



FINAL EVALUATION

Brazil

Thematic window
Conflict Prevention & Peace Building

Programme Title:

Security with Citizenship: preventing violence
and strengthening citizenship in Brazilian
communities

Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.



Final Evaluation of the ‘MDG-F Joint Program on Conflict Prevention and Peace Building in Brazil’

Final Evaluation Report

“Citizen Security: prevention of violence and strengthening of citizenship focusing on children, adolescents and youth in vulnerable conditions in Brazilian communities.”

Contract: Final Product

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Abbreviation List

AA	Administrative Agent
ABC	Brazilian Cooperation Agency
CPPB	Conflict Prevention and Peace Building
DIF	Final Report Draft
DOU	Delivery as One UN
FBSP	Brazilian Public Security Forum
GGIM	Integrated Municipal Management Group
GoB	Brazilian Government
OIT	International Labor Organization - ILO
PFPC	Joint Program Focal Point
JP	Joint Program
JPMC	Joint Program Management Committee
LFP	Local Focal Point
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDG-F	Millennium Development Goals Achievement Fund
MJ	Ministry of Justice
MOU	Memorandum of Understanding
MR	Monitoring Report
MTE	Mid-term Evaluation
NC	National Committee
NGO	Non-governmental Organization
PM	Program Management
PMC	Project Management Committee
PRONASCI	National Program on Citizen Security
PRVL	Program for the Reduction on Lethal Violence against Adolescents and Youth
CR	Coordinator Resident
RCO	Resident Coordinator Office
CC	Consulting Committee
SENASP	National Public Security Secretariat of the MJ
ToR	Term 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 Education, Scientific and Cultural Organization
UN-HABITAT	United Nations Human Settlement Program
UNICEF	United Nations Children's 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

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Executive Summary:

The aim of the present report was to evaluate the Outcomes at the end of the Joint Program. This review covers the period between October 2009 and June 2013. This final evaluation aimed to assess the level of activity implementation, product delivery, JP Outcomes, lessons learned and recommendations. The unit of analysis is the Joint Program through components, effects, outcomes, outputs and activities; thus, the findings of the report highlight the achievements and challenges of the JP, without going into the evaluation of the effectiveness and efficiency of the execution by the Participating Agencies.

The Interagency Program for Citizen Security and Coexistence received full financial support from the Fund for the Achievement of the MDGs with funding from the Spanish Agency for International Cooperation for Development (AECID from its original Spanish acronym). It has been implemented by an interagency UN system represented by the United Nations Program for Development (UNDP), United Nations Office on Drug and Crime (UNODC), United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Children's Fund (UNICEF), the International Labor Organization (ILO), the United Nations Human Settlements Program (UN-HABITAT), and the Brazilian government through the Ministry of Justice.

The JP involved resources in the order of US\$ 5.2 million (originally US\$ 6 million) to the Program implementation over three years and eight months in three "territories" selected for national competition to participate in the Program: Contagem (MG), Lauro de Freitas (BA) and Vitória (ES). Each territory had an average of 40 thousand inhabitants.

The Purpose of the JP was to strengthen local capacities in order to prevent and reduce violence, and promote civic and coexistence culture, focusing on children, adolescents and youth in vulnerable conditions. The program was developed based on six strategic axes; strengthened local capacity to prevent violence, sustainable behavioral changes, urban spaces promoted, practices of conflict settlement promoted, causative factors for vulnerability to violence reduced and program management carried out.

This final evaluation has the following specific objectives: (i) To examine how the Joint Program contributed to meet the needs and solve problems of development identified in the project, (ii) To check the efficiency in the implementation of the Joint Program through the comparison of products and outcomes achieved, (iii) To estimate the extent to which the Joint Program has promoted the development of its beneficiary population, (iv) To identify the contribution of the Joint Program as per the defined objectives and outcomes, as well as in relation to the core objectives of the MDG-F, (v) To identify and document the lessons learned and best practices in relation to specific themes in the thematic window "Conflict Prevention & Peace building."

To meet the objectives of this evaluation, an appropriate methodology for the nature of Interagency Programs supported by the MDG Fund was designed and used. The methodology applied included a review of existing documents and reports, a review of the mid-term evaluation report and individual interviews or focus groups which were carried out with relevant players and beneficiaries of the Program. Missions were conducted in three municipalities and it was possible to attend meetings of the Local Committee for implementation of the Joint Program. The report was validated by the Agencies and by the Program Coordination.

General conclusions:

During the evaluation process of the Joint Program, the evaluation criteria considered the following aspects: relevance, efficiency, effectiveness, sustainability and national ownership. These criteria were related to the evaluation axes-foci defined in the terms of reference of MDG-F. These analyses indicate the following conclusions:

- (i) The Joint Program was relevant to the policies and strategies of the Country on the theme of public security, especially in violence prevention and reduction with a focus on children, adolescents and youth, particularly at the municipal level, keeping in line with the UNDAF III guidelines, targeting decentralization (states and municipalities), as well as with programs in the PAP 2012/2016.
- (ii) The design of the JP proved adequate to national needs, although the outcomes were very ambitious for implementation in only 36 months and with little experience of certain Agencies working directly with local and decentralized governments
- (iii) Although Brazil is not a Pilot Country for the implementation of 'Delivery as One UN' guideline, the Joint Program allowed the implementation of the program with six agencies acting concurrently on initiatives and thematic complementarities in citizen security and coexistence at the municipal level;
- (iv) The MDG-F allowed these six Agencies to act, for the first time, on an interagency mode, even though they faced difficulties for more than two agencies to collaborate with each other in an initiative.

- (v) The JP allowed the establishment of new partnerships and alliances at the municipal level, strengthening the relationship between the UN system and local players, due to recognition of the quality of the UN label on the Joint Program.
- (vi) The modality of joint approach of the Program generated greater capacity in Agencies and municipalities for the management of joint programs and for tackling multi-causal issues related to violence prevention and reduction among children and youth.
- (vii) The JP established a strategy to strengthen community participation, public managers and leaders through local Committees, who took ownership of the methodology and processes for monitoring the implementation of public policies and citizen security and coexistence projects; and the Program has established important synergies with some National Programs running in the municipalities in order to increase the likelihood of continuity after completion of the Program, although it did not set a phasing-out strategy.
- (viii) In the six strategic lines of action of the JP, according to analysis by the Agency important achievements were observed in specific and relevant outcomes to the effects expected in the medium term. One of the highlights was the information that a degree of reduction of violence and homicides of youth was recorded in the three territories in which the Program worked in the last year of the JP, which stemmed from synergies of the JP with other programs for public security.
- (ix) The process of monitoring and evaluation at the national level would need to be improved at the municipal sphere based on the formulation of local monitoring matrixes. Additionally, it should have relied on tools for measuring short-term effects of the JP in municipalities and in the Agencies.
- (x) The evaluation showed that the Joint Program was developed in accordance with the objective and Work Plan agreed upon, achieving progress in terms of mid- and long-term effects of public policies on security and citizenship, through: training, integrated local plan of security and citizen coexistence, conflict settlement workshops, priority projects implemented in the three municipalities, training citizens to promote peace in the communities, workshops for integrating vulnerable youth into communities' actions, promotion of safer spaces and volunteer work for improving communities, implementation of cultural, sporting and artistic integration of vulnerable youth in schools and communities (working together with national programs), information and guidance about work for youth and women in communities and a certain degree of improvement in the dialogue and relationship among youth and police officers in the communities.
- (xi) For JP implementation, the municipalities contributed significant counterpart through administrative, budgetary and human resources, as well as venues made available for meetings and workshops, communication and local transportation. This represents a large investment relative to municipal budgets for international cooperation.
- (xii) The Program provided public managers, community representatives and youth with the opportunity to share knowledge, new initiatives, training and awareness-raising sessions conducted by professionals with expertise and knowledge of the local and national reality.
- (xiii) The program showed significant delays in the first year of implementation due to lack of time provided by the JP's design for the installation of the national management unit of the Program, selection process for municipalities, coordination with focal points and establishment of local committees for the JP implementation. In the second and third years, the JP showed better rates of implementation and disbursements in relation to the annual work plans. In October 2012, the MDG-F reduced by two thirds the last disbursement and extended the execution period to June 2013.
- (xiv) To achieve the objective of the Program, it was established five overall strategies and six specific strategies that supported the achievement of the results. In the six axes, outcomes were achieved that contributed to strengthen local capacity to prevent and reduce violence, focusing on children, adolescents and youth in vulnerable conditions in the three participating municipalities. Therefore, the JP contributed to development outcomes in the theme of the Program, acting in a complementary manner to the investments and programs implemented by the Brazilian government on this theme.
- (xv) The JP established a partnership and cooperation with national experts at the municipal and national levels, as well as the implementation of networks of collaboration with the different partners and beneficiaries of the Program. In view of the ownership and sustainability process, the Local Integrated Plan in each municipality includes a set of seven program areas in which the actions of the JP (executed by Agencies) are expected to continue. One weakness of the JP was its proposed phasing-out strategy, as elections were held in 2012, making it difficult to hold a dialogue to define joint strategies with new local leaders.

(xvi) An important practice for the sustainability of the beneficiary community was the process of implementation and monitoring of the Pilot Project in the territory. This project was part of the Integrated Plan and this demonstration practice would enhance conditions for monitoring the future execution of the Plan in each municipality. The synergistic action with other national programs increases the likelihood of both continuity and sustainability of the JP.

Lessons learned

The lessons learned from the implementation of the JP are presented below:

LL1. The Joint Program should have been more than the sum of initiatives implemented in the territories by the 06 UN Agencies within the same Program. The Joint Program design should have considered a stage devoted to putting forward joint proposals due to the high complexity of its methodology and of its commitment to the Program. This process should precede the approval of the Project Document by the Fund.

LL2. In countries where there is no administrative and financial integration, or where the “Delivery as One” directive of the UN system has not been applied, the implementation of the Joint Program should be preceded by the establishment of technical tools for the cooperation between Agencies.

LL3. The implementation of a JP in Brazil, country where the UN “Delivery as One” or “One UN” directive, which would show a pilot experience, is not applied, should not have involved 06 Agencies, which are not experienced in this integrated work. In order to enhance its likelihood of success, 3 or 4 Agencies could have been involved per Program, taking into account their experience in the area of security and citizenship.

LL4. The selection of infra-national spaces (municipalities and territories) is time-consuming, which the work schedule should have allowed during the initial phase of the Joint Program. This six-month lead time should improve the path of Programs implementation.

LL5. Three years of JP execution are not enough to complete its implementation. This JP would require at least five years, with a six-month lead time to establish working relations at the national and local levels.

LL6. In multi-level and interagency programs such as the JP, a local interagency coordination should have been established in each one of the selected territories thus reducing duplication of Program’s actions.

LL7. Initiatives developed by Agencies in synergy with National Programs had greater likelihood of continuity upon completion of the Program and a deeper involvement of the private sector in decision-making bodies of the Program.

LL8. The lack of institutional competency of the National Coordinator to deal with the Program’s budget is reflected in the weakness of the coordination and in the interagency monitoring of the Program. Decentralization of funds and its management onto the National Coordination would strengthen good practices and the effectiveness of the Joint Program.

LL9. Training sessions in drafting, funding and monitoring & evaluation of Projects (public policies) proved very positive to provide communities and public managers with. These training sessions should be held at the onset of the Program, rather than during its last year.

LL10. Monitoring and communication strategies were developed by the JP in a late stage; if it had been done at the onset of the Program this processes could have been more effective- such as, for example, mobilization.

LL11. Institutions that work with vulnerable groups have a certain level of institutional weakness and might pose management difficulties to the Program owing to government middle manager turnover or institutional changes (being moved from one secretariat to another). JP’s design should present a more complex strategy on this matter.

LL12. When they are accepted and incorporated by national (synergy) and local authorities, tools, methodologies and processes developed or shared by the Program translate into better conditions for project sustainability, although their use, in the mid and long-term, can be revised in the near future in the light of new policies.

VII. Recommendations:

(i) To the JP:

R.1. We recommend that Joint Programs duration be equivalent to the term of the politico-administrative body with which it would work, plus one year, so as to ensure the transition of Programs onto the new municipal and national authorities.; at least five years.

R.2. We recommend that a six-month lead-time be added to the JP term, during which bases, consensus and tools would be established for the Joint Coordination by Agencies and local focal points; moreover, value to be added to expected effects would be identified.

R.3. We recommend a Program management and coordination tool be built into the original design of the JP, such as: (i) national and local monitoring tools, including the design of a matrix for each municipality, to be monitored by the focal point; (ii) establishment of a local JP coordination in each one of the municipalities; (iii) JP quality assurance process conducted through joint monitoring by Agencies and their respective Consultant firms; (iv) effective National Coordination mechanism for Agencies -national and local- joint action; (v) proposal of a communication and support strategy to be provided at the local level; and (vi) make sure Agencies agree on implications and responsibilities of their joint work: methodology, coordination mechanisms, implementation requirements and deadlines.

R.4. We recommend that at least two relevant partnerships (Ministries) be established at the national level in order to ensure sustainability in terms of a phasing-out strategy for the Program, as well as of synergy with National Programs in support of children, adolescents and youth in situation of vulnerability.

R.5. We recommend local focal points and Agencies be involved in proposing future Join Programs design; other players should also be involved: association representing Brazilian municipalities. These partnership networks could ensure future replication and continuity of the Program despite authority turnover.

R.6. We recommend that an action plan (responsibilities, deadlines and resources) be formulated by the Program, in last year of its execution, for continued implementation of the JP activities JP (phase-out strategy), emphasizing at least 03 new Projects of the local Integrated Plan.

R.7. We recommend that at least 50% of the Products or Specific outcomes of the Joint Program be implemented by two or three Agencies, so as to have an integrated action on the same space where the Program intervened and increase the value added by the action of more than one Agency.

R.8. We recommend that municipal efforts, particularly those related to the Local Citizen Security Committee and the Local Integrated Plan be linked with other state level, national or international initiatives, so as to increase the likelihood of the short term continuity, after completion of the Joint Program.

R.9. We recommend that monitoring and reports try to present progress in terms of outcomes achieved, strategic alignment, ownership by counterparts, financial efficiency, and progress in the application of interagency work methodology, thus putting process and disbursement control in the background;

R.10. We recommend that annual meetings be held with all Agencies, institution and community representatives, focal points and Management Committee in order to present outcomes, work plan and new joint challenges to other international donors and other Brazilian Ministries.

R.11. We recommend new projects and Joint Program II be formulated based on information stemming from lessons learned and experience acquired in the JP, taking into account new types of municipality and the continuity of work in the municipalities involved in this JP;

R.12. We recommend the JP outcomes be disseminated within the UN System in Brazil, particularly due to the need for improvement in joint execution processes and tools, which could be designed with the support from the Resident Office and multilateral / national resources, thus allowing exchanges with other JPs in Brazil and abroad.

(ii) To the MDG-F

R.1. In countries that are not one of the “Delivery as One UN” pilot countries, the MDG-F should ensure arrangements aimed at standardizing and streamlining the JP execution procedures. Funds could be paid out to the Representative Office in the country, which, with the support of the National Coordinator, would authorize expenses.

R.2. We recommend that annual meetings be held with all Agencies, institution and community representatives, focal points and Management Committee in order to present outcomes, work plan and new joint challenges to other international donors and other Brazilian Ministries.

R.3. We recommend new projects and Joint Program II be formulated based on information stemming from lessons learned and experience acquired in the JP, taking into account new types of municipality and the continuity of work in the municipalities involved in this JP;

R.4. We recommend that the JP documents; manuals and guides could be disseminated within the UN System and the MDG-F allowing exchanges with other JPs in the Region and abroad

I. Introduction

1. Background and Context

The present final evaluation report was prepared under the coordination of the Joint Program of the Millennium Development Goals Achievement Fund (MDG-F) in order to measure outcomes achieved upon completion of the Program. As established by the Fund evaluation strategy, it is incumbent upon the 130 programs and relevant 08 thematic windows to conduct and fund the independent final evaluation, additionally to the mid-term evaluation.

This evaluation covers –through its methodological approach, tool use and analyses- the whole group of players and tries to capture the totality and complexity of the Joint Program. This final evaluation aims at recapitulating and measuring the level of implementation of activities, product delivery and JP outcomes achievement. Additionally, final evaluations also allow to survey data concerning new knowledge and to identify good practices and lessons learned that could be shared with other development interventions, as well as with other local, national and global public policies.

In this evaluation process, it was very relevant to identify alliances with: local and national governments, local partners, NGOs and civil society players. At the same time, these players become protagonists and participants in the Program implementation. In order to conduct the final evaluation of the current Program, we must set the JP in the context of multilateral initiatives. These latter might offer new models of cooperation toward the MDGs and with institutional experience processes, and pose a global challenge to all six Agencies within the System.

The Joint Program involved six United Nations system Agencies in Brazil: United Nations Development Program (UNDP), United Nations Office on Drugs and Crime (UNODC), United Nations Children's Fund (UNICEF), United Nations Education, Scientific and Cultural Organization (UNESCO), United Nations Human Settlements Program (UN-HABITAT) and the International Labor Organization (ILO). The joint initiative allowed sharing each Agency's knowledge and experience, thus assuring the quality of the foreseen actions. In order to ensure the effective gender mainstreaming into the Program deployment, the United Nations Development Fund for Women (UNIFEM) provided the JP with sporadic support. The JP responded to the cooperation objectives of the UN system established with the country, as well as to the need for measures aimed at strengthening public policies adopted by the Federal Government, particularly the National Program for Public Security with Citizenship – PRONASCI.

The UN Millennium Declaration recognized crime prevention as critical to the achievement of the Millennium Development Goals (MDG), as, 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. At the national level, crime and violence have increased in recent decades, mainly in large urban areas, and have posed challenges to human rights and equity. Problems related to violence and social and economic vulnerability in relation to children, youth and adolescents have been identified by both government and society as the main challenges for building citizenship values. It is precisely among youth that unemployment and school drop-out rates, as well as violent death, are the highest.

Brazilian studies point out that violence in Brazilian cities is concentrated in areas in which a poor population traditionally lives and with poor urban development and high school drop-out rates. These are precisely the same areas where it is possible to find established retail drug trafficking spots which, moreover, reflect the alarming number of guns within the community and the unwillingness to abide by social norms and to comply with cultural peaceful coexistence agreements. According to UN Brazil, homicide rates in a number of Brazilian regions are comparable to or even higher than those in countries at war or in post-conflict situation. In Recife, for instance, the average rate of youth homicide is 156.8 per 100,000 inhabitants; in Vitória, it is 141.9 and in Rio de Janeiro, 109.2. This situation is a serious threat to human development, as the increasing crime rates can hinder the achievement of human development goals and even be detrimental to some of those already achieved.

The Citizen Security approach, which is the foundation of the Program, is characterized by: (i) its multidisciplinary dimension, which offers new possibilities for dealing with multicausal aspects of violence, (ii) its requirement for an integrated work that would involve different players, fits the local context and, at the same time, promotes participation and capacity building for local players (both governmental and non-governmental) in order to foster citizen security and culture; and (iii) its convergence between this concept

and current Brazilian public policies on violence prevention, which enhances the likelihood of the Program sustainability.

Due to the multidisciplinary nature of violence, the UN Agencies work elicited important synergies, benefitting from different mandates and thematic competence, and paving the way for the achievement of the UNDAF Outcome 3 -'Reduction of violence, promotion of peace, conciliation and justice', which targets lack of integration in both violence reduction actions and victim assistance policies and programs, as well as the need for a more modern and humane justice system.

The Joint Program was signed in September, 2009, with a total approved budget of US\$ 6 million for a three-year implementation term, up to September, 2012.. Nevertheless, the Program had a deadline extension up to June, 2013, with a cutback in the total budget, which when down to US\$ 5.2 million. The goal of the activities conducted since 2009 were: promotion of coexistence (respecting norms and strengthening citizenship); reduction of violence-associated risk factors (drugs and guns, for example); promotion of peaceful conflict settlement; and access to justice. The Joint Program also aimed at strengthening local players' capacities and local governance conditions, thus ensuring the sustainability of actions carried out.

The Program was also based on a partnership with the Federal Government, through the Ministry of Justice, and with Local Governments of the three municipalities selected in 2010 for the JP. The implementation of the Program was carried out in collaboration with different civil society and expert organizations, as well as with community groups and leaders.

The actions were conducted in specific geographical areas of the selected counties, chosen based on a bid specification document that attracted more than 82 bidders from different metropolitan areas in the country. The areas indicated by the selected counties are: Itinga District, in Lauro de Freitas (Bahia - BA); Região Nacional District, in Contagem (Minas Gerais - MG); and Administrative Area VII – São Pedro, in Vitória (Espírito Santo - ES).

Between 2009 e 2013, the Program designed a set of actions aimed at ensuring that inputs and methodologies generated by the local approach would contribute to interagency work. This is how the lessons learned were shared among Agencies and fostered by the three municipalities, thus showing that these practices can be replicated in other Brazilian municipalities, taking into account the specificities of each locality and social formation.

In order to achieve the proposed effects, the Program worked mainly with four strategic areas: (i) capacity building; (ii) institutional strengthening; (iii) knowledge and evidence generation; and (iv) advocacy and social mobilization.

The Program's coverage can be considered national, although most activities were carried out in the three municipalities served by the Joint Program: Contagem/MG, Vitória/ES and Lauro de Freitas/BA. The main direct beneficiaries of the Program were: three local administrations; several NGOs involved in the process; civil servants, police corps and community members in the three municipalities.

2. Evaluation Methodology

2.1. Objective of final evaluation

Final evaluations are summaries of what was implemented throughout the Joint Program and aim at:

- Measuring to what extent the Joint Program effectively implemented its activities, generated the expected products and may contribute to achieving mid and long-term development outcomes.
- Generating evidence-based knowledge in MDG-F thematic windows, thus allowing identifying best practices and lessons learned that may be useful to other development interventions at the national and international levels (multiplication and scaling up).

2.2. Scope of the final evaluation and specific objectives

The final evaluation will be focused on estimating development results achieved and possible impacts that might be generated by the Joint Program, based on its work scope and on evaluation criteria described below. This will allow to more widely identifying findings, good practices and recommendations to the joint program, concerning both programmatic and operational aspects.

Therefore, the objective of the final evaluation of the Joint Program is to assess results achieved, pointing to lessons learned and recommendations to other projects and program of the UN System and the MDG-F, based on the JP implementation. The results of the evaluation will be used to improve future technical cooperation between the Brazilian Government and the JP participating Agencies; the UN MDG-F

Secretariat can also use these results to improve planning, designing and management of future projects and programs.

Another objective of this evaluation is to analyze strategies, objectives, relevance, effectiveness, efficiency, national ownership and sustainability, as well as value added by the JP actions to local initiatives of Security and Citizenship throughout 2009-2013. The latter is a final evaluation of the Program and was foreseen by the JP work plan, agreed upon with MDG-F and the Brazilian Office. This final evaluation has the following specific objectives:

- Measuring to what extent the Joint Program contributed to address development need and problems identified in its Project.
- Measuring the level of efficiency in the Joint Program implementation based on a comparison between products and results achieved relative to what was originally planned or later on officially reviewed.
- Estimating to what extent the Joint Program promoted the development of its beneficiary population (individuals, communities, institutions, etc).
- Measuring the contribution of the Joint Program relative to its established objectives and results, as well as relative to the core objectives of MDG-F at both local and national levels (more specifically in this context, the MDGs and the United Nations Reform).
- Identifying and documenting lessons learned and good practices concerning specific themes of the thematic window “Conflict Prevention & Peace Construction”, MDGs and the United Nations Reform, also aiming at supporting the sustainability of the Joint Program, or of a number of its components over time.

2.3. Evaluation methodology

The evaluation will consider relevant international standards, including the Evaluation Policies and Guidelines and the Standards for Evaluation in the UN System (UNEG). Considering the specificity of the theme, a qualitative analysis was conducted in order to cover all important aspects of the Program.

The analysis of the information was used to establish the effectiveness of the Program by applying qualitative analysis principles. All evaluation findings will be at least checked and at most triangulated based on a number of sources and methods in order to ascertain their credibility and reliability. The methodology used here takes into account the evaluation conducted by the UNEG of final evaluation of Technical Cooperation Projects and Programs. Therefore, the evaluation of the JP took into account five criteria: relevance, efficiency, effectiveness, sustainability and ownership. These five evaluation criteria are defined in the MDG-F documents for the JP evaluation and should be used as methodological guides to processes conducted in the United Nations System context.

Therefore, pursuant to the MDG-F methodological guideline, the final evaluation was based on five axis of analysis that are associated with the evaluation criteria: (i) Focus of analysis on Program Design and its Alignment on National Priorities; (ii) Focus of analysis on Processes and Program Implementation; (iii) Focus of analysis on Contribution to Development Results; (iv) Focus of analysis on National Ownership; (v) Focus of analysis on Sustainability of Development Results. The description of these axes as well as the conceptualization of the evaluation criteria are included in ToR, attached to this document (Annexes).

For the evaluation of the Interagency Program, qualitative methodology was used for the analysis of primary and secondary data, with the following stages:

- (i)** The first stage consisted of a detailed survey of documents that would familiarize us with relevant aspects of the Program, such as information on its objectives, activities, inputs and results, including documents, monitoring reports, consultant reports and progress reports about the Program;
- (ii)** In the second stage, field visits were made to the three municipalities in order to conduct interviews. The interviews aimed at obtaining primary data about the design, implementation, monitoring and evaluation of the Program, seeking to identify results achieved, lessons learned and recommendations. Around 60 key players were interviewed, representing those in charge of designing and implementing the Program as well as the beneficiaries of the actions.

