RC as well.</p> <p>For the municipality of Vitoria, address the issue of dismantled local committee and try to find channels to either reactivate the previous one or reestablish a new one. Without a local committee the provision of activities like seminars or workshop is neither efficient nor effective. An existing and active local committee should be the prerequisite to continue working in Vitoria on the JP.</p> <p>Issue/s to be addressed: Absence of community members in the local committee in Vitoria since several months. As local communities are a fundamental pillar of the JP implementation, it should be discussed with the local focal point and remaining committee members how to either reactivate the former committee members or to reestablish a new group of community representation. Search shall include cultural centers and alike in the implementation region that have been established by other Secretariats. In this context it should be also discussed if wrong expectations and subsequent disappointment have been created by incorrect messages conveyed mainly by one of the subcontracted consultants, and if so, how to best clarify the situation.</p>
Recommendation 5a
<p>Enhance pace of implementation for the next 3 months as there is a lot of managerial groundwork to be done prior to the implementation of several milestones, for ex. the local security plans. Sufficient qualified in-house human resources of all agencies involved should be allocated to the JP implementation with priority. In case there is no in-house capacity available, consider to hiring an additional staff.</p> <p>Issue/s to be addressed: Understaffing at times of increased implementation pace – The JP is a complex programme with high requirements regarding coordination and management. Thematic groups around the specific outputs and outputs to be implemented jointly will also demand some time input.</p>
Recommendation 5b
<p>Contracting a second staff member for the “coordination unit” of the JP for the remaining contract period, responsible for monitoring, QA of the process, knowledge management etc. In particular her/his proven specialist knowledge and experience in M&E systems should be selection criteria. The coordinator can concentrate of the core coordination functions – with the respective tools in place.</p> <p>Issue/s to be addressed: Understaffing at times of increased implementation pace – The JP is a complex programme with high requirements regarding coordination and management; Of the three MDG-F JPs in Brazil, the JP Security with Citizenship has the least human resources in its coordination function. This JP that has only one person in the JP coordination, whereas both other programmes have two or three, respectively.</p>
Recommendation 6
<p>The Resident Coordinator as Head of the lead agency of the JP and of the UN operations in Brazil, to accompany this JP in the following months closer, and to provide advice and act as “clearing house” should it be required.</p>

Issue/s to be addressed: JP is at an important and decisive stage and might need support at highest management level.

Recommendation 7

Allowing the focal points and deputy focal point to set aside enough time to dedicate to the JP implementation. Allow at least one of the two focal points to treat the JP with priority.

Issue/ to be addressed: **Lack of availability** of some of the focal points for the JP; sometimes not available when the logic of JP implementation would require presence. Furthermore it is not enough to be present at the PMC meetings, but also at milestones in JP implementation.

Recommendation 8

Immediately nominate an official and available deputy focal point at the UN-HABITAT offices in Rio. Should this not be possible: Hire a person to assume this function. It should be also considered to place this person in Brasilia with the other focal points to facilitate the communication with the other agencies. UN-HABITAT has 13% of the overall budget and will be involved in a number of specific outputs.

Issue/s to be addressed: In the process of the diagnostic implementation there was hardly a follow up by UN-HABITAT offices. Contracted consultant(s) acted without any **quality control** by and feed back of the agency. The distortions caused are not only affecting the agency, but the reputation of the JP as a whole. The special situation of the agency is appreciated; however, it has to be guaranteed that it is – alike the other agencies - represented when JP implementation and PMC meetings require presence.

Recommendation 9

Submit work plan and the budget forecast for the period until October 2012.

Attach the newly established complete monitoring system with SMART indicators and revised specific outputs and outputs (where applicable) around integrated thematic outputs.
Attach the newly developed communication strategy with estimated time frame and budget.

At a later stage, apply for a budget neutral extension until June 2013 as soon as the 70% expenditure of the second tranche of funding will be reached.

Issue/s to be addressed: Some of the agencies have spent 100% of the annual budget already; others will spend as soon as the pace of implementation is accelerating. **Submission of the request for the second tranche of the budget** with the requested attachments, not to risk a **slow-down of implementation**.

Recommendation 10

Introduce a sustainability strategy/ exit strategy with anticipated milestones to be achieved within JP implementation.

Issue/ to be addressed: **Sustainability** – it has been indicated in the JP document that a phase out strategy will be developed, but this has not yet been done. Sustainability should already be engrained in

the programme design.

Recommendation 11

Update Risk assessment table and work on mitigation strategies.

Issue/s to be addressed:

Recommendation 12

Initiate Thematic Group on Security, involving also other UN agencies, for example the coordinator of the UNWOMEN Violence Area.

Issue/s to be addressed: Planned in the JP document.

Recommendation 13

Initiate, in cooperation with UNWOMEN, the gender mainstreaming of the JP. So far there are activities that are gender sensitive or directed to women, but there is no gender mainstreaming in place yet.

Issue/s to be addressed: Planned in the JP document.

Recommendation 14

Proactively involve the (sole) Governmental Partner PRONASCI in the JP and re-vitalize the once fluent working relationship. Discussion of the diagnosis results and the local security plans could be a good entry point. Keep the Secretariat for Public Security (SENASP) officially posted about important milestones in the JP.

Issue/s to be addressed: The active partnership with the Secretariat of Public Security represented by PRONASCI is a crucial element of the JP and a prerequisite for sustainability.

Recommendation 15

Compile a joint work plan with initiatives planned, when to implement and with an estimated input of human resources. Furthermore note milestones as PMC meetings, local committee meetings, planned seminars or monitoring visits. There should be a work plan until end of the current JP end date, October 2012, and a more fine-tuned quarterly one for easier reference. Share work plan with the subcontractors.

Issue/s to be addressed: Using the work plan as an instrument for forward planning, providing the PMC and the local committees with a better overview. Also an instrument to avoid parallel visits or implementation.

Recommendation 16
Continue to involve, where appropriate, governmental staff in trainings and seminars (knowledge transfer, capacity building); seek for exchange of ideas where legal and law enforcement issues are part of the JP.
Issue/s to be addressed: Weakened involvement of the GoB's institutions, mainly SENASP and PRONASCI. Current and future ownership in the services and benefits (to be) provided by the JP.

5.2 Recommendation for the MDG-F Secretariat for future JPs

Recommendation 1
Review financial, management and reporting modalities among UN agencies and to explore how these modalities could be better aligned among UN agencies. This process has to be initiated at respective HQ level.
<p>Issue/s to be addressed Each UN agency has its own set of rules and procedures to implement programmes and projects. This becomes an obstacle when joint programmes want to work in an integrated approach.</p> <p>It makes the implementation of these joint programmes difficult; sometimes preventing the participation of stakeholders. Applying the “One UN” concept necessitates the harmonization of these rules and procedures at HQ level. This will optimize the implementation effectiveness and efficiency of future integrated programmes.</p>
Recommendation 2
Consider the introduction of an inception phase for future joint programmes.
<p>Issue/s to be addressed: JPs need a clearly defined inception phase to review management tools and implementation logic, involve stakeholders and document possible changes in management arrangements, JP strategy and monitoring system. At the end of the phase, all management tools and arrangements should be in place, eventual selection processes be concluded. This inception phase could either be a stand-alone, pre-phase, or already as part of a JP contract for the whole programme period. In any case, the further financing should be condition to the fulfillment of the above conditions.</p>
Recommendation 3
Consider a four years implementation phase (including 0.5 years inception phase) instead of a currently three years implementation phase for future joint programmes.
<p>Issue/s to be addressed: Time requirement have been underestimated and the existing working conditions (as for example “One UN”) have been overestimated in calculation of time for implementation, currently three years. A four year period of which six months are inception phase would be more adequate for JPs with a high complexity and a multi-level, integrated approach.</p>
Recommendation 4
All participating UN agencies should allocate at least one staff members (the focal point) with full time input dedicated to the JP. Ideally all focal points should be residing in the same office (“One House”).
<p>Issue/s to address: The design has to inbuilt time to coordinate and create consensus among the UN agencies involved, to develop common instruments (as much as they do not contradict HQ rules of regulations of each of the agencies), and to allocate sufficient resources (time, human resources, and financial resources) required.</p>

ANNEXES (Volume 2)

Mid-term Evaluation

MDG-F Joint Programme on Conflict Prevention and
Peace Building in Brazil

Final Report

Volume 2, Annexes

Monika Zabel

October 2011

List of Contents

List of Contents.....	2
ANNEXES.....	3
Annex 1 Terms of Reference	3
Annex 2 Joint Programme (JP) Document.....	20
Annex 3 List of Documents consulted	107
Annex 4 Work Plan	109
Annex 5 Stakeholder Map (updated)	111
Annex 6 Schedule Field Phase	118
Annex 7 Presentation at the Debriefing in Brasilia	126

ANNEXES

Annex 1 Terms of Reference

EVALUATION OF JOINT PROGRAMMES ON CONFLICT PREVENTION AND PEACE BUILDING

General Context: the MDG-F Conflict Prevention and peace Building Window

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDGF supports countries in their progress towards the Millennium Development Goals and other development goals by funding innovative programmes that have an impact on the population and potential for duplication.

The MDGF operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 128 joint programmes in 49 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

The 11 programmes in this window seek to contribute to the achievement of 3 of main goals through interventions tackling conflict prevention and violence reduction, livelihood improvements against youth violence, and the fostering of dialog. These outcomes represent a variety of direct and indirect approaches to building peace and preventing conflicts. One common premise is ensuring that people know and exert their rights as an important component of a peace building and conflict prevention strategy, and appears as an outcome of many Joint Programs as well. Some joint programmes also pursue specific outcomes that are relevant in their context and situation, such as helping returnees and building public spaces.

Virtually all stakeholders in the joint programme within this window involve supporting the government, at the national and/or local levels. Many programs also engage civil society, community, and/or indigenous organizations and leaders.

The Joint Programme “Security with Citizenship: preventing violence and strengthening citizenship, with focus on children, adolescents and youth in vulnerable situation in Brazilian communities” is formed by six UN agencies (UNDP, UNODC, UNICEF, UNESCO, UN-HABITAT and ILO), in partnership with the Ministry of Justice of the Government of Brazil. It was initiated in October 2009 and has duration of 36 months (Oct/2012). Its budget is of USD 6 million. Each participant agency plus the Ministry of Justice have defined a professional within their structure to be the focal point of this programme. Also, a full-time coordinator has been hired to facilitate the programme development.

The JP objective is to help reduce violence that affects children, adolescents and young people between age 10 and 24 years, that live in specific Brazilian communities. A public tender was held to select three municipalities to be part of the JP. They are: Contagem (MG, Vitória (ES) and Lauro de Freitas (BA).

The city hall of these three municipalities determined which community would be part of the programme. In Contagem, the community selected is Regiao Nacional. In Vitoria, the community is Sao Pedro, and in Lauro de Freitas, the Itinga community. Although they present different levels of youth victimization, the three are formed

by a majority of middle-low class population and suffer with the stigma of being considered very violent communities.

Direct beneficiaries are 35.456 individuals between 10 and 24 years old, plus the Ministry of Justice and the three local secretariats responsible for public security in the city. Indirect beneficiaries are 81.015 people that live in the selected communities, in addition to all other local secretariats, in a total of 52 institutions.

In each community, a local committee was formed as a consultant and deliberative instance of the programme in the municipality. These committees are composed by representatives of the local government and from the community.

In addition to that, each local government allocated a professional to act as the focal point of the programme in the municipality. These focal points are the contact point between the programme partners and the municipality and they have a vital role on the JP's development.

The complexity of this Joint Programme can be explained by the issue of the management of public security by the local government. In Brazil, security was traditionally handled by the state government, in great part because the police forces are under its control. The comprehension that (a) security is not a police issue only, (b) the management of security must be done locally, (c) how to do this management and (d) how the community should participate on the security policy is the great challenge of this programme. From the programme management side, the great challenge is the integration of UN agencies' actions.

Currently the programme is in the final phase of the diagnosis on the three municipalities, which will be followed by its validation and the construction of the integral plan of security. In parallel, agencies have identified partners for the execution of the activities in the municipalities.

Since the beginning of the JP, changes were made in its design to adequate with reality encountered locally. Some actions that were planned will not be done and in their places others that offer better responses to the community situation will be held. One example is the insertion of trainings aiming at improving the relationship between the police and the community, which was perceived to be fragile.

2. OVERALL GOAL OF THE EVALUATION

One of the roles of the Secretariat is to monitor and evaluate the MDGF. This role is fulfilled in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund. These documents stipulate that all joint programmes lasting longer than two years will be subject to a mid-term evaluation.

Mid-term evaluations are highly formative in nature and seek to **improve implementation of the joint programmes during their second phase of implementation. They also seek and generate knowledge, identifying best practices and lessons learned** that could be transferred to other programmes. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.

3. SCOPE OF THE EVALUATION AND SPECIFIC GOALS

The mid-term evaluation will use an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of the **joint programme**, based on the scope and criteria included in these terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period of approximately three months.

The unit of analysis or object of study for this interim evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This mid-term evaluation has the following **specific objectives**:

1. To discover the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the **Millennium Development Goals**, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme **operates** and assess the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.
3. To identify the programme's **degree of effectiveness** among its participants, its contribution to the objectives of the **Conflict prevention and peace building**, and the Millennium Development Goals at the local and/or country level.

4. EVALUATION QUESTIONS, LEVELS AND CRITERIA

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

Design level:

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the Millennium Development Goals and the policies of associates and donors.**
- a) Is the identification of the problems, with their respective causes, clear in the Joint Programme (JP)?
 - b) Does the Joint Programme take into account the particularities and specific interests of women and men in the areas of intervention?

- c) To what extent has the intervention strategy been adapted to the areas of intervention in which it is being implemented? What actions does the programme envisage, to respond to obstacles that may arise from the political and socio-cultural background?
- d) Are the follow-up indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?
- e) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programmes?
- **Ownership in the design: Effective exercise of leadership by the country's social agents in development interventions**
 - a) To what extent do the intervention objectives and strategies of the Joint Programme respond to national and regional plans and programmes, to identified needs, and to the operational context of national politics?
 - b) To what extent have the country's national and local authorities and social agents been taken into consideration, participated, or have become involved at the design stage of the development intervention?

Process level

- **Efficiency: Extent to which resources/inputs (funds, time, etc.) have been turned into results**
 - a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to obtaining the predicted products and results?
 - b) To what extent are the participating agencies coordinating with each other, with the government and with civil society? Is there a methodology underpinning the work and internal communications that contributes to the joint implementation?
 - c) Are there efficient coordination and work mechanisms in place between the partners of the JP?
 - d) Is the pace of implementing the products of the programme ensuring the completeness of the results of the joint programme? How do the different components of the joint programme relate?
 - e) Are work methodologies, financial instruments, etc. shared among agencies, institutions and Joint Programmes?
 - f) Have more efficient (sensitive) and appropriate measures been adopted to respond to the political and socio-cultural problems identified?

- Ownership in the process: Effective exercise of leadership by the country's social agents in development interventions

- a) To what extent have the target population and participants assumed ownership and have an active role in it? Which have been the forms of participation?
- b) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts?

Results level

Effectiveness: Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.

- a) Is the programme making progress towards achieving the stipulated results?
- b) Is the stipulated timeline of outputs being met? What factors are contributing to progress or delay in the achievement of the outputs and outcomes?
- c) Do the outputs produced meet the required high quality?
- d) Does the programme have follow-up mechanisms (to verify the quality of the products, punctuality of delivery, etc.) to measure progress in the achievement of the envisaged results?
- e) Is the programme providing coverage to beneficiaries as planned?
- f) In what way has the programme come up with innovative measures for problem-solving?
- g) Have any good practices, success stories, or transferable examples been identified?
- h) To what extent and what types of different effects is the JP delivering regarding gender and race?
- i) To what extent and in what ways is the joint programme contributing to the Millennium Development Goals at the local and national levels?
- j) To what extent is the programme contributing to the goals set by the thematic window Conflict prevention and peace building, and in what ways?
- k) To what extent and how is the JP in line with the reform of the UN/Delivering as One?
- l) How are the principles of aid effectiveness (ownership, alignment, management for development results, mutual responsibility) reflected in the JP?
- m) To what extent is the JP contributing to the public policy of the country?
- n) Has the programme produced positive or negative effects other than those foreseen or planned in the programme document?

Sustainability: Probability of the benefits of the intervention continuing in the long term.

- a) Does the JP generate the preconditions for sustainability?

At local and national level:

- b) Is the programme supported by national and/or local institutions?
c) Are these institutions showing technical capacity and leadership commitment to continue working with the programme and to repeat it?

d) Have capacities been developed to strengthen partner institutions at national level?

e) Do the partners have sufficient financial capacity to continue the benefits produced by the programme?

f) Is the duration of the programme sufficient to ensure a project cycle with sustainable interventions?

g) To what extent are the visions and actions of the partners in line with the JP?

h) In what ways can the governance of the JP be improved to enhance future sustainability?


5. METHODOLOGICAL APPROACH

The mid-term evaluations will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR, the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as annual reports, programme documents, internal review reports, programme files, strategic country development documents and any other documents that may provide evidence on which to form opinions. Consultants are also expected to use interviews as a means to collect relevant data for the evaluation.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

6. EVALUATION DELIVERABLES

The consultant is responsible for submitting the following deliverables to the Secretariat of the MDGF:

 **Inception Report** (to be submitted within fifteen days of the submission of all programme documentation to the consultant)

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of inquiry about the joint programme this report will be used as an initial point of agreement and understanding between the consultant and the evaluation managers. The report will follow this outline:

0. Introduction

- 1. Background to the evaluation: objectives and overall approach**
- 2. Identification of main units and dimensions for analysis and possible areas for research**
- 3. Main substantive and financial achievements of the joint programme**
- 4. Methodology for the compilation and analysis of the information**
- 5. Criteria to define the mission agenda, including “field visits”**

✂ **Draft Final Report** (to be submitted within 15 days of completion of the field visit)

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The final report will be shared with evaluation reference group to seek their comments and suggestions. This report will contain the same sections as the final report, described below.

✂ **Final Evaluation Report** (to be submitted within ten days of receipt of the draft final report with comments)

The final report will be 20 to 30 pages in length. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the following sections at a minimum:

1. Cover Page
2. Introduction
 - Background, goal and methodological approach
 - Purpose of the evaluation
 - Methodology used in the evaluation
 - Constraints and limitations on the study conducted
3. Description of interventions carried out
 - - Initial concept
 - - Detailed description of its development: description of the hypothesis of change in the programme.
4. Levels of Analysis: Evaluation criteria and questions
5. Conclusions and lessons learned (prioritized, structured and clear)
6. Recommendations
7. Annexes

7. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The mid-term evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
- **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- **Incidents.** If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

8. ROLES OF ACTORS IN THE EVALUATION

The main actors in the mid-term evaluation process are the MDGF Secretariat, the management team of the joint programme and the Programme Management Committee that could be expanded to accommodate additional relevant stakeholders. This group of institutions and individuals will serve as the evaluation reference group. The role of the evaluation reference group will extend to all phases of the evaluation, including:

- Facilitating the participation of those involved in the evaluation design.
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents,(Work Plan and Communication, Dissemination and Improvement Plan).

- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

The MDGF Secretariat shall promote and manage Joint Programme mid-term evaluation in its role as commissioner of the evaluation, fulfilling the mandate to conduct and finance the joint programme evaluation. As manager of the evaluation, the Secretariat will be responsible for ensuring that the evaluation process is conducted as stipulated, promoting and leading the evaluation design; coordinating and monitoring progress and development in the evaluation study and the quality of the process.

9. TIMELINE FOR THE EVALUATION PROCESS

A. Preparation of the evaluation (approximately 45-60 days before the date the programme reaches a year and a half of implementation). These preparatory activities are not part of the evaluation as they precede the evaluation exercise.

1. An official e-mail from the Secretariat is sent to the RC, coordination officers in the country and joint programme coordinator. This mail will include the official starting date of the evaluation, instructive on mid-term evaluation and generic TOR for the evaluation.
2. During this period the evaluation reference group is established, the TOR are adapted to the context and interest of stakeholders in the country and all relevant documents on the joint programme are sent to the evaluator.

This activity requires a dialogue between the Secretariat and the reference group of the evaluation (the body that comments on and reviews but does not interfere with the independent evaluation process). This dialogue should be aimed at rounding out and modifying some of the questions and dimensions of the study that the generic TOR do not cover, or which are inadequate or irrelevant to the joint programme.

3. The Secretariat's portfolios manager will discuss with the country an initial date for having the field visit.
4. From this point on, the evaluation specialists and the portfolio manager are responsible for managing the execution of the evaluation, with three main functions: to facilitate the work of the consultant, to serve as interlocutor between the parties (consultant, joint programme team in the country, etc.), and to review the deliverables that are produced.

