



Evaluation Summary



International
Labour
Office

Evaluation Unit

Security with citizenship: MDG-F Joint Programme on Conflict Prevention and Peace Building in Brazil Mid Term Joint Evaluation

Quick Facts

Countries: *Brazil*

Mid-Term Evaluation: *October 2011*

Mode of Evaluation: *Independent*

ILO Administrative responsibility: *CO-
Brasilia*

Technical Area: conflict prevention, ILO-
CRISIS

Evaluation Management: *MDG Achieve
Fund*

Evaluation Team: *Monika Zabel*

Project End: June 2013

Project Code: *BRA/09/50/UND*

Donor: Spanish MDG Achievement Fund
6 USD million

UNDP: 1,769,126 ILO: 581,652

UNODC: 1,071,003 UNICEF: 1,213,380

UNESCO: 566,030 UN-HABITAT: 798,809

Keywords: *conflict prevention, peace
building*

(\$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 nongovernmental 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.

Background & Context

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

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. The programme goal is preventing violence and promoting citizenship in Brazil, following the Citizens' Security (CS) concept. The multi-sector actions shall be adapted to local level needs. 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.

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. The MTE was carried out by an independent senior evaluator.

Main Findings & 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-facetted 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.

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.

Recommendations

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.

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.

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.

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.

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.

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.

Recommendation 7

Focal points and deputy focal point should 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.

Recommendation 8

Immediately nominate an official and available deputy focal point at the UN-HABITAT offices in Rio. Should this not be possible a person should be hired 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.

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.

Recommendation 10

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

Recommendation 11

Update Risk assessment table and work on mitigation strategies.

Recommendation 12

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

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.

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.

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.

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.