In Brasília approximately 12 professionals and focal points of JP implementing Agencies were interviewed. Consultants, NGOs or consulting firms hired to carry out JP actions in the three municipalities were also interviewed. Please find attached the list of interviewees (Annexes). At this stage, the Evaluator could attend two meetings of Local Committees in two municipalities, which allowed collecting information and perceptions about operations for implementing the JP and local participation.

- (iii)** The last stage consisted of compiling data collected during the documentary analysis, as well as of structuring information obtained from the interviews. These analyses were complemented and triangulated

with information from JP monitoring and progress reports and documents. In this stage, special attention was given to triangulating information so as to ensure the quality of the evaluation process.

The following instruments were designed to support the final evaluation: a Matrix, encompassing the 5 evaluation criteria, with guiding questions for the evaluation; an interview guide to be used during meetings with different players and partners in the JP; and one Matrix for the Evaluation of the Program Development with indications of results achieved. These instruments are attached to the report.

2.4. Evaluation Constraints and Limitations

Based on the analysis of the Logical Framework (2009) and the Program Revision (2012), it is apparent that no lines were defined for the Project Document. This means that baselines can be considered as non-existing, which is a limitation on the evaluation, considering time and resources available. In early 2012, a joint exercise with the different agencies was carried out, thus generating a new Result Matrix, indicating a baseline for each one of the Results. This new Matrix was approved by the MFD-G Fund Secretariat, thus becoming the reference for this evaluation.

Therefore, in the case of a number of outcomes, it were also conducted individual interview techniques based on recall /retrospective (interviewees are asked to recall the situation around the moment when the Project started) and interviews with key partners, preferably individuals who know the target community, as well as other communities, thus affording a perspective about relative change that occurred over time. In the case of indicators for which there are no quantitative data, qualitative data, based on interviews and document review, will be used.

The system for monitoring JP progress has been designed by the Program Coordination and by a professional hired to this end since 2012. Nevertheless, the monitoring instruments were based on that of Fund reports to this end and to account for the operational progress achieved. A number of JP Agencies do not issue initiative-specific technical progress reports, but rather use reports established by consultants, who are in charge of implementing activities and products in the municipalities. As some of the activities were carried out with funds from each Agency (with no participation of more than one Agency), monitoring was not conducted through Project follow-up and evaluation reports established by their respective Agencies. This made it difficult to both obtain a narrative description of what was achieved in terms of Program outcomes and monitor in greater detail easy situations and challenges for initiative implementation in the municipalities.

The initial monitoring matrix established 'goals for JP General Outcome,' but due to delayed Program execution and difficulty in obtaining quantitative data for the whole territory, it was not possible for the JP coordination to ascertain quantitatively the achievement of these indicators and goals. For this reason, monitoring and evaluation will rather focus on checking the different levels of achievement of results and products. Thus, the evaluator's comments will be limited to progress in implementation; through the Monitoring Matrix designed by the JP, it is possible to check whether the expected specific products or results were achieved.

III. Results of the Mid-term Evaluation

3.1. Recommendations made by Monitoring Missions from the MDG-F Fund Secretariat

Two missions of the MDG-F Fund Secretariat were undertaken to Brazil in order to monitor progress and obstacles facing the three ongoing Joint Programs, one of which was the Citizenship Security PD. The first mission was conducted in mid-2010 and the second one in May, 2011.

Both missions had as their objectives: verify governance mechanisms within Joint Programs in Brazil; monitor Program progress and verify stages of monitoring systems in order to identify progress; and discuss lessons learned with all Programs. The May, 2011 Secretariat monitoring mission made recommendations as like as: (i) taking actions that would speed up the execution and the revision of the Work Plan in the three municipalities, aiming at reducing delay in Program implementation, which was due to the lengthy selection process in the three municipalities (almost one year long and (ii) speeding up the completion of local diagnosis, using the same methodology, in each municipality in order to design Local Plans for Citizen

Security; and continue activities included in the yearly work plan based on diagnosis previously established by each Agency;

Still in May, 2011, the JP designed an action plan pursuant to the mission of the MDG-F Fund Secretariat recommendations; and the JP coordination started working based on these recommendations, although it was not possible to implement all the afore mentioned actions before the mid-term evaluation mission visit, which would take place in July-October, 2011.

A number of difficulties were then identified by the MTE and it was made a group of 15 recommendations to improve the JP implementation. At that time, the mid-term evaluation considered that some of the omissions could be, or had occurred in the process of being, “retrofitted” into the ongoing JP, and that other aspects could only be considered as “lessons learned” to guide future programs of a similar nature. These lessons learned concern situations found in different JPs in a number of countries that are not One UN pilot countries. The absence of previous financial, technical and administrative integration among Agencies was an important constraint on the implementation of the Program in Brazil, which involves the six agencies that were not used to working in an integrated way neither at the national (federal) level nor, even less, at the municipal level.

The mid-term Evaluation also made recommendations for the MDG-F Secretariat to consider in view of future Joint Programs. These recommendations aim at overcoming a number of difficulties facing the Joint Program in Brazil, and would point out to the fact that the Fund should improve the Program design, include new phases, and revise the financial and progress reporting procedures, in order to standardize these, of the agencies involved in the JP implementation. Please find attached the recommendations made by the MTE to the JP Team.

3.3. Actions for Adjusting the Joint Program.

In November, 2011, the JP team designed the First Improvement Plan for the Joint Program, considering the 15 recommendations proposed upon completion of the mid-term evaluation. Please find attached the 1st Improvement Plan, which was agreed upon with the MDG-F Secretariat. By reading different monitoring reports of the Improvement Plan, it is safe to point out that the Program implemented approximately 90% of the recommendations put forward pursuant to the Adjustment Plan Table updated in February, 2013, including a description of the actions carried out by the JP. Please find this document attached.

IV. Evaluation Outcomes

The original Joint Program was proposed in 2009 by the Brazilian government to the MDG Fund, based on funding from the Spanish government. By that time, two other Joint Programs for Brazil were also pending approval: The Interagency Program for the Promotion of Gender, Race and Ethnicity Equality and the Interagency Program for the Promotion of Childhood, Food Security and Nutrition. The 06 participating Agencies proposed the development of a new technical cooperation Program with MDG-F with the double objective of extending national efforts to reduce violence in urban spaces, taking advantage of the Fund thematic window for the prevention of conflict and the construction of peace, and of promoting cooperation in this theme with partners countries in the Region, such as Colombia, Peru and Ecuador.

The main demands for the Program were originated through different diagnoses already established by PRONASCI, of the Ministry of Justice, which is in charge of dealing with violence issues all over the national territory. This PRONASCI-supported initiative aimed at strengthening actions already undertaken at the municipal level, thus ensuring the promotion of best practices for the development of community participation in security and citizenship local policies.

As indicated in the initial JP Document, the UNDP played the role of leading agency in this process, while the JP co-ordination was under the responsibility of the Coordinator Resident Office. Through UNDP, the Office established a support structure for managing, implementing and monitoring the Program. At the same time, UNDP hired two consultants to help implement actions in the three municipalities together with focal points and support JP Local Committees. The Fund financial resources allotted for the Program were executed pursuant to MDG-F's execution standards for technical cooperation projects and were directly monitored by its Secretariat; the process met the requirements and procedures for funds from the Spanish government.

The six Agencies were directly responsible for the execution of those products and activities agreed upon within the initial Outcome Matrix and the yearly JP Work Plans. Originally, the JP approved in

September, 2009, earmarked US\$6 millions, which were to be disbursed in three tranches. The JP was to be executed in three years, September, 2012, being its deadline. In November, 2012, however, after the two first disbursements, the Fund communicated that 2/3 of the third and last disbursement for the JP had been cancelled, which amounted to around U\$5.2 millions. At that time, the Secretariat recommended the project execution deadline should be extended until June, 2013, so as to allow already started activities to be completed.

As agreed upon with the Secretariat, the Program allotted 7% of its funds to the Project overhead costs; originally, however, no funds were earmarked to the JP coordination and monitoring actions. At a later date, the leading Agency started to bear these costs, with no copayment by the agencies.

Please find attached the summary of activities and products implemented by the Program, which will be dealt with in subsequent sections.

I- Axis of analysis on the Program Design and Alignment with National Priorities

4.1. Design Relevance and Quality

4.1.1. Program Design

The proposed design aimed at strengthening local capacities in view of the full exercise of citizenship and of the prevention of conflicts and violence in three territories of three Brazilian municipalities, focusing on children, youth and adolescents aged 14-24. The original design of the Joint Program was developed by the participating Agencies, submitted to the Ministry of Justice and the Brazilian Cooperation Agency, who forwarded it to the MDG-F.

The axis of operation of the Program were designed in a very flexible way and were ambitious for its three year execution time. This wide design allowed Agencies to operate in their areas of expertise, so as to be able to meet growing demands within municipalities and for this theme in Brazil.

The Program was negotiated at the end of the second Luís Inácio da Silva's (2007/2010) presidential term, with whose administration Citizen Security started to get, through PRONASCI, a significantly increased share of the yearly budget of the Ministry of Justice for preventing and fighting violence in its different forms, emphasizing actions at the municipal level. In late 2010, new presidential elections were held, and then begun the first Dilma Rousseff's presidential term for 2011-2014. Therefore, the Program was negotiated and started during one presidential term and its implementation was completed during President Dilma Rousseff's term of office, during which there were important changes in middle managers of the Ministry of Justice, which also adopted new priorities in relation to Citizen Security.

It should be stressed that it was a detailed design, including a wide range of 63 activities and 23 products. This initial design required increased networking between agencies and between these and the focal points in the three selected municipalities. At the same time, at the municipal level, the execution of the Program required from the focal points an increased ability to achieve yearly planning and coordination between municipal secretariats and other local players. These structures supporting the JP carry out national and local coordination were not foreseen in the original design, but should be included in the set of activities expected in Outcome 06, concerning Program management, monitoring and evaluation. Municipalities were not able to take up these tasks; therefore, the leading Agency, UNDP, had to take it upon itself.

Nevertheless, the interviews that were conducted pointed out that coordination structures (networking; M&M) had to be built into the JP design due to national and local characteristics: geographical extension; integrated management weaknesses; difficulties regarding the system for monitoring and evaluating public policies; insufficient number of municipal civil servants.

One of the great challenges facing the Program as it started was the lack of a preliminary stage, 6-8 month lead time, to: selecting the three municipalities; establishing relations between the six Agencies in view of joint actions; setting the JP coordination, monitoring and evaluation structures at national and local levels; establishing national and local partner and player networks; identifying and establishing relations between focal points; and setting Local Committees and making these operational. The lack of this lead time was one of the reasons for the delay in the implementation of the work program of the Joint Program in its first year. Nevertheless, the JP carried out networking and structuring tasks during these first 12 months.

The original design of the Program reflected, in certain points, the limited experience of participating Agencies in proposing actions that would require joint work in citizen security, as well as in the direct execution of decentralized projects in Brazilian municipalities. Most Agencies traditionally support governmental interlocutors at the national level because, over the last two decades, international technical

cooperation focuses on institutional strengthening and capacity building, working to this end with Ministries or federal governmental organizations. The new UNDAF III establishes the technical cooperation initiative execution directive (2012-2015), whose priority is the interaction with States and Municipalities.

This is one of the 03 Interagency Programs funded by the MDG-F in Brazil. These programs are a first tentative implementation of an integrated approach with the 06 Agencies in the country. In this context, the MDG-F has also supported this integrated initiative that is in line with the “Delivery as One UN” corporate directive.

At the same time, the original design of the Program could not benefit from an exchange of experiences with Joint Programs conducted by other countries, because Brazil was not chosen as one of the pilot countries for the implementation of the UN reform in the framework of, for example, One UN. As Brazil is not a pilot country, the design of Outcome 06 (concerning management, monitoring and evaluation of the Program) had to present joint action tools and mechanisms in a more detailed way, and this Outcome had to be allotted a higher percentage of the JP funds than the others.

Another important weakness of the original design was the limited time each focal point in the Agencies was estimated to devote to the implementation of the Program. Half way into the implementation of the Program, each one of the Agencies had to hire Program assistants, which included experts for Monitoring and for the National Coordination of the Program.

In this sense, it should be stressed that the JP found solutions to difficulties facing it during the implementation process that were due to the original design of the JP and were identified by the mid-term evaluation mission. The main difficulties and solutions are stated below:

- **Allocation of resources – Specific requirements concerning the allocation of human resources within agencies and the coordination effort required to conduct interagency planning and management were neither foreseen nor dealt with in the design. This concerns time, expertise and funds.** These issues were addressed by the Coordination of the JP by: reducing the number of activities (victimization research; diagnosis research); redimensioning of expertise and human resources assigned to the JP within each Agency; and revising the work plan and extending the deadline for the execution of the Program
- **Activity-oriented, instead of outcome-based – The implementation logic, presented in the JP document, is geared toward activities with only one agency (except for specific outcome 2.1) being in charge of each activity, and specific outcomes do not reflect the foreseen implementation, which was supposed to be integrated and multidisciplinary. The design, as is developed, points to a parallel implementation by several agencies, rather than to integrated planning as the guiding principle for the whole implementation.** After the evaluation mission, meetings were held with the Agencies in order to identify themes in which these were working and that would have common areas that could be dealt with in a complementary way. Progress was made, but Agencies kept on working by themes and with agency-specific methodology. Monthly Coordination meetings supported interagency coordination.
- **Monitoring structure - The monitoring structure, as it figures on JP documents, has a number of weaknesses, i.e., the proposed indicators (also as far as outcomes are concerned) are activity-oriented, rather than outcome-oriented. These were not modified after the Project Document was signed and the MDG-F made comments. Only risks were explicated, not assumptions. Nevertheless, the JP document foresees future development of an internal monitoring tool to monitor progress and outcome indicators.** The monitoring matrix was revised in November, 2011, and the new proposed matrix was agreed upon with the Fund; it included quantitative e qualitative indicators, and the hypotheses were built into all products and activities.
- **Management structure – The management structure proposed in the JP document does not fully reflect the requirements of this new form of joint work (different from the one in nationally / NEX executed projects). As it requires new implementation structures to be established, the JP is not “just another project” in the portfolio of a project manager.** This was one of the challenges facing the Project, since its onset, and gradual improvements were implemented to allow the JP acquire the dimension of a joint action of six Agencies. One of the most difficult aspects to reconcile in order for the management structure of the Program to work is the Fund’s directive pursuant to which the direct management of the JP resources will be provided by one of the agencies; moreover, each Agency Director is directly accountable to the Fund, based on the Yearly Work Program. Therefore, national Coordination actions and the relevant management structures were not designed into the original JP. Human and financial resources to implement a structure that would be adequate to the challenge of managing the Joint Program were not originally foreseen. The solution that was found required that the UNDP, as Leading Agency, would

bear the costs of hiring a National Coordinator and an expert in Program monitoring. Nevertheless, it was not possible to implement local coordination in each one of the three municipalities.

- **Ambitious outcomes - Some of the six expected outcomes are quite ambitious considering the tight JP deadline, i.e., 03 years; it is the case of outcome 2 (“sustainable behavioral change, increase in norms, achievements and citizenship construction”), for example.** Due to its design, quite ambitious in terms of achieving Outcomes in a tight deadline, as well as to the 12-month delay in selecting the three municipalities, the JP started to focus more specifically on those Products that would pave the way to new applications and replications, that would generate important changes in children and youth culture, and that would empower communities to deal with citizen security issues.
- **Sustainability, strategy and risks – There is no common sustainability strategy designed into the Program, which only mentions different stages that should be dealt with when preparing to phase out UN actions.** Due to this lack of a strategy aimed at ensuring the sustainability of the JP in two situations - middle manager turnover in the federal and municipal government offices and the completion of the JP-, the JP coordination defined gradual strategies to deal with these changes (program re-presentation; new meetings with candidates previous to elections) at federal and municipal levels, having been very successful with the latter. The JP successfully implemented a strategy for signing terms of cooperation with the new municipal authorities aimed at ensuring the continuity of the Projects within the Local Plan for Citizen Security.
- **Gender mainstreaming – The document mentions a focus on gender equality. Indeed, some specific results or activities in the outcome structure are focused on girls and women. The joint work with the Gender, Ethnicity and Race JP did not achieve tangible work relations.** An asset to the JP was Agencies’ experience in implementing initiatives with strong gender, race and ethnicity components. For this reason, this aspect was present in all activities of the Program, which were very much focused on training and awareness-raising actions focusing on gender mainstreaming.
- **Funding management – Defining the distribution of funds among the six agencies for the whole time (except for 20% of the budget, which can be reallocated among agencies), funds already contracted at the signature stage, i.e., before the implementation, when the JP had not yet decided which municipalities would be selected and their special requirements could impair flexibility in implementation.** This previous proposal for fund distribution among Agencies remained in force up to the end of the JP, and there was no 20% de reallocation among agencies.

The proposed original design of the Program aimed at supporting the reduction of violence, particularly in three Brazilian municipalities with high violence and homicide rates among youth and adolescents between 14 and 24 years old.

Below are indicated the 06 Outcomes and 23 Products expected from the implementation of the Program in the municipalities of Contagem, Lauro de Freitas, and Vitoria. 63 activities were proposed to help achieve 23 Products, which would support the obtention of the 06 Outcomes.

UNDAF 03 Outcome: Reduction of violence, promotion of peace, conciliation and justice

Outcome of the Joint Program: Reduction of violence against children, youth and adolescents in situation of vulnerability

Outcomes:

Outcome 01: Local capacity strengthened to prevent and reduce violence and promote civic and coexistence culture, with a focus on children, adolescents and youth in vulnerable conditions.

Outcome 02: Sustainable behavioral changes, greater compliance with norms and construction of citizenship - achieved.

Outcome 03: Urban spaces generated and promoted.

Outcome 04: Peaceful conflict settlement practice disseminated and implemented within communities.

Outcome 05: Factors causing vulnerability among youth, children and adolescents to violence - reduced.

Outcome 06: Efficient and effective management of programs - achieved.

Products:

1.1 Local Plans to prevent violence and promote security for each city participating in the Program: designed, implemented, monitored and assessed.

1.2 Participatory security diagnosis conducted in the three communities involved with the Program.

- 1.3 Governmental and non-governmental players trained in designing, implementing and monitoring comprehensive policies aimed at preventing violence and promoting security based on the citizen security approach.
 - 1.4 Local institutional capacity strengthened to manage citizen security.
 - 1.5 Greater capacity for law enforcement in agents, civil society, employers' and workers' organizations in order to avoid trafficking, to report human trafficking and to support and protect its victims.
 - 1.6 Methodology to reduce the number of homicides in which children (10/18 years old) are victims - implemented.
 - 1.7. Protection networks for youth in vulnerable situation - strengthened
-
- 2.1. Greater compliance with norms and laws, achieved through the promotion of sports within communities
 - 2.2. Enhance human safety and compliance with norms and laws through safer school environments within the community, as well as through opportunities for cultural, social and sports interaction with neighboring communities.
 - 2.3. Awareness-raising toward youth and adolescent leadership in citizen security in their communities.
 - 2.4. Adolescents in conflict with the law: integrated and protected in human rights governed spaces at the municipal level.
-
- 3.1. Safe urban spaces promoted and developed through a situational crime prevention strategy and renewal initiative.
-
- 4.1. Peaceful conflict settlement practices – implemented in schools.
 - 4.2. Actions targeting young women, adolescents and girls in order to prevent domestic and social violence through personal and community empowerment.
 - 4.3. Racial and ethnical conflicts reduced through the "Education for Partnership" methodology developed among adolescents.
-
- 5.1. Youth between 14 and 24 years old empowered with abilities allowing them to deal with daily life issues (ensuring gender balance among participants) in order to reduce individual and community vulnerability to violence, drug use and HIV/Aids through the Youth Merit Program.
 - 5.2. Youth, especially young women, between 14 and 24 years old, empowered and trained in order to promote their effective integration into the formal labor market.
 - 5.3. Prevention of child labor through the implementation of specific public policies and through educational and cultural methodologies
 - 5.4. Resilience methodology developed and implemented in order to reduce vulnerability and enhance the protection of the environment of families with children and adolescents.
 - 5.5. Environmental awareness and integration into communities - promoted among youth
-
- 6.1. Methodology for management, monitoring and evaluation - developed and implemented.
 - 6.2. Lessons learned, documentation prepared, methodology systematized and knowledge exchange – promote at national and regional levels.
 - 6.3. Capacity to be aware of conflicts among Program staff - constructed and strengthened.

4.1.2. Relevance

The Program responds to the cooperation objectives of the United Nations System established in the country and to the need to measure in order to strengthen public policies adopted by the Federal Government, particularly the National Program for Public Security with Citizenship - PRONASCI. The UN Millennium Declaration recognizes crime prevention as crucial for the achievement of the Millennium Development Goals (MDG), as for developing countries reduction of poverty and sustainable development should be based on fundamental values, one of which is freedom from fear of violence. The Bangkok Declaration recognizes that effective crime prevention strategies can significantly reduce crime and citizen victimization.

Public Security is a highly relevant issue in Brazilian public policies. Changes have been important since the pre-democratic period, with changes to the Brazilian 1988 Constitution, in which the new public security paradigm is geared toward prevention and the exercise of citizenship. This prevention-base JP approach is highly consistent with the current Brazilian National Public Security Policy. Its priorities include: (i) strengthening prevention actions in the areas of public security and citizenship; (ii) ensuring public security as a fundamental right (human rights) and (iii) violence and crime reduction.

The National Program for Public Security with Citizenship (Pronasci), established by the Ministry of Justice in 2007, aims at preventing violence as well as controlling and repressing crime by tackling their socio-cultural roots; moreover, it combines actions in public security and social policies through an integrated work of Federal, State and Municipal levels. Actions abide by the guidelines of the Public Security Unified System (SUSP from its original Portuguese acronym). Their axes include: (i) training and appreciation of public security professionals; (ii) restructuring of the prison system; (iii) fighting police corruption; and (iv) community involvement in violence prevention.

The new UNDAF (2012/2015) points out that the relevance of this theme is reflected in guidelines agreed upon with the Brazilian government. The 'Security e Citizenship' axis integrates the whole set of National Development Policies and is the axis of Outcome 03 of UNDAF III. Security and Citizenship, as well as these other UNDAF themes, bear a direct relationship with human rights. It is understood that protecting these rights is a crucial condition for the promotion of citizenship. This theme aims at tackling all kinds of violence and exclusion, which put the full exercise of citizenship in jeopardy.

It is also important to mention what the Program contributed to National priorities: social inclusion and reduction of social inequalities; promotion and expansion of citizenship and strengthening democracy, which are considered in the Federal Government Pluriannual Action Plan.

In this context, the JP is aligned and consistent with citizen security policies in force by the time the Program Document was signed, considering priorities established by the Ministry of Justice through PRONASCI. The Joint Program is also consistent with UNDAF III priorities and current Brazilian federal government priorities.

Different actors interviewed stated that the JP maintains its high relevance to national development policies, particularly because it contributes cooperation initiatives at the municipal level. Both current municipal managers and previous public administrators who act as focal points stressed the importance of this Program for local policies aimed at preventing and fighting violence against community youth, adolescents and children. These beneficiaries live poor urban areas with high school drop-out rates, very precarious infra-structure, exposed to drug trafficking and weapons, as well as high homicide rates among youth and adolescents.

These authorities and community representatives involved with the JP pointed out that the implementation of the Program in local territories introduced positive forms of relationship and communication between municipal law enforcement agencies, authorities and community, including youth and adolescents, as well as new modes of interaction between different social groups within the same territory by having opportunities to work together in Program initiatives.

The relevance of the Program was widened at the local level because a Local Diagnosis and a Citizenship Security Local Plan were carried out that were constructed and validated in the three municipalities in a participatory way and with the involvement of about one hundred beneficiaries. These two products are decision-making tools for authorities who are implementing citizen security projects meant to become strong prevention actions targeting young people from communities.

By interviewing authorities, consultants and community representatives, including youth, it was possible to identify the importance of benefits achieved through this mode of technical cooperation working with different Agencies, promoting actions geared toward citizen security and community empowerment in themes such as: human rights, gender, conflict settlement and public security.

Therefore, this mode of Joint Program would be the best response to challenges faced when working to prevent and fight violence, which are multifaceted and multicausal themes. Due to its multicausal origin, integrated actions proposed in virtue of concomitant work of different Agencies allow partners and players from different sectors to act in an integrated way within territories.

Executing Agencies offered adequate solutions to local circumstances and challenges due to their wide expertise and experience gained from other technical cooperation projects. At the same time, in synergy with the JP action, local focal points and community representatives in the three municipalities strived, through Local Committees, to add value to solutions found by the JP to local challenges.

So, it is possible to say that the Program was relevant owing to its contributions to national public policies on Security and Citizenship, to which it added value through the implementation of municipal level projects and empowerment of communities, public policies M&M that benefitted territories' dwellers. This relevance to the solution of public security challenges is even more outstanding because the JP made possible the joint formulation of Citizenship Security Local Plans, which will be an important tool for guiding future investments and decisions to be made by public authorities, police officers and communities in each municipality.

II – Axis of analysis on Program Processes and Implementation

4.2. Efficiency of the Joint Program

This evaluation of efficiency will collect information about how funds and other inputs (human, physical and financial resources) were used to produce and achieve Outcomes. It will focus mainly on analyses of the relation between costs and short-term effect of the Joint Program.