B. Execution phase of the evaluation study (87-92 days total)

Desk study (23 days total)

1. Briefing with the consultant (**1 day**). A checklist of activities and documents to review will be submitted, and the evaluation process will be explained. Discussion will take place over what the evaluation should entail.
2. Review of documents according to the standard list (see TOR annexes; programme document, financial, monitoring reports etc.).
3. Submission of the inception report including the findings from the document review specifying how the evaluation will be conducted. The inception report is sent and shared with the evaluation reference group for comments and suggestions (within **fifteen days of delivery of all programme documentation to the consultant**).
4. The focal person for the evaluation (joint programme coordinator, resident coordinator office, etc) and the consultant prepare and agenda to conduct the field visit of the evaluation. (Interview with programme participants, stakeholders, focus groups, etc) (Within **seven days of delivery of the desk study report**).

Field visit (10-15 days)

1. The consultant will travel to the country to observe and contrast the preliminary conclusions reached through the study of the document revision. The planned agenda will be carried out. To accomplish this, the Secretariat's programme officer may need to facilitate the consultant's visit by means of phone calls and emails, making sure there is a focal person in the country who is his/her natural interlocutor by default.
2. The consultant will be responsible for conducting a debriefing with the key actors he or she has interacted with.

Final Report (54 days total)

1. The consultant will deliver a draft final report, which the Secretariat's programme officer shall be responsible for sharing with the evaluation reference group (**within fifteen days of the completion of the field visit**).
2. The Secretariat will assess the quality of the evaluation reports presented using the criteria stipulated by UNEG and DAC Evaluation Network (**within seven days of delivery of the draft final report**).
3. The evaluation reference group may ask that data or facts that it believes are incorrect be changed, as long as it provides data or evidence that supports its request. The evaluator will have the final say over whether to accept or reject such changes. For the sake of evaluation quality, the Secretariat can and should intervene so that erroneous data, and opinions based on erroneous data or not based on evidence, are changed (**within fifteen days of delivery of the draft final report**).

The evaluation reference group may also comment on the value judgements contained in the evaluation, but these may not affect the evaluator's freedom to express the conclusions and recommendations he or she deems appropriate, based on the evidence and criteria established.

All comments will be compiled in a matrix that the Secretariat will provide to the evaluation focal points.

4. On the completion of input from the reference group, the evaluator shall decide which input to incorporate and which to omit (**ten days**) and submit to the MDG-F Secretariat a final evaluation report.
 5. The Secretariat will review the final copy of the report, and this phase will conclude with the delivery of this report to the evaluation reference group in the country (**within seven days of delivery of the draft final report with comments**).
- C. Phase of incorporating recommendations and improvement plan (within fifteen days of delivery of the final report):**
1. The Secretariat's programme officer, as representative of the Secretariat, shall engage in a dialogue with the joint programme managers to establish an improvement plan that includes recommendations from the evaluation.
 2. The Secretariat will publish the evaluation in its website.

10. ANNEXES

a) Document Review

MDG-F Context

- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- General thematic indicators
- M&E strategy
- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

Specific Joint Programme Documents

- Joint Programme Document: results framework and monitoring and evaluation framework
- Mission reports from the Secretariat
- Biannual monitoring reports
- Annual reports

- Annual work plan
- Financial information (MDTF)

Other in-country documents or information

c) Mid term evaluation timeline

Evaluation phase	Activities	Duration	Start	End
Preparation and design	Official e-mail sent	45-60 days prior to the mission		
Preparation and design	Formation of the reference group: to adapt ToR, collect documents	45-60 days prior to the mission		
Preparation and design	Agree draft calendar for the field mission	45-60 days prior to the mission		
Implementation	Interview with the consultant	1 day		
Implementation	Document revision and deliver of the inception report to the Secretariat	15 days		
Implementation	Discussion of the inception report and contributions – reference group	7 days		
Implementation	Elaboration of the calendar	7 days		
Implementation	Field visit	10-15 days		
Implementation	Delivery of the draft final report to the Secretariat	15 days		
Implementation	Review of draft final report and sending to the reference group	7 days		
Implementation	Discussion and contributions from the reference group to the draft final report	15 days		
Implementation	Delivery of final report to the Secretariat and reference group	10 days		
Implementation	Review and sending of final report to the country	7 days		
Dissemination and improvement	Design of the improvement plan	15 days		

c) Matrix for consolidation of comments on final report draft (*fiche contradictoire*)

In order to unify information and facilitate the compilation of comments from all members of the Reference Group, we suggest the use of the following scheme in which are included relevant aspects that the reference group can contribute and suggest to the final report. Comments are divided according to the numbers used in each paragraph of the report:

Comments content	This column is for the reference group use	This column is for the evaluator's use
0. General comments on the report		
1. Indicate information considered to be incomplete. If affirmative, complete.		
2. Mark discrepancies in the information provided by the report that can affect evaluation made If affirmative, input complementary information		
3. Comments on the methodology used. Among other things, consider if the evaluation focus, data Collection and analysis methods had been appropriated to the evaluation needs, taking into account limitations of time and means (financial and human)		
4. Comments on findings and conclusions. Consider if findings described offer proper information about aspects of the Joint programme		

Analyse if conclusions are confirmed by findings consistent with compiled data and methodology		
5. Consider the utility of recommendations and input suggestions about their utility For instance, if recommendations offer specific suggestions to improve the implementation of the joint programme		
6. Other comments.		

We thank you for the interest shown and value positively your participation in the entire process of evaluation.

d) File for the Joint Programme Improvement Plan

After the interim evaluation is complete, the phase of incorporating its recommendations shall begin. This file is to be used as the basis for establishing an improvement plan for the joint programme, which will bring together all the recommendations, actions to be carried out by programme management.

Evaluation Recommendation No. 1				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
1.1			Comments	Status
1.2				
1.3				
Evaluation Recommendation No. 2				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
2.1			Comments	Status
2.2				
2.3				
Evaluation Recommendation No. 3				
Response from the Joint Programme Management				
Key actions	Time frame	Person responsible	Follow-up	
3.1			Comments	Status
3.2				
3.3				

Annex 2 Joint Programme (JP) Document

JOINT PROGRAMME DOCUMENT

Country: Brazil

Programme Title: Security with Citizenship: preventing violence and strengthening citizenship with a focus on children, adolescents and youths in vulnerable conditions in Brazilian communities.

Joint Programme Outcomes: Reduced violence, promoting peace, conciliation and justice.

Programme duration: 36 months	Total estimated budget*: \$ 6.000.000,00
Period: 2009-2011	Out of which:
Fund Management Option: pass-through	1. Funded Budget: \$ 6.000.000,00

Sources of funded budget:

Names and signatures of (sub) national counterparts and participating UN organizations

UN organizations	National Coordinating Authorities
<p><i>Kim Bolduc</i></p> <p><i>United Nations Development Programme (UNDP)</i></p>	<p><i>Marco Farani</i></p> <p><i>Brazilian Cooperation Agency - Ministry of Foreign Affairs</i></p>
<p><i>Marie-Pierre Poirier</i></p> <p><i>United Nations Children's Fund (UNICEF)</i></p>	<p><i>Tarso Genro</i></p> <p><i>Ministry of Justice</i></p>
<p><i>Lais Wendel Abramo</i></p> <p><i>International Labour Organization (ILO)</i></p>	
<p><i>Bo Mathiasen</i></p> <p><i>United Nations Office on Drugs and Crime (UNODC)</i></p>	
<p><i>Vincent Defourny</i></p> <p><i>United Nation Educational, Scientific and Cultural Organization (UNESCO)</i></p>	
<p><i>Cecilia Martínez Leal</i></p> <p><i>United Nations Human Settlements Programme (UN-Habitat)</i></p>	<p>Date: _____</p>

1. Executive Summary

The Joint Programme seeks to develop actions directed at achieving a reduction of the violence that affects children, youths and adolescents youths in a situation of vulnerability, through the voluntary compliance with rules, the self-regulation of behaviour and the promotion of mechanisms of social control. The programme also intends to build and strengthen capacities among local actors to ensure that actions are carried out within the framework of full citizen coexistence and a security plan, as well as the strengthening of conditions of local governance that ensure the sustainability of the actions.

The Programme is targeted at children, youths and adolescents, young men and women, between 10 and 24 years, who are especially vulnerable because they are excluded from the educational system, are victims of domestic or intergenerational violence, are involved in drug-related activities, such as traffic, or belong to a community affected by the presence of perverse or detrimental social capital.

The actions will be developed in specific areas of three municipalities chosen on the basis of socio-cultural criteria and violence and crime rates, so that they reflect the different realities of Brazil (high, medium and low violence rates).

The Programme and its components have been established giving special consideration to the different roles, behaviours, aspirations and needs of children, adolescents and young women and men in vulnerable situations, or at risk of becoming victims or agents of violence. Thus, during the development, monitoring and evaluation phases, the programme will analyze its impact on the security situation, victimization and security perception of young men and women.

The Programme seeks to guarantee the commitment of municipal authorities through the provision of financial compensation and, especially, management. To this end, the participating municipalities will be selected through public contest, an objective and transparent selection process in which the local commitments will be a defining variable in the final choice.

The Programme involves the participation of six agencies of the United Nations system in Brazil: UNDP, UNODC, UNICEF, UNESCO, UN-HABITAT and ILO. The joint initiative will share and build on the specialized knowledge and experience of each agency and guarantee the quality of the planned actions. In order to ensure effective gender mainstreaming in the development of the programme, the United Nations Development Fund for Women (UNIFEM) will provide support and advice.

The Programme responds to the established objectives of cooperation of the UN system in the country and to the need for action towards strengthening public policies adopted by the Federal Government, in particular the National Programme for Public Security with Citizenship - PRONASCI.

2. Situation Analysis

The UN Millennium Declaration recognized crime prevention as critical to the achievement of the Millennium Development Goals (MDGs), since, for developing countries, poverty reduction and sustainable development must be built on fundamental values, one of which is freedom from the fear of violence. The Bangkok Declaration recognized that effective crime prevention strategies can significantly reduce crime and citizen victimization.

At national level, crime and violence have increased dramatically in recent decades, particularly in large urban areas, and have systematically undermined human rights and equity. Problems regarding violence and social and economic vulnerability in relation to children, youths and adolescents have been identified as major challenges for building citizenship values. According to the Brazilian Institute of Geography and Statistics (IBGE), in 2002, out of the 174.6 million inhabitants of Brazil, 35.1 million (20.1%) were youths between 15 and 24 subject to all kinds of violence, such as sexual and domestic violence, exclusion, illiteracy and child labour. It is precisely among youths that the largest levels of unemployment, poor schooling and death caused by violence are to be found.

Geo-referenced reports show that violence in Brazilian cities is concentrated in specific areas, traditionally inhabited by a poor population with precarious urban development, with high school drop-out rates. These areas are precisely the same as those used as established points for retail drug dealing, which, moreover, reflect the alarming presence of firearms among the community and the lack of will to comply with social rules and accept cultural agreements of peaceful coexistence.

UNESCO research has shown that in Brazil, 35.1% of youth mortality is due to homicide and other types of violence. In major capital cities, this proportion is as high as 41.8% and, in metropolitan regions, 47.7%. In addition, the research shows that the great majority of these violent deaths take place on weekends, due to the lack of sports and leisure activities and to social exclusion among youths. This generates learning difficulties which in turn leads these youths to drop out of school and makes teachers uninterested. Acts of indiscipline and aggression between students and teachers, lack of human resources and material and no dialogue lead to inadequate interaction between family, community and school members.

The Map of Violence IV (Waiselfisz, 2004) reveals clear evidence that mortality rates among youths are alarming and indicates that at national level "if the homicide rate among youths in 1993 (34.5 in 100,000 inhabitants) was already much higher than that of the total population (20.3 in 100,000 inhabitants), ten years later the differences are even higher. As the general population rate increased to 39.4% in the decade, the rate among youths increased even more: to 58.2%. Therefore, among youths, in 2002, the rate increased to 54.7 homicides in 100,000 inhabitants." According to UNICEF, homicide rates in which victims were afro-descendant adolescents (15-19) are twice as high as homicides with white adolescent victims.

It is also imperative to consider the alarming data related to violence against women. The Perseu Abramo Foundation 2001 research on the situation revealed that: 43% of respondents admitted to having suffered some type of violence inflicted by men, while one third stated that they had been physically abused; 27% admitted to having been psychologically abused and 11% to having been sexually harassed. The data revealed that, in Brazil, a woman is beaten every 15 seconds.

Moreover, homicide rates registered in some regions of Brazil are comparable or even higher than those registered in countries facing war or in post-conflict situations. For example, in Recife, the average homicide rate of youths is 156.8 per 100,000 inhabitants; in Vitoria, 141.9 and in Rio de Janeiro, 109.2. This situation is a serious threat to the country's development, as the increasing crime rates can hinder the achievement of human development goals and even revert some of the targets already achieved.

Based on the analysis of the dynamics of crime rates in the country, children, adolescents and youths - young men and women aged 10-24 - were selected as the main beneficiaries of this Programme. This is due to the increasing vulnerability of male youths (14-24) to homicide and crime and, as it is a long term process, it is also important to involve the children in the age group immediately younger (10-14) to increase the effectiveness of this protection strategy (children in this age group already have an increasing potential of being drafted into organized crime networks). The Programme will focus its interventions on vulnerable children, adolescents and youths, i.e, those who are out of school, who use arms, who consume alcohol and drugs, or who are or have been victims or agents of different types of manifestations of violence (e.g. domestic violence).

Even if some information is available, there is still a lack of sufficient and reliable statistics on violence, crime and insecurity in Brazil. Besides, a consolidated analysis of insecurity statistics and social data does not exist. These facts hinder the articulation among public policies seeking to reduce and prevent crime and violence in the country. In this sense, a more detailed analysis of the causes of violence in the country can be done when reliable data on security statistics as well as victimization and perception information will be available. By 2010, the Brazilian government, with the support of UNDP, will apply the first national victimization survey. The methodology of the survey will be applied twice a year. Moreover, the Ministry of Justice through the National Program of Public Security with Citizenship PRONASCI, the Brazilian Forum of Public Security and the Institute "Sou da Paz", jointly with the United Nations Latin American institute for crime prevention and the treatment of offenders-ILANUD, are working on a research that seeks to identify, map, and promote strategies for youth and children prevention. The research results will be available by June 2010 and will contain a survey to build the profile of the youth at risk, violence reduction experiences systematized and methodologies and workshops to prevent youth violence. Both, the national victimization survey and the youth and children research will be valuable inputs for the identification of the main problems and associated factors to urban violence in Brazil.

The Joint Programme will act at the local level, in three municipalities selected through a contest. The situation of each municipality of intervention of the Joint Programme will be analyzed once the three municipalities are selected. Local situational and institutional diagnostics will allow having a deep understanding of the main problems of each municipality and thus, the baseline, in terms of urban crime and violence. Quantitative and qualitative, objective and subjective indicators will be gathered and analyzed in order to have a more precise and reliable knowledge of the insecurity situation of each municipality of intervention.

Due to the increasing crime and violence rates in Brazil, urban violence is one of the major concerns expressed by public policymakers in the country. The Federal Government recently launched the National Programme for Public Security with Citizenship (PRONASCI) which shows its commitment to introduce changes in the way public security policies have traditionally been formulated in the country. The PRONASCI is part of the national "security with citizenship" policy, which integrates

states and municipalities. Consequently, this programme aims at adding value to the already existing security policies.

The *Citizen Security Approach*, which is the basis of the Programme, is unique in this context and is characterized by: (i) its multidisciplinary dimension, which offers new possibilities of facing the multi-causal features of violence; (ii) its demand for integrated work, that involves different actors and is adapted to the local context as it fosters participation and capacity development of local actors (governmental and non-governmental) to promote public security and civic culture; and (iii) the convergence of this concept with the current public policies on violence prevention being implemented in Brazil, which increases the potential sustainability of the project.

Due to the multidisciplinary character of violence, the work of UN agencies in this regard can generate important synergies, benefiting from the different thematic mandates and competencies and offering the possibility of better accomplishing the UNDAF Outcome 3: Reduced violence, promoting peace, conciliation and justice, which addresses both the lack of integration in violence reduction and victim care policies and programmes, as well as the need for a more modern and humane justice system. It is also important to mention that the programme will contribute to national priorities Mega-Goals I and III - Social inclusion and reduction of social inequalities and Promotion and expansion of citizenship and strengthening of democracy, respectively. These efforts relate to UNDAF Outcomes 2 and 4 by facing challenges such as the reduction of gender and minority-related inequalities, and the protection of the right to live without violence. Although not explicitly defined, areas such as human rights, democracy, culture and diversity are recognized as part of the main values supporting the achievement of the Millennium Development Goals. Crime and violence prevention should undoubtedly be viewed as a development subject, and in this regard, MDGs 1 and 3 shall be targeted through the implementation of mechanisms that promote a peaceful and equitable living environment.

3. Strategies

The Joint Programme is framed within the UNDAF outcome that seeks to reduce violence and promote peace, conciliation and justice. Within this framework, the main purpose of the Joint Programme is to reduce violence by promoting citizenship and preventing youths, children and adolescents, young women and men, from becoming victims and agents of violence. This purpose is related to the MDG Conflict TOR item 1, "enhancing systems and capacities for conflict prevention/management". Thus, the methodology will empower local actors to formulate and manage local citizen security policies. The purpose is also related to item 2, "supporting sustainable recovery and reintegration at the local level". Even if Brazil is not in a post-conflict situation, some

communities in the country register high levels of urban violence and a high perception of insecurity and fear, comparable to rates in post-conflict countries.

In order to achieve the Programme's purpose, five general strategies and six specific strategies or thematic components have been established. The general strategies will be included in the different specific strategies that make up the Programme, providing a more explicit direction and guaranteeing the sustainability of the expected results. The last specific strategy or component is related to effective and efficient programme management. Even if this specific strategy is not part of the core thematic components of the Programme, it is crucial to assure the coordinated and timely development of actions, through management, monitoring and evaluation of activities, lessons learned and systematization of methodologies and tools that could contribute to knowledge sharing in Brazil and Latin America. The general and specific strategies were planned taking into account the lessons learned, experience and specialized knowledge of the UN agencies involved in the project, and the sustainable impact that the group of UN agencies wants to achieve.

Partnerships

The general and specific strategies include the participation of governmental agencies related to the prevention of violence and the promotion of citizens' security: the Ministry of Justice (through its program Pronasci), the Ministry of Sports, the National Youth Secretariat (Projovem), the National Secretariat of Policies for the Women and the National Secretariat for Human Rights. The agencies, as important partners of the JP, have been part of the discussions and the formulation process of the Joint Programme Document JPD in which they provided valuable inputs based on their experience and knowledge of the Brazilian context. They will also support the implementation and monitoring of the Joint Program. The governmental partners will participate in the Joint Programme Management Committee (JPMC) or Technical Committee and they will also play a key role in the Thematic Groups that are related to their field and scope of work. In general terms, the support of the governmental agencies to the Joint Programme is decisive to the achievement of the JP goals and the sustainability of the actions that will be carried out. At the beginning, they will support the contest to select the three municipalities of intervention. Then, they will accompany the preparation, carrying out and monitoring of each one of the specific strategies proposed in this document. Shortly, it is expected that the governmental agencies: i) provide quantitative and qualitative information on objective and subjective data and statistics related to security, youths, children, and adolescents (men and women) both at the national and local level (municipalities of intervention); ii) inform on the actions related to violence prevention and reduction (projects, programs or policies) that have been or are coordinated or delivered by them in each municipality in order to easily establish synergies; iii) suggest reliable information sources that can be consulted by the Joint Programme Team; iv) provide advice on the pertinence of the actions that will be comprised within the Joint Programme in each municipality; v) give any suggestion, from their experience and

knowledge, that can contribute to the better development of the Joint Programme, the achievement of its goals and the sustainability of its actions in the short, medium and long term.

Governmental partners

- **The Ministry of Justice.** The ministry seeks the improvement of the legal institutions, promoting better legal services and the harmony (check and balance) among the powers.

PRONASCI

The Federal Government launched in 2007 the Programme of National Security with citizenship (PRONASCI) that links public policies of security with social actions to face up criminality. The programme focuses on prevention, and seeks to understand the social and cultural reasons/factors that generate violence. PRONASCI promotes the capacity development of professionals of public security; the restructuring of penitentiary system, the fighting to the police corruption and the inclusion of the communities in the prevention of violence.

- **The Ministry of Sports:** This Ministry is responsible for building a national policy on Sports. In addition to the development of a higher sportive performance, the Ministry works on actions of social inclusion through sports, ensuring free access to the Brazilian population to a sport practice, better life quality and human development.

Programs like “Segundo Tempo, Projetos esportivos sociais/CONANDA, Pintando a cidadania and Esporte e lazer da cidade” seek to democratize the access to high quality sports, with social inclusion of the children and young people at social risk. This kind of programs looks to stimulate an effective interaction that contributes to their entire development. The programs also prepare the children and young people for a better social inclusion, intending to generate a good health conditions and a psychological balance.

- **The National Youth Secretariat (Projovem):** The National Youth Secretariat has the role of integrating actions and programs of federal government to states and municipalities. This new secretariat is responsible for the initiatives towards the youths having on mind characteristics, specificity and diversity of young people.