Therefore, the Joint Program had to deal with two kinds of behavioral changes: the first one was to induce these changes in the beneficiary population, and the second was not having the necessary pre-conditions in place at the onset of the Program. According to the mid-term evaluator: “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. Thinking beyond the borders of one’s “own agency “ requires behavioral changes of staff and the respective organizations, as well as changes in organizational structures at HQ level of the agencies member of the UN system”. This situation entailed an inaccurate estimate of the number and the profile of human resources to be assigned in each Agency to the execution and the coordination of planned initiatives. The same applies to planning and details of management tools to be implemented and estimated time needed to the full execution of the Joint Program. Beside these, other challenges stemming from weaknesses in the original design were solved one after the other, to a certain extent, until the middle of the second year.

One of the early elements of this analysis concerns the initial design of the Program, which linked funds to Output/Outcome to be achieved by Agency, working based on budgetary lines for the Joint Program. Initial planning was indicative for the three first years of execution. This mode –no detailed planning for the initial management of estimated costs, number of actions to be carried out within a certain deadline for each Outcome, description of technical or administrative inputs needed to execute the initiatives– posed initial management difficulties for the JP, for integrated coordination actions and for the JP execution monitoring. This theme was discussed in interviews with the Program execution staff, who stressed the need for more time to define, negotiate internally and detail all the activities, year by year, which caused the onset of the JP execution to be delayed.

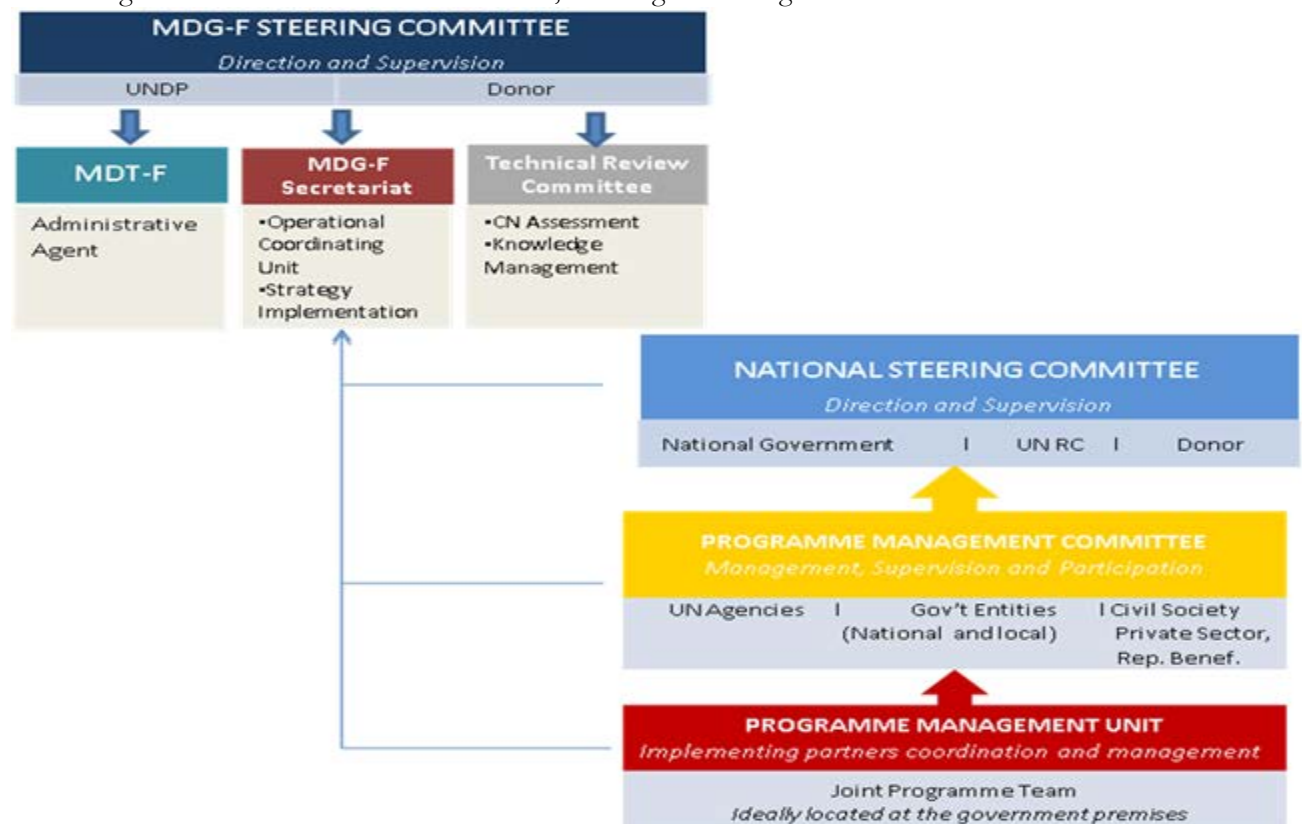
One of the reasons for the reduction in efficiency was the lack, in the original Project Document, of a lead time during which Agencies would establish working relations with one another, with the Ministry of Justice, with Local Governments and would establish the Joint Program management and monitoring structure.

The Program National Coordinator was hired around five months after the onset of the Program, after the relevant bidding process; this greatly delayed the onset of the formulation of Program management tools and mechanisms. At the same time, one of the difficulties encountered throughout the implementation of the JP was the weakness of the National Coordination role relative to that of the Directors of each Agency, who held the financial resources and could rely on focal points, in each Agency, to develop other daily activities. In order to overcome this situation, a number of Agencies hired JP Assistants, thus encroaching on funds that were earmarked to target activities of the Program, but quickening the pace of the execution of foreseen activities as well as increasing consistency in JP initiatives.

In terms of the JP Coordination, it should be stressed one of the daunting challenges facing the JP: the decision to work at the municipal level, which required Agencies to be more involved in the establishment of relations with authorities and beneficiaries of the Program. Nevertheless, the foreseen Program management structure did not include an interagency coordination unit in each one of the municipalities. The solution adopted by the JP was to hand relations with the focal point over to the UNDP consultants,

residents in each municipality. Only UNDP and UNODC had resident's consultants or ong's consultants in each municipality.

The Program coordination and management structure was proposed at the onset of the Program and underwent small alterations in terms of participation of other partners at the federal level and in the frequency of meetings of the different Committees. Below, the Program management structure:



The Program Management Committee performed integration activities, even if only at the national level and without representatives of the civil society, private sector or Government, because it is a locally implemented program. The meetings between representatives of society and government took place at municipal level. This National Committee acted to integrate Agencies in order to make the Program more agile; monthly meetings with focal points were also held. The Federal Government, represented by the Ministry of Justice (MJ,) was present in the first year of the Program management committee's activities, but due to staff turnover and reduction of resources destined for PRONASCI, this Ministry has no longer participated in the meetings, although technical meetings with the JP and MJ still take place. Municipal focus points have been invited to participate since 2011, but they seldom attend the meetings.

In practice, the Local Committee of each municipality acts as a JP Local Management Committee with the presence of the Leading Agency (UNDP) in all meetings that included local authorities, beneficiaries and other members of the civil society or private sector. Initially, this Local Committee was not involved in the management structure of the JP, as it was a privileged body which made and implemented decisions aimed at solving conflicts between communities and municipal managers.

The Program Management Group consists of one representative of each Agency: one representative of PRONASCI (2011), one National Coordinator, and, since March 2012, one Monitoring expert. Each Agency usually has a technical focal point and one JP assistant assigned to Brasilia. All focal points had well defined assignments decided by their Agencies and, therefore, they had to add JP responsibilities to their existing ones. The time focal points devoted to JP varied among Agencies, and this is why JP assistants were hired. The UNDP experience was very positive, as they had in Brasilia one focal point (with no assistant) and two experts per municipality. The UNDOC also sent one representative to the Agency, and NGOs in Vitória, Lauro de Freitas, and Contagem allowed JP initiatives to gain great visibility.

The role of the Coordinator Resident remained relevant and key for the JP. He acted efficiently in addressing all difficulties, challenges and contacts between strategic partners based on demands from the Program Management Committee. He helped solve problems in the Program implementation in different

circumstances, such as: solution for JP disbursements, reallocation of resources, and support to speed up the implementation pace. The Coordinator Resident has always strived to find solutions to more complex problems that could not be solved by the National Coordinator because this latter was in no hierarchic position to intervene directly in some Agencies or strategic partners. The Coordinator Resident located in his office the monitoring and evaluation expert of the Program and was kept informed about the progress and challenges.

After the implementation of this Coordination structure, the need for a local JP coordination was identified; this latter would ensure better communication between agencies, agency consultants, the Program, focal points and the JP and communities. Until the beginning of the second year, there were difficulties in coordinating Agencies' actions to carry out these initiatives. Sometimes consultants of different agencies worked simultaneously in the same territory. After 2012, Agencies started to inform the National Coordination about schedules and initiatives to be carried out in each municipality, thus avoiding overlapping activities.

The long, but necessary, process to select three Brazilian municipalities caused an important delay in the Program implementation in the first year. On one hand, this method of national dissemination of the Program to the municipalities gave transparency to the criteria used and allowed the participation of the MJ; on the other hand, it caused an eight-month delay. This delay had important consequences to the implementation of the Program schedule, but it was solved in the second year, due to swiftness in disbursements and execution of the previously planned JP activities. This period was also efficiently used to establish contacts with several partners and collaborating bodies. Higher effectiveness would be obtained by previous identification of the municipalities to be approved by the Program and the introduction of lead-time to structure the Committees and the JP Group and to establish working relations. Fortunately, the MJ started to use this methodology to select JP municipalities in other Programs involving Brazilian cities.

As to the management tools of the Program, progress was made in the implementation of some of these tools as, for instance, in 2012, the revision of indicators and the use of a new JP Monitoring Evaluation and Results Matrix. Monitoring is currently operational and it is being followed by an M&E specialist and by the National JP Coordinator.

Two M&E training sessions were carried out throughout the JP. Special attention was given to training UNDP consultants and members of the Local municipal Committees. This initiative aimed at qualifying beneficiaries, police officers and civil servants in monitoring and assessing the implementation of the Local Citizen Security Plan. These key players were also trained to monitor the first Project associated with this Plan, which was selected to be executed in up to four month using JP UNDP resources.

The JP Management Group held several technical meetings to improve M&E, thus generating a baseline of the pre-Program indicators and objectives to be achieved at the end of the JP activities. This baseline could be established due to the support by local participants after diagnosing the level of local citizen's security in each municipality. Additionally, it should be stressed that quantitative and qualitative descriptors were established to describe indicators in the Monitoring Matrix. We are attaching the Monitoring Matrix as approved by the MDG-F to allow the JP follow-up.

At the same time, the lack of a communication strategy during the first year of the JP was successfully overcome by the establishment of the guidelines in early 2012. Hiring a communication expert in each municipality added vitality and speed to the mobilization of the communities toward their participation in the JP. One of the relevant actions was to design a specific website for the JP to disseminate knowledge, documents, and experiences and to support the systematization of the Program contents. This website is still operational and being updated and can be accessed by communities, civil servants of the local city administration and other partners.

Quality assurance of processes and procedures that systematically monitor different aspects of the Program was implemented in order to detect, correct, and assure the quality of UN System Programs. To this end, the Coordination and Local Consultants monitored products and activities carried out by different consultants or consulting firms hired by the Agencies to work with the municipalities.

Most of these initiatives implemented by JP consultants were evaluated in each municipality by the beneficiaries, representatives of the community and public managers. Interviews rated JP initiatives as very relevant, high quality initiatives that help enhance awareness of different issues related to citizen security.

Initial difficulties were overcome, to different extents, to ensure communication strategy quality, quality assurance of consultants and JP activities, as well as monitoring of relations between participating Agencies and consultants of the NGOs that were hired. During the first five months of 2011, in municipal

level actions, sometimes the consultants arrived in the municipality not well informed about the Program, its beneficiaries and other ongoing initiatives.

This was the case of one UN-Habitat consultant, who did not know the Program and generated expectations that differed from those approved for the JP. One of the issues raised by this consultant was that Program funds to be paid out to the municipality amounted to US\$ 2 million. This raised expectations that this money would be managed by the municipality, rather than by the Joint Program and the Work Plan approved by the MDG-F. A complex clarification work had to be carried out during the first half of 2011, but authorities in Lauro de Freitas have still asked questions about it in 2013.

It has to be stressed that consultants and NGOs learned more about the JP, initiatives by other Agencies and experiences in implementation with JP focal points and local committees. However, it should be highlighted that, during the interviews, interviewees proved they were aware of the Program, but most indirect beneficiaries and community representatives called JP initiatives by indicating the name of the Consulting Firm or the NGO that implemented it, rather than mentioning the UN Agency. Due to the strong presence of local permanent consultants, interviewees identified UNDP as a frequent attendee in Local Committee meetings and always mentioned the Youth Merit Program, that some associated with UNDOC due to its local offices. Unfortunately, there was no formal control of consultants and NGOs during the JP implementation by the National Coordination and each Agency had to guide and monitor their consultants. The complete list of consultants and NGOs hired to act at the local level is attached.

This large number of participants posed a great challenge to the National Coordinator, who had to monitor its quality, as he was in Brasilia, far away. Furthermore, each Agency managed its agreements, received and approved reports, and made payments and monitoring, sometimes not even submitting them to the JP's National Coordination.

One of the difficulties faced in this evaluation was the lack of outcome monitoring reports from each Agency, as consultants presented individually their products, which were used as indicators of contract and activity execution in the JP Work Plan. Each Agency only completed the monitoring tools and the progress reports required by the MDG-F. The National Coordinator had to write the joint reports.

Another important challenge was to draw up the financial monitoring of the execution of activities and disbursements made by the Fund directly to the participating Agencies, not going through the Coordination, as participation percentages of each agency were defined in the signed Project Document since 2009. Every Agency sent its JP monitoring according to their own Agency's budget lines. The data disaggregation and the number of lines required the Coordinator to reconcile budgets, as Agencies had no integrated system of Accounts or Budget.

At the same time, the budget planning assigned to each Agency in the JP, for each budget line, allowed to carry out initiatives aimed at complementing other national Programs or in which Agencies participated, and which could use such revised funds (not the full disbursement of the last stage) allocated to conduct a number of actions aimed at strengthening those already started.

Originally planned Activities and Results were not fully implemented due to changes in MDG-F priorities relative to the JP. This new direction caused a reduction in the number of initiatives in the three municipalities, and about US\$ 800,000.00 was not disbursed by the Fund in favor of the JP. This reduction in the number of initiatives was also due to municipal elections in October, 2012, as newly elected authorities altered municipal programs. The initial budget was US\$ 6 million to be executed in three years, but at the end of 2011 a deadline extension of nine months was requested (until June, 2013) and the total initial Program budget was reduced by about 15%, falling to US\$ 5.2 million.

These two facts, the budget reduction and a longer execution time, indicate that the planning and implementation of the Program were less satisfactory than expected. The reasons were previously mentioned: turnover of authorities; delay in selecting three municipalities; new federal Government elected for the 2011/2014 term; reduction by 2/3 of the third disbursement by the Fund to the JP; turnover of municipal authorities in January, 2013, after the 2012 elections.

Some initiatives proposed in 06 Outcomes and 64 Activities were executed so as to be technically adequate to the diagnosed needs of each municipality, and were carried out over longer periods of time than initially foreseen, at a reasonable cost to promote favorable conditions to achieve the Program Objectives.

However, the initial Outcome Matrix was too ambitious in number of products and activities to be performed in only three years, as originally proposed. Extended execution time for these activities was followed by budget reduction, therefore reducing activities and products. However, some Agencies, such as UNDP, had reserved some funds and, even after the reduction of the third disbursement by the Fund, the original program was carried out. UNDP also contributed its own US\$ 120,000 to the JP.

The yearly forecast of resources needed to implement each activity might have been adequate, but the yearly budget execution showed significant differences, with a 15% reduction of the amount paid in the first year and 30% in the second, but with good recovery in the third year. Funding estimates were proposed for each Program activity, costs being compatible with the Brazilian market. Below you will find percentages of the participation of each Agency in the JP budget and the totals executed during the years 1, 2, and 3 per Agency and Program.

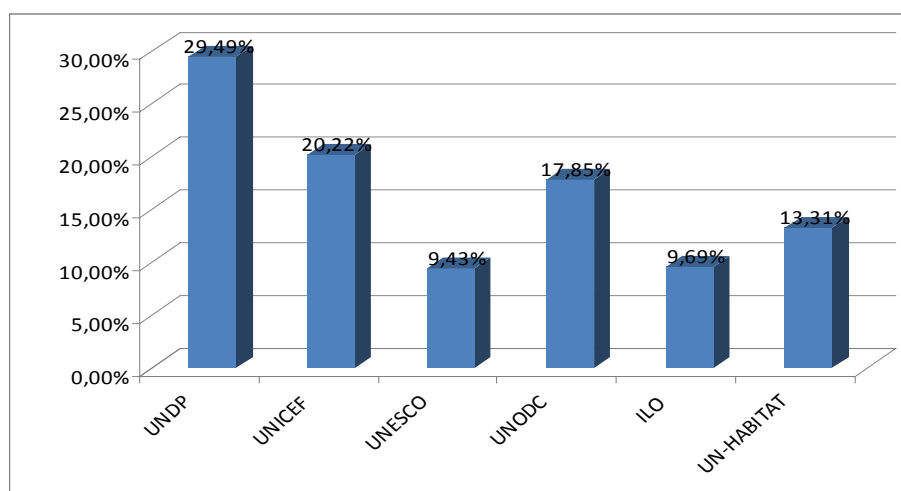
Budget Execution per Agency and JP

Agencies	Resources allocated in USD	% Allocated	Total received after 2/3 cut of the 3 rd disbursement	Total received 1 st year	Total executed 1 st year	Balance
UNDP	1,769,126.00	29.49%	1,509,989.05	600,000.00	580,098.00	19,902.00
UNICEF	1,213,380.00	20.22%	1,035,333.29	413,380.00	413,275.00	105.00
UNESCO	566,030.00	9.43%	482,848.31	180,000.00	180,000.00	0.00
UNODC	1,071,003.00	17.85%	914,493.20	371,003.00	212,699.37	158,303.63
ILO	581,652.00	9.69%	496,161.20	200,037.00	200,037.00	81,579.00
UN-Habitat	798,809.00	13.31%	681,517.61	298,808.00	201,000.00	97,808.00
TOTAL	6,000,000.00	100.00%	5,120,342.67	2,063,228.00	1,787,109.37	357,697.63

Total received 2 nd year	Total received 2 nd + remnant 1 st year	Total executed years 1 & 2	Balance	% Execution	3 Disbursement planned	1/3 received	3 disbursement + remnant 2 nd year
854,560.00	854,560.00	525,557.20	329,002.80	61.50%	314,566.00	104,855.33	433,858.13
454,594.00	454,699.00	344,746.17	109,952.83	75.82%	345,406.00	115,135.33	225,088.16
180,000.00	180,000.00	174,444.00	5,556.00	96.91%	206,030.00	68,676.67	74,232.67
446,516.00	604,819.63	459,983.76	132,636.27	76.05%	253,484.00	84,494.67	217,130.94
281,616.00	281,616.00	197,270.37	84,345.63	70.05%	99,999.00	33,333.00	117,678.63
400,000.00	497,808.00	349,344.00	148,464.00	70.18%	100,001.00	33,333.67	181,797.67
2,617,286.00	2,873,502.63	2,051,345.50	809,957.53	75.09%	1,319,486.00	439,828.67	1,249,786.20

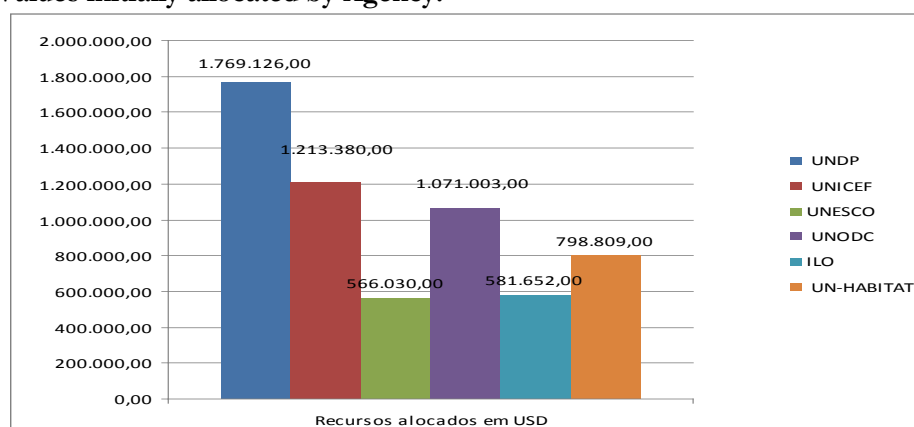
Source: National Coordination of the Program – 2013

Participation of the Agencies in the JP Budget



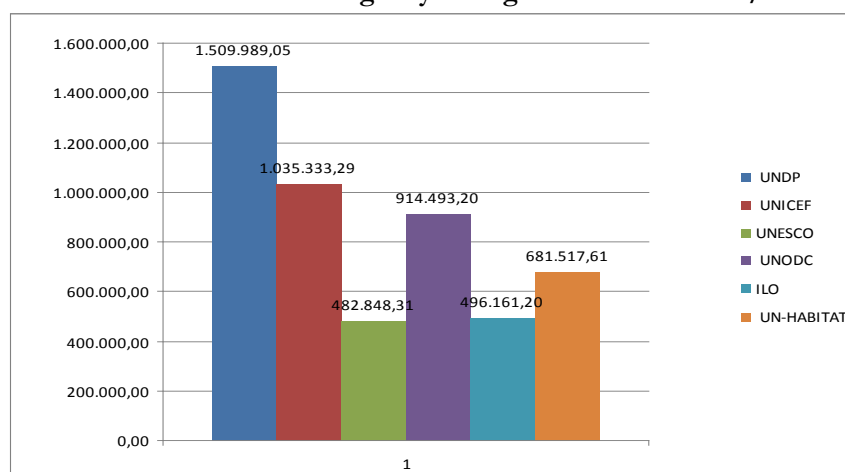
Source: National Coordination of the Program – 2013

Values initially allocated by Agency.



(Resources allocated in US\$)

Amounts allocated to each Agency taking into account the 2/3 reduction



Source: National JP Coordination

The UNDP had the greatest participation (30%), followed by UNICEF (20%), UNODC (18%), and UN-Habitat (13%); both ILO and UNESCO had similar amounts (9.5%).

The degree of efficiency of the implementation of the Joint Program can be considered fairly satisfactory if one considers the efforts made by the Agencies in the second year and the third year in keeping

more than 75% and 90% of disbursements in relation to previous resources. The Agencies have made significant efforts to overcome the situation of reduced technical personnel assigned part-time to perform the actions of the Program, reinforcing the teams and looking to have more frequent technical resources in the municipalities. This same assessment could be made, according to the statements of employees of Agencies and municipal authorities who followed the JP during the first three years.

These same management problems were identified in other JP developed by Brazil and in the case of Gender and race was identified in the considerations of the assessments carried out. The Program presented some difficulties of agility in implementing activities in its first year, disbursements and annual planning of actions, which were gradually being agreed between Agencies, communities and focal points considering the points previously discussed of delays in the selection of municipalities, diagnostics and local plans. However these were supplanted by the decision of other Agencies to use the accumulated experience in the subject and start many actions that would be required to integrate the list of needs to be met by the Local Plan of Citizen Security, in each municipality.

One of the initial barriers identified was the difficulty of the Focal Points in Agencies to dedicate more time and priority to the management of this cooperation, because these professionals had to take on additional duties with other responsibilities to manage at least 5 other technical cooperation projects in their Agencies. Despite the provision or hiring of assistants for the JP some difficulties remained for each of the Agencies to follow through with the actions in the municipalities, leaving an important role for consulting firms or NGOs hired to work at the municipal level.

There was a change of the National Coordinator in the middle of the implementation of the Program, bringing a strong discontinuity in following through with the topics and procedures of articulation, considering that it takes a few months for the adaptation of a new professional for these positions.

The strong challenge between November 2012 and June 2013 will be the disbursement of US\$ 1.30 million, which will require an increase in capacity of implementation of 35% compared to previous years. In this same context, it is worth noting that the hiring of personnel for each of the Agencies was not originally planned and that it became necessary, counting on the approval of the Fund. This decision led to changes in the percentages and resources of budget lines of the JP. One of the consequences was the drastic reduction of funds for travel from the focal points of the Agencies to the municipalities to participate in meetings of local committees and promote activities. A summary table, of the evolution situation of the implementation of activities and products of the JP, is presented attached, according to the data presented in the last report of November 2012.

Financial controls are undertaken by the Secretariat MDG-F and directly by each Agency constituting a critical point to be analyzed for new JPs in Brazil. The cooperation between MDG-F and the Agencies constituted an effective cooperation process and showed results consistent with those planned. These partners worked jointly giving high visibility to the initiatives of cooperation in the national territory, especially at the municipal level. Previously identified difficulties for the joint implementation of the JP, had taking into consideration: multiplicity of products and proposed activities; complexity of interagency coordination, and heavy workload of the focal points in Agencies and municipalities. However, one of the advantages presented by the JP was the concomitant and focused action of six Agencies in three municipalities. This focused action promoted significant gains in terms of knowledge, networking, sharing experiences and processes of sensitization, mobilization and training with beneficiaries and communities involved in the deployment. If they had to act one by one, they might not have had the same three municipalities as priorities, they could carry out the activities and initiatives over five or six years, no longer working with the same final beneficiary communities.

One of the great learning curves identified was that the participation of municipalities, through their local committees, should have happened to the initial design of the JP, so that it ensured the preparation of work plans and results matrix as a joint exercise of Agencies, the federal Government and local focal points. The initial exercise of proposition of the JP being run only by the Agencies and the federal government reduced the degree of joint planning between Agencies. As seen previously, the instances of management at Program level (Program Management Committee) and national level (National Steering Committee) contributed to some extent to the deployment of the JP, presented certain limitations due to the lack of competence and attributes to treat the JP as One UN. Both the leading agency and the National Coordination lacked UN System instrument for effective joint coordination. However, whenever there were problems or difficulties of larger scale, these situations were submitted to the decision of the Coordinator Resident.

Therefore, what needs to be learned for the improvement of the JP in Brazil is highlighted below:

(i) Agencies require administrative changes to carry out the joint Programming. It is found that the adoption of different administrative and managerial procedures by the Agencies created barriers in the management, especially in the financial/budgetary fields. Examples of these are; different forms of hiring, drafting of contracts and disbursement of payments as well as transfers of resources between Agencies;

(ii) In the original document of the Program it was established that the supervision and implementation of the activities would be accompanied respectively by the National Steering Committee (NSC) and the Program Management Committee (PMC). It was found that such a managerial arrangement created a certain distance between the Steering Committee and the Management Committee, responsible for the operational coordination of the Program, due to the spacing between meetings and reduced participation of the Agencies in PMC.

(iii) The Program also established that UNDP, as the Leading Agency should recruit a national coordinator, who would coordinate the overall implementation of the joint Program. However, it has been identified that coordination is characterized more as an operational consultancy or executive secretary, lacking resources, as well as the fact that the Coordinator is not the organizer of expenses. Such aspects have caused administrative obstacles, which froze important activities of the Program.

(iv) Difficulties continue to exist on concepts and practice of inter-agency operation considering that these concepts are innovative and have not been assimilated as a conceptual, methodological and operational tool by the Agencies.

Still regarding the implementation process of the JP, the issues to be decided were generated at the municipal level, with no formal proposition of a joint decision-making body in each municipality. Although the Local Committee has acted this way, only the UNDP attended the meetings monthly. At the same time, the focal points of the municipalities did not participate in the meetings of the Steering Committee of the Program and the National Steering Committee. In this sense, the management bodies created could have worked better if the Local Committee had been formally established, with the Agencies being required to participate in the committee meetings in each municipality.

The Program monitoring was another weakness of the JP, repeating the difficulties of jointly coordinating six Agencies and its implementation in three municipalities. Each of the Agencies carried out their own monitoring in a weak manner, using three monitoring mechanisms: Financial Procurement Processes, Product generating Contracts (database) and reach of products and activities.

Through interviews with local authorities, with Agencies and communities, it has been indicated that the Program had, in general, delays in the development of activities and that the initial program was not fully implemented due to the reduction of resources in the third release of funds.

Information on the management of the Project was reported and documented adequately in order to meet the model of the MDG-F Secretariat, meeting the contractual requirements of JP. Each Agency has the documents without however being consolidated and available from the Program coordination.

Information about the relevant actions and results of the JP were being disseminated to the beneficiaries of the project, and at times were communicated via both the Brazilian press, and through national meetings and seminars. The creation and updates of a site, specific to the JP, on the website of the UN system in Brazil, was of great importance. Certain news is not yet available on this site, and some events can be viewed on the website of the UN in Brazil. However, various materials produced are yet to be included in the site due to the fact that the communication experts from each municipality only started their contract in 2012. The efforts of all municipal Agencies and focal points were always aiming towards finding solutions to overcome the delays in the implementation of the Program. However, when considering the relationship with the municipalities and focal points, these became complex in November 2012, with the reduction of resources and the need to review the annual work plan.

It can be concluded that the Project presented a medium to fair degree of efficiency in its implementation (85% of budget execution in relation to the I MDG-F disbursement 2009/2010, 75% in relation to 2011/2012 and 100% over the disbursement III-2012/2013) and a lower degree on the quality of management of the JP, due to the previously indicated factors of internal and external nature of the Program.

Also the JP has deployed 95% of its actions set out in the Plan of Improvement, as suggested by the mid-term assessment mission. It is worth emphasizing that the Agencies were present at the institutional and technical collaboration with the three municipalities, able to respond in a timely manner to meet the existing demands for the implementation of the Joint Program.

The average costs of carrying out activities of consultancy, training, events and seminars are in accordance with the values applied to the consulting market in Brazil, especially in regard to hiring companies or professionals to promote studies, seminars, awareness sessions and training.

However, the lack of practice and expertise of national policy System of running "one UN" caused some degree of administrative, financial and managerial difficulties for the implementation of this JP. In methodological terms of joint Programming of work to be done it is worth highlighting that this experience served to identify improvements to processes and procedures to be introduced in Joint Programs, in the case of Brazil - not being a pilot country for integrated actions. These improvements are already being made to the integrated planning of the future performance of the WG on Citizen Security.

At the same time, this Program allowed to identify new practices of work with Brazilian municipalities, with high rates of deaths of young people and HDI lower than the national average. The systematization of guides and manuals promoted by this Program must allow the three-municipality pilot experience to be multiplied to other Brazilian municipalities, through an adaptation to the local and regional conditions and specificities.

The inter-agency institutional arrangement adopted by the United Nations in the implementation of international cooperation projects is proving to be a challenge. In general, all Agencies interviewed, the coordination and the government counterparts, expressed themselves as satisfied with the prospect of adopting, in the future, the interagency format to implement this Program, although they have suggested improvements to be made. It was found that even the joint action of different UN agencies in the same time period and target groups in the municipalities, potentiated the achievement of results on issues of citizen security. It also offered some degree of cross-over, such as gender and citizenship, as facilitating dialogue between Agencies with specific mandates and expertise.

The evaluation showed that the preliminary Joint Programming was considered positive for the Agencies and municipalities, having added value to their performance capabilities. This Program provided the exchange of experiences and information between Agencies, counterparts and beneficiaries, as well as the JP promoted densification of knowledge on the subject at the local level. Another positive aspect of the Program was the development of joint actions, which contributed to Agencies whose mandates were not primarily focused on the topic of the JP, but constituted the initial repertoire of knowledge, as well as broadened the practice of this process with other public players and communities in the three municipalities.

The set of conditions previously indicated caused the expansion of the term of execution of the Program. As previously highlighted, there has been reduced dedication of the focal points in the Agencies and Municipalities, as well as electoral processes - national and local – which hampered the progress of initiatives. These conditions produced a decrease in the degree of efficiency of achieving the results and objectives of the Program.

III - Axis of Analysis on Contribution to Development Results

4.3. Effectiveness of the Results:

4.3.1. Results achieved

This topic will identify the degree of achievement of the objective and the results of the development intervention. Whereas the Monitoring Matrix Results Program was revised in 2012, the latter matrix will be considered for evaluation of achievement of the 6 results of the JP.

The different degrees of results of the Project allowed them to be identified-through interviews, reports and monitoring visits to three municipalities - actions that promoted greater local capacity to prevent violence and strengthening citizenship with the focus on children, adolescents and young people in vulnerable situations. The indicators of results, selected for verification of the degree of attainment of the immediate objective of the JP were not being monitored because they required statistical information and monitoring of local evolution of facts in the scope of the three municipalities. Therefore, the initial Results Matrix of October, 2009, was modified, and in the monitoring report to the Fund from February to July 2010, only the 06 Results of the Program remained on the first hierarchic line.

It would be worth highlighting that the victimization survey was excluded from the Program's Work Plan as it was not feasible to carry it out in the three selected municipalities, due to time and costs for its operation. This research was relevant in monitoring the reduction of levels of violence in the beneficiary territories of the JP in each municipality before and after the Program. The survey was concluded and promoted by UNDP and the Ministry of Justice on May 2013. The results are still under analysis of the MJ. Moreover, the fact that the program was implemented only in certain territories of each municipality also makes it difficult to obtain statistical data from each of these intervention units, since they represent a small percentage of the municipal

area, although they have high rates of youth homicide and adolescents in situations of vulnerability and high levels of violence.

To achieve the goal of the Program, five general strategies and six specific strategies or thematic components, were established. General strategies were included in different specific strategies that make up the Program. The strategies adopted by the JP, which proved valid through the period of deployment are indicated below:

I-General Strategies:

- (i) To produce sustainable behavioral changes in young people, teenagers and children
- (ii) Concentration of actions on children, adolescents and young people in vulnerable conditions
- (iii) Building and strengthening local capacities to manage the security of citizens
- (iv) Schools as the "center" of the Program
- (v) Focus on gender equality.

II-Specific Strategies:

- 1. Strengthened local capacity to prevent and reduce violence and promote coexistence and citizen culture, with a focus on children, adolescents and young people in vulnerable conditions
- 2. Sustainable behavioral changes, increased compliance with the rules and the construction of citizenship achieved
- 3. Urban spaces generated and promoted
- 4. Practice the peaceful resolution of conflicts, widespread and implemented in communities
- 5. Factors causing vulnerability to violence among young people, children and adolescents reduced
- 6. Efficient and effective management of the Programs achieved.

For each of the six strategic lines of action of the Program, products and activities, were associated, which, if obtained, it would be characterized as contribution lines within the Development Objective. Attached is the final position of the design of the Program, with the Monitoring Matrix of the JP, taking into account the achievement of expected results, to April, 2013.

In this sense, during the three and a half years of running the Program, the products and activities were gradually modified, with the selection of the respective indicators of achievement of results. The Monitoring and Semiannual and Progress Reports for MDG-F were considered as the basis for the evaluation of achievement of results, counting on information supplemented by interviews with key partners: focal points in the Agencies and municipalities, consultants, authorities, representatives of communities and beneficiaries of the JP.

Results of the JP:

Result 1: Local capacity strengthened to prevent and reduce violence and promote coexistence and civic culture, focusing on children, adolescents and young people in vulnerable conditions.

Result 2: Sustainable behavioral changes, increased compliance with standards and building citizenship achieved.

Result 3: Urban spaces generated and promoted.

Result 4: Practice of the peaceful resolution of conflicts and widespread implementation in communities.

Result 5: Factors causing vulnerability among young people, children and young adolescents to violence reduced.

Result 6: Efficient and effective management of the Program achieved.

Below, in this first part, the products and activities of the JP are presented to support the assessment of the degree of efficiency of the results achieved.

At a later time of the evaluation of this topic, there will be an indication of the degrees of efficiency of the contribution of development results from the JP to obtain changes in the communities benefited by the Program in terms of security and citizen coexistence.

Result 1 JP - Local capacity strengthened to prevent and reduce violence and promote civic culture and coexistence, focusing on children, adolescents and young people in vulnerable conditions.

Specific products:

- 1.1 Local Plans of violence prevention and safety promotion, formulated for the three municipalities.
- 1.2 Participatory diagnosis of security conducted in the three communities involved in the Program.
- 1.3 Governmental and non-governmental players, trained in the design, implementation and monitoring of comprehensive policies to prevent violence and promote safety within the scope of the approach of citizen security
- 1.4 Local institutional capacity strengthened to manage citizen security.

- 1.5 Increase in the capacity of law enforcement agents, in the civil society, organizations of employers and workers to prevent trafficking, report human trafficking, and to support and protect its victims.
- 1.6 Methodology to reduce homicides in which children (10/18 years) are victims, implanted.
- 1.7. Safety nets for vulnerable young people, strengthened (excluded).

This Result 01 of the JP was developed with strong participation of UNDP and UN - Habitat, in collaboration with the ILO in relation to product 1.5 and UNICEF in relation to product 1.6.

In 2010 some preparatory initiatives of the JP were undertaken, such as: (i) Creation of specific methodology for the selection process and a two phase selection of the municipalities, the three selected municipalities: Contagem (MG), Lauro de Freitas (BA) and Vitória (ES), (ii) Establishment of a Memorandum of Understanding with each of the selected municipalities in Brasília, involving representatives of participating UN Agencies, ABC and the Ministry of Justice, (iii) selection of the JP coordinator and of the focal points; (iv) local committees implemented with the participation of departments of health and education, (v) presentation of the study conducted by UNICEF in 267 municipalities, including 03 of the JP on the consequences of urban violence on adolescents (vi) visits to successful experiences in citizen security focal points of the JP, such as Bogotá (Colombia) and Rio de Janeiro (Brazil), being the latter promoted with the support of PRONASCI/MJ.

Consultants from UNDP, to be responsible for carrying out diagnosis and Local Plan for each of the three municipalities, were trained and started their work only in February 2011. This initiative to hire two consultants presented important advantages as these consultants act as local coordinators of the JP. In March and April 2011 courses were conducted on Citizen Security and Coexistence, in each of the three municipalities, which have been adapted to local specificities. These courses attended about 230 participants from local and state government, community and the police. The initial holding of this seminar in each selected city allowed the formation of a network of local partners to offer training on Citizen Security. Respondents from community authorities and police forces indicated this seminar as an important initiative, to acquaint the participants with opportunities to exercise their rights and citizenship, as well as existing initiatives to prevent violence, which could be developed in each of the cities, with the participation of the intended beneficiaries of the Program and the public security authorities.

Another important point for the results achieved was the establishment and operation of the local committee in each municipality that have not yet been formalized to perform their duties, responsibilities and level of participation. Local committees were integrated by institutions and citizens, which present a strong presence and degree of leadership in specific area of work of the JP. Therefore, local government, state and local security forces (military, civil and community), religious groups, NGOs, and youth leaders, were represented. These representatives participated in decisions and functioned as disseminators of the JP for the rest of their communities, as well as other citizens consulted regarding situations and claims

In some municipalities the representatives were chosen by a democratic voting system, given that some of those elected had not attended the meetings of the Local Committee, being replaced by other citizens appointed by the focal point, bringing a contribution to a political party to the Local Committee and its decisions. This issue is of importance because of the lack of formality of this body of community representation. This informality brought difficulties to the dialogue of the new authorities - elected in 2013 - with the earliest representatives of the communities in the Local Committees.

The implementation of the Diagnosis and of the local Plan in each municipality assured the generation of knowledge, discussion of situations of violence facing the community, development of consensus in certain plan priorities and promoting better understanding among the authorities, security forces and communities. Diagnoses and local citizen's safety plans were developed from February 2011 until the end of 2012, with the support of UNDP territories in each of the municipalities selected by public bid: Contagem (Minas Gerais), Lauro de Freitas (Bahia) and Vitória (Espírito Santo).

These processes took longer than originally planned for different reasons, such as: (i) difficulties faced with initial consultancy of participatory diagnosis of the UN-Habitat, (ii) slow process of establishing articulation networks (iii) difficulties in mobilization and communication processes, (iv) large number of meetings to validate the local diagnosis and plan, (v) changes in community representatives in the local committees, (vi) the difficulty of relying on quantitative data for diagnosis: and (vii) initial resistance of certain authorities in providing information and giving political priority to the JP.

The full diagnosis (situational and institutional) was developed for the territories (administrative regions of the municipality) in the three cities participating in the JP. The analysis carried out was based on data collected from the bodies of the three levels of government, their technical people and managers, and

with the population of the locality, including consultation with community leaders and young residents of the territory or region diagnosed. The diagnosis have identified that in general the youth had the greatest burden of victimization and the governmental and non-governmental projects/programs and presented results which were lower than expected, taking into account the investments that have been made along the last decade. In social actions, in general, there were bottlenecks to be adjusted and the relationship between population and security forces in general in these regions needed major improvements built. Projects in the area of social services, specifically, have discontinued or reduced investment in training of teams. This situation was repeated in other sectors of community support.

It is interesting to highlight that in general in the municipalities where the JP worked and in Brazil, the public safety issue, with regard to the implementation of actions and public service delivery at end user level, is largely the responsibility of the politico-administrative state. This is due to the fact that the 1988 Federal Constitution has assigned to civilian, military (managed at the state level) and federal (managed by the Union) police, the responsibility for public safety.

At the same time, the diagnosis was useful for raising a significant number of councils and institutions that participate in the management of municipal public safety. One of the major challenges of the initial JP was the articulation process with the set of institutions devoted to the treatment of public safety, with or without popular participation, ensuring a space of visibility for new methodologies and approaches, without incurring duplication of actions. Regarding treatment of security issues in the last decade in Brazil in several municipalities, new municipal public organizations to deal with urban security, citizenship and human rights, and culture and human rights, have been established.

Diagnosis served as a reference for building Local Comprehensive Plan of Security and Citizen Coexistence, which presented as an objective, to support the implementation of proposals to change the degree of violence, making room for greater social development of the location, based on opportunities realized directed mainly to the local youth. The data was collected for the construction of the baseline for the proposal of the Local Plan with data on violence and homicide rates among young people in the three municipalities, and through interviews qualitative information was obtained specific to the territory to be the object of the JP. However, there was no quantitative information specific to each territory available. Attached is an example of situational diagnosis of São Pedro in Vitória.

It would be worth emphasizing that the methodology used allowed largely for the assessment of the institutional capacity of the government in the municipalities and its relations with the communities, as a basis for proposing the plan, as well as raise the national and local Programs for actions of prevention and coping with violence, especially targeted at children, adolescents and youth. Programs, with which the JP could establish synergies expanding the reach of results in the implementation of projects and initiatives, were to be proposed by the community.

Based on the prioritization of areas and projects, the Local Committee, upon returning to their communities, identified a pilot Project to be implemented by JP with the support of the UNDP with remaining resources, considering the suspension of the third disbursement of the MDG Fund.

The Pilot Project selected for Contagem was the one for high school/vocational education for young people living in the community so that they can join the labor market, promoting the reduction of violence in the Area. In the case of the city of Vitória, the selected Pilot Project was "*Papo Reto*" aiming at violence prevention at schools; improving the action of the community and the police officers for a culture of peace and citizenship. This Project was implemented at a slower pace than planned, being considered relevant for the changes in the relationships between the youth and the police officers. Around 60 youngster, 20 public managers and 10 police officers benefitted directly from the project.

The priority Project selected by the community of Lauro de Freitas was designed to build safe spaces with proper infrastructure at the "Pedrita" neighborhood which belongs to the Region of Itinga, which was not being effectively taken care of by public authorities regarding solutions for their problems and which lacked public services for the whole Region. This initiative was delayed in relation to the other municipalities due to the new priorities of the local administration and the connections that are required in order to mobilize women and the youth in the Community.

One of the outcomes of strengthening the community action to prevent and reduce violence was the establishment of a working group with members of the Local Community to monitor and assess public policies for security and citizen coexistence; additionally, they will follow the implementation of the Integral Plan of Citizen Security for 2014 -2017.

JP initiatives with support of the UNPD accounted for 30% of the total budget of the Program, with the Diagnosis and Local Plan involving, on average, in every municipality, the mobilization of around 500

players, who participated in various conferences, meetings and working groups. The actions brought direct benefits to around eighty people in every municipality through training programs, courses and workshops given by experience donors and missions to get to know other successful projects. Fifteen meetings were held on average in every municipality to make each diagnosis; around ten meetings were held for the integral plan and the UNPD participated in at least thirty meetings with local officials and the local committee for the implementation of the JP and the Plan through their local consultants and focal point. These planning processes and the design of these instruments with the support of UNPD were significant for the implementation of the work plan agreed upon with the municipalities and other Agencies in the framework of the Joint Program. As such, the Local Plan was designed considering the seven strategic axes based on their implementation and the reach of the results achieved by all six Agencies participating in the JP.

Still regarding Outcome 01, JP with ILO support, used the fact that ILO has always supported the National Program PAIR. This program had already been implemented in Lauro de Freitas and Vitória. Based on the quick diagnosis of the status of adolescents in conflict with the law, the ILO consultant prepared action to establish connections with different organizations to fight sexual violence networks. Training on the PAIR methodology for public managers and educators started in May 2011. This methodology has been used for years in projects in Brazil by government agencies and international organizations. In Vitória a training program was launched to fight human trafficking and sexual violence against children and adolescents. The municipality was encouraged to prepare a local plan to fight the sexual exploitation of children and adolescents.

Additionally, the JP (ILO initiative) developed three-day awareness-raising workshops in the three municipalities in 2011 for around thirty police officers, police chief, child protection workers, psychologists, pedagogues, community agents, youngsters and members of the communities. The purpose of these workshops was to make beneficiaries aware of other forms of expression to be able to cope with everyday challenges of violence faced by young people and adolescents and conflicts with the communities. These workshops were developed by an actress who is well-known all over the country, who advised a group of military, civil and community police officers to work with emotions and give their testimonials through the exercise of "Police Words: Other Words."

This consulting work used poetry as a tool to develop citizenship, self-esteem, memorization, creativity and self-knowledge. Poetry is considered a powerful tool for social inclusion, because citizens can express themselves using most of their human resources, through gestures, expression and language. During the workshop the purpose was to recognize and use words as a powerful communication weapon which can open doors and reduce differences by changing the view of every participant. This exercise was widely accepted by the police officers according to officials and police officers interviewed in the municipalities. In their testimonials, they stated there is now a better connection with the communities and the fact that the image of police officers with the leaders in the areas served by the JP has improved, and that they can make a more extensive use of the power of words to express newly acquired knowledge by the citizens.

Activities were carried out at a faster pace after the National Coordinator was contracted, with nine meetings of the Program Management Committee held in 2010 to guarantee less of an impact of the changes resulting from the electoral process. It should be highlighted that in the first year of the JP the Ministry of Justice participated in the whole process of selecting municipalities, in the PMC meetings and in the technical visits.

The training of local officials, security forces and communities on the monitoring and assessment of public policies for citizen security promoted by JP it was delivered by the UNPD on mid-2012 after the completion and validation of the local plan. This training put in place favorable conditions for the process of selection of a project to be implemented by the JP in every municipality with the future follow-up by the Local Committee in every municipality. This training served around ninety people in the municipalities.

It should be stressed that project design and fund-raising training was given by JP to all local players in collaboration with UN-Habitat, promoting this training course to ninety people also in 2012. Interviews showed that these training sessions were positive, resulting in better knowledge and supporting the education of citizens for the monitoring of public policies; they provided them with tools to follow the actions by the public power based on situations of violence brought by the community which required initiatives by public authorities.

The strengthening of the skills of local organizations was expanded with a technical visit to Bogotá with the promotion of a meeting on citizen security and awareness-raising activities on the subjects approached in the initiatives promoted in this Outcome and other Outcomes of the JP.

Still regarding specific results achieved in relation to the work of other Agencies to achieve Outcome 1 of the JP, and as mentioned previously, UNICEF worked more at the advocacy level with federal and municipal administrations. For this purpose, it used its previous extensive work in the area of citizen security, particularly with adolescents and the youth. At the federal level – for prevention and reduction of lethal violence against adolescents and the youth – it supported national policy actions in the framework of the “Brazil Protects Its Children” Program by: proposing guidelines to draft the policy together with the Humans Rights Secretariat and CONANDA and the launch of the Municipal Guide for the Prevention of Lethal Violence.

At the same time, from the preparation of this Municipal Guide, at the national level, UNICEF also promoted the integration of this initiative with state-level actions proposed at the State Program of Citizen Public Security. UNICEF has provided the interaction of the JP activities with those from the State Program in its expertise area.

The following activities were conducted in order to achieve this integration: awareness-raising meeting with public managers on the municipal guide, training of public managers from the three municipalities on the violence reduction methodology and promoting the connection of managers of the three municipalities with the programs currently underway in the area of security so that they can support the reduction of violence against youngster and adolescents.

UNICEF cooperation was geared towards the integration of Vitória to the state program “*Estado Presente*”, of Lauro de Freitas with the “*Pacto pela Vida*” program and of Contagem to the programs “*Fica Vivo*” and “*Polícia Família*”.

A pilot project had been proposed for 2012 for the implementation and monitoring of the Municipal Guide on Prevention of Homicides of Young People and Adolescents in each of the municipalities. However, with staff turnover in public agencies, neither the pilot project, nor the monitoring group at the Local committee could be established.

Another important point was the fact that local players became aware of the importance of implementing public actions designed to protect the rights of adolescents in conflict with the law, i.e., these are social-educational actions at the municipal level integrating the National System of Social-Education Services (SINASE). This process aims at adopting social-educational measures of non-incarceration for delinquent adolescents, which greatly depend on the level of awareness of communities and local officials, as well as local security forces and legal system. These training courses would enable participants and officials to better understand and accept the use of SINASE rules and regulations for these adolescents.

UN-Habit made three audits in 2013 related to the security of women, as a follow-up of other initiatives developed by this Agency in other Outcomes of the JP. These audits are a significant part of the process so that certain urban spaces can be transformed into safe places, supporting initiative of prevention and reduction of violence against women.

Outcome 2 : Achievement of sustainable behavioral changes, with greater compliance of the rules of citizenship construction.

Specific Products/Outcomes

- 2.1. Greater compliance with rules and regulations by promoting sports in the communities.
- 2.2. Improve security and compliance with rules and regulations through safer schools in the community and opportunities to achieve cultural, social and sports interaction with neighboring communities.
- 2.3. Awareness-raising for youth and adolescent leaders regarding citizen security in their communities.
- 2.4. Adolescents in conflict with the law integrated and protected in human rights spaces at the local level.

Since this Outcome requires behavioral changes, it allows for the identification of supporting actions that will generate some initial changes in the beneficiaries of the Program in cooperation with two Agencies that have experience in working with children, adolescents and young people in areas such as education, culture and childhood-support initiatives, namely UNESCO and UNICEF. However, these Agencies should continue to follow the beneficiaries of their initiatives in order to be able to identify, through impact-assessment surveys, the behavioral changes (effects) and effectiveness related to the activities carried out at this stage of the program.