- **The National Secretariat of Policies for the Women (SPM):** This secretariat establishes public policies that contribute to the improvement of Brazilian women’s life and reaffirms the federal government commitment with the women of the country. This secretariat faces up inequalities and social, racial, sexual, and ethnic differences of women. The SPM works with women, because of women and for women. Some of its competences are:

- To advise the President in the formulation, coordination and articulation of policies for women;
- To prepare and implement educational campaigns all over the nation without discrimination;
- To prepare the gender planning that contributes to the federal government actions and the others government organisms;
- To promote gender equality, to link and execute programs of cooperation with national and international organisms, public and private, towards the implementation of policies for women.

- **The National Secretariat for Human Rights (SEDH/PR):** This secretariat is in charge of the articulation and

implementation of public policies towards Human Rights protection and promotion. Some of its competences are:

- To advise the President in the formulation, coordination and articulation of policies addressed to citizen's rights, children's rights, youth's rights, elderly rights, minorities and the rights of people with HIV and their integration into a life in community,
- Coordinate the national policy on Human Rights, according to the National Program of Human Rights,
- Articulate initiatives and support projects that addresses the protection and promotion of human rights at the national level that involve governmental organisms as well as social organizations.

The participation of local partners - actors from civil society and the private sector - with experience and interest in youth, children and adolescents violence prevention has also been established for the implementation of the Joint Programme. Once the three municipalities are selected, the Joint Programme will map, make public calls and contact non governmental organizations related to the JP subject and scope, such as: communitarian organizations, non profit organizations, grass root organizations, survey and research institutions, organizations from private initiative with social corporate responsibility programs and other organizations relevant for the JP's goals. Specific partnerships that respond to the need of each municipality and community will be built in the framework of the programme. The participation of the local partners will be crucial for:

- The production of the local situational, institutional and participatory diagnostics in each one of the municipalities.
- The validation and promotion of the local plans as well as their main components, in each one of the municipalities.
- The carrying out of the specific components of the Joint Programme, reaching the youths, children and adolescents, men and women, in vulnerable conditions.

In sum, synergies will be built among the local partners, governmental partners, local governments, and the six UN Agencies involved in the Joint Programme, to articulate all the actions and ensure the social empowerment, institutional accountability and local strengthening of capacities to reduce and prevent violence against children, adolescent and youths. Even if the UN agencies have a coordinating role within the Joint Programme, the group of UN agencies involved in the JP is aware of the importance of avoiding an exclusive UN agency-based vision. To mitigate this risk, the Joint Programme provides the local authorities a main role in the initiative. There will be no action of any UN agency without the participation and firm commitment of the local government of each one of the municipality. UN experience in Latin America demonstrates the impossibility of succeeding the local initiatives without the local authorities' participation. Additionally, the UN agencies will support the participation of the local and national partners in the JP. Thus, the local diagnostics and plans to reduce and prevent violence will be considered as finalized and ready to carry out only when validation and feedback from the local partners and national (governmental) partners is received. The local focal point will play a main role in order to contribute to the real articulation and participation of all the actors involved in the initiative. Besides, the thematic groups (see coordination mechanisms) are designed to ensure the articulation of the UN agencies and government agencies actions within and among each specific strategy of the Joint Programme. The thematic groups will establish follow-up mechanisms to truly involve and ensure the high

participation of local partners (NGOs, privates, GROs, etc) in the implementation of the specific strategies and promote social control and accountability instruments.

Lessons Learned and previous experience on UN agencies

The six UN agencies involved in the formulation and development of the Joint Programme have vast experience in the prevention and reduction of urban violence in Latin America and particularly, in Brazil. Some of them have carried out specialized technical cooperation regarding the prevention of violence among youths, children and adolescents; both, men and women. Some others have strong teams on Knowledge Management that are specialized in capturing knowledge, distilling lessons learned, producing knowledge tools and providing technical advisory services to local and national governments in Latin America. From all the experiences and practices promoted or supported in the region and Brazil, the UN agencies have derived valuable lessons learned that can be strongly useful to the Joint Programme. Some of their experience and lessons learned is shown, as follows:

UNODC has a concrete experience in violence prevention among youths, as well as in cooperation with civil society in Brazil. Specifically, UNODC has deep knowledge and experience in the reduction of risk factors of becoming victim or agent of violence (like drugs and alcohol consumption or HIV and AIDS). Since 2008, a technical group composed by Ministries of Health and Education, National Secretariat on Drugs, and UNODC are discussing, in the scope of the National Programme Health in Schools, strategies to deal with problems related to violence and drugs issues in schools. UNODC is also carrying out a project on the responses of public security field to the challenges of violence women in Argentina, Brazil, Chile, Uruguay, and Paraguay. The agency has also been the coordinator of the United Nations country team working group on the prevention of violence.

UNDP has increased its technical cooperation in citizens' security and civic culture to the Brazilian government as well as to other National and Local governments in Latin America, since 2003. From the advisory services provided to i) elaborate local situational and institutional diagnostics of security, ii) formulate local plans to respond to the problems and risk factors identified, iii) accompany the implementation of the local plans and respective projects and programs and iv) strengthen capacities to manage citizens' security and involve non-governmental actors; UNDP has derived valuable lessons learned. To provide this technical cooperation UNDP has built a knowledge management methodological platform on citizens' security and civic culture. The platform is composed by: i) a conceptual and policy framework; ii) an empirical base (good practices and lessons learned); iii) a situational diagnostic tool and an institutional assessment instrument; iv) a set of programming tools to formulate, develop, monitor and evaluate programs and projects; v) a network of associated experts that are practitioners; vi) certificate courses to strengthen capacities to manage citizens' security; vii) south-south cooperation mechanisms as knowledge fairs and viii)

advocacy tools. The platform has been built taking into account the LAC context and the practices identified in the region.

Among other lessons learned, UNDP has identified that:

- 1) Urban violence is a multi-causal phenomenon that goes from incidental violence to organized crime. Therefore, the actions needed to tackle and reduce it must be comprehensive as well, going from prevention to control.
- 2) The local level is a privileged scenario to promote citizens' security and civic culture and the leading role of local authorities is key to the success of the initiatives.
- 3) Social control, empowerment and accountability mechanisms are essential to ensure the sustainability of the local plans over the years.
- 4) Coordination mechanisms (horizontal and vertical) are needed to better plan and evaluate the policies as well as respond to contingency situations.
- 5) The existence of a vision (materialized in a long, medium and short term plan) and the leaderships that collect and make visible the population needs are basic to the promotion of articulated policies on citizens' security and civic culture.

UN-HABITAT has acquired vast experience in the relation between violence and the urban space or context. An example of this is the Safer Cities Programme, launched in 1996, whose main objectives are: (1) Build capacities at city level to adequately address urban insecurity; and thereby (2) Contribute to the establishment of a culture of prevention. The Programme combines advocacy, normative and operational activities geared towards local crime prevention.

From UN-Habitat experience, the actions to promote safer cities must be framed on the three pillars (law enforcement, social inclusion and physical planning), founded in community empowerment and participation and municipal capacity building and must include, at least, the following:

- strengthening the local capacity to address urban safety issues and reduce delinquency, violence and insecurity;
- promoting crime prevention initiatives, in collaboration with national and local authorities, the criminal justice system, the private sector and civil society;
- encouraging city networks in order to facilitate the exchange of expertise and good practices, which will be replicable in other regions;
- preparing and implementing capacity building program, and disseminating lessons learned in close collaboration with qualified partners from the North and the South; targeting three main areas of prevention: actions aimed at groups at risk, situational prevention, and reform of the criminal justice system.

UN-Habitat has also identified the key role of local authorities in co-coordinating the activities aimed at reducing crime. Local governments are seen as the key actors in coalitions and in the development of community-wide planning strategies for crime prevention. The International Conferences of urban violence and safety held successively in Barcelona (1987), Montreal (1989), Paris (1991), Vancouver (1996), Johannesburg (1998) and Naples (2000) reaffirmed that the role of local authorities as leaders of local partnerships is crucial. Mayors and city councilors are in strategic positions to initiate and co-ordinate local action and adequately address the social demand. A

partnership between local governments and other stakeholders can enable prevention and ultimately eliminate violence, crime and insecurity.

UN-HABITAT also organized the Second International Conference on Urban Youth at Risk was held in Monterrey (2004), whose theme was "Strong Families, Protective and Inclusive Cities: The Experience of Latin America and the Caribbean". At the conference, the role of the main local partners involved with youth at risk was considered, which included the local authorities and the criminal justice system, the family, the education system, the civil society, and the community. The Second International Conference on Safer Cities for Women and Girls was held in Bogotá (2004). The conference adopted the Bogotá Declaration that calls upon:

- National Governments to ensure appropriate policies, mechanisms and resources to address the causes of violence; as well as guarantee full safety for women participating in politics either as candidates or elected leaders.
- Local Authorities to implement municipal safety policies with a gender perspective to build the capacity of those who are responsible for the formulation and implementation of public policy.
- Private Sector to exercise its social responsibility including violence prevention programs, good practices awards, and establish internal mechanisms for ending sexual harassment in the workplace.
- Mass Media to work with communities and with local authorities in the dissemination of the norms and principles of mutual respect and solidarity, involving the respect of gender, age, and diversity.
- Civil Society organizations to continue to be the monitors for urban safety, especially regarding the safety of women and girls and to award prizes to local authorities and communities that put in practice in a consistent and sustainable manner joint actions that promote safer cities for women and girls.

The ILO, International Labor Organization, created in 1919, promotes the decent work and advocates for the eradication of child labor as well as all the kinds of forced work. The ILO Office in Brazil has been developing various projects with emphasis on capacity development of civil society and public servants, prevention and population awareness, knowledge production and strengthening of public policies at the local and national level. ILO works also on issues related to public security, in particular, those related to crime, children and adolescents involved in drug traffic, sexual exploitation and other illegal activities. Additionally, ILO promotes the prevention of forced work, including slavery work and sexual work, all these considered crimes by the Brazilian law.

Public security has become a field of great interest of ILO in Brazil during the last years. Since 2005, the Organization has promoted a project to avoid and reduce human trafficking. Within the project, ILO provides technical assistance to Brazilian organizations to strengthen their capacities in applying the law, proposes legal alternatives, and supports the carrying out of policies and programs to fight human trafficking for sexual exploitation, forced work, with focus on children and adolescents. Following the Brazilian priorities and national policies, ILO's project has developed its activities within three main areas:

- 1) Knowledge production: surveys, identification of human traffic routes (more than 3.000), courses, workshops, publications and specialized articles.
- 2) Strengthen of capacities: training of more than 4.000 police officers, judges, public defenders and promoters; more than 7.000 representatives of civil society.
- 3) Support the development of public policies, especially those addressing human trafficking (children and youths), migrant workers, among others.

Moreover, ILO's Office in Brazil promotes the International Programme to avoid child work, the project to eradicate slavery work and the project to promote gender and race equity. All the experience, knowledge and lessons learned by ILO, at national and international level, are now available for the Joint Programme.

UNESCO has also vast experience, knowledge and interest in the field of public security. The key programmatic document for the agency in the country "UNESCO Strategic Framework for Brazil (2006)" established violence prevention as a top priority for UNESCO, being the first of the 4 cross-cutting themes chosen by the Organization. In the past 10 years, UNESCO played a primary role in supporting actions of social inclusion to support violence prevention, especially among young people. Violence was seen by UNESCO as a violation of fundamental human rights, as well as a threat to the respect for the principles of freedom and equality.

An approach focused on the access to quality education, to decent jobs, to cultural, sports and leisure activities, to digital inclusion and the protection and promotion of human rights and of the environment was implemented over the years as a response to the challenge of preventing violence among youths. Initiatives targeted at the Brazilian youth were developed by UNESCO through integrated approaches combining quality education, the protection of human rights and the concept of full human development.

It has been clear to UNESCO the importance of solid and reliable partners, especially grass root organizations, to any sustainable approach for violence prevention. UNESCO has been quite successful in establishing networks with social partners in that front. A clear example is the successful and nationwide "Criança Esperança" program, in partnership with "TV Globo", to raise funds for community-based projects that foster social integration and violence prevention.

General Strategies

-Production of sustainable behavioural changes in youths, adolescents and children

The promotion of behavioural changes is a key element of the Programme because of its relation to its medium and long term sustainability. The outputs and activities will identify and modify individual behaviour seeking to promote self-regulation and self-awareness towards the conscious compliance with norms and rules. The changes that the Programme plans to achieve also include the reduction of tolerance to violent attitudes and the use of violence as a means to solving problems, and the promotion of respectful and trusting relationships among citizens. This strategy is particularly relevant to the outputs that consider sports, arts and culture as methodologies to produce changes in youth behavior.

-Focusing actions on children, adolescents and youths in vulnerable conditions

The Programme will focus its outputs and activities on children, youths and adolescents, young men and women, in vulnerable conditions, defined as specific situations that can increase the possibility of youths becoming victims or agents of violence. These conditions include: being outside the school system, showing high levels of drug or alcohol consumption, and being victims of domestic violence (mental, psychological or sexual abuse). When the actions target youths in general and address only youths at school within the school environment, they have a lesser impact. Consequently, this Programme addresses children, adolescents and youths in vulnerable conditions.

-Building and strengthening local capacities to manage citizens' security

The successful experiences in terms of violence reduction identified by UN agencies in Latin America have had a common feature: they have been managed by local authorities. In this sense, the Programme will emphasize the strengthening of local capacities to manage citizen security and to articulate the actions of other governmental and non-governmental actors with the common objective of ensuring a safe environment for the citizens and, especially, for youths, adolescents and children. The leadership and empowerment of local actors will contribute to the sustainability of the Programme, also taking into account the phasing out of the participation of UN agencies at the end of the Programme.

The Programme will be implemented at the local level. Three Brazilian municipalities will be selected and actions will take place in specific communities within the municipalities that will be identified. The selection process will comprise a contest.

Some of the following criteria will be considered when selecting the three municipalities that will be part of the programme:

- Medium or large sized municipalities in a metropolitan area. Therefore, in the selected municipalities the Programme will address the issue in the context of urban violence;
- Municipalities with different levels of violence (high, medium and low);
- Municipalities that have developed initiatives with one or more UN agencies. This can contribute to the implementation of the project as well as the establishment of partnerships;
- Municipalities where UN agencies are currently present;
- Municipalities with the potential of establishing synergies with other projects that have been developed or that are currently being developed;
- Municipalities where there is a commitment of the local government to support the Programme with financial and human resources. A proposal of the financial commitment of the municipality must be included with the documentation to apply to the contest;
- Municipalities committed with the short, medium and long sustainability of the project. A strategy to foster the sustainability of the actions carried out and partnership built within the project must be addressed by the municipalities in the framework of the contest.

It has been suggested that in order to ensure the transparency and commitment of the municipalities, a contest should be organized to select the municipalities that would benefit from the Joint Programme. The process would be preceded by a technical phase to strengthen the capacity of the municipalities and raise awareness about the comprehensive approach to citizen security and the importance of the leadership of local authorities. The selection process will be based on a thorough analysis of the conditions of each participant as well as the compliance with the requirements and criteria to be established by the Programme.

Other reasons that support the carrying out of a contest in order to select the municipalities involved in the Joint Programme are, as follows:

- 1) Brazil is composed by more than 5.000 municipalities, most of them with great needs concerning violence prevention and control. The fact of organizing a contest seeks to ensure equal access to the opportunity of becoming part and benefiting from the Joint Programme by all the municipalities interested in working to prevent and reduce violence among children, youths and adolescents.

- 2) The contest mechanisms can allow a more transparent comparison among the municipalities, following the criteria above mentioned.
- 3) During 2010 general elections will be carried out Brazil. The contest will act as an instrument to avoid political interests, influence or pressure in selecting the municipalities involved in the Joint Programme.

Once the three municipalities are selected, sound situational and institutional diagnostics will be developed in order to identify the main problems of the municipalities. The Joint Programme actions will be adapted in order to respond to the identified problems.

-Schools as the “center” of the Programme

Most of the activities proposed by the agencies were originally conceived in direct relation to schools. Given the significance of schools in the social context of a community, the Programme plans to develop the activities and outputs around schools. This does not mean that the Programme will focus its activities on youths who currently attend school. Rather, the Programme seeks to bring back to school those youths that in the past were forced to drop out or were never part of the school system. Sports, arts and culture are the entry points to catch the attention of youths, adolescents and children in vulnerable conditions. The urban renewal interventions proposed to promote safer urban spaces will also be connected to schools, which will be thought of as open spaces, where it will be possible to promote peaceful and respectful relationships among youths, children and adolescents in vulnerable situations, their friends, their families and the community they live in.

-Gender equality focus

The Programme, its activities, outputs and outcomes, have been established giving special consideration to the different roles, behaviours, aspirations and needs of children, adolescents and young women and men in vulnerable situations, who are the main beneficiaries of the project. Thus, during the development, monitoring and evaluation phases, the Programme will analyze the different impacts it will have both on young men and women. Several outputs address young women and girls in vulnerable situations, for instance, the empowerment of women to prevent sexual exploitation and domestic violence. Others seek to have impact on both young women and men, taking into account their differences.

It will be very important for The Joint Programme Team to articulate with the Inter-Agency Programme for Promotion of Gender and Ethnic/Racial Equality in Brazil, in order to foster the gender equality of the actions seeking the reduction and prevention of violence among youths, children and adolescents. The articulation between both projects can also avoid the activities and outputs overlapping. Four of the six agencies involved in the Joint Programme are also part of the Gender Programme (United Nations Development Programme – UNDP, International Labour

Organization – ILO, United Nations Human Settlements Programme – UN HABITAT, United Nations Children's Fund – UNICEF). This fact can promote informal knowledge and information exchanges among the agencies. Support from the United Nations Development Fund for Women – UNIFEM and the United Nations Population Fund – UNFPA, will be requested by the Joint Programme Team in ensuring the gender mainstreaming during the implementation, monitoring and evaluation of the JP's actions.

As the Special Secretariat of Policies for Women (SPM) is a common partner of both projects, special efforts will be made by the JP team to coordinate actions. It can be also requested that the Secretariat establishes links between the preparation, implementation and monitoring of its National Plan (National Plan and Policies for Women (PNPM)) and the development of the activities of prevention and violence reduction among youths, children and adolescents (JP).

Common points, strategies, objectives or expected outputs have been identified between both interagency projects. Efforts will be made to really build on them and create sustainable synergies. Some of them are, as follows:

- Capacity building at the sub-national and local level to strengthen and integrate actions aimed at promoting gender equality.
- Egalitarian and plural expansion of participation of women in the elaboration of participatory, situational and institutional diagnostics and the formulation of violence prevention and security promotion plans.
- Knowledge management: application of lessons learned and production of knowledge during the programmes' formulation, development, monitoring and evaluation.
- Building of individual capacities/capacity development.
- Advocacy activities.
- Social mobilization: organizations of civil society, in particular those linked to gender equality, and of young and black women and violence prevention among youths, children and adolescents.

Specific Strategies

The Programme is framed within the citizen security approach that has been adopted by several municipalities in Latin American countries. According to this approach, urban crime and violence are multi-causal phenomena that range from incidental to instrumental violence. In this sense, the actions addressed to prevent, reduce, tackle or follow up urban violence victims should go from prevention to control. The citizen security approach comprises actions in the following areas: social capital building; mitigation of risk factors (arms, drugs, alcohol); prevention and reduction of violence against children, youths and women and of domestic violence; urban spaces generation; strengthening of the police and the justice system, and reduction of organized crime.

1. Local capacity to prevent and reduce violence and promote civic culture and coexistence strengthened, with a focus on children, adolescents and youths in vulnerable conditions

The first outcome emphasizes the strengthening of the local capacities to promote citizen security by guiding its management and articulating all the actors involved towards the achievement of sustainable results. Lessons learned from municipalities in Latin America and the Caribbean show the importance of local leadership and of adopting a comprehensive approach towards security.

This output includes the carrying out of a sound situational local diagnosis that will identify the main problems of the city in terms of violence, victimization and citizen perception. Local plans will be formulated, implemented, monitored and evaluated in order to respond to these problems. In order to focus the actions, a participatory safety diagnosis will be made in three communities selected in the three municipalities. Both local and community diagnoses will set the ground for the type of interventions to be undertaken. Given the diversity of the contexts, the activities will also have different features depending on the communities' main problems. A methodology to reduce the homicide rate of youths will be implemented. Certificate courses will be offered in order to build and strengthen capacities of non-governmental and governmental actors. The institutional capacity to manage security will be increased through the development of an institutional diagnosis and plan. Networks integrated by public and social actors that traditionally work with children, adolescents and youths in vulnerable conditions will be reactivated and reinforced. A methodology to reduce homicides in which children are victims will be implemented. Finally, the capacity of law enforcement officials, civil society, and workers and employers organizations will be strengthened to prevent trafficking, report trafficking in human beings, and assist and protect its victims.