These Agencies started to work in the three municipalities in mid-2011, working more strongly in 2012. They developed actions integrated with some National Programs that had already been cooperating with the Brazilian Federal Government, such as, for example, the “*Escola Aberta*” program. This National Program

implemented by the Ministry of Education in cooperation with the Ministry of Sports, promotes the use of schools for the development of sports and cultural activities for adolescents and young people whenever spaces are available, particularly during weekends.

There is a consensus that the practice of sports promotes the learning of rules, regulations and develops self-esteem in those who take part in sports activities, in addition to promoting the exercise of citizenship and democratic spaces in the communities that lack socializations spaces that are well-equipped and staffed with skilled workers. In this context, JP with the support of the UNESCO relied on the work of two consulting firms related to how young people solve conflicts and actions designed to expand safer school spaces, promoting new leaders among groups of young people and adolescents.

Between 2011 (Contagem) and 2012 (Vitória), the *Instituto Elos* focused its actions on this two municipalities trying to act in integration with the other initiatives that were being carried out by the Program, putting schools at the center of their actions to work with adolescents and the youth in the communities. The objective was to carry out actions designed to achieve a reduction in violence affecting children, young people and adolescents living in a situation of vulnerability, doing so by means of voluntary compliance with rules, self-regulation of behavior and promotion of social control mechanisms. They carried out concrete actions that enabled them to achieve the JP's outcomes with young people and participants from the communities. This initiative in Vitória and Contagem enables a closer proximity and visibility of adolescents and the youth in the relationships between school and neighborhood by being able to have an actual experience of physically building a collective dream (achieved through the OASIS game). In order to achieve this goal, they had the support of the school and representatives of the community.

In Vitória, 450 participants benefited from the program, with 32 beneficiaries having been trained in the methodology: 16 young people and 16 public managers. The community task force had a positive impact on the Santos Reis community with improvements in the square, the sports court and the headquarters of Cieduca (a NGO linked to the Catholic church in the area) and in the “*Fruta Pão*” Square. For example, in Contagem, at the National Neighborhood, the exercise with young people led to the physical recovery of an old square at the Sapolândia community, had the participation of around 350 people, including educators, parents, students, managers, young people and retailers who supported this initiative. Additionally, this activity of recovering this square enabled two communities and young people that had difficulties of coexistence and social interaction could work together, cooperating for the benefit of children and the youth from both communities, living together in a same territory (a hill).

Testimonials by community representatives and youth leaders showed the significance of this special opportunity provided by the JP. This initiative has served as an example for other adolescents and young people in the communities who found points of cooperation and respect in other young people with whom they had never talked or whom they were afraid of approaching. The other point highlighted was the fact that a group of young people, educators and parents from the area, managers, community and religious leaders was established; people who learned the methodology and who can be the new trainers of young people, teaching them the methodology.

A set of initiatives implemented by the JP was carried out by the communities in Vitória and Contagem after the completion of the actions by UNESCO regarding the Specific Product or Outcome 2.2, ensuring the continuation of the actions started by the JP, considering the highly positive impact of the ownership of this methodology and the synergistic effects of the Oasis Game among young people in the communities. In relation to the Specific Product or Outcome 2.1, PC count on the UNESCO that was supported by *Associação Palas Athena* in the implementation of the actions geared towards the establishment of safer social spaces in schools and neighborhoods through school mediation initiatives.

The choice of having the mediation process take place in schools in the three municipalities was also due to the high rates of violent disputes among adolescents and young people in schools which, according to statements by school principals, were then transferred to public spaces near or far from the public schools. Between 2011 and 2012 JP promoted with the support of Palas Athena in the city of Contagem eight workshops delivered by a multidisciplinary team of facilitators. Workshops were organized to share with participants the foundation and reflection on the Culture of Peace, together with a series of activities to be implemented and reestablished in the communities and educational environments with the purpose of preventing violence through interactions characterized by empathetic and creative connections among the players involved in these environments. At the same time, exercises were given to participants through which tools were made available to them for the establishment of spaces in the schools, families and communities to facilitate and guide dialogue, improving coexistence and communication among participants. These communities were shown how conflict resolution becomes an important process for the establishment

of partnerships for the development of projects in schools and for the community. Another subject developed with the young people, adolescents and educators was the prevention of psychological violence and bullying for the collaborative learning communities, with important testimonials by young people and adolescents who experienced or reported this type of violence in their communities.

In Contagem, seventy-two people were trained from municipal schools, healthcare agents, educators, school principals, students, civil and community police officers, young leaders, community leaders, public managers, representatives of the human rights secretariat, children and adolescent's court, local committee of JP, Mayor's Office, PROJOVEM Program. In the last day a lecture was organized by the Association entitled "cultural models through which we perceive the world", attended by around 200 people. The lecture was widely publicized by the general and cultural media of the administrative area of Nacional, in Contagem.

Unfortunately, this initiative could not be implemented in the city of Lauro de Freitas as had been originally planned in the JP with UNESCO. It would have been very useful to have this exercise performed in Lauro de Freitas, where rates of violence at school and in the community were considered high by interviewees. One of the reasons could be the lack of interest by the former administration to carry out this initiative in the municipality and difficulties of mobilization to conduct such a significant and comprehensive workshop.

Community leaders and young people from the community gave their testimonials in interviews made with the beneficiaries in the city of Contagem in which they said that they are increasingly using this knowledge of the culture of peace, together with the conflict mediation tools, not only in schools, but also in public and family spaces. Additionally, they said now there are lower levels of communication issues and violence among different groups of the community because they realized that the other groups were also afraid of the young people from certain areas in the same community because they did not know each other.

The JP actions developed by UNICEF were discussed in Outcome 1, which was developed together with the activities related to Products 2.3 and 2.4, since actions were carried out by this Agency that also belonged to the Program developed by UNICEF with the Brazilian Government, thus achieving more synergistic actions in the field of education and protection of children, adolescents and young people in the three municipalities covered by the JP.

One of the Programs in which the JP Agencies had been working synergistically was the Project of Protection of Young People in Vulnerable Territory, particularly UNESCO, UNODC and UNICEF. The "PROTEJO" Project brings together the actions by the Ministry of Justice with the overall goal of following young people aged 15 to 24 years in situation of risk or family and social vulnerability, who have left the prison system or who are complying with: social educational measures in order to develop educational programs to promote citizenship, human rights, vocational training and social inclusion in order to prevent violence, crime and involvement with illicit drugs.

The initiative "Communication Agents for Development" was carried out in 2012 in Lauro de Freitas with the support of the United Nation Children's Fund (UNICEF) in partnership with the NGO CIPÓ – *Comunicação Interativa*. The project trained twenty adolescents in situation of vulnerability, aged 14 to 16 years. The focus of the project was the prevention of violence and critical and educated participation in spaces of discussion on themes that affect their lives. The methodology used was based on Educommunication, with workshops on radio and photography languages. Twenty boys and girls were trained in the first class. The second class – which started in September 2012 – had trained fifty students.

In Contagem this Project was called *Mídia Tática*, being supported by the NGO *Oficina de Imagens*, whose purpose was to establish a strategic communication with the youth and the community, given the youth a voice so that they could be heard and perceived as citizens by the communities and public managers. The media work was carried out in two steps, starting with twenty young people and finishing with twelve. The first step was developed with the TV on the Street, with adolescents and young people finding out the strengths and weaknesses of their communities and making videos which were then showed to people who live in the neighborhood: lack of waste collection, lack of a public telephone station, walk-in clinic closed, and lack of spaces for leisure. The second step was a process of mobilization of citizens in which they provided the necessary information to the community through posters placed on streets containing information like waste collection days and public transportation timetables. One of the initiatives of *Mídia Tática* that had the greatest impact on the community, having been mentioned in all interviews, was the identification of a built space – a yellow house – that had been abandoned and that had been used by young drug addicts. In front of this house there was a square and a soccer field which could not be used by people living in the neighborhood. Through dialogue and participation of one young person who used to be part of group of

drug addicts using the house, the Yellow House was renovated with the participation of young people from three public schools.

It is possible to evaluate that products and activities previously identified had contributed to obtain the Outcome 2 of the JP.

Outcome 3 of the JP: Urban spaces generated and promoted.

Specific Product:

3.1. Safe urban spaces promoted and developed through a strategy of situational crime prevention and initiatives of renewal.

The role of UN-Habitat in the Joint Program reached institutional expertise through its global Safer Cities program, implemented in different cities of the world, to reduce urban violence by promoting a culture of prevention and community participation, with special attention to the situation of women, and coordination with security agents. In Brazil, the Agency has been developing its activities with the support of ISER expanding its expertise in citizen security through actions with the Program for the Pacification Units of areas with a high degree of violence in Rio de Janeiro, such as the Pacification Police Units PPU's. The Agency received support from the ISER - Institute for Studies of Religion - to carry out their actions of conflict mediation and community mediation within the JP. It was established between the agencies who contributed to this issue, the modes of complementarity that should be obtained to avoid duplication of actions in the territories of the JP. This understanding came after the midterm evaluation mission of the program in mid-2011.

The UN-Habitat focused its actions in the last months of the year 2012 due to the process of local elections that took place in October 2012. The process of building the partnership and dialogue with both focal points and with local leaders in the program communities began to take hold. The participation of representatives of the UN-Habitat or ISER meetings of the local committee in Vitória and Contagem allowed the identification of local specificities and promoted closer ties with the local players. This, expanded partnerships with community leaders to set the agendas and actions for the communities within the context of the program.

Awareness in conflict mediation was raised in the cities of Vitória and Contagem throughout the year, and two-day training courses were delivered in September 2012 in Vitória, and in November 2012 in Contagem. These courses were attended by around 25 participants, such as municipal guards, police, public managers, community leaders, community councils, religious leaders, young people and technicians operating in the territories of the two municipalities. These training sessions allowed for simulations of cases, which contributed to greater dynamics of relationships among the participants, who were able to play roles that differed from their usual daily lives. Evaluations allowed to identify the level of interest of participants and to hear their comments on the importance of being trained in the methodology of community mediation. Another conflict mediation course took place in May 2012 with a group of participants from the "*Oficina dos Sonhos* (Workshop of Dreams)", run by the Instituto Elos in order to integrate the two agencies UNESCO and UN-HABITAT, bringing greater synergy among the initiatives for the JP in Vitória. It is worth emphasizing that these awareness raising campaigns and courses in mediation enabled networks to be established for participation within the communities, facilitating activities scheduled to take place throughout the JP.

In December 2012, a workshop on conflict mediation for religious leaders was held. There were about 20 participants. The course aimed to promote a meeting with different religious groups of Lauro de Freitas to reflect on the meaning of religious practices, symbols and beliefs, as well as to promote coexistence between religions and how to refer potential conflict situations, which sometimes mark these relationships. Techniques of conflict mediation and dialogue facilitation were shared in order to deal with the practical and concrete cases of Lauro and of the participants.

As scheduled, the Guide on conflict mediation, involving teams of UN-HABITAT with support from ISER and the University Alberto Hurtado in Chile, is yet to be published. During the second semester of 2012 an agreement was made between the institutions, and this collaboration is shortly delayed. At the moment, the preliminary draft version of the Guide already exists, containing all chapters, which should be disseminated in Portuguese at the JP website.

In relation to **safe public spaces**, actions were performed from September 2012, with a first meeting held with managers from the municipalities linked to the theme to map the demands, suggestions, projects

and experiences of each municipality to be inserted in the body of the Guide to be published, with good practices. This guide on the management of public spaces is still in the final stages of preparation. The publication of this material for public administrators and urban planners should represent an important advance towards ensuring safer urban spaces, with infrastructure and urban services that reduce the risk of urban violence.

In an interview with a school principal in Contagem, it was reported that the lack of street lighting and the vegetation not being cut back in the area next to the school made the area into a place of illegal action and of violence in the community. When she took the post, she kept in touch with the authorities and neighborhood residents of the school, having been supported by both to remedy this situation of tension with students, parents, teachers and community.

This theme of safe spaces with infrastructure and public services was also discussed during the meeting of the local Committee in two municipalities of the JP, which were able to participate in the final evaluation. In regards to actions in **public security and community policing**, participatory and experiential workshops were conducted in the three municipalities, promoting reflection on the subject, which contributed to building closer and more cooperative relationships between the police and the population living in areas where they fulfilled their duties. These workshops relied on a variety of participants - residents, public administrators, police officers, community leaders, young people, and local committee - who discussed important issues between the public security institutions and the communities.

These relationships between the public security institutions and citizens have, in general, sensitive points, which were being addressed in these workshops; such as the coercive and repressive actions; perpetuation of stigmas and stereotypes; policing and tensions in public spaces; the solution of public security problems, and this requires the participation of several players from the public and from the community and not just police action.

For these three-day workshops, a partnership was established with the Project "*Papo de Resposta*", run by the Civil Police of Rio de Janeiro, which has served as a national example of positive experience of holding candid conversations with young people, as a priority, in poorer areas of the city of Rio de Janeiro. At these meetings, the officers share their experiences and present other views on the profession, speaking of violence, death and of the challenges faced by the culture of police combat. The officers answer questions posed by young people and adolescents and redesign some relationships between the police and the communities.

In this context, these professionals from "*Papo de Resposta*" supported the establishment of methodology workshops for the JP and made visits to schools in the territory of each of the participating municipalities of the Program, building the foundation for the establishment of new spaces for dialogue in which communities and public security officers come closer in collaborative actions and joint reflection. As an outcome of these workshops, educational material was developed to enable training of communities and the police to work with the other party, as well as videos and reports with the methodology of community policing. It is worth emphasizing that these materials can be used for this experiment in a territory of the municipality and can be replicated in other places of the municipality and other municipalities of Brazilian States.

During the interviews it was possible to gather very positive testimonies from the police commanders and officers, in particular those linked with community police stations. It was reported that there was a closer relationship with community leaders and increased collaboration between the community and the police in the region, in order to reduce and prevent violence and homicides among young people. One of the examples given of joint action between police and communities after a threat of a curfew was in Contagem, following the death of a relative of the leader of drug trafficking in the region. This coordinated action of the police and the community, with the support of political power in the city, caused the non-closure of schools, nurseries, bakeries, local trade, pharmacies and health and social care establishments. The initiative was of such magnitude that the public transport system was soon restored in the territory, being escorted by police cars, thereby ensuring it was possible for thousands of workers in the territory to commute to work.

Other examples were given, such as the fact that the lives of some young people and adolescents in the territories were protected by the increased collaboration between community leaders and local police, reducing spaces of violence between groups of the same or different communities. In Lauro de Freitas, this closeness between the security forces and the community promoted favorable conditions for the installation of a community base, which made visits to the city of Salvador with a group of children and adolescents; they promoted computer courses and martial arts training in their venue. These

activities have helped to straighten the ties between the community and community police, establishing greater dialogue and communication.

In Vitória, as an outcome of this initiative and of the workshops "*Palavra de Polícia* (Police Word)" Other Arms (ILO), the local Committee of the Comprehensive Plan of Citizen Security selected the Project "*Papo Reto*" as the priority to be implemented by the JP, in the municipality. The statements made by the committee members and the community indicated that there were significant improvements in relations between the police and the community of São Pedro, in Vitória, though improvements are still needed in training and in the implementation of new workshops. In the three municipalities, there were approximately 270 participants, with a strong presence of police officers who had completed the preparatory workshops and attended meetings of *Papo de Resposta*. At the same time, about two schools per municipality were visited.

It is worth highlighting that the initiatives have been properly assessed and questionnaires were administered to the participants, which are available on the website of the JP. The website also includes videos produced from these workshops.

Additionally, with support from UN-Habitat, the technical mission to Rio de Janeiro was promoted in 2012, made up of representatives of the focal points, participants of the local committee and of police forces to visit the PPU, as a successful experience in public security and citizenship in the slums of Rio de Janeiro.

The Women's Safety Audit is a tool that the UN-HABITAT utilizes to undertake a critical evaluation of the urban environment with focus on safety of women from different age groups. A number of forms of aggression may inhibit women from traveling through certain areas of the city, for different reasons, from urban design, lack of lighting, lack of care with grassed areas and many other reasons. This audit was conducted in all municipalities in several meetings with women from the communities to discuss solutions of changes in the built environment to bring greater security to urban travelling. Audits enabled women from the community, to identify, together with professionals from the JP, how environmental factors were causing insecurity due to the lack of urban planning and design of public policies that are not targeted at the specific needs of citizens: women, children, the elderly, and people with any sort of disability.

Therefore, at the municipal level, two workshops took place in Vitória in March 2012, promoting the implementation of two maps indicating the main places that are not safe for women and, on an exploratory walk through these places, photographs were taken which evidenced the existing problems. Meetings were also held with the community base, health center and other public officials. This project in Lauro de Freitas was called "Dialogues and Experiences on (Un) Safety of Women from Itinga Neighborhood". The activity was organized with the participation of 25 people from the community. The research team covered different locations in Itinga, where they could listen to women with very different profiles; housewives, cleaners, cooks, teachers, government representatives, university students, sex workers, drug users and students.

In Contagem, this dialogue also had about 30 women in the community, giving women greater empowerment in actions of prevention of violence in the territories. These audits enabled the research to be carried out in different localities of the territory, allowing the researchers to listen to women with very different profiles; housewives, cleaners, domestic workers, cooks, teachers, government representatives, drug users, students, unemployed and health professionals. About 50 women were interviewed in each city. In Lauro de Freitas, interviews were conducted in the Reference Center for Women; Itinga Justice Office, with feminist leaders, neighborhood associations and mothers of students from two municipality schools in the territory.

This theme of a women's safety audit is closely linked with another action of the UN - Habitat aimed at developing a Safe Spaces Guide, and of running actions of Gender mainstreaming in terms of prevention of violence against women.

The UN Habitat produced a report covering the systematization of the actions of the women's safety audit, which should serve as a basis for the preparation of a Manual. The report is available on the Program website. This Manual should be used for the training of multipliers that will multiply the use of this methodology and will share the experience of doing this on the JP. The Manual should be published by the end of 2013, in which the findings of the audits will also be presented, with details of the activities carried out in each municipality.

Outcome 4 of the JP: Practice the peaceful resolution of conflicts and widespread deployed in communities.

Specific products

- 4.1.** Practices of peaceful resolution for conflicts implemented at the schools.
- 4.2.** Actions aimed at young women, teens and girls to prevent domestic violence and social through personal and community empowerment.
- 4.3.** Racial and ethnic conflicts reduced through methodology "Education for Partnership" developed among adolescents.

This Outcome 4 about practices of peaceful conflict resolution has been achieved with the contribution of different agencies throughout the first and second year of implementation of the JP. For this reason, the resources of the specific outcome 4.1 were used by UNDP to support actions related to the implementation of the *Trilhas da Paz* (Peace Track) circuit. In these initiatives young and adolescents from the communities, marked, through the means of drawings, those spaces that residents indicated as needed to be appropriate by the community, as a means to reduce potential violence.

At the same time, the activities of UNICEF in relation to the identification of beneficiaries and public analysis of the situation of conflict resolution with components of gender and race originally scheduled on specific outcome 4.3, part of these resources began to be carried out by specific outcome 2.3 aimed at strengthening racial identities of young people and teenagers. This UNICEF initiative is also part of its current Programs with different national partners in Race and Gender. Two workshops were conducted in the municipalities and publications on the subject were distributed.

The organization Juspopuli Human Rights Office worked with UNICEF to tackle two topics related to outcomes 2.3 and 4.3; conflict mediation and referral of issues relating to socio-educational work with adolescents in conflict with the Law. The actions of this organization, along with the Department of Human Rights in the state of Bahia have enabled the training of educators and public administrators in conflict mediation and encouraged the understanding of the process of child protection and juvenile offenders, with the modality of it being conducted by the judiciary and by other public administrators. In an interview with two professionals from this Office, the difficulty faced holding the meetings, to obtain data and the lack of interest and of personnel of the judiciary office in following through with the legal process for the application of socio-educational measures for young offenders, was highlighted. This topic is still a strong challenge to the formation of knowledge and cultural changes in communities and the judiciary in Brazil. In the training sessions held, there was no participation of representatives or local judicial authorities in the sector, which would be important players in this process.

On this topic, it is worth noting that, in April 2012, Law 12.594 establishing the National System of Socio-Educational Services (SINASE, from its original Portuguese acronym) came into force. The Act represented an achievement in relation to the care of adolescents who commit offenses in Brazil. More clarity is still needed about the responsibility of the federal government, states and municipalities and guidelines for an integrated policy that can involve different areas such as health, education and social work. In addition, the challenges for this Act to come into force in the coming years are numerous, especially with regard to the duties of municipalities.

In order to put to debate the challenges for the municipality to implement SINASE and ensure the improvement of the care of adolescents, especially in an open environment, a training on adolescents in conflict with the law in Lauro de Freitas and two other municipalities took place in October 2012. This initiative has increased the ability of citizens to carry out the monitoring and evaluation of municipal public policies and had the collaboration of Child and Adolescent Rights experts from UNICEF. It was designed for professionals (about 30) that work in the Right Assurance System of Lauro de Freitas (BA): council members, rights advisers, civilian police and military representatives of the Prosecutor's Office, the judiciary, among others. For next year, new actions are scheduled, which are aimed at the development of the Municipal Socio-educational Service Plan of Lauro de Freitas in service recommended by SINASE. ". To achieve this Outcome 4 of the JP, several initiatives of other Outcomes contributed significantly, with some degree of interagency-action, as seen previously in this report.

The ILO supported the training process and Popular Legal Promoters in the three municipalities, as an important instrument for mediating conflicts in communities. This work had the collaboration of women leaders in the communities, who were trained through workshops and Manual for conflict resolution, in schools and communities to prevent domestic and social violence and human trafficking. At the same time,

these beneficiaries, technicians and agents of law were also trained in legal procedural protection to reduce conflicts. Community leaders, women linked to social movements, public administrators and community councils, educators and CRAS, took part in these events in the municipalities.

These initiatives trained about 60 women to act as promoters with their communities, having acted in terms of raising awareness of at least a hundred more citizens of the three communities. It is worth pointing out that the Manual for Popular Legal promoters, in its expanded second edition of December 2012, was distributed on different occasions. It was confirmed by interviews that this guide can be used to multiply the contents and keep active the network of popular promoters. Another positive point was the enlightenment and the passing of information to the communities of the legal aspects involved for those who do not respect the standards and human rights, in accordance with national and international legislation.

In June 2013, in Vitória, the ILO promoted a training course for Popular Legal Promoters (PLP) in the region of São Pedro for employees and residents of the territory. The Workshop, "Citizenship, Human Rights and Human Trafficking", which took place in the auditorium of the Health Unit of New Palestine, was aimed at the training of promoters to act in countering human trafficking and provide support for other actions in defense of women's rights.

Interestingly, this initiative is supported by a PRONASCI project called *Mulheres da Paz*. The *Mulheres da Paz* Project is an initiative of the Ministry of Justice, which in general terms aims to train women who are active in the community to establish themselves, institutionally, as social mediators in order to strengthen the political and socio-cultural practices developed by and for them, through the female empowerment. At the same time, it aims to build and strengthen networks to prevent domestic violence and to face violence that make up the local reality and involve young people and women. *Mulheres da Paz* are women from within the community, trained in topics such as gender and women's rights, human rights and citizenship, violence, risk factors and prevention of drug addiction, who act as disseminators of the Program. These participants also act to prevent youth violence and youth involvement with drugs, as well as gender violence.

The JP with the support of ILO carried out the dissemination in these meetings and workshops of publications related to violence, such as the Maria da Penha Act (11340) and the handbook of Domestic Worker(s), to support the community leaders with information and to educate the community about the consequences, rights and obligations involved in the application of these institutes against violence to women and of the exercise of a profession. It also released the guide for the Prevention and Combat of Sexual Violence against Children and Adolescents in the three municipalities, with significant repercussion on the fight against violence in school, family and community environments. This material was directed at educators, police officers, youth and adolescents, parents and public administrators. In December 2012, in the city of Vitória, the Valcenir Patrício dos Santos Forum on the Rights of Domestic Workers, was held. Conducted by the ILO, the event presented as its main objective the discussion of issues related to domestic workers, promoting the creation of networks for discussion and new alternatives for solving some of these issues.

A previous discussion of the subject was held in September, with the presence of the ILO consultant, and representatives from the Union of Domestic Workers, Findes System, the Municipal Employment Generation and Income Secretariat, Citizenship and Human Rights, Education, among others. On occasion, topics such as the informal labor market, the need for training courses, the lack of knowledge on the part of workers about their rights and the devaluation of labor, were discussed. The lack of data and studies on the subject was also cited as a major problem for policy formulation in the case of this municipality and the others of the Joint Program.

Outcome 5 of the JP: Factors causing vulnerability among young people, children and young adolescents to violence, have been reduced

Specific Products.

5.1. Young people between 14 and 24 years empowered with skills that allow them to deal with day-to-day issues (ensuring gender balance among participants), to reduce individual and community vulnerability with violence, drug use and HIV and AIDS through the Youth Merit Program.

5.2. Young people, especially women, between 14 and 24 years, empowered and trained to promote effective integration of young people in the formal labor market.

5.3. Prevention of child labor, through the implementation of specific public policies, and educational and cultural methodologies.

5.4. Methodology of resilience, developed and implemented, to reduce vulnerabilities and improve environmental protection of families with children and adolescents. (Excluded).