The local situational and institutional diagnostics will be fundamental to have a clear picture of the municipalities of intervention and therefore, coherently guide and address the Joint Programme actions. The Joint Programme will build on the vast experience of UNDP in the subject. UNDP has elaborated diagnostics and formulated local plans in various cities of the region such as: Cartagena, Manizales, Medellín, Cuautitlan Izcalli, among others. Objective (official statistics of violence and crime that show the impacts on men and women) and Subjective (victimization and perception surveys, visits and interviews with local actors) data will be the input to the situational diagnostic. Both, the objective and subjective information collected will allow identify the particular situation of men and women affected by urban crime and violence as well as the insecurity perception and victimization of men and women. The UNDP diagnostic tool will allow comparing more than 100 indicators of the intervention municipalities with reference indicators of various municipalities of Latin America. The comparison identifies the indicators that are in an acceptable, worrying or alarming level. Precise indicators have been established to assess the incidence of violence against women and girls and their perception of security as well as the victimization levels. Once the

indicators are assessed, associated factors are identified and therefore, the main problems in terms of citizens' security and civic culture are established. The problems that are considered in the analysis are: i) deficit of social capital, ii) presence of risk factors, iii) violence against youths, children, women and domestic violence, iv) unsafe urban context, v) inefficacy of the police and justice and vi) organized crime.

Concerning the institutional diagnostic, the five local governance conditions to manage citizens' security and civic culture will be assessed - i) vision, ii) leadership, iii) purposeful relations among actors, iv) institutional capacities and v) public participation. Quantitative and qualitative information will be assessed to establish a more accurate institutional diagnostic. Both the institutional and situational diagnostic process will be developed jointly with the local government and accompanied by relevant actors from civil society who can provide inputs for the diagnostic and validate its results. Public events will be organized to capture inputs from civil society working with youths, children and adolescents in vulnerable conditions and obtain validation from them.

Once the situational and institutional diagnostics are produced, local plans will be formulated to respond to the problems identified. The main components of the local plans will be also validated with the civil society. Remarkable emphasis will be done in order to involve social organizations related to gender equity. UNIFEM will also be consulted in order to ensure the gender mainstreaming in the formulation and development of the local plans.

The institutional and situational diagnostic and local plan formulation process will stress on the development and strengthen of capacities of the local actors. For this purpose, certificate courses will be offered to non-governmental and governmental actors. UNDP has organized certificate courses in different municipalities of Latin America. Specific managerial and substantive tools are available to organize and develop the certificate courses including a network of associated experts (some Brazilian and international professors are identified), a syllabus with concepts, experiences and tools, methodological guidelines, assessment formats, among others.

The fact of involving civil society from the beginning of the process, in both, the diagnostic and formulation/implementation of the local plans, will contribute to their appropriation or local ownership of the initiative, and thus, the sustainability of the Joint Programme over the time. Finally, the Joint Programme will also count on the civil society during the implementation of the local plans and their respective components, where the six UN agencies are participating by sharing their experience and lessons learned. The social control executed by the follow-up of the plans' actions (by the civil society) will highly contribute to the accountability of the JP actions, the strengthening of the local capacities to manage security and the reduction of the urban violence related to youths, children and adolescents.

Monitoring and evaluation exercises of the local violence prevention and security promotions plans, in each one of the municipalities of intervention, are also considered in the Joint Programme. The diagnostic tool developed by UNDP allows monitoring the behavior of the subjective and objective indicators evaluated over time. For instance, the tool can identify the (positive or negative) trends of the associated factors and main problems. Quantitative and qualitative data will be gathered to compare the baselines with the changes during the development of the Joint Programme.

The community or participatory diagnostics will reinforce the fact of focusing the Joint Programme actions by building on the social actors experience and knowledge on their own contexts. This component will take advantage of UN-HABITAT experience through its programs "Safer cities", "Sustainable cities" and "Local Agenda 21". The Methodology of UN-HABITAT is founded on the principles of "those who participate on the diagnostic will easily use its results" and "to tackle a problem is mandatory to have a deep knowledge on it"¹. In this sense, the main stakeholders from civil society who are expected to participate in the diagnostic are those mainly interested in the youth, children and adolescent in vulnerable conditions, the violence agent and victims, and the women. Consequently, they will be the main beneficiaries of the prevention actions of the Joint Programme.

The participatory diagnostic will feed the situational diagnostic above mentioned and has the following objectives in each of the three communities of intervention:

- Identify the main crimes and behaviors affecting the community.
- Involve the civil society in assuming the results obtained through the process.
- Identify subjects and intervention areas.
- Verify the success and effects of the current policies towards violence prevention and control.
- Identify local resources and synergies.
- Empower local actors in terms of security issues.

The participatory diagnostic will use official statistics and information collected through scientific tools but in particular, it will focus on a "collective auto-diagnostic" of interested and eager leaders, citizens representing the community and the local organizations as well as local authorities. This modality assumes that: i) the identification of the causes of violence is easier when the community accepts its responsibility in both, the problem and the solution, ii) the co-production of the diagnostic emphasizes the understanding of the problem and local empowerment of the actors and community affected, iii) the participation of social actors ensures confidence on the information and the building of "consensus" among population. UN-HABITAT has derived as a fundamental lesson learned that the participatory diagnostic eases the appropriation of the results by the social actors involved as well the social empowerment of mainly, youths and women. The core steps of the

¹ Guidelines to local prevention: towards social cohesion and citizens' security policies. UN-HABITAT, 2009.

community diagnostic are: establish the guide group, design the diagnostic (indicators and features), apply the diagnostic, analyze the results, produce the report and inform the community and other actors involved on the findings of the diagnostic.

Within the strategy for strengthening of capacities to reduce and prevent violence, ILO brings its successful experience to strengthen the capacity of law enforcement officials, civil society, and workers and employers organizations to prevent trafficking, report trafficking in human beings, and assist and protect its victims. The PAIR methodology “Programa de Ações Integradas e Referenciais de Enfrentamento da Violência Sexual contra Crianças e Adolescentes” seeks at reducing risks, especially among girls and adolescents, against sexual exploitation and human trafficking. The program has been successfully applied by the National government in many different municipalities of Brazil.

The PAIR methodology is framed within the National Plan for fighting sexual violence against children and adolescents. It has eight main themes: situation analysis, articulation and promotion, responsibility and defense, prevention and youth leadership. Some of the PAIR components are: institutional and political articulation, quick participatory local assessment, structural diagnostic, workshops to build the local operative plan, the network training, the technical advisory, monitoring and evaluation of the agreements with the civil society representatives (signed by the public authorities and civil society). The PAIR methodology has reached the community, strengthened the capacity of its members, articulated and fostered the network to reduce, tackle and prevent human trafficking and sexual exploitation of children and adolescents.

2. Sustainable behavioural changes, increased compliance with rules and citizenship building achieved

Following the general strategy of promoting sustainable behavioural changes and increased compliance with rules, self-awareness and self-regulation, the Programme will make use of sports, culture and arts within the communities. These will be used not only as entry points, but especially as ways to change traditionally accepted and approved ways of acting in relation to norms and rules. This outcome also includes the support of youth leaderships to promote awareness of the importance of citizen security in their communities. Finally, the Programme will use social inclusion strategies to work with adolescents at conflict with the law.

Differentiated rules for traditional group games will be proposed to children, adolescents and youths in vulnerable conditions, taking into account race, gender and respect for diversity. The accomplishment and respect of the games’ rules will reinforce the importance of accomplishing of coexistence and living together norms among the youths, children and adolescents and their

respective families, friends and communities. The strategy will promote the adoption of sports as a tool for changing behaviour in relation to the prevention and reduction of violence.

3. Urban spaces generated and promoted

Successful experiences developed in Latin American cities and communities confirm the direct relationship between urban spaces and the security situation, the victimization as well as the perception of citizen security among men and women. The Programme will harness UN experience to promote safe urban spaces and develop situational crime prevention strategies and renewal initiatives in the selected communities. Given the “school-centered approach” of the Programme, improvement of spaces like schools or their related urban equipment will be a priority.

4. Peaceful conflict resolution practices disseminated and implemented in communities

Some of the conflicts that take place at the community level involve relatives, friends or neighbours. Most of them do not require the participation of formal justice and, furthermore, they can be prevented. The Programme will implement conflict resolution practices at schools and communities and personal empowerment to prevent domestic and social violence among young women, adolescents and girls, and a peer-based methodology to reduce racial and ethnic conflicts between adolescents.

The Joint Programme will implement the “Popular Women Prosecutors Programme” in communities to reduce violence against young women. One of the greatest obstacles to reduce human trafficking is the lack of information. Delivering information to women, girls, judges, local authorities and the community in general can decrease the possibilities of become victim of human trafficking. In this sense, the training course “Popular Women Prosecutors Programme” can be a relevant instrument to strengthen capacities of women and girls on citizens’ and law basic concepts in order to equip them to identify violence situations, recognize their rights and use the legal mechanisms to protect them. The programme empowers women and girls to transform their lives as well as others’ lives.

5. Factors causing vulnerability to violence among youths, children and adolescents reduced

UN agencies in Latin America have identified some of the factors that place youths in vulnerable conditions and situations, increasing their chances of becoming victims or agents of violence. This is the case of arms use, alcohol and drugs abuse, domestic violence, etc. Young people between the

ages of 14 and 24 will be empowered with skills aimed at reducing individual and community vulnerabilities, focusing especially on gender relations. They will also be trained and provided with tools and skills for the development of a life project that leading to their future insertion in the labour market. The Eco-jobs initiative will be developed to train young environmental monitors. UN agencies do not consider that there is a causal relationship between poverty and violence. Rather, most crimes occur in the context of the many financial and business transactions of an illegal nature. For these reasons the Programme does not focus on employment, as there is no scientific proof of its relation to violence (i.e., unemployment is not considered a risk factor). However, the Programme will endeavour to foster the capacities of youths in vulnerable situations to develop a life project, and the skills and abilities for social inclusion. The Programme will develop strategies to prevent child labour. Finally, as a very innovative output, it will apply the methodology of resilience to reduce vulnerabilities and improve an enabling environment jointly with the youths and their families.

UNODC Brazil will implement *Mérito Juvenil* Programme (International Award Programme, in English) in the communities in partnership with the Duke of Edinburgh's International Award Association. Both institutions will sign a Memorandum of Understandings in order to formalize this partnership. The Association is the organization responsible to co-ordinate and develop the Award worldwide, and to uphold the principles and standards of the Award Programme. These principles and standards are set out in the International Constitution. All operating authorities, whether at a local or national level, sign up to this constitution. Local NGO's in the communities will be selected and trained by UNODC Brazil and Duke of Edinburgh's International Award Association. Implementation, monitoring, and evaluation of local activities in the scope of the Joint Programme will be carried out by UNODC Brazil with collaboration of International Award Association.

Recently, ILO applied a survey in a city next to Brasilia and identified that most of the adolescents and youths link the idea of leaving the country with labor opportunities outside. This can become a vulnerability factor that must be addressed within any strategy to fight the human trafficking. The National Agenda of Decent work is an important step for the economic growing and at the same time, for the increasing of social rights. The youths deserve the opportunity of strengthen their capacities and make use of tools to build their own future. In this sense, ILO promotes the establishment of strong partnerships with learning and teaching institutions like SEST/SENAST, to train youths (legally allowed to work) and support their way to the labor market. It is also fundamental to strengthen the capacities of adolescents (men and women) to empower them in building their capacities to obtain a decent work in the future.

6. Efficient and effective programme management achieved

As an internal outcome and given the challenge of six UN agencies working together and articulating actions with governmental and non-governmental institutions, the Programme also promotes efficient and effective programme management. In order to ensure this outcome, agencies will establish a knowledge management and coordination methodology that includes monitoring and evaluation exercises, documentation of lessons learned, and documentation and systematization of methodologies into knowledge tools. The Programme will consider the elaboration of an Index of Peace and Citizenship or a Youth Index with UNESCO support. Finally, it will include a conflict sensitivity capacity building strategy to prevent and manage conflicts by peaceful means.

UN participation

Each UN agency involved in the programme will provide its specialized knowledge and experience. UNDP will concentrate on strengthening local capacities to manage citizen security. UN-HABITAT will focus on the promotion of safer urban spaces. UNODC will work on the reduction of risk factors associated with violence. ILO will coordinate peaceful conflict resolution. UNESCO will focus on sustainable behavioural changes. UNICEF, given its work with adolescents in different contexts related to violence prevention, will have a cross-cutting role in all outcomes. Besides the individual thematic coordination responsibilities, agencies will intervene in different outcomes, outputs and activities of the Programme. Their participation will be articulated in order to get the most of them. UNIFEM will provide advice in order to guarantee gender equality within the Programme.

Sustainability of results

The sustainability of results is one of the main concerns of UN agencies involved in the Programme. As in all UN interventions, the phasing-out stage seeks to successfully end the participation of UN agencies in the Programme, ensuring its successful medium and long-term sustainability. In order to contribute and guarantee its sustainability, the Programme will follow the local governance conditions that were identified as common features of success in the analysis of more than 280 good practices and the documentation of 108 such practices in Latin America.

In this regard, UN agencies will work to guarantee that the Programme in general and the plans of the municipalities in particular will be developed within the framework of a strategic vision, formulated by consensus, and that the local authorities will have the citizens' trust so that the former can work with the community to generate transformational changes. Moreover, the efforts will seek to generate positive and purposeful relationships among actors as well as to strengthen, as mentioned above, the building of local capacities to guarantee the efficient management of the Programme and the local plans on citizen security. The Programme will contribute to actively include the community in prevention activities. This fact will foster the social ownership of this comprehensive approach. Citizen ownership and social control mechanisms will contribute to the sustainability of the Programme.

5. Results Framework

The following matrix contains the Programme outcomes and their respective outputs, activities, budget and responsible UN agency.

Table 1: Results Framework

UNDAF Outcome 3. Reduced violence, promoting peace, conciliation and justice.								
Joint Programme Outcome: Reduction of the violence that affects children, youths and adolescents youths in a situation of vulnerability.								
JP Outputs	Participating UN organization-specific outputs	Participating UN organization	Participating UN organization corporate priority	Implementing partner	Indicative activities for each Output	Resource allocation and indicative time frame		
						Y1	Y2	Y3
								Total

1. Local capacity to prevent and reduce violence and to promote civic culture and coexistence strengthened with focus on adolescents, children and youths in vulnerable conditions.	1.1 Local violence prevention and security promotion plans for each city participating in the Programme formulated (including a strategy for sustainability), implemented, monitored and evaluated.	UNDP			<p>1.1.1 Elaboration of local diagnoses of the security situation using UNDP's diagnostic tool (gathering of information, conducting victimization and perception of insecurity local surveys, information analyses and identification of main problems at local level).</p> <p>1.1.2. Formulation of local violence prevention and citizen security promotion plans, following a participatory approach (with all agencies).</p> <p>1.1.3 Gender mainstreaming in formulation of the local plan (with UNIFEM support).</p> <p>1.1.4 Conducting monitoring and evaluation exercises of local violence prevention and security promotion plans, taking into account impacts disaggregated by sex, race and age. This includes undertaking perception of insecurity and victimization surveys (see monitoring and evaluation framework for details).</p>	100,000	180,000	42,031	322,031
--	---	------	--	--	--	---------	---------	--------	---------

	1.2 Participatory safety diagnosis in the three communities involved in the Programme conducted.	UN-Habitat			<p>1.2.1. Creation of local technical support teams to assist in capacity and partnership building at community level.</p> <p>1.2.2. Promoting the participatory safety diagnosis and summoning the participants.</p> <p>1.2.3. Conducting local safety appraisals in each community.</p> <p>1.2.4. Development of women's safety audits in each community.</p> <p>1.2.5. Conducting surveys on youths in vulnerable situations in each community.</p> <p>1.2.6. Compilation of the information obtained in three local diagnoses.</p> <p>1.2.7. Discussion of diagnoses results with stakeholders at local level (actors from civil society related to violence prevention and reduction).</p>	100,000	150,000	50,000	300,000
--	--	------------	--	--	---	---------	---------	--------	---------

	1.3. Governmental and non-governmental actors trained in the design, implementation and monitoring of comprehensive policies for violence prevention and security promotion- in the framework of the citizen security approach.	UNDP			<p>1.3.1 Designing the training certificate courses on citizen security and civic culture and adapting the tools for each city and context.</p> <p>1.3.2 Identifying and contacting the governmental and non-governmental actors (social actors involved with violence prevention and reduction, youths, women, children, etc). who will participate in the certificate courses.</p> <p>1.3.3. Implementing the courses on citizens' security and civic culture.</p> <p>1.3.4 Developing a module on violence prevention and youth, and incorporation of safety matters in municipal plans and budgets (with support of UN-Habitat).</p>	150,000	60,000		210,000
--	---	------	--	--	--	---------	--------	--	---------

	1.4. Local institutional capacity to manage citizen security strengthened.	UNDP			<p>1.4.1. Training of local government authorities (in particular those in charge/related to youths, children and adolescents violence prevention and reduction) on the comprehensive citizen security approach and civic culture.</p> <p>1.4.2. Production of a diagnosis of the institutional capacities to manage the citizen security area.</p> <p>1.4.3. Drafting of a plan to strengthen institutional management capacity.</p> <p>1.4.4. Accompanying the implementation of the plan to strengthen institutional management capacity.</p>	50,000	50,000		100,000
	1.5. Increased capacity of law enforcement in officials, civil society, workers and employers organizations to prevent trafficking, report trafficking in human beings, and assist and protect its victims.	ILO			1.5.1 Application of the PAIR methodology - reducing risks, especially among girls and adolescents, against sexual exploitation and human trafficking.	100,000	100,000	50,000	250,000

	1.6. Methodology to reduce homicides in which children (10-18 years) are victims implemented.	UNICEF			1.6.1. Application of the methodology to reduce death by homicide of children in large urban centers (mortality rates of children and adolescents).	50,000	100,000		150,000
	1.7. Protection networks of youths in vulnerable situations strengthened.	UNDP			<p>1.7.1. Mapping of organizations (from the public sector and civil society) working with youths in vulnerable situations.</p> <p>1.7.2. Taking inventory of on-going projects, programmes and initiatives that address youths in vulnerable situations (male and female).</p> <p>1.7.3. Formulation of a strategy to articulate actors' actions towards youths in vulnerable situations.</p>	30,000	30,000	30,000	90,000
2. Sustainable behavioural changes, greater compliance with norms and citizenship building achieved.	2.1 Greater compliance with norms and laws through the promotion of sports in communities.	UNDP			<p>2.1.1 Development of a strategy to adopt sports as a tool for changing behaviour in relation to the prevention of violence.</p> <p>2.1.2 Elaboration of differentiated rules for traditional group games, taking into account race, gender and respect for diversity.</p> <p>2.1.3. Promotion of citizenship games in the communities.</p>	80.000	120.000	80.000	280,000

		UNESCO			2.1.4. Promotion of sports in the selected communities through the implementation of the open school programme methodology.	30.000	60.000	30.000	120.000
	2.2. Increasing human security and compliance with norms and laws through safer school environment in the community, in addition to opportunities for cultural, social and sports interaction with neighbouring communities.	UNESCO			<p>2.2.1 Promotion of cultural and artistic manifestations in the selected communities through the implementation of the open school programme methodology.</p> <p>2.2.2 Sensitizing teachers and other professionals to accept community requests resulted in the recognition of cultural expressions of youths.</p>	100,000	100,000	94,906	296,030
	2.3. Youth and adolescent leadership awareness on safety and citizen security in their communities.	UNICEF			2.3.1 – Development of local actors' projects for adolescents in their communities.	100,000	150,000	50,000	300,000
	2.4. Adolescents at conflict with the law integrated and protected in human rights spaces at municipal level	UNICEF			2.5.1 – Development of local programmes to promote family and community spaces for inclusion of adolescents at conflict with the law.	100,000	150,000	50,000	300,000

3. Urban spaces generated and promoted.	3.1 Safe urban spaces promoted and developed through a situational crime prevention strategy and renewal initiatives.	UN-Habitat			3.1.1 Establishment of a partnership with a university and development of public spaces workshops.	8,808			8,808
					3.1.2 Empowerment of urban youths in vulnerable situations, emphasizing the active role of women and girls in enhancing safer public spaces and streets.	10,000		10,000	20,000
					3.1.3 Reviewing by-laws and procedures for managing public space and integrating and mainstreaming safety planning principles into the operation of the urban planning departments of the municipalities.	20,000			20,000
					3.1.4 Revitalization of deteriorated public spaces through the implementation of three Safer Streets Campaigns in the communities, in partnership with civil society, the private sector and local governments. The campaigns will apply the Messenger of Truth Project to empower economically, socially and politically youths living in the three communities that are part of the programme.	70,000	200.000		270,000