5.5. Environmental awareness and integration in communities promoted among young people. (Excluded).

JP Actions aimed at achieving the specific outcome 5.1 were implemented by the leadership of the UNODC. These initiatives effectively began in the first semester of 2011, with agreements with municipalities for the selection process of NGOs, which would establish the Youth Merit Program with the communities to be supported by the JP. UNODC initiatives would fund the full implementation of "the International Award Program", and therefore the activities began to be planned by the Office upon completion of the Preliminary Diagnosis in each of the municipalities. A UNODC partner since 2009, the Youth Merit from *International Award* is a self-development program aimed at young people aged 14-24 years old. Launched in the UK in 1956 as part of *The Duke of Edinburgh's Award Scheme*, Youth Merit seeks to reduce violence affecting young people in vulnerable situations - who are out of school, suffer from domestic violence or are involved in drug trafficking - through voluntary compliance of rules, self-regulation of behavior and the promotion of social control mechanisms. It is characterized as a program to promote life and community skills.

The United Nations Office on Drugs and Crime - UNODC has completed the selection of three organizations to run the program 'Youth Merit' - *Prêmio Internacional da Juventude* (International Youth Award), in three municipalities in Brazil. AVSI Foundation was selected to implement the program in Contagem, Minas Gerais. The Association of Socio Educational and Cultural Development of Bahia - ADESC will act in the municipality of Lauro de Freitas, Bahia, and the Brazilian Center for Development - CEBRADES (Brazilian Development Centre) will work in Vitória, Espírito Santo. In July 2011, these three organizations had already been selected for the implementation of the Program in each municipality.

The challenge of Merit consists in the fact that it is defined by each participant who establishes their own goals and tracks their progress. In each situation, the participant competes with himself and challenges his own limits. Each participant has a mentor or someone from the community who is responsible for their work. Throughout the program, the young people had the opportunity to participate in various activities within the four main axes of Youth Merit - (i) voluntary service (ii) undertake an adventurous journey (iii) the discovery and development of personal skills and (iv) promote sport and physical activity. Actions of Merit relied on partnerships with various public bodies and the community, in order to achieve integration between young people and communities. Over the three years, more than 800 teenagers and young people were trained in the three municipalities, with the attainment of certificates being lower, reaching about 100 young people on average in each city.

Already, working to implement the exit strategy of Merit in March 2013, training was held for disseminators of the said Program in Lauro de Freitas and 17 people were trained. In Vitória, 4 interlocutors were present as well as 8 representatives from Minas Gerais. All these new instructors would be able to expand to up to 500 young people participating in the continuity of Merit in the next 3 years. Through interviews, there were some difficulties identified in implementing this program and keeping the same format and methodology used in developed Countries for the three municipalities of the JP, in areas of low HDI and high rates of homicide, drug and weapons trafficking, and events of violence as existing in these territories of the Program.

Examples were given of some difficulties; lack of practice of teenagers from the Brazilian peripheries in performing actions and participating in volunteer initiatives, without a financial aid and scholarship to support them in transportation and snacks. The adolescents with difficulties in schools, families and community acting together in collective activities, such as sports, martial arts, an adventurous journey; the need to be offered snacks throughout periods of action on the Merit, and the lack of practice of it being a program that requires joining without having a financial benefit associated. In the case of Vitória, the NGO selected for their implementation, used the slant of sport, recreation and leisure as the axis of action, acting close to the Open School Federal Program and near to religious institutions of the community. During the mission it was possible to follow the completion of steps of the Certification Program in the city of Contagem and gather testimonies about the program with the consultants and youth leaders.

There was a consensus that the Merit could be redesigned to better meet the Brazilian demands and characteristics, although it has achieved positive outcomes with the young people participating in the Program. This methodology was considered, to some extent rigid, it was necessary to follow the steps agreed with the headquarters of the Program.

Some young people who participated in the Merit were also present in other initiatives within Agencies, promoting integration through these young people and adolescents common to other projects, and

at the same time, in most situations, it brought in an overload of demands for participation for the same educators, administrators, parents and young people of the territory.

Another important point was the presence of NGO professionals on a permanent basis in the territories, ensuring more interactivity with the communities and better monitoring of the initiatives, maintaining a high degree of collaboration and relationship with local leaders, religious leaders, schools, young people, administrators and police officers. Another element that facilitated the program was the incorporation into the Program Merit of at least one person from the community, with a high leadership profile and the ability to form networks, to ensure the existence of the channels of communication and mobilization of the Program in each territory.

At the same time, local authorities have indicated that attention needs to be given to the issue of drugs. In this regard, UNODC held a course in the municipalities that integrated their institutional training activities, establishing partnership with the Ministry of Health of Brazil. The training was aimed at public administrators and police officers of the municipalities.

Due to the complementary actions to achieve the Outcome 2 of the JP, UNESCO requested the assistance of UNODC to conduct trainings for teachers in schools, community and police officers acting in the schools (UNESCO) and combating drugs (UNODC), in the months of September and October 2011. Over the course of the Project UNODC ensured that these integrations took place by having permanent consultants in areas supported by the Program. From these understandings, in 2012, UNODC conducted a course for public administrators, police officers and representatives of the communities in the three municipalities to prevent the use of Drugs and Violence. To some degree, it contributed to the achievement of the program called "*Mensageiros da Paz*", together with two other agencies, as was the case in Lauro de Freitas (Itinga). The Program was sponsored by the Municipal Guard of Lauro de Freitas in order to contribute to the prevention of violence.

The first action was developed on October 23, 2012, at the Municipal School Solange Coelho in Itinga. A team of city police officers held a lecture in the Elementary School titled "Say no to drugs and yes to life." This initiative promoted workshops, debates and lectures in schools of the local educational system, prioritizing students of Elementary School I and II. According to an interview with the Municipal Guard, the initiative appeared because of the concern of security agents with increased violence and drug abuse among children and adolescents. The representative of the guard belongs to the Local Management Committee of the Joint Program, and members of this corporation participated in Program actions, such as "*Oficina Palavra de Polícia* (Police Word Workshop)" "*Outras Armas* (Other Arms)", promoted by the ILO and the Workshop Public Policy in Contexts of Violence and Consumption of Alcohol and Other Drugs, and organized by UNODC.

In July 2012, through individual consultants, UNODC held public policy workshops in the context of violence and drug use for the three municipalities, attended in each location by approximately 45 participants, including public administrators from the areas of health, education, culture, public security and welfare. In these Workshops discussions were held with guidance from professionals in prevention and health promotion, aimed at reducing the vulnerability of communities in cases of violence associated with alcohol and other drugs. Actions to be carried out were collectively indicated for greater interaction between health and other social policies aimed at providing care to users of alcohol and other drugs.

Pre-assessments and evaluations were conducted at the end. It is interesting to highlight the significant increase of correct responses provided by participants. This theme had been demanded by the municipal authorities and appeared as one of the priorities of Local Plans. The analysis of these pre-tests were indicators of issues that still need to be worked upon, to reach a better standard, with professionals who work with adolescents and young people in drug prevention.

The number of participants in the Youth Merit Program was below the 750 expected in each municipality; however, the average of 50 students certified by municipalities was achieved. There were a total of more than 500 interested and enrolled in each municipality, and in Lauro de Freitas there were over 1500 registered, without counting the mentors of certified young people. Overall Merit was successful, although, in the future, it will have to be adapted to suit the reality of the poor neighborhoods of Brazil, providing greater flexibility in the application of the methodology, according to interviews held. Several schools that participated in the Merit Program were also involved in the Open School Program of the Federal Government.

The specific outcomes 5.2 and 5.3 were not developed in 2012 and 2013, by the ILO, with the three communities through meetings with SESI and SENAI, for qualifying young people for the Brazilian labor market, in particular to the local labor market.

An activity with young people was also developed in other cities where Fairs were held along with the municipality in order to create opportunities for young people to develop entrepreneurship in their communities. This initiative of organizing fairs involved different secretariats and was preceded by an "Opportunities Map" through the Seminar of Youth and Decent Work, supported by the Ministry of Labor and Employment, in states and municipalities. This map of opportunities considers implementation of actions which promote internship and first job for young people in Brazilian communities.

It was possible, in Lauro de Freitas (Itinga), to develop an exchange with the Association Pracatum of Salvador, in order to become familiar with vocational training opportunities related to perception and to the rethinking of urban space, taking into account the needs of young people and their demands for leisure, cultural and sporting activities. This Association has provided contact for young people and adolescents with different initiatives in the locality of Candéal (Salvador), the focus of actions of Pracatum. In Lauro, this experiment was important with the support from the *Usina de Imagem* and of Secretariat of Youth so that groups of young people could run initiatives to improve urban spaces and express themselves in the community.

The specific outcomes 5.4 and 5.5 were excluded for having been achieved through other outcomes of the JP.

Outcomes 06 JP: Efficient and effective management of the programs

Specific Products:

- 6.1. Methodology for the management, monitoring and evaluation developed and deployed.
- 6.2. Lessons learned, documentation prepared, methodologies systematized and knowledge exchanged, carried out at national and regional level.
- 6.3 Ability to be aware of conflicts by Program staff built and strengthened.

This Outcome of the JP was achieved under the coordination of the Leading Agency, UNDP, in collaboration with the other agencies that are active in the program. Due to the difficulties of carrying out effective integration between the actions of the agencies, since the activities and products were achieved by specific action of each agency, these difficulties were also being faced in achieving this Outcome 06.

As seen above, the monitoring activities and products were being made by the National Coordination, following the model of monitoring reports of the MDG Fund. According to the report of the two National Coordinators, this process has been greatly reduced by the difficulties of agencies to systematically send information and data required for the preparation of semi-annual reports.

It was also found that the Agencies did not produce monitoring reports of their activities, which in reality were being implemented by each organization, and the understanding was that the Fund would have this responsibility, through the allocation of a monitoring specialist, from March/April 2012. However, a formal system of monitoring activities and products was not established in each of the agencies that relied on a consultant full time to also support this process.

In terms of formalized procedures for the management of the Program only those models of structure and operation shown in the Program Document were utilized, the financial management is carried out by the Secretariat of the Fund. This topic was addressed in an item relating to the implementation process of the JP, of this evaluation.

In the second half of 2011, professional training was held for agencies on the monitoring and evaluation of the Program in accordance with the guidelines and policies of MDG-F in Brasília. The monitoring matrix of the JP was rebuilt previously, in 2012. In September and October 2012, UNDP conducted training sessions in Brasília for all consultants who are active at the local level. This course presented as its objective the improvement of content and skills in monitoring and evaluation of these professionals to carry out the dissemination of this knowledge with the local players for the monitoring of the Local Plan.

In terms of capacity building in monitoring and evaluation of public policies, courses were conducted for focal points, public administrators, community representatives, community leaders and youth leaders and participants of local committees. This initiative has enabled communities in each municipality to exert monitoring the implementation of a Project selected in each community. This process of monitoring a Project of the Integrated Plan served as a pilot project for the future monitoring of the community, of local public policies on citizen security in the three municipalities. Moreover, it allowed for the establishment of the conditions and of the group to monitor the JP for the period 2014/2017.

Regarding the specific Outcome 6.2, the UNDP made sure that from November 2012 the consultants in charge of systematization in each municipality, draw up a set of at least 08 Guidebooks covering: experiences, good practices and content developed by the JP in the three municipalities. Prominence was given to the issue of presentation of methodologies used by UNDP and by some other agencies to carry out the Program, on a local level. As an example, shown below is a set of Guidebooks prepared on; project development and financing, project monitoring and evaluation, mobilization and communication strategies, good practices with the community and young people, making local diagnostics and integrated local plans on citizen security.

The products of systematization for the dissemination of knowledge and replication of this program to other Brazilian municipalities and other countries are listed below.

In terms of formalized procedures for the management of the program, only those models of structure and operation shown in the Program Document were utilized, with the financial management carried out by the Secretariat of the Fund. This topic was addressed in an item relating to the implementation process of the JP, of this evaluation.

(A) JP Collection UNDP:(i) Preparation Guidebook for the Implementation of the JP;(ii) Integrated and Participatory Diagnosis Guidebook on Citizen Coexistence and Security;(iii) Course Guidebook of Citizen Coexistence and Security;(iv) Integrated and Participatory Plan Guidebook on Citizen Coexistence and Security;(v) Experience Exchange Guidebook on Citizen Coexistence and Security;(vi) Monitoring and Evaluation Guidebook;(vii) Communication and Social Mobilization Guidebook on Citizen Coexistence and Security;(viii) Game: Keep Safe;

(B) JP Other publications: (i) Municipal Handbook of the UN Joint Program in Contagem MG; (ii) Municipal Handbook of the UN Joint Program in Lauro de Freitas, Bahia; (iii) Municipal Handbook of the UN Joint Program in Vitória-ES; (iv) Handbook Integrated Plan and Participatory Citizen Coexistence and Security Contagem MG; (v) Handbook Integrated Plan and Participatory Citizen Coexistence and Security in Lauro de Freitas, Bahia; (vi) Handbook Integrated Plan and Participatory Citizen Coexistence and Security Vitória-ES; (vii) Executive Summary Document of the Joint United Nations Program; (viii) Guidebook of Journalistic Agendas and Sources in Citizen Coexistence and Security.

(C) JP Support Documentation: (i) List of Experts in Citizen Coexistence and Security;(ii) Documentation and Audio Visual Production File of the Joint UN Program Contagem-MG;(iii) Documentation and Audio Visual Production File of the Joint UN Program of Lauro de Freitas-BA;(iv) Documentation and Audio Visual Production File of the Joint UN Program of Vitoria-ES;

Another important point to note is the creation, operation of the site for communication and presentation of experiences, initiatives and projects undertaken by the JP. As of 2012, with the hiring of communication experts and the establishment of the communication strategy of the JP, the site became available, serving to publicize events and notices about meetings. The site has received a significant number of visits and consultations and has presented an account of certain activities held in the three municipalities.

However, the agencies have not been using the site to provide handouts, documents, handbooks and other materials distributed or produced by or for the Program, which are known by the beneficiaries of the initiatives undertaken. This tool is not being used for mobilization either, but as part of dissemination of events held. Unfortunately, it is not being used by communities as a vehicle for activities in local committees, or even to publish the minutes of meetings and decisions made; notices of new meetings and plenary sessions depending on the subject to be discussed of interest to the community .

However, it is worth highlighting the excellent work of systematization of content and good practice of the JP undertaken by UNDP, to promote inputs for the continuity of the initiatives in the same territory and in other territories in the same municipality; as well as the replication of this pilot project in other Brazilian municipalities, with the support of UNDP. The publication of a large number of issues will be taken over later by the local authorities, the private sector or the public sector, as there are no resources for this purpose, due to the cut of the third disbursement of the Fund. A restricted set of publications will be printed to meet local demand with resources reallocated by UNDP.

Regarding the Specific Product or Outcome 6.3, conciliatory situations were obtained during the execution of the Program by the management structures and of referral of the JP themes, in the national sphere. One of the examples that could be remembered was the effective solution found by the set of agencies in relation to the situation with the initial consultancy of UN-Habitat for the participatory diagnosis elaboration methodology. The suspension of the consulting contract was a process agreed nationwide with the consent of the local counterparts. Experience has shown that conducting training in conflict settlement at the local level, with the presence of different players and municipal partners, to some extent, has been very

useful for the implementation of the planned activities at local level; conflicts could be minimized in number and intensity, by using these instruments of mediation and coexistence between different interest groups in the communities.

Holding a Course on Citizen Security and Coexistence at the onset; presentation of activities and expected products of the JP deployment, and the establishment of a local decision-making body / local committees, allowed a reduction of friction in relations between the interlocutors from the Agencies, local authorities and public administrators, youth leaders and community. The fact that the focal point took on the process of community mobilization of young people and public administrators from different municipal secretariats, also made it more likely that points of conflict with local authorities and communities, were smaller.

The difficulties for the management of the Program were presented in the criteria of efficiency and effectiveness of the implementation of the Program, and the points to be improved were also presented previously. Therefore, it is possible to consider that this Outcome 06 of the JP was achieved with a medium degree of effectiveness, and this level could have been higher if the monitoring of the JP had been implemented as an operating system; a system in which each agency and focal point could feed information regarding the running of activities, products and achievement of goals and indicators throughout the deployment process, generating analysis for decision making for the implementation of corrective actions – in a timely and appropriate manner -to the managers of the Joint Program on a national and local level.

4.3.2. Contributions to the achievement of the Outcomes.

This topic seeks to identify the main achievements of the program, detailing some of the most significant in terms of process and contributions to the development. During the assessment process significant advances were found in terms of Program Outcomes achieved in the three municipalities. However, as mentioned above, due to the reduced monitoring system of the Program, interviews were carried out and available material from the Program was consulted, in order to overcome some existing shortcomings.

The existence of the original Outcomes, Products and Activities Matrix was taken as a construction element of the Monitoring and Evaluation Matrix which is attached, showing the goals and expected outcomes. Although there is evolution data on the measurable goals and of a qualitative order, narrative descriptions were not found on the advances made in terms of Outcomes. It can be argued that monitoring was concentrated on the identification of Products' objective and conducting Activities.

In general, it has been noted that the available information on outcomes, achievements and advances is vague, general and were presented as consultancy products. Triangulation of information was once again assured by missions to the municipalities, consultations with partners and beneficiaries, existing reports and documents. It would be very positive to recommend that for other programs information on progress, scope and context of implementation of the program could be developed and made available on the site, facilitating Program accountability for citizens and other stakeholders in this technical cooperation initiative.

This stands out as significant for the outcomes achieved by this first experience of working together that was used by the six Agencies participating in the Joint Program, although it is necessary to conduct a final JP seminar, in which these agencies can develop a specific proposal for improvement of joint actions. There is a consensus that the number of agencies has been high for this pilot project, and in future it should combine up to three agencies only.

In this context, it was important that the Fund had allocated resources to the Agencies so it could act together in three municipalities with high homicide rates among Brazilian adolescents and young people. There is an understanding that the resources of US\$ 5.2 million allocated by MDG-F represent a very small amount compared to the resources allocated by the Brazilian Government to Programs developed in preventing and reducing urban violence, especially among children, adolescents and young people by the Ministries of Justice, Ministry of Education, Ministry of Social Development, Ministry of Health and Ministry of Sports. To give an example, the 2012 annual budget of the Ministry of Education was of R\$ 79 billion, or US\$ 40 billion and the amount to the Open School represents resources far superior to the JP, and also the budget of the Ministry of Health was R\$99,141,870,895.00, or US\$50 billion. Through the portal of transparency of the Federal Government is possible to access all National Programs and their transfers to states and municipalities.

The JP utilized strategies to use their respective resources and expand their impact through synergies with important initiatives undertaken by the Brazilian government in the municipalities, on issues related to security and citizen coexistence. For this reason, it is expected, in the coming years, that the goals are

achieved for the selected indicators in the Outcomes Matrix of the Program. Synergies were more active compared to consolidated government Programs than in relation to the action between the participating agencies.

The initial proposal did not define a final scenario to achieve in relation to the Joint Program, in terms of exchange theory. Therefore, there was a weak link between products and activities with Purpose and Outcomes (Outcomes of the JP), making it difficult to identify the effects and impacts of the JP.

Although, originally, a victimization survey should have been applied and official data on the situation of young people and homicides in these territories and three municipalities should have been obtained to subsidize the exchange theory. Also in 2010, the JP team chose to delete indicators and targets in relation to the final scenario of the JP, due to the excessive delay in relation to the implementation schedule, and the absence of the Ministry of Justice, which held information and carried out research in each municipality. The majority of interviewees, from the government and Agencies, agreed that the design lacked a clear identification of synergies and joint strategy of Agencies, sometimes causing them to have some reduced effects and costs of the initiatives in the JP.

In particular, the purpose of the program that aimed to “prevent and reduce violence among young people, children and adolescents participating in criminal acts as victims or as agents” proposed reductions, for example, 5% of homicides in the second year of the Program and 5 % in the third year. This reduction was higher in Contagem, without even having the Integrated Plan implanted. Although no official figures have been made available from the Department of Public Security of the State of Minas Gerais on this indicator and target, the head of the military police (83 Battalion) reported that there was a significant reduction in youth homicides in the National Region in 2012 compared to 2011 data. This information was cross-checked with information from community leaders, with public administrators and youth leaders who confirmed the reduction of youth homicides in the National region, although they have high rates compared to national average. One of the hypotheses explaining it is that, in the past two years, the critical area of violence and homicides, previously in the Nacional zone, moved to the Portão, neighboring Belo Horizonte area. Although corpses of young people have been found in the territory, for the most part, they are not from the community nor were they residents of the community.

In the case of Vitória, data is available due to the existence of the Municipal Human Rights and Citizenship Secretariat, which keeps operational the Observatory for Human Rights and Citizen Security of Vitória. Some general data on the reduction of violence in São Pedro was provided by the representative of the Military Police in the Local Joint Committee; (i) in 2008 there were about 40 homicides per month; in 2011: 24 per month; in 2012: 15 per month; and 2013 there has been on average 02 per month. There is a hypothesis that this is due to the displacement of drug trafficking to another administrative region of Vitória, as a consequence of greater patrolling by the security forces, closeness with the community and more effective action of intelligence by means of civil, military police and of the guard with strategic support from the community and religious leaders.

Regarding actions to combat drug trafficking in the region of São Pedro in 2012, around 290 enforcement actions were carried out in an area of intense drug and weapon trafficking and of juvenile prostitution, in 2010 35 weapons were seized and in 2012 about 50 weapons were seized. However, the interviewee pointed out that, in 2010, they had 81 officers to 33,8 thousand inhabitants and in 2012 only 66 police officers. This situation reflects the fact that, with the reduction of homicide rates in São Pedro, public administrators moved the police officers to areas of higher incidence of youth homicides and drug trafficking (migration of area of violence).

These Outcomes obtained clearly indicate that the efforts of the Brazilian Government through the implementation of a set of National Programs and major investments have acted systematically to prevent and reduce violence in metropolitan areas, urban centers, and poor neighborhoods of mid-sized communities. Some of the programs were: Open School, Bolsa Família, Territories of Peace, First Job, Vocational Schools, Literate Brazil, Brazil Professionalized, School Health Program, More Education Program, Empowering municipal and state Education Council Members, Crack - it is possible to win, and other programs that were part of the Government priorities included in the PAP 2012/2017. In 2012, the Violent Crime Reduction Program was also launched, released under the name "Safer Brazil", aiming to promote the qualified and efficient activities of public safety agencies and the criminal justice system, focusing on the qualification of investigative procedures and greater cooperation and coordination between institutions of Public Security and the Criminal Justice System (Judiciary and Prosecutor's Office). Safer Brazil provides three axes of action: improving the investigation of violent deaths, strengthening the ostensible and proximity (community) patrolling, and arms control.

Certain prominence must be given to the National Human Rights Program, consisting of five main guiding axis: (i) Democratic Interaction between State and Civil Society, (ii) development and Human Rights, (iii) Universalize Rights in a Context of Inequalities, (iv) Public Security, Access to Justice and Combating Violence, (v) Education and Culture in Human Rights and (vi) Right to Memory and Truth.

Thus, it can be stated that the Joint Program supported synergistically other national initiatives, actions in the three municipalities, and contemplated actions that produced positive effects for the achievement of the MDGs and JP Purpose.

The JP, by acting on three pilot projects, built scenarios that, according to the testimony obtained together with almost 100 stakeholders and players in the program, promoted the reduction of violence and promotion of peace in the selected territories.

A significant outcome achieved was the systematization of diagnosis by the community on issues related to violence and long-term proposals prepared for implementation in accordance with the Local Integrated Plan of Citizen Security and Coexistence. This instrument of planning actions to be implemented from 2014 to 2017 reflects the joint production of different players of local leaders, community representatives, public administrators, police officers and local young people and religious leaders. This Plan should however be further worked by communities along with the new public administrators for detailing costs, human and technical resources available and work plans of the proposed initiatives in the seven strategic axis.

The selection by each municipality's Local Committees for the Pilot Project of each Plan allowed the communities and authorities to be trained in monitoring and evaluation of public policies on citizen security. This pilot experience allowed each community to engage in the practice of participatory planning as a methodology that applies to all areas of municipal public policies. This process of discussion, prioritization and monitoring of implementation of the Pilot Project of the Plan served to the establishment of conciliation and conflict settlement between different community groups in the territory, which is not known to be homogeneous and contain conflicting interests among their groups of residents. It is worth noting that, in general, the plans and actions of the municipality work by the means of municipal proposals, with few initiatives that tackle the issues in terms of neighborhoods, administrative regions and territories of the city. The tackling of the Integrated Plan, specific for the territory, allowed the creation of a social space requiring attention from the public authorities, different from those municipal councils, covering the entire municipality.

Other actions and outcomes of the Program supported: seminars; trainings; raise awareness and disseminate to the various community partners conveying opportunities of: violence reduction, exercise of citizenship, respect for diversity, race, gender and ethnicity, conflict settlement, cooperation and volunteering in the community, promotion of job opportunities and vocational training.

One of the important outcomes was the promotion of methodologies and tools which allowed the beginning of a long process of change in the behavior of young people and police officers in compliance and citizenship building, which needs to be monitored and evaluated over the next five years. Through interviews, it comprised the testimony given by young people and police officers that the processes were implemented more as a means of raising awareness and promoting opportunities for dialogue and cooperation. One example of this process was the organization of activities for children and youth in the community, by the community police of Lauro de Freitas in Itinga on its own premises. These young people began attending these activities and entered into dialogue with the community police officers, redefining certain perceptions and bringing new channels of dialogue with parents, leaders and the community.