					<p>3.1.5. Identification and implementation of urban renewal and neighbourhood rehabilitation initiatives in cooperation with local governments and taking into consideration the special needs of women and girls, following these steps:</p> <ul style="list-style-type: none"> - Training community leaders on managing safe urban spaces, including the elaboration of intervention projects. - Establishing partnerships with the private sector for the constitution of a fund in support of micro-interventions proposed by the community. - Elaboration of plans for the sustainable use of safe urban spaces by community members. - Sensitizing and training the community to work with the police. - Sensitizing and training the police to work with the community, with a focus on the needs of women and girls. - Elaborating and testing a methodology of community policing in the selected communities. 	90,000	50.000	40,000	180,000
--	--	--	--	--	--	--------	--------	--------	---------

4. Peaceful conflict resolution practices disseminated and implemented in communities.	4.1 Peaceful conflict resolution practices implemented in schools.	UNDP			4.1.1 Training of community agents and school members (students, teachers, directors) in mediation techniques. 4.1.2 Implementation of mediation and restorative justice practices in schools.	100,000	100,000	60,000	260,000
	4.2 Actions targeted to young women, adolescents and girls to prevent domestic and social violence through community and personal empowerment.	ILO			4.2.1 Implementation of the "Popular Women Prosecutors Programme" in communities to reduce violence against young women.	50,000	80,000	20,000	150,000
	4.3 Racial and ethnic conflicts reduced through the methodology of "Education for Partnership" developed among adolescents.	UNICEF			4.3.1 Methodology of "Education for Partnership" developed among adolescents to reduce racial and ethnic conflicts, taking into account gender issues.	40,000	150,000	50,000	240,000

5. Factors causing vulnerability to violence among youths, children and adolescents reduced.	5.1 Young people between 14 and 24 empowered with life skills (guaranteeing a gender balance among participants), aiming at reducing individual and community vulnerabilities to violence, drug consumption, and HIV and AIDS through the <i>Mérito Juvenil</i> Programme.	UNODC			5.1.1 Establishing partnerships with governmental and non-governmental actors towards the organization of the Programme (International Award) in three communities.	51,003	130,000	50,000	231,003
					5.1.2 Empowering young people between 14 and 24, equipping them with life skills to promote citizenship, gender equality, and a culture of peace in their communities (implementation of the <i>Mérito Juvenil</i> programme).	150,000	200,000	50,000	400,000
					5.1.3 Sensitizing and training volunteers, especially teachers and school staff, in three communities to prevent violence, drug consumption, and HIV and AIDS in partnership with schools, local NGOs, and local media.	70,000	100,000		170,000
					5.1.4 Fostering interaction and dialogue involving youths, local communities, governments, and the private sector, aimed at finding ways of building a culture of peace and gender equality.	60,000	50,000		110,000
					5.1.5 Organizing regular meetings in schools in order to mobilize families and communities on issues related to violence, drug consumption, and HIV and AIDS prevention activities.	40,000	100,000		140,000

					5.1.6 Facilitating the participation of youths who join the <i>Mérito Juvenil</i> programme in the ILO's Micro-Credit Programme, especially young women.		20,000		20,000
	5.2 Young people, especially women, between 14 and 24, empowered and trained in fostering the effective insertion of youths in the formal labour market.	ILO			<p>5.2.1 Development of partnerships with employer and workers organizations aimed at training strategies for adolescents.</p> <p>5.2.2 Looking for possible sponsors for the implementation of methodologies to encourage and train adolescents, especially young women, in developing micro-entrepreneurial initiatives.</p>	25,000	20,000	11,654	56,654
	5.3 Prevention of child labour through the implementation of specific public policies, and educational and cultural methodologies.	ILO			<p>5.3.1 Promotion of actions to reduce child labour, prioritizing the use of arts and education (through the 'Scream' methodology and youths as the focus of best-practices).</p> <p>5.3.2 Mainstreaming children and adolescents, especially girls, into public policies aimed at combating child labour and guaranteeing the sustainability of interventions.</p>	25,000	70,000	30,000	125,000

	5.4. Methodology of resilience to reduce vulnerabilities and improve the protection of the environment of families with children and adolescents developed and implemented.	UNICEF			5.1.6. Development of local projects on resilience with health and education agents, families and adolescent leaders in communities, to reduce vulnerabilities.	123,380	70,000	30,000	223,380
	5.5. Environmental conscience and integration in communities promoted among youths.	UNESCO			5.5.1. Training of youngsters in eco-jobs (strengthening capacities and empowerment of the environmental monitors).	50.000	50.000	50.000	150.000

6. Efficient and effective programme management achieved.	6.1 Methodology for programme management, monitoring and evaluation developed and implemented.	UNDP			6.1.1 Elaboration of a methodology and creating tools for project monitoring. 6.1.2 Establishment of the programme steering committee. 6.1.3 Establishment of local monitoring teams (all agencies). 6.1.4 Drafting of the programme evaluation report. 6.1.5. Studying the possibility of elaborating an Index of Peace and Citizenship or a Youth Index, with UNESCO support. 6.1.6 –Implementation of a blog and website to coordinate the project. 6.1.7. Administration of the website.	60,000	100,000	80,000	240,000
	6.2 Lessons learned, documentation prepared, methodologies systematized and knowledge exchange promoted nationally and regionally.	UNDP			6.2.1 Registration and systematization of the methodologies developed and applied during the Programme. 6.2.2 Identification and extrapolation of lessons learned from the project development. 6.2.3 Dissemination of methodologies and lessons learned to promote the transfer of knowledge nationally and regionally.		50,000	200,000	250,000

	6.3. Conflict sensitivity capacity of Programme staff built and strengthened.	UNDP			6.3.1 Conflict sensitivity training and follow-up activities.	10,000	7,000		17,000
UNDP	Programme Cost **					1,653,300			
	Indirect Support Cost**					115,731			
UNESCO	Programme Cost					529,000			
	Indirect Support Cost					37,030			
UNICEF	Programme Cost					1,134,000			
	Indirect Support Cost					79,380			
UNODC	Programme Cost **					1,000,938			
	Indirect Support Cost**					70,066			
ILO	Programme Cost **					543,600			
	Indirect Support Cost**					38,052			
UN-HABITAT	Programme Cost **					746,550			
	Indirect Support Cost**					52,258			
Total	Programme Cost					5,607,388			
	Indirect Support Cost					392,517			

6. Management and Coordination Arrangements

In order to facilitate the Programme implementation and guarantee the efficient achievement of management responsibilities and commitments of partners and participating UN organizations, a number of coordination and management mechanisms will be established within the framework of the Programme. The arrangements to be adopted are based on the guidance defined by the *UNDP/Spain MDG Achievement Fund* (MDG-F).

UNDP will be responsible for the technical coordination of this Joint Programme. While each participating agency -UNODC, UNICEF, UNESCO, ILO, UN-HABITAT and UNDP- will be responsible for the achievement of their respective outputs, the lead agency will ensure that the common workplan is on track and that planned outputs, activities and results are delivered.

UNDP will also be responsible for convening technical meetings as per Programme needs, maximizing complementarities and synergies between agencies. Finally, it will guarantee the preparation and submission to the MDTF office in New York of a single annual narrative report on the Joint Programme, as well as quarterly narrative reports.

Each participating UN organization headquarters will submit individual annual certified financial reports to the Multi-Donor Trust Fund Office (MDTF), for consolidation with the narrative report. The consolidated report will be submitted by the MDTF Office to the Joint Programme, which then will be shared with members of the National Steering Committee.

A National Steering Committee (NSC), besides bearing responsibility for general supervision, will provide strategic guidance to the Programme. The NSC will be comprised of a representative each of the Brazilian Government, the Spanish MDG Fund and the United Nations in Brazil. Thus, the members will be the Brazilian Cooperation Agency (ABC), the UN Resident Coordinator and UNDP Resident Representative in Brazil and the Spanish Cooperation Agency (AECID) in Brazil, respectively. Members of the NSC will meet twice a year. Additional meetings can be arranged at the request of one of the members. The NSC adopts the decisions requested by the Joint Programme Steering Committee. Any decision regarding a change in the basic nature of the Programme, its project document or any other main change, must be consulted and defined within the framework of the NSC.

A Joint Programme Management Committee (JPMC) or Technical Committee will be comprised of the focal points of the six participating UN agencies (UNDP, UN-Habitat, UNODC, UNICEF, ILO and UNESCO), as well as the focal points of the government agencies that work on the prevention of violence and the promotion of citizen security: the Ministry of Justice (Pronasci), the Ministry of Sports, the National Youth Secretariat (Projovem), the National Secretariat of Policies for the Women and the National Secretariat for Human Rights. UNIFEM will participate in the JPMC in an advisory capacity providing recommendations to the JP team on gender mainstreaming. The Committee will meet every three months, or more often if the need arises, to discuss progress and results. During these meetings, the Committee can decide on how to solve a problem or deal with specific issues. In order to ensure the participation of local governments, representatives of civil

society and beneficiaries in the decisions made regarding the execution of the Joint Programme, the JPMC will request their participation to at least 30% of the JPMC meetings. The management tool that will be created for the project monitoring, can have a specific interface that allows the participation of local governments, the local focal points, representatives of civil society, private initiative and beneficiaries to virtually participate in the Joint Programme Implementation through virtual foras, chats and other on-line resources. Managers and specialists linked to the Programme will also be requested to participate in in situ and virtual meetings.

Occasionally, the two Committees (NSC and JPMC) may hold joint meetings, in order to increase communication between the supervision and operational coordination functions.

Responsibilities of the NSC:

- a. Review, adoption and, if necessary, modification of the Terms of Reference and Rules of Procedure of the NSC.
- b. Approval of the Joint Programme Document, prior to submitting it to the Fund.
- c. Approval of the strategic guidelines for the implementation of the Joint Programme, in accordance with the operational frameworks authorized by the MDG-F Steering Committee.
- d. Approval of management and coordination arrangements.
- e. Approval of work plans and annual budgets, making the necessary adjustments to attain the expected results.
- f. Review and analysis of the Joint Programme Consolidated Report, prepared by the Administrative Agent of the Fund (MDTF Office), sharing comments and decisions with the United Nations agencies participating in the Programme.
- g. Suggest actions to correct the course of the Programme when strategic problems occur during implementation.
- h. Establish synergies and relations with similar projects and programmes supported by other donors.
- i. Approve communications and information plans targeted at the general public, prepared by the PMC.

Responsibilities of the JPMC:

- a. Ensure operational coordination.
- b. Manage resources for achieving the defined results and outcomes of the Programme.
- c. Align the Programme activities with the strategic priorities approved by UNDAF.
- d. Establish baselines for the Programme, so as to enable reliable monitoring and evaluation.
- e. Define procedures for drafting Programme reports.
- f. Ensure integration among work plans, budgets, reports and other Programme documents, thereby enabling correction of any gaps in, or overlapping of, budget resources.
- g. Exercise technical and substantive leadership in the implementation of activities foreseen in the Annual Work Plan.
- h. Make recommendations to the UN Resident Coordinator on reallocation of resources and budget reviews, when necessary.
- i. Resolve management and implementation problems.
- j. Identify lessons learned.
- k. Prepare communication and information plans for the general public.

Thematic coordination mechanisms will be created under the **Thematic Groups**. Each UN agency has a strategic role and exercises leadership in a specific area of the Programme. Given their experience and specialized knowledge, the respective agencies will coordinate a thematic group with the participation of government agencies and other UN agencies involved in the Programme, including defined outputs within each outcome. When necessary, each leading agency will be in charge of inviting the thematic group participants to coordination meetings or workshops. The thematic groups' mechanism will contribute to the articulation of the Programme's actions and the achievement of joint results.

Responsibilities of the Thematic Groups:

- a. Ensure thematic coordination of agencies actions.
- b. Ensure gender mainstreaming in the development of the outputs and activities of the thematic groups.
- c. Ensure joint work towards the achievement of the expected results and impacts within each outcome.
- d. Promote the active participation of the UN agencies and Government agencies involved in each thematic group/outcome.
- e. Facilitate, when necessary, the articulation of the work of two or more thematic groups.
- f. Identify and derive lessons learned.
- g. Establish communication mechanisms among the thematic group members.
- h. Ensure the empowerment and strengthen of capacities of the local authorities of each one of the municipalities of intervention.
- i. Involve the local focal point of each one on the territories in the Thematic Group's meetings and workshops. Keep him/her informed on decisions made and future changes.
- j. Create strategies to promote the building of local partnerships (communitarian organizations, non profit organizations, grass root organizations, survey and research institutions, organizations from private initiative with social corporate responsibility programs and other organizations relevant for the JP's goals) and ensure its participation in the carrying out of the specific strategies of the Joint Programme.

The thematic groups will be organized as follows:

Thematic Group	Leader		Participants
1. Local capacity to prevent and reduce violence and promote civic culture and coexistence strengthened, with focus on adolescents and youths in vulnerable situations.	UNDP	UNICEF	Pronasci UN-Habitat UNICEF ILO The Secretariat of

			Policies for the Women
2. Sustainable behavioural changes increasing compliance with norms and citizenship building achieved.	UNESCO		Ministry of Sports Projovem PNUD UNICEF The Secretariat of Policies for the Women
3. Urban spaces generated and promoted.	UN-Habitat		Pronasci The Secretariat of Policies for the Women
4. Peaceful conflict resolution practices disseminated and implemented in communities.	ILO		Ministry of Justice UNDP UNICEF ILO The Secretariat of Policies for the Women
5. Factors causing vulnerability to violence among youths, children and adolescents reduced.	UNODC		Projovem ILO UNICEF UNESCO The Secretariat of Policies for the Women

A **technical coordinator** will be recruited at the national level. She or he will articulate the Programme's outputs among UN agencies and will be specifically responsible for the coordination of the overall execution of the Programme activities, as set out in this programme document, while each participating agency will be responsible for the execution of its respective components. The technical coordinator will be under the direct supervision of the Joint Programme Management Committee (JPMC). The coordinator will represent the interests of the six UN agencies involved in the JP and he/she will monitor the achievement of the entire goals. His/her Terms of Reference shall be defined and approved by the six participating agencies in the framework of the JPMC.

As proof of the commitment and interest of the municipalities in the Programme, each will designate and finance a **local focal point**. She or he will support the Joint Programme work and facilitate UN actions. The existence of a local focal point contributes to capacity building and strengthens the purpose of the Programme. The local focal point will also participate in the thematic groups' coordination meetings and in some of the JPMC. The specific activities of the local focal point are, as follows:

1. Arrange meetings with local authorities, representatives from civil society, private initiative and beneficiaries and coordinate missions of managers and specialists to the municipality.
2. Support the gathering of quantitative and qualitative subjective and objective data on urban crime and violence to elaborate the diagnostics and monitor the JP.
3. Support the identification of the communities and families –within the municipalities- where children, adolescents and youths in general are at risk or in vulnerable conditions to become victims or agents of violence.
4. Promote the participation of local partners in the execution of the Joint Programme (in the diagnostics, in the formulation of the local plans, in the carrying out of the different components, etc).
5. Promote the participation of the families of the children, youth and adolescents involved in the Joint Programme.
6. Support the creation of synergies and articulation of the Joint Programme's actions to local projects, programs, or policies related to the subject.
7. Ensure gender mainstreaming in the development of the outputs and activities in each municipality.
8. Alert and inform about potential risks that may affect the activities or outputs of the Joint Programme.

Besides the meetings and mechanisms established in order to monitor, review and coordinate the actions, the programme will generate and use a **management tool** to support implementation and monitoring of the achievement of targets in a decentralized manner and with web interfaces for incorporation of information and detailed monitoring of the execution. The tool will contain the interface of virtual fora and chats to allow the constant exchange among participants.

7. Fund Management Arrangements

The Joint Programme has a total budget of 6 million US dollars. As foreseen in the MDG-F guidelines, the "pass-through" modality will be adopted, with UNDP serving as the Administrative Agent (AA). The Administrative Agent will release funds directly to the headquarters of the participating organizations (POs), which will then be responsible for the transfer of the funds to the country office.

Each PO assumes complete programmatic and financial responsibility for the funds disbursed to it by the AA and can decide on the execution process with its partners and counterparts following the organization's own regulations and rules. For that purpose, each PO will establish a separate ledger account for the receipt and administration of the funds disbursed to it by the AA. POs are requested to provide certified financial reporting directly to the MDTF Office, according to the budget template MDG-F Operational Guidance Note and are entitled to deduce their indirect costs on contributions received not exceeding 7% of the JP budget, in accordance with the provisions of the MDG-F MoU signed between the AA and the POs.

Subsequent installments will be released in accordance with Annual Work Plans approved by the NSC. The release of funds is subject to meeting a minimum commitment threshold (legally binding contacts signed, including multi-year commitments which may be disbursed in future years) of 70% of the previous fund release to the Pos combined. If the 70% threshold is not met for the programme as a whole, funds will not be released to any organization, regardless of the individual organization's performance.

On the other hand, the following year's advance can be requested at any point after the combined disbursement against the current advance has exceeded 70% and the workplan requirements have been met. If the overall expenditure of the programme reaches 70% before the end of the twelvemonths period, the participating UN Organizations may, upon endorsement by the NSC, request the MDTF to release the next installment ahead of schedule. The RC should then make the request to the MDTF Office on the NSC's behalf.

Any fund transfer is subject to submission of an approved Annual Work Plan and Budget to the MDTF Office.

8. Monitoring, Evaluation and Reporting

Table 2: Joint Programme Monitoring Framework (JPMF)

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks and assumptions
Violence reduction and prevention of youths, children and adolescents participating in criminal acts as victims or agents.	Decrease of at least 5% of homicides of youths in each area or community involved in the Programme during the second year, and 5% during the third year.	Official homicide and population data (by age, sex and race).	Accessing Police, Ministry of Justice (SENASP), Datasus and IBGE, among other sources. Annual.	All UN agencies involved in the Programme are responsible for the Programme impact.	Impossibility to access youths, children and adolescents in vulnerable conditions.
	Decrease of at least 5% in homicides of adolescents (12 to 18) during the second and third year in each area or community involved.	Official homicide and population data (by age, sex and race).	Accessing Police, Ministry of Justice (SENASP), Projovem, Datasus and IBGE, among other sources. Annual.		Impossibility to establish partnerships with local actors.
	Reduction of at least 20% in the current school absenteeism rates by the end of the Programme in the communities involved.	Schools absenteeism records.	Accessing Projovem, Ministry of Education sources. 2011.		Resistance of the target beneficiaries.
	Reduction of at least 10% in the number of young men or women repeat offenders, by the end of the Programme.	Repeat offender rates.	Ministry of Justice. 2011		Impossibility to access young women and girls.
	Reduction of at least 20% in the	Victimization	Conducting victimization		

	number of young women and girls who are victims of violence, by the end of the Programme.	surveys, focal groups and official data.	and perception surveys. Annual.		
	Reduction of at least 10% in the number of young women and girls who feel insecure, by the second and third year.	Victimization surveys, focal groups and official data.	Conducting victimization and perception surveys. Annual.		
1. Local capacity to prevent and reduce violence and to promote civic culture and coexistence strengthened, with focus on adolescents and youths in vulnerable situations.	Local authorities of the three municipalities involved in the Programme trained and empowered to manage citizen security at the local level with emphasis on safety of youths, children and adolescents.	Focal groups records.	Workshops and meetings. 2011.	UNDP UN-Habitat ILO	Lack of interest in getting involved with citizen security issues at the local level. Lack of interest by the Programme target group.
1.1 Local violence prevention and security promotion plans for each city participating in the Programme formulated, implemented, monitored and evaluated.	Three local violence prevention and citizen security promotion local plans (including gender mainstreaming) formulated and implemented.	Local plan documents and public instruments available to implement it.	Access to the three "prefeituras". 2011	UNDP	Delays in information gathering. Lack of political will to implement the plan.
1.2 Participatory safety diagnosis within the three communities participating in the Programme conducted.	At least three participatory diagnoses conducted, with at least 50% of women participating.	Participatory safety diagnosis document.		UN-Habitat	Resistance of the community to participate in the diagnosis.
1.3. Governmental and non-governmental actors trained in the design, implementation	At least 50 local managers and community leaders of each city	Attendance records for the courses and	Follow-up of certificate courses regular	UNDP	Resistance of local actors to participate in the certificate

and monitoring of comprehensive policies for violence prevention and security promotion in the framework of the citizen security approach.	trained to formulate and implement local plans, based on the citizen security approach.	diplomas awarded.	attendance.		courses. Low course attendance.
1.4. Local institutional capacity to manage citizen security strengthened.	At least three local capacity strengthening plans formulated, jointly with local authorities.	Plans, documents and meeting minutes. Workshop attendance records.	Prefeituras.	UNDP	Lack of interest of local authorities.
1.5. Increased capacity of law enforcement officials, civil society, workers and employers organizations to prevent trafficking, report trafficking in human beings, and assist and protect its victims.	At least five representatives of enforcement bodies, civil society, workers and employers organizations trained to prevent trafficking, report trafficking in human beings, and assist and protect its victims.	Attendance records.	ILO's attendance follow-up mechanisms.	ILO	
1.6. Methodology to reduce homicides of children (11-18) implemented.	Reduction of 5% in homicides of children per year.	Official homicide rates by sex, age and race.	Projovem, Ministry of Justice (PRONASCI).	UNICEF	
1.7. Networks for the protection of youths in vulnerable situations strengthened.	At least three networks for the protection of youths in vulnerable situations comprised of public and social actors, including women	Strategy to strengthen the available networks.	Meeting and workshop records.	UNDP	Resistance of actors to participate in the networks.