It is worth noting that this example, in order to continue, will largely depend on the profile of the State leaders of public security and of the municipality, as well as of the entrepreneurs from the communities, as it requires equipment (IT and other) and man-hours from the community police, which would require police officers to be released from routine activities requiring their presence in events in other municipalities and territories in the same locality.

In the communities of the territory that were not connected at the beginning of the Program in each municipality, interaction networks of leaders were also strengthened. It is worth noting that these leaders and community representatives have strong connections of activity with the municipal authorities, jeopardizing the continuity of the proceedings, as municipal elections take place. This theme was one of the challenges to be faced by the new joint Programs.

It would be important to highlight that the territory worked in Lauro de Freitas, Itinga, houses about 70 thousand inhabitants of whom approximately 40% are constituted by young people under the age of 24. The population to be served by the Program was in the range of 20 thousand. In the case of São Pedro, in

Vitória, the population of the territory reached 33,746 inhabitants according to the 2010 census of the Brazilian Institute of Geography and Statistics - IBGE, with 9,467 in the age group 0-14 years and 6,582 aged 15 to 24. In other words, around 10 thousand inhabitants are old enough to attend the JP and other initiatives of the Brazilian Government. In the city of Contagem, the National Region has 26 thousand inhabitants of which 7 thousand are between 10 and 24 years and could be the target of actions of the Joint Program.

These data indicate that the population to be served by the JP in the three municipalities reached around 37 thousand children, teenagers and young adults between 10 and 24 years. Therefore, the strategy of the Program was focused on the action with schools, community leaders and public administrators in the field of education, and dissemination of methodologies, awareness-raising sessions and information that could be replicated upon completion of the program.

Considering the three municipalities had high rates of violence and homicides of young people in relation to the average Brazilian city, it could be stated that the JP has contributed to some extent to achieve the Overall Outcome, which was the reduction of violence affecting children, youth and young adolescents in situation of vulnerability in the Brazilian communities selected.

Again, it would be worth highlighting that the JP had a higher visibility in the communities to act in synergy with other National Programs developed in municipalities by the Brazilian Government.

Moreover, the Agencies made use of their actions in other national programs and reproduced or expanded their publications, training and experience with these three municipalities. Through interviews, it was possible to identify that the initiatives of the JP were targeted at young people and children in situations of vulnerability in these three municipalities, from reports from police officers, community leaders and youth educators and public administrators active in the territories.

In this context, it is possible to affirm that the Specific Outcomes of the JP (or Products of the Program) contributed to the creation of the conditions for obtain the Overall Outcome of the JP, which was achieved with its difficulties due to factors internal and external to the program, as previously indicated.:

- (i) JP obtained the straightening of the local capacity to prevent and reduce violence and promote a civic culture and coexistence, focusing on children, adolescents and young people in vulnerable conditions.
- (ii) JP promoted sustainable behavioral changes, increased compliance with standards and building citizenship achieved.
- (iii) JP promoted and generated safer urban spaces;
- (iv) JP divulged and implemented in the communities peaceful conflict settlement practices;
- (v) JP reduced in a certain degree some factors causing vulnerability among young people, children and young adolescents to violence,
- (vi) JP achieved a certain level of efficient management and effective Program.

In this analysis, another significant Outcome was the decision-making and advisory role played by Local Committees in the implementation of the products and activities of the JP, yet they have not participated in the design of the Program. However, the Local Committees acted for the definition of the initiatives proposed in the Local Plan for Integrated Citizen Security and Coexistence in the period 2014-2017. This plan is what will ensure the continuity of the Joint Program. This democratic experience of the community was a highly beneficial outcome to consolidate the methodology of communication, collaboration and joint approval of actions that were performed during the JP and implemented in the coming years.

The Initial Design of the Cooperation aimed to achieve Specific and Overall Outcomes of the JP, through the implementation of the strategic axes:

1 - Strengthening of policies, strategies and interaction with existing programs to prevent and combat violence against children, adolescents and young people in situations of vulnerability in the three selected municipalities considering the development of an integrated plan of security and citizen coexistence.

2 - Strengthening of capacity and promotion of knowledge to local partners and players for the formulation and implementation of policies and plans able to incorporate security policies and citizen coexistence as an important element in public policy, conflict settlement, behavioral changes, cooperation and volunteering in the communities, and training of players in these strategies and policies to combat violence against young people and women.

3 - Development of pilot experiences at the local level **and dissemination of knowledge** considering security and citizen coexistence, the mainstreaming of gender equality, ethnicity and race to overcome situations of vulnerability among young people, women and community members, with the goal of developing a repertoire of best practices and methodologies to be multiplied and disseminated to other groups and in other regions of the municipality, state and other countries. At the same time, these best practices serve to replenish the implementation process of the Integrated Plan; formulation of new priority

projects for the community and strategies for monitoring and evaluating the implementation of public policies for security and citizenship at the local level.

4 - Promotion or creation of spaces of dialogue and reconciliation in themes of the Joint Program, as well as providing the necessary conditions for active participation of these players, partners and employees in national and local spaces, allowing them to reap the contributions of participants, beneficiaries and managers in the local committees, management committees and steering committees.

5 - Strengthening or creating spaces of social monitoring and evaluation of local public policies for security and citizen coexistence in the formulation and implementation of policies aimed at the prevention of violence.

6 - Promotion of pilot integrated action of UN Agencies in Brazil in security and citizen coexistence, promoting greater exchange between specific actions of each Agency in the same area of the municipality.

The implementation process of the program also included the actions of planning activities through seminars and local workshops, as well as nationwide. Agencies acted on the proposition of annual operating plans, with the validation of the JP budget, through the Secretariat of the MDG-F. The repertoire of successful experiences of the Program was established, at the local level, and these have a high potential for success to be disseminated to other pilot areas in Brazil and other countries.

Dialogue spaces were also created to continue the tackling of the themes of the JP, through the Local Committees or the Management Local Group implemented direct training and awareness-raising sessions for at least 2100 direct beneficiaries until June 2013. JP with the support of UNICEF has trained about 110 young people from a total of 300 beneficiaries, the UN - Habitat 80 trained a total of 140 beneficiaries, UNDP worked with 40 young people from a total of 300 beneficiaries, the ILO benefited 20 young people from a total of 160 trained, UNODC certified about 200 young people from a total of 750 beneficiaries, and UNESCO served about 100 young people from a total of 400 beneficiaries.

Another important outcome was the systematization of knowledge, experience and documents produced by the future publication of guidebooks and handbooks, which will enable the dissemination of such content to other managers, communities, police officers and municipalities. After May 2012, greater visibility of JP communication through the webpage that provides these materials and videos of the Program, was also achieved. This initiative was complemented by the inclusion of systematic information about the actions of the JP on the official websites of the City Council and secretariat, focal points of the program in each of the three municipalities.

Selecting a Pilot Project to be implemented in each territory of the municipalities was an important outcome for the exercise of democracy in the communities, and it was also useful for the practice of monitoring public policies at the local level on issues of citizen security. This Outcome was intended to strengthen the capacity for the monitoring and evaluation by national and local partners of the impact of policies, strategies and programs to reduce and combat violence in the selected territories, supporting the elimination of poverty and the promotion of a/the culture of peace in these communities.

Conducting 25 workshops and training sessions in the three municipalities for 2100 beneficiaries, community leaders, public administrators, educators and young people, allowed the awareness and training of potential "trainers" and disseminators of new groups for the construction of spaces with lower presence of violence and spaces with greater experience of reduced conflict and ways to create peace in the community.

Not included in this document are Meetings held since 2010, for the preparation of Diagnosis, local Integrated Plan and Local Committee Meetings in which the community, local authorities and UNDP have always worked very closely, with meetings at least monthly throughout the 36 months of Program execution. Another highlight was the frequent meetings and activities held with the young people of the territory, who participated in the Youth Merit Program, developed by UNODC. This Project had at least one monthly activity in each of the municipalities, as of March 2012.

The Program managed to create a basic network of partners and interlocutors in the municipalities, with the identification of important focal points in the communities, for the replication of these participatory networks, and supported the establishment of networks formed by representatives of the different groups within each of the communities.

At the same time, the Program promoted the initial process of creation of support networks (Local Committee), to maintain these spaces of social dialogue in the medium and long term and the implementation of the Integrated Plan for the initiatives, namely:

(i) **Strengthening institutional capacity of public administrators responsible for the formulation, implementation, monitoring and evaluation of policies and programs** to reduce violence in its various forms.

- (ii) **Improvement of the processes of formulation and evaluation of policies and programs to reduce violence against children, adolescents and young people** integrating a set of public policies on citizen security and combat of poverty.
- (iii) **Development of new experiences for young people and the community, focused on the culture of peace**, conflict mediation, achievement of community dreams, recuperation of spaces for communities ...
- (iv) **Strengthening institutional capacity of social managers**, NGOs, religious groups in the community, legal prosecutors of the community, employers, artisans and traders operating in the selected territories ...
- (v) **Support the creation and strengthening of spaces of dialogue and social consultation in the communities** through committees, workshops and training.
- (vi) **Development of a knowledge base on the interrelationships between violence and gender**, race, ethnicity, poverty, the fight against drugs, employment, health, safe spaces, human rights and citizen security.
- (vi) **Building institutional space for the implementation of the Integrated Plan and continuity in the execution of Priority Projects**, whenever the new authorities validate the proposals.
- (vii) **Preparation of Handbooks for new Skills and Knowledge to support awareness-raising and training** of public policy managers, community leaders, young people, educators and police officers through studies, research and guidance documents agreed with partners and players in the territories.
- (viii) **Establishment of technical memory and institutional training** for the incorporation of actions and strategies of security and citizen coexistence in the proposition and management of public policies on human rights and citizenship with social inclusion.
- (ix) **Establishment or strengthening of spaces of participation of relevant players in the communities for greater representation and sustainability of initiatives required to implement Plans, Security Programs and Projects and Citizen Coexistence in local public policies**; Councils and Committees, permanent network of consultation and dissemination of information, partnerships with Research Centers and NGOs, Organization of local projects coordination, and awareness-raising for community participation and networking of local players relevant to planning, monitoring and evaluation of public policies.
- (x) **Support for the renewal of technical capacities, leadership and sectoral, inter-sectoral and inter-agency UN Agencies participating in the JP** and relevant partners on issues of promoting security and citizen coexistence, particularly in reducing and combating violence; technical meetings, working groups, committees, national and local seminars, successful experiences, experts and analysts in strategic roles, group of consultants and collaborators with expertise, training of technicians establishment of letters of intention and technical cooperation.
- (xi) **The creation and consolidation of 03 pilot experiences at the local level, promoting the differentiated tackling in each municipality to deal with the pilot experiences** offering strong contributions to the development of the Joint Program, due to their effects on a local level, in which the issue of public safety and citizenship are rarely integrated.
- (xii) **The operation of the Working Groups and Committees for the implementation of pilot experiences**, in particular the Diagnosis and Local Integrated Plan: promoting the establishment of GTs in different themes and with a multiplicity of players, with procedures to produce outcomes and reach goals, as well as an indication of priority projects for the continuation of these initiatives.
- (xiii) **Assessment, monitoring and procedures for implementing local pilot experiences**; conducted by the Coordination of the JP, by strategic partners and agencies and by the local committee, promoting homogenization of concepts, methodologies and outcomes for comparison of outcomes, lessons learned and best practices in the pilot projects from each municipality.
- (xiv) **Holding events** of technical, operational and management integration for the operation and the monitoring of local pilot experiences with focal points, local committee, National Coordination Committee, promoting opportunities for knowledge exchange, successful experiences, innovative actions and constitution of common ground for addressing issues related to the JP between different local partners.
- (xv) **Awareness-raising sessions and training of human resources and participation in technical meetings**, serving to strengthen the skills of local strategic partners and dissemination of knowledge, existing studies and experience, to achieve the outcomes of the Program.
- (xvi) **Improvements in the dissemination of information to local communities and national partners**; these improvements were made by the publication of documents, brochures and advertising campaigns to the strategic partners and local communities, through the focal points, consultants and community networks active in raising awareness of internal or external users of the JP. Spaces for national dissemination of these pilot projects and exchanges with local knowledge produced were also created.

Regarding the initial effects of the implementation of the Project, the following points were contributors for its attainment, due to the application of a multi-sectoral approach in the tackling of thematic axis of the Program in Brazil:

- (i) A model for the utilization of existing synergies was established in selected territories with operational spaces of focal points, consultants and local committee. The implementation of these focal points favored better conditions for participation, awareness and monitoring of program activities, by different players in the community. It also provided better opportunities for exchanging information between the strategic partners and Agencies in the thematic axis of the JP.
- (ii) Utilization of synergies for capacity building and awareness-raising of human resource in themes of citizen security at the levels of public administration, with strategic partners in the communities, and other institutions of police and non-governmental organizations relevant to the program. These actions were also used for; the establishment of communication networks, exchanging information on other projects, and holding local and national seminars.
- (iii) The Program supported actions that aimed to integrate, through innovative experiences, different players in the territories, through participatory processes and social dialogue, to act to strengthen strategies and policies to prevent violence. This encouraged formulation, monitoring and evaluation processes to be made effective more directly by the levels closest to the beneficiary communities in the future.
- (iv) The Program supported the activities being carried out by consultants in partnership with government agencies and other strategic partners in the communities, aimed at preventing violence by conducting; training, training workshops and awareness-raising meetings, and seminars for communities and public managers. These initiatives led to greater integration with other projects implemented by different public institutions and Brazilian and international NGOs active in the strategic axis of the Program.
- (v) Program presented best practices of consultation and participation of strategic partners and players involved in the different stages of public policy-making and implementation of the Integrated Plan for Citizen Security.
- (vi) The program supported the provision of research, information and knowledge on the themes of the JP between strategic partners, Agencies, the community and young people.
- (vii) The program promoted higher recognition of the United Nations by the organized society, by managers and municipal authorities, and other public players who work in thematic axis of the JP.
- (viii) The Program supported the expansion of communication networks and participation of communities, police officers, young people, public administrators and strategic partners in the implementation of initiatives.

It can be affirmed that the Overall Outcome of the JP (Purpose) was achieved in a satisfactory manner, being considered as effective for this stage, having reached, to a certain degree, both the expectations of the initial design of the program, and the indicators and targets of the Outcomes, based on the achievement of objectives of the specific outcomes of the JP. From the analysis and interviews carried out, it can be said that the Joint Program is still giving its initial contribution to the medium term achievement of the Outcome of the Joint Program, in synergy with other actions being implemented by other Programs of the Brazilian Government, at the national, state and local levels.

It is true that, due to the short running time of the Program, it is difficult to assess the effects and impacts already achieved by the JP. These may be identified over the next few years if plan of impact evaluation is implemented by the Program and monitoring of the implementation of priority Projects of the Integrated Plan for Citizen Security in the three municipalities of the JP members.

IV – Analysis of the Axis on National Ownership and Sustainability of the Development Outcomes

4.4. National Ownership and Sustainability.

This section seeks to establish the level of Program ownership by national counterparts and partners, as this ownership was an important factor in the likelihood of continuity of the initiatives' benefits beyond the completion of the Program. In other words, it could be identified a certain degree of probability of sustainability of these initiatives undertaken by the JP. The Program aimed at contributing to the development of local capacities for the prevention and reduction of violence against youth and adolescents in vulnerable situations in the municipalities where it operated. Such initiatives aimed at building local and institutional capacity of public and non-governmental players involved in citizen security, with a special partnership with the communities selected as Program beneficiaries. The JP was supported through the establishment of partnerships and the cooperation of national experts at the municipal and national levels; as well as through

the establishment of collaboration networks with the several partners and beneficiaries of the Program. Through interviews, it was possible to identify the difficulties in maintaining collaborative actions with the State Secretariats active on issues of Public Security; sometimes due to political and administrative difficulties.

During the JP, partnerships between municipalities and other international institutions were established or strengthened through seminars carried out by the JP, partnerships between municipal secretariats and community representatives provided by local committee, actions with NGOs active locally or nationally, and the new partnerships established with the JP Agencies.

At the same time, some companies and institutions were selected to provide consulting services to the JP, improving the dissemination of knowledge, innovative experiences and development of awareness, training and courses. One of the most important features of this JP was the establishment of technical cooperation actions with the three municipalities, which presented a high rate of homicide of young people between the ages of 14 and 24. Another important point was the implementation of concrete actions with the communities for urban spaces renewal; for re-interpretation and ownership of spaces from violence to peace; of citizenship exercise for communities to begin dialogue and establish networks of prevention as a response to violence. These processes developed by the JP have established important networks of partnership with the communities in the municipalities, ensuring a solid ownership of the program.

The establishment of a local diagnosis and preparation of the Local Plan constituted two important processes of local ownership of the program, although the continuity will require strong community effort to include the Projects that integrate the Plan into the municipal budgets for the next 03 years, with the new public administrations.

Although the Ministry of Justice participated in the first year of the Program, it withdrew from it in other years due to several factors, among which it would be worth highlighting the reduction of priority given to the National Program for Public Security with Citizenship (PRONASCI) after 2011. However, for the MJ, joint work with the Agencies was important to promote innovative experience of working with the technical cooperation program at the municipal level, with six agencies concomitantly. In turn, the establishment of a local committee for the JP, with a coexisting MIMG in each municipality, in which the Management Group dealt with the public security issues without representatives of the community, could have generated a duplication of bodies dealing with the issue. In the first two months of 2013, the JP presented to the MJ the diagnostics, plans and initiatives carried out over the 3 and a half years of implementation, with the participation of the focal points of the three municipalities, in order to initiate new understandings for continuing the JP's initiatives, with support from the MJ. Meanwhile, the partnership with the MJ it was not reestablished until the end of the evaluation.

In regard to partnerships established with communities, it became evident in the interviews that the shared management of the program through local committees was also positively evaluated. This modality of establishing partnership allowed significant growth of communities in monitoring and in the decision-making process shared with public authorities and international agencies. However, at the national level, civil society representation was not foreseen in the Program Management Committee, except for focal points that rarely travelled to Brasilia for these scheduled meetings. Therefore, instances of Local Committees allowed greater interaction of representatives and of community organizations with Program coordination or Agency(s), with whom they developed very satisfactory partnerships.

As can be seen, the degree of ownership was a key element of sustainability, and in this sense, there are differences in the degree of ownership among products deployed by the Program, making it possible to identify different degrees of ownership associated with varying degrees of sustainability.

For sure, the JP contribute methodologies, processes of mobilization and establishment of networking on the theme of the Program and, for that, it counted on institutional support of former Mayors from the three municipalities, which ensured a degree of priority to the JP, as well as indicated focal points with much local institutional leverage to ensure the Program's advances and local ownership by the security authorities and beneficiary communities.

Some Products of the Program implemented by each Agency maintained linking and complementarities with other Programs and initiatives that these agencies had already been developing together with sector Ministries. For this reason, the establishment of partnerships took place faster and the degree of probability of continuity of local initiatives was extended, as long as the new authorities assign political and budgetary priority.

It is worth noting that numerous training sessions and new initiatives were conducted with the communities with the security and public schools professionals. The ownership may be considered complete for these players and partners, since JP systematized this knowledge, methodologies and processes, producing

guides for these beneficiaries. At the same time, these manuals should be used for these citizens to train new beneficiaries.

Therefore, it can be considered that there was a high to medium level of local ownership of the Program, although the issue of continuity of actions and initiatives will depend much on the priority and resources to be made available by the new local authorities, through the multi-annual budgets and plans 2014-2017.

It can be observed that there was no proposal of a strategy to phase out the Program in the initial design of the JP, and that from the changes of municipal authorities in January 2013, the JP was guided by a strategy with the municipalities based on signing a term of commitment to the continued implementation of the Local Plan and their respective Projects. However, this strategy presents certain fragility, due to the fact that the Local Plan is the outcome of an understanding conducted by old authorities, with the communities, over political priorities that could be distinct from those integrating the Program of Action of the new authorities elected for 2013 -2016. Several interviewers indicated that among the factors that could undermine the continuity of the JP's projects are; (i) changes of local and national authorities, (ii) initial changes of community representatives in local committees, and (iii) reduced mobilization initiatives to other beneficiaries, due to a certain lack of communication processes of the JP.

The Monitoring Reports provide examples of successful cooperation between the municipalities and UN agencies, as well as with other National Programs developed with the JP's agencies. There were also synergies established with other Projects developed by the agencies, such as the UNODC case, with the I90 Project on fighting drugs and violence, and of UNICEF with the Open School or, now renamed, "More Education" Program.

Partnerships have been established with the counterpart institutions in other countries, such as in the case of Colombia, in order to participate in the events and training developed in the city of Salvador, allowing an intense exchange of experiences. At the same time, there was the establishment of partnerships with security institutions in other states, as was the case of the PPUs in Rio de Janeiro, who collaborated by hosting public security professionals from three municipalities to present their experiences of successful violence reduction and improvement of conflicts with the communities.

Some partnerships and collaborations established during the JP are listed below: Religious organizations; CAMI - Migration Pastoral São Paulo, Social Networks; (i) National Movement of Confrontation of People Trafficking , (ii) National Committee of Combat of Commercial Sexual Exploitation of Children and Adolescents, (iii) Inter-sectoral Committee to Combat the Commercial Sexual Exploitation of Children and Adolescents, (iv) National Pact to Fight Commercial Sexual Exploitation of Children and Adolescents, (v) Advisory Group to Fight Human Trafficking, (vi) the Duke of Edinburgh's International Award Association, (vii) Favela (Slum) Observatory, Private Sector; Entrepreneurs Association of Cargo Transportation, Academy; Research Group on Sexual Exploitation and Human Trafficking, UnB (University of Brasília), UERJ (State University of Rio de Janeiro) and UFMG's (Federal University of Minas Gerais) Communication and media groups; Frei Tito Information Agency for Latin America – ADITAL.

The Joint Program can be considered a technical cooperation based on a constant process of establishing partnerships for cooperation, demanding for its implementation, a high level of coordination and creation of collaboration networks among the executing institutions, local authorities, communities and other national and international institutions.

Through interviews with relevant stakeholders in the local Agencies and at the local level, it was possible to confirm the importance of this Program's implementation and its effects on municipalities for proposing and monitoring public policies on citizen security, gender mainstreaming and multi-causal initiatives of violence prevention; for the establishment of partner networks and focal points, for the generation of knowledge, development of skills and for likely new projects in the areas of the JP.

According to the analysis and interviews carried out, the outcomes to be achieved in these areas by the municipalities, without support from the Program, would be reduced, resulting in lower short-term effects and having less impact due to other national programs.

Therefore, one can evaluate that JP supported the achievement of short-term outcomes for the institutional strengthening of the focal points in the municipalities, of the relevant partners at the local level and of the young people and communities in the territories by means of joint action with other ongoing initiatives in the municipalities. Thus, the JP becomes more likely to be able to maintain the expected effects of medium and long term, whenever the technical, administrative, financial and management resources are being expanded in the coming years for the implementation of public policies of violence prevention and reduction.

From the evaluation and interviews carried out it is estimated that, after completion of the Program, there is the probability of the arrangements of institutional and organizational resources listed below to maintain the outcomes and effects achieved by the Project:

- (i) Top management support: medium low,
- (ii) Legal framework and regulations: medium,
- (iii) Organizational capacity: medium low,
- (iv) Intra-organizational capacity: medium low,
- (v) Inter-organizational capacity: low,
- (vi) Availability of financial resources: medium low
- (vii) Adequate technical resources: low,
- (viii) Resources for maintenance of equipment and infrastructure: low,
- (ix) Support from the beneficiaries of the Project: high,
- (x) Federal government support: high,
- (xi) Municipal government support: medium low.

Considering the relevant actions mentioned for the future sustainability of the Program's effects, after this review, the possible **risk factors for sustainability** are as follows:

- (i) The probability of changes in priorities of government programs by the new municipal authorities,
- (ii) Probability of changes in high officials of the public security sector in the municipalities and territories,
- (iii) Reduced technical resources of the institutions to give continuity to training and innovative initiatives in the communities and reduced participation of relevant partners,
- (iv) Reduced number of technical staff in the three government spheres, for the formulation and monitoring of public policies for public security and citizenship, and of human rights,
- (v) Probability of reduction or extinction of the Integrated Plan Local Committee, because of the change in the composition of representatives linked to the new municipal management,
- (vi) The oscillating annual flow of budgetary resources, in the three spheres of public administration,
- (vii) reduced participation of the JP's Agencies in initiatives with the municipalities,
- (viii) high turnover of public officials, community leaders, educators and police officers who worked on the JP and have been trained,
- (ix) Probability of the Integrated Plan's priority projects not obtaining resources and political viability with the new 2013 managers,
- (x) Reduction of resources allocated by the Fund for the implementation of activities in the communities.

Possible **favorable factors to the sustainability** of the effects of the Project, for the next few years, could be listed as:

- (i) Probability of continuity of National Programs focused on education, health, public security and human rights in selected territories and municipalities,
- (ii) Probability of continuing campaigns for information and dissemination of the data achieved by the JP's initiatives, and by the advances in national policies of violence prevention through national and/or regional media and through governmental and non-governmental websites,
- (iii) UNDP/JP's institutional commitment and focal points for the continuity of the Integrated Plan's Priority Projects,
- (iv) Probability of the community leaders to come to an agreement to forward the Integrated Plan to the City Council for approval in each municipality,
- (v) The probability of certain priority projects from the Integrated Plan becoming part of the municipality's PPA for 2014/2017,
- (vi) Continuity of community groups mobilization and networking through social networks for the continuity of the actions scheduled in the Integrated Plan,
- (vii) Continuity of Youth Merit actions with young people of the territories,
- (viii) The probability of continuity of the work with UNICEF and UNESCO through coordination and synergies with the National Programs in communities,
- (ix) The probability of local NGOs giving continuity to actions previously initiated by the JP and demanded by the community in each of the municipalities,
- (x) Continuity of the teaching materials for awareness activities and training on Program issues being disseminated to the relevant partners and public managers, as well as made available, through electronic and printed media, to professionals, managers, NGOs, community partners and other relevant partners to the Program's themes at the federal, state and local levels,

(xi) The presentation of these successful experiences developed by each Agency in national forums for local and international dissemination of these outcomes, in particular through the Brazilian Government's South-South cooperation actions.