	NGOs, strengthened.				
2. Sustainable behavioural changes, increasing compliance with norms and citizenship building achieved.					
2.1 Increasing compliance with norms and laws through the promotion of sports in the communities.	An increase of at least 40% in the number of young people in the communities that claim to individually comply with norms and rules.	Victimization and perception survey. Focal groups.	Company in charge of conducting the survey.	UNESCO and UNDP	Difficulties to work with young men and women in vulnerable conditions.
2.2. Increasing human security and compliance with norms and laws through safer school environment in the community, in addition to opportunities for cultural, social and sports interaction with neighbouring communities.	An increase of at least 30% in the number of young people in the communities that believe that others comply with norms and rules.	Victimization and perception survey. Programme documents.			Lack of political will/support.
2.3. Youth and adolescent leadership awareness on safety and citizen security in their communities.	An increase of at least 20 % of adolescents made aware of safety and citizen security in their communities.	Focal groups attendance. Surveys.	Workshops and focal groups.	UNICEF	Lack of interest in participating.
2.4. Adolescents at conflict with the law integrated and protected in human rights spaces implemented at	At least three municipal programmes for adolescents at conflict with the law developed.	Documents.	Through municipal teams.	UNICEF	

municipal level.					
3. Urban spaces generated and promoted.	<p>At least a 20% improvement in the perception of safety in public spaces, by sex, age and race by 2011.</p> <p>At least a 15% improvement of women and girls perception of safety in public spaces.</p>	Victimization and perception surveys.	Conducting surveys.	UN-Habitat	
3.1 Safe urban spaces promoted and developed through situational crime prevention strategies and renewal initiatives.	At least three urban spaces improved prioritizing schools and related equipment.	Situational crime strategies.	Workshops, meetings focal groups.	UN-Habitat	Impossibility to work with schools and related equipment.
4. Peaceful conflict resolution practices disseminated and implemented in communities.	Increase of 20% in the number of youths that claim to prefer peaceful conflict resolution practices, by the end of the Programme.	Victimization and perception surveys.	Conducting surveys.	ILO	
	Increase of 10% in the number of youths that claim to prefer peaceful conflict resolution practices, by the end of the Programme.	Victimization and perception surveys.	Conducting surveys.	ILO	
4.1 Peaceful conflict resolution practices implemented at schools.	At least 150 adolescents, children and youths trained in peaceful conflict resolution practices.	Attendance records, diplomas awarded, focal groups.	UNDP regular follow-up of the activity.	UNDP	

4.2 Actions targeted to young women, adolescents and girls to prevent domestic and social violence through community and personal empowerment.	At least 150 young women, adolescents and girls trained, sensitized and targeted by the "Popular Women Prosecutors Programme".	Workshop and course records.	ILO's regular follow-up of the activity.	ILO	
4.3 Racial and ethnic conflicts reduced through the methodology of "Education for Partnership" developed among adolescents.	Three municipalities working under the programme "Education for Partnership".	Programme records.	UNICEF's follow-up of the Programme.	UNICEF	
	Decrease in the perception of vulnerability related to racial and ethnic matters.	Focal groups and perception and victimization surveys.	Company in charge of conducting the survey.	UNICEF	Resistance to work on racial matters claiming that there is no racism.
5. Factors causing vulnerability to violence among youths, children and adolescents reduced.	Behavioral changes promoted in order to reduce young people's vulnerabilities to violence, drug use, and HIV/AIDS.	Victimization and perception surveys.	Company in charge of conducting the survey.	UNODC	
	Vulnerabilities resulted by unbalanced gender relations decreased				
	Perception of direct relations between drug use and violence reduced.				
	Peer-education stimulated among young people.				
5.1 Young people aged 14 - 24 empowered with life skills,	3 NGO's select and trained to implement <i>Mérito Juvenil</i>	Records of the <i>Mérito</i>		UNODC	

with a special focus on gender relations, aimed at reducing individual and communities' vulnerabilities to violence, drug consumption, and HIV and AIDS through the <i>Mérito Juvenil</i> Programme.	Programme in the communities.	<i>juvenil</i> Programme Partnership agreements signed.			
	<i>Mérito Juvenil</i> Programme implemented in the three communities.				
	900 youngsters (at least 50% composed by girls and young women) empowered and certified in the scope of the <i>Mérito Juvenil</i> Programme.				
	40 local agents of the <i>Mérito Juvenil</i> Programme sensitized and trained to prevent violence, drug use, and HIV/AIDS.				
	180 volunteers trained to prevent violence, drug use, and HIV/AIDS in the communities				
	8 trainings on violence, drug use, and HIV/AIDS prevention carried out.				
	Partnerships established with at least 3 schools.				
	45 meetings carried out in schools.				
	3 external evaluation (survey and qualitative report) carried out.				
	6 adventure journeys carried out.				
5.2 Young people, especially women, aged 14 - 24,	Number of awareness-raising initiatives targeting the training				

empowered and trained in fostering the effective insertion of youths into the formal labour market.	and employment of youths implemented in the communities targeted by the project.				
5.3 Prevention of child labour through the implementation of specific public policies, and educational and cultural methodologies.	At least 150 children were offered and benefited from formal educational opportunities.	Records of formal education initiatives.	ILO follow-up	ILO	Resistance of families to allow the participation of their children in the Programme.
	At least 150 children participated in activities based on the ILO Scream Methodology and on youth involvement good-practices.	Records of youth involvement.			
	At least 30 children per community were targeted and benefited from specific public policies for the prevention of child labour.	Attendance records.			
5.4. Methodology of resilience to reduce vulnerabilities and improve the protection of the environment of families with children and adolescents developed and implemented.	At least 30 teachers, relatives and health agents per community trained and involved in the methodology of resilience.	Attendance records, focal groups and surveys.	UNICEF regular follow-up of the activity.	UNICEF	Resistance of families to work with resilience methodologies.
5.5. Environmental conscience and integration in communities promoted among youths.	At least 50 youths per community trained and involved in the eco-jobs initiative (environmental monitors).	Attendance records, focal groups and surveys.	UNESCO regular follow-up of the initiative.	UNICEF	Lack on interest of the youths in the environmental issues.
6. Efficient and effective programme management achieved.					

6.1 Methodology for programme management, monitoring and evaluation developed and implemented.	Methodology developed, monitoring tools created and in use.	Methodology document. Monitoring web tool.	Joint Programme regular follow-up	UNDP	UN agencies to provide support.
6.2 Lessons learned document prepared, methodologies systematized and knowledge exchange promoted nationally and regionally.	Lessons learned identified. Methodologies systematized (document, guide, tool) and disseminated.	Lessons learned document.	Joint Programme regular follow-up	UNDP	UN agencies to provide support.
6.3. Conflict sensitivity capacity of Programme staff built and strengthened.	Each participant in the coordination stages of the Programme trained in conflict sensitivity capacity building.	Workshop records.	Joint Programme regular follow-up	UNDP to coordinate and ensure the achievement of this outcome.	Delays.

Monitoring, evaluation and reporting arrangements

During its implementation, the Joint Programme will perform specific activities to monitor the effectiveness of its actions, in relation to its planned results and expected outcomes.

Annual/regular reviews: Indicators of progress (activities and outputs) and results (outcomes) must be checked every four months by the Joint Programme Management Committee (JPMC) in a participatory empowerment assessment model with the three communities involved in the Programme. Therefore, it is essential to take into account that qualitative indicators will also be collected every four months, using among others, the focal groups method to measure satisfaction of the targeted communities and to identify changes in the perception of violence. The JPMC will ensure that the risks that the Programme can eventually face will be minimized or effectively tackled.

Evaluation: Mid-term and final independent evaluations will be carried out to verify achievements and suggest adjustments during programme implementation – with local focal points, thematic groups, the Joint Programme Management Committee and the National Steering Committee advisory group. These evaluations will be designed in order to allow systematic review, to guide the extrapolation of lessons learned, in order to identify good practices and strategies to ensure social ownership and sustainability of the Programme.

Reporting: In accordance with the MDG-F orientation, the contributions of the different agencies should be consolidated in terms of results and products, so as to enable monitoring of the Programme performance as a whole. At the same time, internal mechanisms to strengthen accountability will be applied, as the joint system for reporting reveals how each agency contributes to the achievement of the common goals. Based on these arrangements, the following reports will be prepared:

- Biannual Reports, to guide decisions of the National Steering Committee. The report should be prepared by the Joint Programme Management Committee with the support of the thematic groups.
- Narrative annual progress reports and a final report, to be submitted to the Administrative Agent (MDTF Office).

The Programme will develop an internal monitoring tool that facilitates the systematic follow-up of progress and results indicators. The tool will make use of web applications (web interface and exchange blog).

9. Legal context or framework of the association

The legal framework of the association between the Brazilian Government and the UN system agencies in Brazil shall also apply to activities carried out under this Joint Programme, which entails the participation of the following six UN agencies: UNDP, UNICEF, UNODC, UNESCO, UN-Habitat and ILO. UNIFEM will also participate, as part of Joint Programme Management Committee, focusing on providing advice to guarantee gender mainstreaming in all the project outputs and activities. Each UN agency will contribute to the project through its knowledge and methodologies related to their expertise. Articulation among the agencies work will be essential for the project to achieve sustainable results.

Since 2003, the UNDP Brazil Country Office has increasingly participated in technical cooperation projects in the areas of violence prevention and access to justice. Following its mandate, UNDP has focused on strengthening institutional capacities to manage citizen security, including the development of situational diagnoses and the formulation of comprehensive plans to reduce violence and promote security. Thus, UNDP has participated actively in security system reform interventions in the country. The country office programme strategy in this area is based on the citizen security approach, adopted by the Federal Government with a component of citizenship building (security with citizenship). The approach considers several related factors to crime ranging from incidental to instrumental violence. Violence against women and girls is considered and analyzed. Following this approach, a series of methodologies for violence prevention has been developed and tested in the country, but not all the actions involved in this comprehensive concept have being fully applied so far. A recent example of the implementation of this new approach was the programme support provided to the Pan-American Games to promote actions towards the prevention of violence in Rio de Janeiro. Under the initiative, successful projects were supported and capacities for the management of security were strengthened through teaching certificate courses. UNDP Brazil is also executing important technical cooperation projects in association with the Ministry of Sports, the Ministry of Education and the National Secretariat for Youth Policies.

ILO has strengthened its experience concerning violence phenomena over the last decade, especially through targeted actions against the worst forms of child labour as detailed in its International Convention No. 182 (in particular children and adolescents working in the drug trafficking industry or in commercial sexual exploitation). ILO's mandate along with technical cooperation actions, especially in Brazil, have prioritized the promotion of decent work strategies aimed at providing successful sustainable alternatives for youths through their reinsertion in the educational system and the formal labour market.

UN-Habitat is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. UN-Habitat, through the Safer Cities Programme (SC), has been spearheading the urban crime prevention approach in developing countries, through city projects and policy work at global and regional level. The Programme provides technical assistance to cities in order to strengthen their capacity to formulate

and implement integrated local crime prevention strategies and focuses its efforts in the following key areas: local crime prevention strategies, safety in public and open spaces, and safety-conscious urban development interventions. In Brazil, UN-Habitat is implementing its activities through the Regional Office for Latin America and the Caribbean (UN-Habitat/ROLAC) in Rio de Janeiro. Based on SC Programme strategies for Latin America and the Caribbean and for youths at risk in the region several initiatives are being implemented, such as capacity building at municipal level supporting the formulation of new policies and municipal security plans, a virtual reference centre on urban public safety issues, and research initiatives on situational prevention in the state of Rio de Janeiro.

The UNESCO Office in Brazil has been particularly active in conducting studies and research on violence in large urban areas of the country. The issue of violence and drugs in schools has also been a major concern of the organization, with many books and studies published related to the problem. The concept of a "culture of peace" is a pivotal axis of action for UNESCO and guides its programmes in the country, particularly those with grassroots movements and governmental bodies. Some innovative projects developed by UNESCO in Brazil, such as the Open School programme, have significantly reduced violence rates in urban communities by offering leisure, sports and arts alternatives for children and young people in vulnerable conditions. Finally, UNESCO was a leading force for the 2005 disarmament referendum.

UNODC has a solid experience in the country working with prevention of violence among youths, as well as cooperation with civil society. UNODC has knowledge and experience in the reduction of risk factors associated with the possibility of becoming victims or agents of violence, like drugs and alcohol consumption and HIV and AIDS. The agency has also been the coordinator of the United Nations country team working group on the prevention of violence.

UNICEF has implemented a series of activities in the country focused on the prevention of violence among children. Its participation will be especially important in this project, because UNICEF will promote adequate methodologies for the development of violence prevention strategies targeted to children and adolescents aged 10-15. These activities are cross-cutting to all the components of the project.

ANNEX- Work plans and budgets

Work Plan for: Security with Citizenship: preventing violence and strengthening citizenship with focus on the children and the youth in vulnerable situations in Brazilian communities.

Period (Covered by the WP): ²2009

JP Outcome: Reduced violence, promoting peace, conciliation and justice.

JP Outcome: Reduced violence, promoting peace, conciliation and justice.										
UN organization-specific Annual targets	UN organiz ation	Activities	TIME FRAME				Implem enting Partner	PLANNED BUDGET		
			Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Three Brazilian municipalities identified and selected to be part of the programme.	The Six UN Agencies	- Selection of the three municipalities to participate in the programme.	X							
	Involved	- Identification of the local focal point of each territory.	X							
JP Output 1: 1. Local capacity to prevent & reduce violence and to promote civic culture and coexistence strengthened, with focus on the adolescents and youth in vulnerable situations.										
1.1 Local citizens’ security diagnostics	UNDP	1.1.1. Gathering of information on the security situation (statistics and official data).		X				MGD-F	Personnel	10.000

produced in each city.		1.1.2. Application of the victimization and perception survey		X	X			MGD-F	Contracts	60.000
		1.1.3. Analysis of information.			X			MGD-F	Personnel	10.000
		1.1.4. Elaboration of the LOCAL diagnostics on citizens' security situation (one for each municipality).				X		MGD-F	Personnel	10.000
		1.1.5. Validation and socialization of the diagnostics.				X		MGD-F	Personnel Travel	10.000
		Subtotal 1.1.								100.000
1.2 Participatory safety diagnosis in the three communities involved in the Programme conducted.	UN-HABITAT	1.2.1 Creation of local Technical Support Teams to assist in capacity and partnership building at the community level.		X				MGD-F	Personnel	10.000
		1.2.2 Conduction of local safety appraisals in each community.			X			MGD-F	Personnel	25.000
		1.2.3 Development of women's safety audits in each community.			X			MGD-F	Personnel Contract	25.000
		1.2.4 Application of youth in vulnerable situation surveys in each community.				X		MGD-F	Contract	40.000
		Subtotal 1.2.								100.000

1.3. Government and non-government actors trained in the design, implementation and monitoring of comprehensive policies for violence prevention and security promotion-within the Citizens' Security approach.	UNDP	1.3.1. Definition of the programme (content, teachers, dates) for the certificate courses.		X				MGD-F	Training	30.000
		1.3.2. Summoning of the participants from government and non government.		X				MGD-F	Training	20.000
		1.3.3. Carrying out of the certificate courses in the three municipalities.			X	X		MGD-F	Travel Training	100.000
		Subtotal 1.3.								150.000
1.4. Institutional local capacity to manage citizens' security assessed.	UNDP	1.4.1. Gathering of information on the institutional capacities.		X				MGD-F	Personnel	10.000
		1.4.2. Analysis of information.		X				MGD-F	Personnel	10.000
		1.4.3. Production of a diagnostic of the local capacities to manage security.			X	X		MGD-F	Personnel Travel	30.000
		1.4.4. On the job training of local authorities to manage security.			X	X		MGD-F	Training	10.000
		Subtotal 1.4.								50.000
1.5. Increased capacity of Law enforcement officials, civil society, workers' and employers' organizations to prevent trafficking, report trafficking in persons cases, assist and protect victims.	ILO	1.5.1. Identification of participants to be trained.		X				MGD-F	Contract	10.000
		1.5.2. Implementation of the PAIR methodology - reducing risks, especially among girls and adolescents against sexual exploitation and human trafficking.			X	X		MGD-F	Personnel Travel Training	90.000
		Subtotal 1.5.								100.000

1.6. Methodology of children homicides reduction (11-18 years) implemented.	UNICEF	1.6.1. Adaptation of the methodology to the communities selected.			x	x		MGD-F	Personnel Travel	50.000
		Subtotal 1.6.								50.000
1.7. Youth in vulnerable situations protection network identified and reactivated.	UNDP	1.7.1. Mapping of the organizations (from the public sector and civil society) working with youth in vulnerable situations.		x	x			MGD-F	Personnel	10.000
		1.7.2. Elaboration of an inventory of the projects, programs or initiatives on going, that address youth in vulnerable situations (male and female).		x	x			MGD-F	Personnel	10.000
		1.7.3. Carrying out of workshops to propose a strengthening strategy for the network.				x		MGD-F	Personnel Travel	10.000
		Subtotal 1.7.								30.000
JP Output 2: 2. Sustainable behavioral changes, increasing in norms accomplishments and citizenship building achieved.										
2.1 Increasing in norms and laws compliance through sports promotion in	UNDP	2.1.1 Development of a strategy for adopting sports as a tool for changing behavior towards violence prevention.			x			MGD-F	Personnel Travel	40.000

communities.		2.1.2 Elaboration of differentiated rules for traditional group games, working with race, gender and respect to diversity considerations.				X		MGD-F	Personnel	40.000
	UNESCO	2.1.3. Promotion of sports in the selected communities by the implementation of open school program methodology.				x		MDG-F	Personnel Contracts	30.000
		Subtotal 2.1.								110.000
2.2. Increasing human security and norms and laws compliance through the offer of safer school environments for the community in addition to opportunities for cultural, social and sport interactions with neighboring communities.	UNESCO	2.2.1. Identification of local partners (schools, social and private actors).		x				MGD-F	Supplies and commodities	10.000
		2.2.2. Promotion of cultural and artistic manifestations in the selected communities by the implementation of open school program methodology.			x	x		MGD-F	Personnel	45.000
		2.2.3. Sensitizing teachers and other professionals to accept communities' requests resulted in recognizing youths' cultural expressions.			x			MGD-F	Personnel Contract	45.000
		Subtotal 2.2.								100.000
2.3. Youth and adolescents leaderships awareness on safe and citizenship security in	UNICEF	2.3.1. Promotion of the programme		x				MGD-F	Supplies and commodities	30.000
		2.3.2 Identification of participants			x			MGD-F	Personnel	30.000

theirs communities.		2.3.3 Initial development of the local protagonists				x		MGD-F	Travel	40.000
								Contracts		
		Subtotal 2.3.								100.000
2.4. Adolescents in conflict with law integrated an protected in human rights spaces implemented in municipality level	UNICEF	2.4.1 Carrying out of initial diagnostic of adolescent in conflict with the law		x	x			MGD-F	Commodities and supplies	50.000
		2.4.2 Design of the strategy to integrate and protect the adolescent in conflict with law.				x		MGD-F	Personnel	50.000
								Contracts		
		Subtotal 2.4.								100.000
JP Output 3. Urban spaces generated and promoted.										
3.1 Safe urban spaces promoted and developed through a situational crime prevention strategy and renewal initiatives.	UN-HABITAT	3.1.1. Establishment of partnership with a University and development of public spaces ateliers.		x				MGD-F	Personnel	
								Travel		
		3.1.2. Empowerment of urban youth in vulnerable situations, emphasizing women and girls, to play an active role in enhancing safer public spaces and streets.			x			MGD-F	Contract	98.808
								Training		
								Travel		
								Personnel		
3.1.3. Reviewing by-laws and procedures for management of public space and integration and mainstream safety planning principles into the operation of urban planning department within the municipality.					x			MGD-F	Personnel	100.000
								Contract		