The phasing out strategy adopted by the JP in late 2012 presented some deployment weaknesses, due to the fact that elections were held in the municipalities in October of that year. The election outcomes led to changes in local authorities. The new authorities took over in January 2013, with the JP ending in June 2013. The Integrated Plans were validated in December 2012 by the former authorities. The new authorities said that they were reviewing the Plan, together with all Municipal Secretariats involved in the implementation of the Projects. This review of priorities and adequacy of the Plan is subject to approval by the Multi-Year Program, which considers the municipal budget to be approved by the local legislative power.

One of the key factors for sustainability is with regards to the level of ownership, and in this sense, as seen when we indicate the reach of the Program's Products, it is found that when each one is analyzed separately, it can be observed that the degree of ownership and sustainability varies from Product to Product (specific Outcome). As shown before, some initiatives can present higher continuity degrees, ensured by their connection with National Programs in the field of Education or Justice. In other actions the youth community took ownership of the methodology and its insertion into the cultural dynamics of the territory. Other Products - such as handbooks, systematization and training processes- respond to the internal needs of some municipal's secretariats. Although it was clearly stated that the Agencies should withdraw after completing the Program, some local counterparts believe that the presence of agencies should have certain continuity, for example, in relation to Local Plans and actions related to the vocational training of young people and to actions of prevention of violence against women.

Based on previous analysis, it is possible to assess as medium to low the degree of probability of giving continuity to the initiatives promoted by the JP. But there is a higher degree of probability that the initial effects be relatively sustainable in the coming years due to government actions and programs implemented in the territories worked by the Program.

Another support factor for expanding the degree of sustainability probability is that the new authorities have institutionally committed to completing the Priority Project of the Integrated Plan in each of the municipalities. However, there is a degree of concern about the limited human resources allocated to the different municipal secretariats for the continuity of actions, with the loss of experienced consultants and professional staff that collaborated with the UN Agencies participating in the JP. The presence of an external agent kept a certain continuity and implementation rhythm for the Program in the municipalities.

It can be identified another troublesome factor as like as the absence of formal responsibility from a municipal focal point, one that could take on the role of carrying out the new training sessions, based on the JP's systematization manuals. This new focal point (current turnover in secretariat in charge and in the JP authority contact) should take on the role of coordinating the continuity of the training actions and new workshops or innovative initiatives introduced by the JP, with the communities. This material will be available on the JP's website soon.

An important factor related to the context that does not contribute to the future sustainability, is the absence of resources from the National Citizen Security Program to support the continuity of initiatives of the JP. The Joint Program was proposed in the context of 2009, when PRONASCI was in its term and counted with the Ministry of Justice's priority on investments in Brazilian municipalities on issues of citizen security.

This classification of the low degree of probability of the JP's sustainability could be improved as the following initiatives are made operational in the short term:

(i) Elements that concern sustainability become partially included in the design of policies or official programs in support of the implementation of the Local Integrated Plan, in order to ensure continuity of mobilization, monitoring and evaluation of Projects, as well as support the formalization of the plan's approval in the PAP with the executive and legislative branches.

(ii) Efforts for its continuity would be expanded through; (a) preparation of work or operational plans considering the necessary actions for the continuity of the Integrated Plan, (b) proposal of innovative initiatives to grant resources. (c) greater visibility for the Integrated Plan and campaigning for ratification of their Projects, and institutionalization of the Local Committee as the plan manager bound to the Mayor's Office or other Municipal Secretariats.

(iii) Efforts from governmental and non-governmental partners for negotiating new sources of funding, national and international, to support new sustainability initiatives of initial outcomes of the Program.

(iv) Efforts for greater inclusion of the local private sector and promotion of the corporate social responsibility concept as a partner in ownership and sustainability.

(v) Efforts for greater inclusion of legislative and judicial representatives in the implementation actions of the Integrated Plan and promoting partnerships for ownership and sustainability.

It is suggested, therefore, that during the next two years, actions are taken to ensure greater coordination with national programs in the area of security and citizenship, as a strategy to ensure a greater degree of sustainability of the effects achieved by the JP, as well as the JP Agencies, together with the Local Committee, monitoring and developing an action plan to correct any eventual reduction in the degree of probability of sustainability in the territories.

As seen, the sustainability of the JP, as a unit, has been identified as a challenge to be worked on by the Team in the intermediate assessment, and even if advances have been made, the issue remains a theme that should be worked through by the Agencies, in joint actions, with the new municipal authorities and new community leaders. In the final evaluation agencies and focal points indicated interest in giving continuity to some actions, even though the necessary resources and possible sources, have not yet been identified, to start the negotiation process to this end.

5 – Conclusions

5.1 – Factors promoting effect's program

5.1.1 - Design and Planning-related factors.

The original Program design proposed short and long-term citizen security actions aimed at preventing violence and strengthening citizenship with a focus on children, adolescents and youth in vulnerable conditions in three Brazilian communities. These actions aimed at enhancing local capacities for the implementation of public policies for the prevention of violence, with greater community involvement and a better exercise of citizen security.

This strengthening would be achieved through actions within programmatic axes: widening of knowledge base; awareness-raising and training sessions; tools and procedures to improve public policies; and information workshops on Program themes, establishment of mobilization networks and construction of safer spaces.

Actions foreseen in the original design proved adequate to local needs; a very reduced number of products was modified or excluded as the Program unfolded. One of the relevant points was the high level of flexibility the MDG-F showed whenever the JP coordination required the introduction of changes, as it was the case for the Monitoring Matrix.

The original design of the Program included actions that were adequate to achieve outcomes and effects in the context of the thematic axes of the JP, consistent with the political and institutional scenario and reference framework in 2009. Thus, governmental policies and commitments made to implement public policies of citizen security guided the Project design. The Outcomes were in keeping with the original proposal, according to which the execution strategy was conducted, with technical support from the Program Management Committee and the support of Focal points in each Agency and in the municipalities.

Therefore, the design was adequate for the axes of the Project, even if neither funding nor time were sufficient to achieve all the expected effects. It was very important that the original design was focused on general strategic axes and on selected specific axes, strongly emphasizing training sessions, awareness-raising actions, experiences that were innovative for the community, production of handbooks and design of an integrated plan. One of the relevant aspects of the original design was the fact that the Program's financial resources were concentrated in the Agencies, not paid out to municipalities. For this reason, new technical cooperation agreements were not required; moreover, it made it easier for Agencies to manage their resources individually in order to achieve Outcomes.

Therefore, the original design strategy proved to be very adequate for this first stage of Program initiatives, as it favored JP initial effects, despite the latter being very ambitious in terms of outcomes to be achieved.

5.1.2 - Execution-related factors.

The Program Yearly Work Plans were gradually updated; their design made it possible to make modifications according to requirements and installed capacities at the municipal and Agency focal points.

As the Program was not detailed, its execution could add or cancel activities and Products, which made it adaptable to changes in the scenario and to each municipality and territory specificities. In this scenario, small modifications made to activities and Products met requirements of local politics as well as

those stemming from installed capacity in Secretariats, communities and strategic partners for the execution of the Program. Hiring very experienced consultants and NGOs helped enhance conditions for the execution of the Program at the local level, and the role they played was wider than foreseen in the JP original design.

Another positive aspect of the execution is Agencies team's ability to collaborate with focal points, as well as with one another in order to adjust the pace of execution of the Program, due to existing funds from different MDG-F disbursements and new deadlines to the completion of the JP. Institutional arrangements for administrative and financial management of the JP, through the MDG-F Secretariat, were instrumental in implementing the initiatives; these arrangements allowed each Agency to manage its own resources, which prove to be an adequate solution to the requirement of swift operationalization of the Program due to the tight deadline for the execution of the cooperation.

The main positive factors in the original design that contributed to the Program execution were:

(i) Local Committee operationalization; interlocution with and institutional support from focal points to the work of National Committees (Management and Director), whose role was to ensure technical and administrative-financial coordination, with spaces of technical coordination shared with Agencies, national and local programs, and multilateral partners, with technical and operational support; **(ii)** sporadic meetings of the national and local level Project Coordination, even if not all Agencies would attend systematically so as to monitor progress and difficulties; **(iii)** processes of mobilization and communication strategy of the JP in general; among Consultants, National Coordination, focal points, strategic partners and direct and indirect beneficiaries of the Program; in support of the Project's effectiveness and efficacy; **(iv)** selection of Consultants and NGOs who are knowledgeable and experienced in the themes, thus enhancing the effectiveness of the execution of activities and products achieved by the Program; **(v)** consistent financial and technical support from technical cooperation on the first two disbursements; **(vi)** institutional commitment of focal points, local committees, communities, local managers and police officers, and Agencies to Program technical initiatives and Integrated Plan; **(vii)** promotion of events and seminars aimed at strengthening social dialogue processes; promotion of awareness-raising actions in municipalities for public managers, community leaders, educators, youth and police officers; **(viii)** establishment of working relations with relevant partners in order to conduct strategic actions aimed at achieving local consensus on positions and commitments to the implement of the JP; **(ix)** political priorities and other Government programs in synergy with JP programmed actions, acting in a way that was conducive to indirectly potentiate outcomes and effects of the Program, and to enhance future sustainability; **(x)** social, political, institutional, cultural and macroeconomic contexts that were very favorable for the implementation and initial progress achieved by the Program, with a slight change after late 2012; **(xi)** national and local meetings, workshops and seminars were held that foster the successful exchange of experiences on the themes of the Program, with contributions from international actions, thus ensuring communication and dissemination of new knowledge on the theme among strategic partners; **(xii)** excellent working and personal relations among Agencies, focal points, consultants, beneficiaries, strategic partners and local technical teams; **(xiii)** operational execution decentralized in Brazil, whenever this was possible, thus reducing: difficulties in applying bidding law; delay in approving processes and contracts; and physical-financial control of the execution of activities and products;

5.2. Factors reducing effect's program.

5.2.1 - Design and Planning-related factors.

Original design and planning were ambitious in terms of the diversity of initiatives to be implemented by the Program and the time that would be necessary to execute it was not adequately estimated. Indeed, it would take over four years and more funds than originally allocated to achieve longer-term reduction in violence. This situation required different solutions from the Project Coordination and the Agencies, such as: regular revision of funds and schedule of Products and Activities; reduction in the number of initiatives and published documents. At the onset of the execution, more time, not foreseen in the original design, was necessary to choose the three municipalities that would be involved with the JP, which entailed significant delay in the Program implementation process. Similarly, were not foreseen the lead time during which Agencies would network in order to act as a Joint Program and would develop tools aimed at allowing the effective operational of national and local spaces of management. One of the aspects that should be stressed was that, originally, the Program design foresaw no more than two or three Products (Specific Outcomes) developed by more than one Agency. This proposed Program design model, by Agency, was one of the constraints to Agencies' joint work on the territories.

This design also reflected difficulties associated with Brazil not being one of the One UN pilot countries, which would have enhanced Agencies' work by generating joint action synergies. The Outcome and Resource Matrix of the original Program proved too ambitious for a 36-month execution and the high number of actions to be carried out by each Agency. This fact led Agencies to reduce the number of initiatives that could have been jointly implemented by more than one Agency, as those initiatives would have required longer organization and planning time at the local level. Listed below are the most important proposals that were not a part of the original design and proved necessary throughout yearly Program planning: (i) lack of JP local coordinating unit in each municipality, which would foster joint work between Agencies, consultants, focal points and beneficiaries; (ii) lack of assistants to focal points in Agencies who would monitor the JP; (iii) lack of local consultants in charge of Joint Program systematization and coordination in each municipality.

Agencies resorted to the capacities and competences they already had in the themes on which the JP works, which did not foster interagency interaction in the territories, thus reducing benefits and synergies that could have been generated. The initial Design did not propose tools conducive to foster integration, neither national nor in the territories. Interviewees pointed out that this design was needed improvement so as to become a mechanism which would help foster integration and inter-operability between different agencies and the Secretariat of the Fund.

Project design features that, to a certain extent, posed constraints to its effectiveness and efficiency include: **(i) national and local technical management** could be improved in a future Program; this could be done by formally establishing a **Program Monitoring Committee** as a planning, monitoring and evaluation body; **(ii) lack of permanent monitoring e evaluation tools and processes** for the Program and in each Agency applied to the achievement of objectives (the only one foreseen is the biannual progress report in MDG-F format); difficulties; proposals for corrective action plans; bi-monthly update of executive schedules; biannual monitoring meetings with JP internal and external partners; **(iii) lack of local meetings with other committees and formal bodies that give political support** to the Program that might uphold continuity of initiatives in times of staff turnover in middle and high management by setting up an Interagency Plan Monitoring Group (which might be based upon existing Committees and Councils in the area of citizen security, such as GGI-M) **(iv) insufficient information on and dissemination of, via Agencies and focal point websites, the Joint Program Document**; collaboration from and monitoring by other strategic internal or external partners; monitoring of achieved outcomes; future initiatives; Program progress reports; handbooks, guides, studies, documents and materials produced by consultants and NGOs for the JP; **(v) lack of local monitoring of specific Outcome indicators' targets to be achieved, Overall Outcome** upon completion of the Program **(vi) insufficient procedures foreseen for the evaluation of results of Outcomes as contributing elements for the achievement of JP Purpose** that would include analyses and evaluations of effects and impacts

5.2.2 – Execution Process-related factors.

Constraints in the Project execution process are listed: **(i)** Insufficient (technical and administrative) human resources in Agencies, focal points and strategic partners to monitor initiatives; **(ii)** Insufficient Program implementation time for the achievement of targets agreed; **(iii)** Need for wider dissemination of certain products from activities (publications, homepage); **(iv) Complexes decision-making processes in the case of a number of themes** due to the lengthy mobilization process; **(v)** Difficulties concerning time to execute certain products and conduct activities; **(vi)** Lengthy process required to hire consultants or staff and for them to be approved, in early stages of the Program, due to norms; **(vii)** Revision of execution schedules and funds, which required lengthy formalization and approval procedures by different partners; **(viii)** lack of financial and technical resources for local coordination, for communication experts, consultants in charge of Joint Program systematization, as well as for monitoring physical outcomes of the Project;

It should be stressed that the vast majority of interviewees agreed on what were the constraints on the implementation of the Program: delay in selecting municipalities, approving the Integrated Plan and in bidding processes for hiring consultants, NGOs and staff.

4.2.3 – Conclusions:

During the evaluation process of the Joint Program, the evaluation criteria considered the following aspects: relevance, efficiency, effectiveness, sustainability and national ownership. These criteria were related to the evaluation axes-foci defined in the terms of reference of MDG-F. These analyses indicate the following conclusions:

- (i)** The Joint Program was relevant to the policies and strategies of the Country on the theme of public security, especially in violence prevention and reduction with a focus on children, adolescents and youth, particularly at the municipal level, keeping in line with the UNDAF III guidelines, targeting decentralization (states and municipalities), as well as with programs in the PAP 2012/2016.
- (ii)** The design of the JP proved adequate to national needs, although the outcomes were very ambitious for implementation in only 36 months and with little experience of certain Agencies working directly with local and decentralized governments
- (iii)** Although Brazil is not a Pilot Country for the implementation of 'Delivery as One UN' guideline, the Joint Program allowed the implementation of the program with six agencies acting concurrently on initiatives and thematic complementarities in citizen security and coexistence at the municipal level;
- (iv)** The MDG-F allowed these six Agencies to act, for the first time, on an interagency mode, even though they faced difficulties for more than two agencies to collaborate with each other in an initiative.
- (v)** The JP allowed the establishment of new partnerships and alliances at the municipal level, strengthening the relationship between the UN system and local players, due to recognition of the quality of the UN label on the Joint Program.
- (vi)** The Outcomes and objectives were achieved with positive degrees of effectiveness, generally as planned, considering the reduction on the amount of the last MDG-F disbursement.
- (vii)** The initiatives were managed efficiently, with appropriate cost in keeping with the Brazilian national reality; procurement processes took longer to be concluded and human resources management fit national management and local implementation.
- (viii)** The modality of joint approach of the Program generated greater capacity in Agencies and municipalities for the management of joint programs and for tackling multi-causal issues related to violence prevention and reduction among children and youth.
- (ix)** The JP established a strategy to strengthen community participation, public managers and leaders through local Committees, who took ownership of the methodology and processes for monitoring the implementation of public policies and citizen security and coexistence projects.
- (x)** The JP has established important synergies with some National Programs running in the municipalities in order to increase the likelihood of continuity after completion of the Program, although it did not set a phasing-out strategy, due to the scenario of municipal elections and local and national authority turnover in the period of execution of the Program.
- (xi)** In the six strategic lines of action of the JP, according to analysis by the Agency and to the progress reports, interviews and technical missions undertaken, important achievements were observed in specific and relevant outcomes to the effects expected in the medium term. One of the highlights was the information that a degree of reduction of violence and homicides of youth was recorded in the three territories in which the Program worked in the last year of the JP, which stemmed from synergies of the JP with other programs for public security.
- (xii)** For JP implementation, the municipalities contributed significant counterpart through administrative, budgetary and human resources, as well as venues made available for meetings and workshops, communication and local transportation. This represents a large investment relative to municipal budgets for international cooperation.
- (xiii)** The Program provided public managers, community representatives and youth with the opportunity to share knowledge, new initiatives, training and awareness-raising sessions conducted by professionals with expertise and knowledge of the local and national reality.
- (xiv)** The process of monitoring and evaluation at the national level would need to be improved at the municipal sphere based on the formulation of local monitoring matrixes. Additionally, it should have relied on tools for measuring short-term effects of the JP in municipalities and in the Agencies.
- (xv)** The evaluation showed that the Joint Program was developed in accordance with the objective and Work Plan agreed upon, achieving progress in terms of mid- and long-term effects of public policies on security and citizenship, through: training, integrated local plan of security and citizen coexistence, conflict settlement workshops, priority projects implemented in the three municipalities, training citizens to promote peace in the communities, workshops for integrating vulnerable youth into communities' actions, promotion of safer spaces and volunteer work for improving communities, implementation of cultural, sporting and artistic integration of vulnerable youth in schools and communities (working together with national programs), information and guidance about work for youth and women in communities and a certain degree of improvement in the dialogue and relationship among youth and police officers in the communities.
- (xvi)** Despite progress in Agency joint work, many initiatives were developed by a single Agency, even if the

small number of actions which involved more than one Agency proved very effective in achieving expanded outcomes and sharing local experiences.

(xvii) The JP performed very efficiently in terms of future sustainability, use of participative methodology to build alliances with public managers, communities and beneficiaries, allowing initiatives to be agreed upon by the parties through the representative body, the Local Committee. This process provided better empowerment and ownership by local counterparts during the program. Diagnoses and integrated plans were important tools for an effective exercise of citizenship toward public security

VI. Lessons learned

The lessons learned from the implementation of the JP are presented below:

LL1. The Joint Program should have been more than the sum of initiatives implemented in the territories by the 06 UN Agencies within the same Program. The Joint Program design should have considered a stage devoted to putting forward joint proposals due to the high complexity of its methodology and of its commitment to the Program. This process should precede the approval of the Project Document by the Fund.

LL2. In countries where there is no administrative and financial integration, or where the “Delivery as One” directive of the UN system has not been applied, the implementation of the Joint Program should be preceded by the establishment of technical tools for the cooperation between Agencies.

LL3. The implementation of a JP in Brazil, country where the UN “Delivery as One” or “One UN” directive, which would shown a pilot experience, is not applied, should not have involved 06 Agencies, which are not experienced in this integrated work. In order to enhance its likelihood of success, 3 or 4 Agencies could have been involved per Program, taking into account their experience in the area of security and citizenship.

LL4. The selection of infra-national spaces (municipalities and territories) is time-consuming, which the work schedule should have allowed during the initial phase of the Joint Program. This six-month lead time should improve the path of Programs implementation.

LL5. Three years of JP execution are not enough to complete its implementation. This JP would require at least five years, with a six-month lead time to establish working relations at the national and local levels.

LL6. In multi-level and interagency programs such as the JP, a local interagency coordination should have been established in each one of the selected territories thus reducing duplication of Program’s actions.

LL7. Initiatives developed by Agencies in synergy with National Programs had greater likelihood of continuity upon completion of the Program and a deeper involvement of the private sector in decision-making bodies of the Program.

LL8. The lack of institutional competency of the National Coordinator to deal with the Program’s budget is reflected in the weakness of the coordination and in the interagency monitoring of the Program. Decentralization of funds and its management onto the National Coordination would strengthen good practices and the effectiveness of the Joint Program.

LL9. Training sessions in drafting, funding and monitoring & evaluation of Projects (public policies) proved very positive to provide communities and public managers with. These training sessions should be held at the onset of the Program, rather than during its last year.

LL10. Monitoring and communication strategies were developed by the JP in a late stage; if it had been done at the onset of the Program this processes could have been more effective- such as, for example, mobilization.

LL11. Institutions that work with vulnerable groups have a certain level of institutional weakness and might pose management difficulties to the Program owing to government middle manager turnover or institutional changes (being moved from one secretariat to another). JP’s design should present a more complex strategy on this matter.

LL12. When they are accepted and incorporated by national (synergy) and local authorities, tools, methodologies and processes developed or shared by the Program translate into better conditions for project sustainability, although their use, in the mid and long-term, can be revised in the near future in the light of new policies.

VII. Recommendations:

(i) To the JP:

R.1. We recommend that Joint Programs duration be equivalent to the term of the politico-administrative body with which it would work, plus one year, so as to ensure the transition of Programs onto the new municipal and national authorities.; at least five years.

R.2. We recommend that a six-month lead-time be added to the JP term, during which bases, consensus and tools would be established for the Joint Coordination by Agencies and local focal points; moreover, value to be added to expected effects would be identified.

R.3. We recommend a Program management and coordination tool be built into the original design of the JP, such as: (i) national and local monitoring tools, including the design of a matrix for each municipality, to be monitored by the focal point; (ii) establishment of a local JP coordination in each one of the municipalities; (iii) JP quality assurance process conducted through joint monitoring by Agencies and their respective Consultant firms;(iv) effective National Coordination mechanism for Agencies -national and local- joint action; (v) proposal of a communication and support strategy to be provided at the local level; and (vi) make sure Agencies agree on implications and responsibilities of their joint work: methodology, coordination mechanisms, implementation requirements and deadlines.

R.4. We recommend that at least two relevant partnerships (Ministries) be established at the national level in order to ensure sustainability in terms of a phasing-out strategy for the Program, as well as of synergy with National Programs in support of children, adolescents and youth in situation of vulnerability.

R.5. We recommend local focal points and Agencies be involved in proposing future Join Programs design; other players should also be involved: association representing Brazilian municipalities. These partnership networks could ensure future replication and continuity of the Program despite authority turnover.

R.6. We recommend that an action plan (responsibilities, deadlines and resources) be formulated by the Program, in last year of its execution, for continued implementation of the JP activities JP (phase-out strategy), emphasizing at least 03 new Projects of the local Integrated Plan.

R.7. We recommend that at least 50% of the Products or Specific outcomes of the Joint Program be implemented by two or three Agencies, so as to have an integrated action on the same space where the Program intervened and increase the value added by the action of more than one Agency.

R.8. We recommend that municipal efforts, particularly those related to the Local Citizen Security Committee and the Local Integrated Plan be linked with other state level, national or international initiatives, so as to increase the likelihood of the short term continuity, after completion of the Joint Program.

R.9. We recommend that monitoring and reports try to present progress in terms of outcomes achieved, strategic alignment, ownership by counterparts, financial efficiency, and progress in the application of interagency work methodology, thus putting process and disbursement control in the background;

R.10. We recommend that annual meetings be held with all Agencies, institution and community representatives, focal points and Management Committee in order to present outcomes, work plan and new joint challenges to other international donors and other Brazilian Ministries.

R.11. We recommend new projects and Joint Program II be formulated based on information stemming from lessons learned and experience acquired in the JP, taking into account new types of municipality and the continuity of work in the municipalities involved in this JP;

R.12. We recommend the JP outcomes be disseminated within the UN System in Brazil, particularly due to the need for improvement in joint execution processes and tools, which could be designed with the support from the Resident Office and multilateral / national resources, thus allowing exchanges with other JPs in Brazil and abroad.

(ii) To the MDG-F

R.1. In countries that are not one of the “Delivery as One UN” pilot countries, the MDG-F should ensure arrangements aimed at standardizing and streamlining the JP execution procedures. Funds could be paid out to the Representative Office in the country, which, with the support of the National Coordinator, would authorize expenses.

R.2. We recommend that annual meetings be held with all Agencies, institution and community representatives, focal points and Management Committee in order to present outcomes, work plan and new joint challenges to other international donors and other Brazilian Ministries.

R.3. We recommend new projects and Joint Program II be formulated based on information stemming from lessons learned and experience acquired in the JP, taking into account new types of municipality and the continuity of work in the municipalities involved in this JP;

R.4. We recommend that the JP documents; manuals and guides could be disseminated within the UN System and the MDG-F allowing exchanges with other JPs in the Region and abroad