		3.1.4 Identification of places that will be renewed or improved.				x		MGD-F	Personnel Travel	
		Subtotal 3.1.								198.808
JP Output 4. Peaceful dispute resolution practices disseminated and implemented in communities.										
4.1 Peaceful dispute resolution practices implemented at schools.	UNDP	4.1.1. Establishment of alliances with schools.		x				MGD-F	Personnel	
		4.1.2 Promotion of activities with communities.			x			MGD-F	Personnel	50.000
		4.1.3 Carrying out of initial activities.				x		MGD-F	Contract Personnel	50.000
		Subtotal 4.1.								100.000
4.2 Actions directed to young women, adolescents and girls to prevent domestic and social violence through communitarian and personal empowerment.	ILO	4.2.1. Identification of the target public.			x			MGD-F	Contract Personnel	25.000
		4.2.2 Promotion of the “Popular Women Prosecutors Program”				x		MGD-F	Contract Personnel Commodities and supplies	25.000
		Subtotal 4.2.								50.000
4.3 Racial and ethnic conflicts reduced	UNICEF	4.3.1. Identification of the target public.			x			MGD-F	Personnel	

through the methodology of "Education for Partnership" developed between adolescents.		4.3.2. Adaptation of ,the methodology "Education for Partnership"				x		MGD-F	Personnel	20.000
		4.3.3. Initial development of "Education for Partnership"				x		MGD-F	Contract	20.000
									Travel	
Subtotal 4.3.										40.000
JP Output 5. Factors causing vulnerability to violence among youth, children and adolescents reduced.										
5.1 Young people between 14 and 24 years old, with an especial focus on gender relations, empowered with life skills aiming at reducing individual and communities' vulnerabilities to violence, drug use, and HIV/aids through <i>Mérito Juvenil</i> Programme.	UNODC	5.1.1. To establish partnerships with governmental and non-governmental actors towards the organization of the Program (International Award) in 3 communities.		x	x			MGD-F	Personnel	44.940
		5.1.2. To empower young people between 14 and 24 years old, equipping them with life skills to promote citizenship, gender equality, and a culture of peace in their communities (implementation of <i>Merito Juvenil</i> program).			x	x		MGD-F	Personnel	296.063
									Travel	
									Contracts	
									Training	

		5.1.3 To sensitize and train volunteers, especially teachers and school-staff, in 3 communities to prevent violence, drug use, and HIV/aids in partnership with schools, local NGOs, and local media.			x	x		MGD-F	Training	5.000
		5.1.4 Organizing regular meetings in schools in order to mobilize families and communities on issues related to violence, drug consumption, and HIV and AIDS prevention activities.			x	x		MGD-F	Training	25.000
		Subtotal 5.1.								371.003
5.2 Young people, especially women, between the ages of 14 and 24 empowered and trained fostering the effective insertion of the youth into the formal labour market.	ILO	5.2.1. Development of alliances with employer's and workers' organizations for training strategies for adolescents.			x	x		MGD-F	Personnel Travel	25.000
		Subtotal 5.2.								25.000
5.3 Prevention of Child labour through the insertion in specific public policies, and through educational and cultural methodologies.	ILO	5.3.1. Carrying out of focal groups to identify the situation in the community.			x			MGD-F	Personnel	15.000
		5.3.2. Promotion of actions for reducing child labor, prioritizing the use of arts and education (through the 'Scream' Methodology and youth protagonist best-practices).				x		MGD-F	Personnel Supplies and commodities	10.000

		Subtotal 5.3.								25.000
5.4. Methodology of Resilience to reduce vulnerabilities and improve protection’s environments in families of children and adolescents developed and implemented.	UNICEF	5.4.1. Promotion strategy.			x			MGD-F	Commodities and supplies Personnel	23.380
		5.4.2. Identification of participants.				x		MGD-F	Personnel	
		5.4.3. Initial application of the resilience methodology.				x		MGD-F	Travels	100.000
		Subtotal 5.4.								123.380
5.5. Environmental conscience and integration in communities promoted among youths.	UNESCO	5.5.1. Promotion of the initiative.		X				MGD-F	Personnel Contract	10.000
		5.5.2. Establishment of selection criteria.			X			MGD-F	Personnel Contract	-
		5.5.3. Selection of the youths that will be trained.			X			MGD-F	Personnel Contract	10.000
		5.5.4. Initial training of the youths involved in the initiative.				x		MGD-F	Personnel Contract	30.000
		Subtotal 5.5.								
JP Output 6. Efficient and effective program management achieved.										
6.1 Methodology for program management, and monitoring	UNDP	6.1.1 Elaboration of methodology and building of tools for project monitoring.		x	x			MGD-F	Personnel	20.000

developed.		6.1.2. Implementation of the program management committee	x					MGD-F	Personnel	5.000
		6.1.3 Constitution of local monitoring teams (all agencies).		x	x			MGD-F		15.000
		Subtotal 6.1.								60.000
6.2. Conflict sensitivity capacity built to program staff.	UNDP	6.2.1. Carrying out of workshops to build conflict sensibility capacity.		x		x		MGD-F	Contract	10.000
Total Planned Budget for the Year 2009										USD 2.043.191
Including*	Total UNDP							USD 580.000		
	Total UN -HABITAT							USD 298.808		
	Total UNESCO							USD 180.000		
	Total UNICEF							USD 413.380		
	Total UNODC							USD 371.003		
	Total ILO							USD 200.000		

* The Total Planned Budget by UN Organization should include both programme cost and indirect support cost

MDG-F JOINT PROGRAMME: BUDGET 2009-2011					
UNCT Brazil					
CATEGORY	AGENCY	ITEM	UNIT COST (USD)	NUMBER OF UNITS	TOTAL COST
1. PERSONNEL	UNDP				
		National consultants (formulation of local violence prevention plans with gender approach)	10000	3	30,000.00
		national consultants - community coordinators/monitoring	2500	3 coordinators x 30 months	225,000.00
		national consultants - external evaluation	2800	3 x 4 months	33,600.00
		national consultants - statistical analyst - evaluation	2700	3 x 4 months	32,400.00
		national consultants - web design	2300	1 x 5 months	11,500.00
		national consultants - web editor	2700	1 x 10 months	27,000.00
		staff - support to implementation	2800	2 x 30 months	168,000.00
		national consultants - coordination of sports activities considering men and	1500	3 x 21 months (7m/y)	94,500.00

	women needs and interests.			
	National consultants - sports facilitators trained in gender mainstreaming.	1200	4 x 12 months (4m/y)	57,600.00
	National consultants - educational activities (Peace dispute resolution practices implemented at schools considering young men and women needs)	1800	4 x 8 months x 3 years	172,800.00
Subtotal				852,400.00
UNESCO	Staff	47,000	3	141,000.00
	Local consultants	5,000	1	5,000.00
	Project staff (facilitators, trainers, etc.)	24,000	3	72,000.00
Subtotal				218,000.00
UNICEF	Staff	25,000.00	2	50,000.00
	Local Consultants	45,000.00	3	135,000.00

Subtotal				185,000.00
UNODC	Staff	30000/year	3	90,000.00
	Local Consultants	4,500	3	13,500.00
	International Consultants	8,000	1	8,000.00
	Local Project Staff - communities	44,000	3	132,000.00
Subtotal				243,500.00
OIT	Staff - National Officer	35000/year	3	105,000.00
	Staff - Assistant	20000/year	3	60,000.00
	Consultants	6000	8	48,000.00
Subtotal				213,000.00
UN-HABITAT	Staff	14000	3	42000
	Local Consultants	18000	1	18000
	International Consultants	25000	1	25000

		Local Project Staff (1 or 2 local staff in communities)	15000	3	45000
	Subtotal				130,000.00
	Total				1,841,900.00
2. CONTRACTS	UNDP	conflict sensitivity capacity	17,000.00	1	17,000.00
		management target system	60,000.00	1	60,000.00
		focus groups (evaluation)	10,000.00	6	60,000.00
		Sports Journey methodology application (with gender approach)	70,800.00	3	212,400.00
		Sports olympics events (with gender approach)	18,000.00	3	54,000.00
		Resolution practice activities (events considering men and women interests and needs)	7,000.00	8	56,000.00
	Subtotal				459,400.00
	UNESCO				-
	Subtotal				

					-
	UNICEF	Local Services	16,166.70	3	48,500.00
	Subtotal				240,000.00
	UNODC	Local services (translation, reports, formatting, printing and distribution)	55,000	3	165,000.00
	Subtotal				165,000.00
	OIT	Service Contracts	12,000.00	5	60,000.00
	Subtotal				60,000.00
	UN-HABITAT	Local services (translation, reports, formatting, printing and distribution)	16,500.00	3	49,500.00
	Subtotal				49,500.00
	Total				973,900.00
3. TRAINING	UNDP	Citizens’ security training (LAC/SURF-UNDP) with gender focus.	46,000.00	3	138,000.00
	Subtotal				138,000.00

UNESCO	Training and workshop for multipliers	50,000	3	150,000.00
Subtotal				150,000.00
UNICEF	Trainings, seminars, workshops	72,000.00	3	216,000.00
Subtotal				216,000.00
UNODC	Trainings, seminars, workshops	158,000	3	474,000.00
Subtotal				474,000.00
OIT	Training workshops and other seminar activities	18,000.00	10	180,000.00
Subtotal				180,000.00
UN-HABITAT	Safer Streets Campaigns implemented with gender approach and messenger of truth used to mobilize the community	90,000	3	270000
	Training of municipal departments and service provider (in three municipalities x 20.000 x 3 years)	90	3	180000

	Subtotal				450,000.00
	Total				1,608,000.00
4. TRANSPORT	UNDP				-
	Subtotal				-
	UNESCO				-
	Subtotal				-
	UNICEF	Travel/capacity building	50,000.00	3	150,000.00
	Subtotal				150,000.00
	UNODC				-
	Subtotal				-
	OIT				-
	Subtotal				-

	UN-HABITAT				
	Subtotal				-
	Total				150,000.00
5. SUPPLIES AND COMMODITIES	UNDP				-
	Subtotal				
	UNESCO				
	Subtotal				-
	UNICEF	Communication and mobilization	100,000.00	3	300,000.00
	Subtotal				300,000.00
	UNODC	Premises	450	36	16,200.00
		Communication	5,000	3	15,000.00
		Office supplies	10,000	3	30,000.00

	Subtotal				61,200.00
	OIT				
	Subtotal				-
	UN-HABITAT	Communication	3,000	3	9000
		Office supplies	15,000	3	45000
	Subtotal				54,000.00
					415,200.00
6. EQUIPMENT	UNDP	Computers and printers	2,000	5	10,094.84
		sports material	5,000	1	5,000.00
	Subtotal				15,094.84
	UNESCO	Computers and printers	2,000	5	10,000.00
	Subtotal				10,000.00
	UNICEF				

	Subtotal				-
	UNODC	Computers and printers	14,800	1	14,800.00
	Subtotal				14,800.00
	OIT	Computers	1,500.00	2	3,000.00
		Office station	1,000.00	2	2,000.00
	Subtotal				5,000.00
	UN-HABITAT	Computers and printers	2,000.00	8	16,000.00
	Subtotal				16,000.00
					60,895.00
7. TRAVEL	UNDP	ticket	500	3 meetings x 5 members (output 1.2)	7,500.00
				3 meetings x 6 members (output 1.3)	9,000.00
				13 meetings x 10 members (outputs 5.1 and 5.2)	65,000.00

	DSA	200	3 meetings x 5 members x 2 days (output 1.2)	6,000.00
			3 meetings x 6 members x 10 days (output 1.3)	36,000.00
			13 meetings x 5 members x 3 days (outputs 5.1 and 5.2)	39,000.00
UNDP	ticket	500	4 meetings x 5 members (output 2.3) X 3 days	10,000.00
UNDP	DSA	200	4 meetings x 5 members (output 2.3) x 3 days	12,000.00
UNDP	ticket	500	4 meetings x 5 members (output 3.1) X 3 days	10,000.00
UNDP	DSA	200	4 meetings x 5 members (output 3.1) x 3 days	12,000.00
Subtotal				184,500.00
UNESCO	Travel	40000	3	120,000.00
Subtotal				120,000.00

	UNICEF	Travel	8,000.00	3	24,000.00
	Subtotal				24,000.00
	UNODC	Travel	12,000	3	36,000.00
	Subtotal				36,000.00
	OIT	Travel	1500/mission	15	67,500.00
	Subtotal				67,500.00
	UN-HABITAT	Travel (Brasília, congresses, community visits etc.)	11,000	3	33000
	Subtotal				33,000.00
					465,000.00
8. MISCELANEO US	UNDP	Miscellaneous	4,000.00	1	4,000.00
	Subtotal				4,000.00
	UNESCO	Miscellaneous	31,000.00	1	31,000.00

	Subtotal				31,000.00
	UNICEF	Miscellaneous	19,000.00	1	19,000.00
	Subtotal				19,000.00
	UNODC	Miscellaneous	3,219	2	6,438.00
	Subtotal				6,438.00
	OIT	Miscellaneous	18,100.00	1	18,100.00
	Subtotal				18,100.00
	UN-HABITAT	Miscellaneous	14050	1	14050
	Subtotal				14,050.00
					92,588.00
9. AGENCY MANAGEMENT SUPPORT	UNDP	GMS - 7%			115,731.00
	UNESCO				37,030.00
	UNICEF				79,380.00

	UNODC				70,065.66
	OIT				38,052.00
	UN-HABITAT				52,258.50
					392,517.16
TOTAL BUDGET BY AGENCY			UNDP		1,769,125.84
			UNESCO		566,030.00
			UNICEF		1,213,380.00
			UNODC		1,071,003.66
			OIT		581,652.00
			UN-HABITAT		798,808.50
GRAND TOTAL					6,000,000.00

Annex 3 List of Documents consulted

- Transmit Memo
- Cover Letter Signed Joint Programme
- Signed Joint Programme

- 2009 2nd Semester Monitoring Report
- MDGF Feedback Message: 2009 2nd Semester
- 2009 2nd Semester – Thematic Indicators
- 2010 1st Semester Monitoring Report
- MDGF Feedback Message: 2010 2nd Semester
- 2010 2nd Semester Monitoring Report
- 2011 1st Semester Monitoring Report
- Monitoring Report Comments
- Mission Report Brazil 22-25 June 2010
- Mission Report Brazil 3-10 May 2011

- MDG-F Framework Document
- Summary of the M&E Frameworks and common indicators
- CPPB (Conflict Prevention and Peace Building) Thematic indicators template
- M&E Strategy
- Advocacy & Communication Strategy
- Advocacy & Partnerships: Guidance Note for Elaborating Advocacy Action Plans
- MDG-F Joint Implementation Guidelines
- Terms of Reference for the Mid-Term Evaluation of JP on Conflict Prevention and Peace Building Governance Thematic Window

- MoU between the JP and the three local partners (municipalities); unsigned version
- Minutes of the National Steering committee meetings (joint committee for the three JPs in Brazil)
- Minutes of the Program Management Committee

- Minutes of the Local Governance committees

- Annual Workplan 2009/2010

- Annual Workplan 2010/2011
- 1a Conferencia Nacional de Seguranca Publica, 27 – 30 Agosto 2009, Texto Base; Ministerio da Justica, Brasilia 2009
- Third Consolidated Annual Progress Report on Activities Implemented under the MDG Achievement Fund, Report of the Administrative Agent of the MDG Achievement Fund for the Period 1 January to 31 December 2010; Multi-Donor Trust Fund Office, New York, May 2011

Annex 4 Work Plan

Workplan MTE Brazil, CPPB – Consultant: Dr Monika Zabel

Phase / Date	Desk Phase (home based)	Field Phase (Brazil)	Reporting (home based)
	7/8 July Briefing(s) with MDGF Secretariat in NY	14 August – Arrival in Brasilia	02 September to 16 September, Report writing
	11 – 19 July Document research and first interviews with JP Coordination in Brazil; first field phase planning	15 – 29 August Field Phase with visits at central level and of implementation sites: Briefing on 15 August, 15-17 Interviews with stakeholders in Brasilia 18-19 August site visit 1 to Contagem, MG 22-23 August site visit 2 to Vitoria (ES) 24-25 August site visit 3 to Lauro de Freitas (BA) and return to Brasilia 25-26 August p.m. interviews in Brasilia Debriefing on 29 August	19 September - Delivery of DFR; 20 September – 07 October - time for feedback of MDGF Secretariat and JP on DFR
	20 – 27 July Field Phase fine-tuning; 27 July - Delivery Inception Report (5 pages approx.);	29 August Debriefing in Brasilia	Consideration of feedback received by the client; until 19 October - transformation of DFR to FR;
	28 July – 11 August – time for feedback of MDGF Secretariat and JP on Inception Report; Validation of Inception Report	30 August - Departure to Sao Paulo	19 October – Delivery of FR; conclusion of contract

Annex 5 Stakeholder Map (updated)

Type of Actor	Name	Role in / relation with JP CPPR in Brazil	Criteria to identify the individuals to be interviewed within the institution	Consultation technique	Key issues to be addressed
UN System in country	UNDP, UNHABITAT, UNODC, UNICEF, UNESCO, ILO	Resident Coordinator UN System in Brazil; JP CPPB focal point; M&E Coordinator in the RC office (newly appointed); Six JP Executing UN Agencies - Focal points for JP and key staff in charge of M&E in the involved agencies;	UN staff involved in the JP at managerial level	Semi-structured in depth interview, separate for each Agency.	Coordination and governance mechanisms of the JP; Substantive and financial progress in implementation; Challenges and opportunities for interagency work and system wide coherence in the framework of UN reform; Delivery as One UN External factors (e.g. political environment) influencing the JP implementation process. Coherence and complementarity with other initiatives with similar objectives. Program Delivery, Results achievement Monitoring System and indicators Phase out strategy
	UNWOMEN	Advisory Capacity providing recommendations to JP regarding its gender equality focus;	Person familiar with CPPB JP project and its gender dimension	Interview	Gender mainstreaming in the CPPB project and its gender equality focus: Cooperation with the inter-agency project "Promotion of gender and racial/ethnic equality".
JP Governing and management	National Steering Committee (NSC)	Political and strategic leadership of the JP	Ideally the regular members of the	Single interviews or	Short intro of the consultant to present the evaluation process; Positioning of the JP in the national institutional and political context; Relation between the GoB and UN

Type of Actor	Name	Role in / relation with JP CPPR in Brazil	Criteria to identify the individuals to be interviewed within the institution	Consultation technique	Key issues to be addressed
bodies at central level			NSC	group interview	system in the framework of the UN reform with a particular focus on the JP; Program Delivery, Results achievement to date.
	(Joint) Program Management Committee (PMC)	Strategic and operational coordination; supervision/management of the JP;	Ideally the regular members of the PMC , focal points and / or deputy focal points	Group interview	Programme Theory/ intervention logic Analysis of the JP governance and implementation process: rapid self-assessment of key strength and weaknesses.
	Joint Program Manager	Responsible for the operational coordination of the JP;	JP Manager = RC = UNDP country director (see above @ UN system)	Semi structured in depth interview	Issues related to programme management and coordination, M&E system, administrative efficiency, interagency harmonization; operational coordination and synergy between the different programme component and within them.
	Technical Coordinator	Coordination of the overall execution of the JP activities	Technical Coordinator (see above)	Semi structured in depth interview	Questions related to joint achievement of results.
	Thematic Groups (not yet established for security)	Thematic coordination within the JP; ensure joint work towards the achievement of expected results and impacts within each outcome;	Members of thematic group(s)	Semi structured interview	Questions related to joint achievements of results and impact of JP. Thematic coordination between UN and Government agencies.

Type of Actor	Name	Role in / relation with JP CPPR in Brazil	Criteria to identify the individuals to be interviewed within the institution	Consultation technique	Key issues to be addressed
..... at local level	Local Focal Points (3)	Designated and financed by the municipalities to support JP and to facilitate UN actions in the communities; Local liaison and communication points with the PMC at central level;	Local Focal Points	Individual interviews	Participation and decision making at the local level; operational coordination and synergies between the different programme components and within them; Capacity building through JP; External factors that are influencing implementation; Coordination and synergies with other initiatives, local, national or international; Phasing out strategy;
	Local Committees (LWG) (3)	Technical coordination body at local level in the three selected municipalities	Members of the LWG, perhaps indicated by Local Focal Point	Focus Group discussions	Ownership of the JP, sustainability of goods and services generated by the JP at community level. Exit strategy
State institutions at central level	Ministry of Justice	National Counterpart and signatory of the JP contract	Political and Technical / Operational Staff involved in the JP. At least one for each group.	Semi-structured interviews	a) At political level: Strategic positioning of the JP in relation to national policies and plans; how the JP articulates within the national context; UN reform, alignment and harmonization of the UN system; Sustainability of JP. b) At technical level: JP implementation process, operational dimensions; value added of the JP; development of national and local institutional capacities. Perspective for sustainability of the JP/capacity of national institutions to absorb it and to continue service provision for the beneficiaries; exit strategy
	Agencia Brasileira de Cooperacao (ABC)	National Counterpart and signatory of the JP contract	idem	idem	idem

Type of Actor	Name	Role in / relation with JP CPPR in Brazil	Criteria to identify the individuals to be interviewed within the institution	Consultation technique	Key issues to be addressed
	PRONASCI, Programa Nacional de Segurança Pública com Cidadania (National Program for Public Security with Citizenship)		Staff involved in JP	Semi-structured in depth interview.	idem
	PRVL, Programa da Redução da Violência Letal contra Adolescentes e Jovens, www.prvl.org.br		idem	Semi-structured in depth interview.	idem
	SINASE, Sistema Nacional de Atendimento Socioeducativo (National Social and Educational Assistance System)		idem	Semi-structured in depth interview.	Schools as centres of JP implementation strategy, and other themes.
	National Human Rights Secretariat (SEDH)	Active partner of the JP?	idem	Semi-structured in depth interview	idem
	National Secretariat of Policies for the	Active partner of the JP?	idem	Semi-structured	Gender equality focus

Type of Actor	Name	Role in / relation with JP CPPR in Brazil	Criteria to identify the individuals to be interviewed within the institution	Consultation technique	Key issues to be addressed
	women (SPM)			interview	
	National Youth Secretariat (PROJOVEM)	Active Partner of the JP?	idem	Semi-structured interview	
	Ministry of Sports (all currently not paying an active Role)	Active Partner of the JP?	idem	Semi-structured interview	idem
....at local level	Municipal Governments in the three selected municipalities	Partner and beneficiary of the JP, as per MoU signed	political representatives and technical staff involved in the JP	Semi-structured in depth interview	<p>Relevance of the JP strategy for peace building; Local ownership and participation; Contribution of the JP to local development and peace building through participatory planning processes; active participation in the JP implementation (through virtual fora and other on-line resources);</p> <p>Unanticipated outcomes, Sustainability of the JP's goods and services beyond UN involvement; external factors as elections and their potential impact on continuity;</p>
Civil Society	National or international NGOs, for example "Observatorio de Favelas"	Major NGO implementing partner of the JP	Staff involved with the JP	Semi-structured in depth interview	JP implementation process, operational dimensions: efficiency, coordination, coherence and synergy between its components and other initiatives in the same implementation sites. Continuity and sustainability. Cooperation with UN agencies, and between implementing UN agencies at site level.

Type of Actor	Name	Role in / relation with JP CPPR in Brazil	Criteria to identify the individuals to be interviewed within the institution	Consultation technique	Key issues to be addressed
	Other civil society groups in selected areas covered by the JP	Primary Beneficiaries of JP; Population in the targeted municipalities.	People informed about the JP, its objectives and its expected outcomes	Semi-structured in depth interview, or focus groups, depending on the number of people and the logistics	Relevance of the JP, responsiveness to the context and emerging outcomes. Continuity and sustainability of the JP initiatives.
Donor	Embassy of Spain in Brasilia	Main Donor of the MDG-F	Member of Embassy responsible for cooperation/development	idem	Value added of channelling significant funds through multilateral earmarked funding instrument, i.e. MDG-F; perception of current status and future perspectives.
	Spanish Cooperation Agency (AECID)	Representing Spanish Cooperation in Brazil	Perhaps the same person as above	idem	idem
Stakeholders based in New York					
MDG-F Secretariat	MDG-F Secretariat, NY	Operational Management MDG-F	Manager responsible for JP CPPB in Brazil and for evaluations	interview	Set up of design and financial management system, setup of monitoring system, contribution to the achievement of MDG, contribution to alignment and harmonisation, Program delivery, JP results achievement,
Administrative Agent	Multi Donor Trust Fund, NY	Financial Management MDG-F at JP level,	Manager in NY responsible for JP	idem	Financial management system chosen and experience in the specific case

Type of Actor	Name	Role in / relation with JP CPPR in Brazil	Criteria to identify the individuals to be interviewed within the institution	Consultation technique	Key issues to be addressed
		Administrative Agent	CPPB in Brazil		

Annex 6 Schedule Field Phase



JP SECURITY WITH CITIZENSHIP - BRAZIL

MID-TERM EVALUATION – 15-29 AUG, 2011

CALENDAR OF ACTIVITIES

14 AUG, SUNDAY

TIME	ACTIVITY
--	arrival in Brasilia

15 AUG, MONDAY

TIME	ACTIVITY	VENUE
9h	Short meeting with JP Coordinator, Cristina Marochi	UNDP. EQSW 103/104 Lote 1, Bloco D, Sudoeste. Tel: 3038-9065
9h30	Meeting with the RC, Mr. Jorge Chediek	UNDP
10h30	Meeting with the JP Coordinator, Cristina Marochi	UNDP
12h	Lunch	UNDP
14h	Meeting with the Coordination Office, Margarita Nechaeva	UNDP
15h30	Meeting with UNDP (leading agency), Erica Machado	UNDP
18h	Meeting with UNICEF. Ms Casimira Benge and Ms Helena Silva.	UNICEF

		SEPN 510, Bloco A – 2º andar. Tel: 3035-1900
--	--	---

16 AUG, TUESDAY

TIME	ACTIVITY	VENUE
9h	Meeting with the coordinator of the JP Gender, Race and Ethnicity Equality, Mr. Luis Fujiwara	UNDP
10h30	Meeting with UNESCO, Mr. Fabio Eon and Ms Alessandra Terra	UNESCO SAUS Qd. 5 - Bloco H - Lote 6 Tel: 2106-3511
12h30	Lunch	
14h	Meeting with the UNODC, Mr. Nívio Nascimento and Mr. Gilberto Duarte	UNODC SHIS QI 25 conjunto 3 casa 7 – Lago Sul. Tel: 3204-7200
16h	Meeting with ILO, Ms Thaís Faria and Ms Andrea Melo	ILO Setor de Embaixadas Norte, Lote 35. Tel: 2106-4600
18h	End of activities	

17 AUG, WEDNESDAY

TIME	ACTIVITY	VENUE
9h	Meeting with AECID – Alejandro Muñoz, projects director	AECID SES Av. das Nações, Qd. 811, Lt. 44. Tel: 3443 3303

10h30	Meeting with ABC – Alessandra Ambrósio, Multi-lateral cooperation programmes manager	ABC SAF/Sul Quadra 02, Lote 02, Bloco B - Ed. Via Office - 4º Andar. Tel: 3411-6812 / 3411-6879
12h	Lunch	
13h30	Meeting with UN-HABITAT	UNDP
15h	(Free slot)	
16h	Meeting with the JPMC	UNDP
18h	End of activities OR Meeting with Deborah Freitas, from the Ministry of Justice	UNDP

CONTAGEM

18 AUG, THURSDAY

TIME	ACTIVITY	VENUE
9h	Viagem para Contagem 18 ago BSB BH 08:41 – 09:48 Gol Vão: 1905	
11h	Meeting with the focal point, Mrs. Claudia Ocelli	SEPLAN
12h30	Almoço	La Madre
14h	Meeting with Ms. Eugênia Fraga, Municipal Secretary of Planning	SEPLAN
15h	Meeting with Paulo Funghi, Municipal Secretary of Security	CIDS
16h	Meeting with diagnosis consultants (UNDP), Alline and Cintia	CIDS
17 h	Meeting with UN-HABITAT consultant, Ms Leonor Valentino	CIDS
	Overnight in Contagem	

120

19 AUG, FRIDAY

TIME	ACTIVITY	VENUE
8h30	Travel to Contagem	
9h30	Meeting with the mayor, Ms Marilia Campos	PMC
10h30	Meeting with the Military Police - Ten. Davidson Tavares	39º Companhia
11h30	Meeting with Ilton Café	39º Companhia
12h30	Lunch	
13h30	Meeting with Albaniza Pereira Wada	Regional
14h30	Meeting with Laura Monteiro e Paulo Henrique Terrinha	Regional
15h30	Visita à comunidade	
16h30	Reunião com o comitê local	ONG Terra Santa
18h	Fim das atividades, traslado para o aeroporto	
	Volta à Brasília - BH BSB 20:40 21:59 Gol Vão: 1904	

VITORIA**21 AUG, SUNDAY**

TIME	ACTIVITY
21h	Travel to Vitoria - BSB VIX 21:05 22:55 Tam Vôo: 3519

22 AUG, MONDAY

TIME	ACTIVITY	VENUE
9h	Meeting with the focal point, Mr. João José Sana	Municipal Secretariat of Citizenship, Human Rights and Citizen Security (SEMCID) Avenida Maruípe, 2544. Bairro Itararé
10h30	Meeting with the former co-focal point, Ms. Raphaela Ferreira	SEMCID
11h15	Meeting with the new co-focal point, Ms. Fabiana Rocha da Fonseca Cassunde	SEMCID
12h	Meeting with Everaldo Francisco Costa – Observatório de Direitos Humanos e Segurança Cidadã	SEMCID
13h	Lunch	
14h	Meeting with Everaldo Francisco da Costa – Observatório de Direitos Humanos e Segurança Cidadã (continued)	SEMCID
15h	Meeting with José Luiz Capelini Carminati, Chief of Staff, Mayor's office	Mayor's Office Palácio Municipal Jerônimo Monteiro Av. Marechal Mascarenhas de Moraes, 1927. Bairro Bento Ferreira
16h30	Visit to the community	
18h30	Meeting with diagnosis consultant (UNDP), Juliana Dalvi	SEMCID

23 AUG, TUESDAY

TIME	ACTIVITY	VENUE
8h	Meeting with Fátima Burzlaff, "Open School" Programme, Municipal Secretariat of Education	Municipal Secretariat of Education

		Rua Doutor Arlindo Sodré, 485. Bairro Itararé
11h	Travel to Lauro de Freitas - VIX SSA 11:05 12:27 Azul Vôo: 4076	

LAURO DE FREITAS

23 AUG, TUESDAY

TIME	ACTIVITY	VENUE
14h30	Meeting with focal point José Carlos Arruti and co-focal point Araci Oliveira	GGIM meeting room
16h	Meeting with local committee	GGIM meeting room

24 AUG, WEDNESDAY

TIME	ACTIVITY	VENUE
9h	Meeting with Ricardo Ferreira – Junior Consultant UNDP	GGIM meeting room
11h	Meeting with the Deputy Mayor João Oliveira, and the Mayor Moema Gramacho	Meeting room at Terminal Turístico de Portão (Cultural Centre)
13h	Lunch	
15h	Meeting with Antonio Lima, former Junior consultant ONU-HABITAT	GGIM meeting room
15h30	Visit to the programmes “Usina Digital” and “Cooperativa de	Itinga

	Costureiras e Artesãs em Tecidos da Bahia – Coopercat”	
16h00	Meeting with Wellington – Associação Parque Santa Rita Visit to the community	Itinga
17h30	Meeting with Margarida, from the Escola de Cadetes Mirins	Escola de Cadetes Mirins
19h25	Flight to Brasilia – Gol 1613	

25 AUG, THURSDAY

TIME	ACTIVITY	VENUE
16h	Meeting with Regina Miki, National Public Security Secretary, Ministry of Justice	SENASP/MJ

29 AUG, MONDAY

TIME	ACTIVITY	VENUE
12h	Meeting with Mr Jorge Chediek, RC UN Brazil	UNDP
15h	De-briefing with the management committee (JPMC)	UNDP

30 AUG, TUESDAY

TIME	ACTIVITY	VENUE
14h	Departure from Brasilia to Brussels	

Annex 7 Presentation at the Debriefing in Brasilia

Mid-term Evaluation

MDG-F Joint Programme on Conflict Prevention and Peace Building in Brazil – “Security with Citizenship”

Debriefing Brasilia

29 August 2011

Monika Zabel

(crossxculture@aol.com)

Objectives of the MTE

- **To discover the programme’s design quality and internal coherence (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the Millennium Development Goals, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.**
- **To understand how the joint programme operates and assess the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the One UN framework.**
- **To identify the programme’s degree of effectiveness among its participants, its contribution to the objectives of the Conflict Prevention and Peace Building (CPPB) thematic window and the Millennium Development Goals at the local and/or country level.**

- **Guiding principle: Highly formative, i.e. seeks to improve the implementation of the second phase of the JP.**

Levels of Analysis

- **Design Level**

Relevance (Coherence)

Quality of Design

Ownership of the Design

- **Process Level**

Efficiency

Ownership in the Process

- **Result Level**

Effectiveness

Sustainability

Design - Relevance

- **Theme and approach addressed in the Project Document (prodoc) are relevant and related to Public Policies of Government of Brazil.**
- **Theme confirmed to be relevant for the Secretariat of Public Security (SENASP). Pronasci confirmed to be subordinated to SENASP.**
- **It builds on previous experience of individual UN agencies, for example PNUD with the Ministry of Justice in the organization of the Conference on Public Security, held on Federal level in 2009.**

Design - Quality

- First attempt of an integrated approach between six UN agencies in the implementation of a programme at local, State and Federal level.
- MDG-F is triggering this integrated approach of the agencies in the direction of Delivery as One UN.
- In the perspective of the JP at mid term, the design had at signature stage some shortcomings:

Allocation of Resources (implementation period and human resources)

Anticipated outputs and outcomes are rather ambitious to be met within a time frame of JP, 3 years, for example output 2 (sustainable behavioral changes.....)

Design – Quality (2)

- Challenge for the UN agencies to working together in an integrated way was underestimated or not even recognized (and taken as an assumption) in the design of the JP – certain behavioral and process changes were/are also required inside the structure of the UN agencies.
- Proposed management structure did not fully reflect the amount and the form of work (different to national execution) involved.

Design – Quality (3)

- JP Monitoring Framework as part of the Prodoc has some weaknesses, i.e. indicators proposed (also at output level) are mainly activity oriented and not results based
- Assumptions were not spelled out, only risks
- Prodoc however correctly anticipates the development of an internal monitoring tool for follow up of progress and results indicators.

Design – Quality (4)

- Prodoc has no joint sustainability strategy incorporated, but refers to the phasing out stage, in which it will seek so successfully end the participation of the UN.
- No Risk assessment incorporated
- Funds management following a pass through approach with MPTF as AA. Defining the distribution of funds between the agencies already at contract signature, whereas the JP had not decided on the Municipalities and their special demands, can potentially inhibit the flexibility in implementation.

Design - Ownership

- Ministry of Justice expressed special interest in this MDG-F JP at proposal stage
- Placement of the Programme Co-ordinator?

Process - Efficiency

- Coordination and forward planning – some problems at agency level in the beginning, visible as parallel implementation / duplication of efforts at field level; more recently process put in place at central level to address and overcome them.
- Alignment - First examples of integrating common themes among the agencies
- Demand orientation – in the process of implementation of JP there is a development from ready made (existing) products to more tailor made products and processes (as joint result of several agencies) according to the demand of the municipalities.

Process – Efficiency (2)

- Communication – A lack of a joint communication about the JP at field level has been observed. Misunderstandings in aim and objectives of the JP by some local communities and some local focal points. Joint communication and advocacy strategy is under preparation?

- **Subcontracting** – So far 14 consultants and 5 NGOs have been contracted to implement parts of the JP at field level. Several deviations from the desired and correct approach have been observed at field level. Potential harm to UN brand and reputation.
- **Quality Assurance** - A QA tool needs to be put in act to monitor the process of implementation throughout the process and the lines of contracting and subcontracting. In-house QA through Coordinator and RC office.

Process – Efficiency (3)

- **Transparency** - Transparent process to select participating municipalities (showcase that was adapted by GoB).
- **Human Resources** - Some processes delayed due to lack of allocation and/or availability of HR
- **Internal Monitoring** - No culture of monitoring, monitoring techniques available but used more widespread only recently ; No specialist knowledge accessible; ad mid term no monitoring system in place (other but financial monitoring); mainly activity orientation instead of RBM approach. Potential Accountability issue.

Process - Ownership

- **Ownership** in the process in the three municipalities at different levels – see overview
- **Current situation** in the municipalities

Results - Effectiveness

- **Time line** – Delays compared to anticipated timeline due to efficiency issues as explained. So far JP has mainly implemented activities and is currently striving for some intermediate outputs, for example the local security action plans.
Timeline is critical - JP will likely not complete work until October 2012. Budget

neutral extension to be considered after 70% expenditure threshold (of the second tranche) will be reached (and agreed intermediate results as per contract been achieved).

Results – Effectiveness (2)

- **Mutual responsibility – This principle is at the turn point of taking the JP to the results – level**
- **Pace of work has to be accelerated in the coming months – inhouse Human Resources allocation is a key to success.**

Results - Sustainability

- **Once JP is closer to achieving the anticipated outputs and the outcome, it is generating some of the preconditions for sustainability.**
- **Local Committees - Organized Local Committees in Minas and Bahia, Problem in Espirito Santo**
- **Public Policies - in place at municipal level, however not all working (e.g. integrated management)**
- **Joint Phase Out Strategy – not yet available.**

Threats to Sustainability

- **Just one counterpart, Ministry of Justice**
- **Decreasing involvement of MoJ/GoB over the last six months (MDJ, SENASP, (Pronasci) at Federal Level in course of restructuring of the Ministry of Justice.**
- **Decreasing / currently non-existent involvement of the Local Committee in Vitoria, *Revitalization or establishment of a new committee, or consider to discontinue***
- **Potential discontinuity in implementation after the municipal elections 2012 ; Mayors will change in two of the three municipalities, as they are in the second mandate**

Conclusions and Lessons Learnt

- **Challenges of the implementation (including the joint implementation in itself) have been underestimated, as well as the resources required.**
- **At midterm JP is currently at a decisive state. After a delay of implementation there is a remaining implementation period of 13 months, with possible extension of 8 months of implementation until June 2013.**

Recommendations

For the ongoing Joint Programme

- **Setting up a monitoring scheme with SMART indicators, means of verification etc. without further delay and use it as a joint management tool**
- **Once the system is set up organise training workshop for actors at central and municipal level who will be responsible.**
- **Setting up a communication & advocacy and a rigorous quality assurance scheme for the JP also for processes and products involving subcontractors (consultants and NGOs)**

Recommendations (2)

- **For the next 2-3 months the pace of implementation shall be enhanced . Sufficient qualified in-house human resources of all agencies involved should be allocated to the JP implementation.**
- **Share and validate the results of the diagnostic with local committees; based on this, and together with other activities planned and completed, built a local security (action) plan for each of the three municipalities.**
- **Communicate and validate this action plan**

- Discuss and decide in the PMC and with the local focal point on how to proceed with Vitoria municipality, as the local committee is absent.

Recommendations (3)

- To Setting up of a monitoring system for the JP and sub-systems for each of the three municipalities there are three options:

A In-house technical expertise plus Coordinator of Gender JP who is a specialist in M&E as well

B Contracting external consultant for a defined time

C Establish monitoring function (specialist) as part of the JP team (option preferred by the evaluator)

- Conduct a moderated monitoring workshop to bring the JP team on the same level of knowledge as users of the system

Recommendations (4)

- Monitor the activities implemented by the agencies directly as well as those implemented by subcontracted NGOs and consultants
- Introducing a joint communication and advocacy strategy and a quality assurance system
- Relate the achievement of results to the financial expenditure
- Submit work plan for the period until October 2012; Apply for budget neutral extension until June 2013 as soon as the 70% threshold is reached.
- MDG-F Secretariat: Release the second tranche of budget as soon as the PMC of JP has responded to the comments of the previous submission.

Recommendations (5)

For future similar Joint Programmes

- Consider a 3+1 years implementation period with an Inception Phase.
- Setting up of a Monitoring Scheme , Selection of implementation sites were applicable, carrying out of a diagnostic to define baseline where necessary, Selection and Briefing of the subcontractors and performing quality assurance of the products and processes by the subcontractors.
- Allocate staff members dedicated to JP for almost full time. Ideally residing in one office (UN One House)
- Consider one budget to be allocated to participating Agencies according to joint annual workplans.
- Working towards a new corporate culture in line with DoU as future model, including required changes at HQ level.

SWOT Analysis

Strengths

- UN as a strong brand
- In line with Policies of the Government of Brazil (Public Security and Citizenship)
- In line with UN system's strive for integrated delivery (Delivery as One UN)
- First experience in setting up and implementation of a JP in Brazil at Federal, State and Municipal level
- Transparent process to select participating municipalities (showcase that was adapted by GoB)
- Safeguarding transparent (financial) management
- First examples of integrating common themes among the agencies

Weaknesses

- **Coordination, parallel implementation in the beginning**
- **Internal Communication, some overlapping efforts**
- **External Communication (Communication and advocacy strategy)**
- **No culture of Monitoring, techniques available and used only more recently in country.**
- **No monitoring system in place (other but financial monitoring)**
- **At present, mainly Activity orientation instead of RBM approach**
- **Quality Assurance of processes at all levels(briefing of subcontractors (consultants and NGOs) and in-house)**
- **Some processes delayed due to lack of allocation of Human Resources**
- **No phase out strategy? Sustainability?**

Opportunities

- **Organized Committees in Minas and Bahia**
- **Public Policies in place at municipal level**
- **Readiness to participate (to different extents in the three sites)**
- **Establish the JP as an exemplary case of a new way of working together and document it**

Threats

- **Just one counterpart, Ministry of Justice**
- **Decreasing involvement of MoJ/GoB in the last six months (MDJ, SENASP, (Pronasci) at Federal Level**
- **Misunderstandings in aim and objectives of the JP by some local communities and some local focal points**

- **Decreasing / currently non-existent involvement of the Local Committee in Vitoria, *Revitalization or establishment of a new committee, or consider to discontinue***
- **Potential discontinuity in implementation after the municipal elections 2012 ; Mayors will change in two of the three municipalities, as they are in the second mandate**
- **Sustainability of the Programme at Municipal, State and Federal Level**