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EVALUATION REPORT



**UDF-BRA-09-340 – Promoting Freedom of Information Activism at the Local Level in
Brazil**

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Disclaimer

The evaluators are solely responsible for the content of this publication, which in no case can be considered to reflect the views of UNDEF, Transtec, or any other institution and/or individual mentioned in the report.

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Table of Contents

- I. EXECUTIVE SUMMARY 1**
- II. INTRODUCTION AND DEVELOPMENT CONTEXT..... 4**
 - (i) The project and evaluation objectives 4
 - (ii) Evaluation methodology 4
 - (iii) Development context..... 5
- III. PROJECT STRATEGY 6**
 - (i) Project strategy and approach 6
 - (ii) Logical framework..... 8
- IV. EVALUATION FINDINGS 9**
 - (i) Relevance 9
 - (ii) Effectiveness 10
 - (iii) Efficiency 12
 - (iv) Impact 14
 - (iii) Sustainability 15
 - (iv) UNDEF value added..... 16
- V. CONCLUSIONS 17**
- VI. RECOMMENDATIONS 18**

- VII. ANNEXES 20**
- ANNEX 1: EVALUATION QUESTIONS: 20**
- ANNEX 2: DOCUMENTS REVIEWED 21**
- ANNEX 3: PERSONS INTERVIEWED 22**
- ANNEX 4: ACRONYMS 24**

I. Executive Summary

(i) Project Data

This report is the evaluation of the project entitled *Promoting Freedom of Information Activism at the Local Level in Brazil*, implemented by ARTICLE 19: Global Campaign for Free Expression, in collaboration with the *Amigos Associados de Ribeirão Bonito* (AMARRIBO) network, from March 1, 2011 to February 28, 2013. The project, which received a four-month extension with a new end date of June 30, 2013, benefited from a UNDEF grant of US\$250,000 to carry out the following activities and objectives.

The aim of the project was *to promote the development of a more inclusive and equitable society facilitated by a free flow of information to the general public to allow individuals, civil servants and civil society groups acting at the local level to hold their government to account, advocate for their rights and entitlements more effectively and influence policy-making processes*. The project was to meet these objectives by fostering local activism on freedom of information and using access to information and transparency tools to strengthen participation within municipal governments across the country.

The project strategy was built around four specific components: (i) a strengthened and effective network of local activists working on access to information; (ii) increased public understanding of the importance of freedom of information and how to use the concept to encourage transparency and accountability; (iii) increased public demand for governments' responsiveness to information requests at the local level; (iv) legislative and policy reform initiatives to promote transparency at the local level.

(ii) Evaluation Findings

The project was highly **relevant** in the current national context. In 2012, the Access to Public Information Act went into effect, requiring each municipality to draft regulations ensuring its proper enforcement. Recent surveys and studies indicate a lack of concern in many municipalities about enforcing this law, as well as a lack of operational capacity among local public authorities. All of which underscores the importance of informing and empowering populations in remote areas, especially those with fewer resources and opportunities to access information. The project's decision to work in remote cities in five Brazilian states was therefore entirely relevant. Some of the project components could have been further developed, among them beneficiary involvement in the design phase, the identification of a more coherent baseline, and the social ownership strategy. The gender approach was not included in the activities with vulnerable populations or the narrative reports, nor were specific indicators defined.

As a project with a view to the long term, this project was very **effective**. Linking access to information with the promotion of civil rights, it demonstrated that enforcing the law can change people's lives. This was a real contribution, given the context of these small cities, where citizens' right to participate in public affairs is rarely acknowledged. One of the project's strong points was its strategy to provide training and information about the importance of transparency in democracy and citizen involvement in public affairs. The five focal points tailored their plan of action to the diverse participatory processes of the beneficiary organizations, which led to better achievement of the intended outcomes. This is not to ignore the problems encountered due in part to the distances between states, the characteristics of the different intervention areas, and certain weaknesses in the project strategy. One of the major problems was getting the Citizens' Help Center website up and

running; the website's ability to serve as a platform for exchange among the focal points was affected by the subcontractor's failure to complete the work.

The evaluation of project **efficiency** revealed major achievements, but certain weaknesses as well. Excellent co-management by the partner organizations led to the implementation of an efficient strategy for strengthening capacities and improving tools to increase access to information and citizen oversight at the local level. Project management was problematic, however. The risk analysis did not adequately assess the needs and problems inherent to local intervention (the AMARRIBO network's inadequate organizational capacity, the beneficiaries' limited sociopolitical vision, the lack of local structure, accountability issues, a highly motivated but disorganized corps of volunteers, etc.)—factors that impacted timely achievement of the project milestones. Added to this was the inability of the firm hired to set up the Citizens' Help Center website on time. All this leads to the conclusion that the project needed greater assistance on the ground from the focal points.

The project's most salient **impact** was its contribution to local enforcement of the Access to Information Act and public transparency policies. This component is considered a significant factor in strengthening Brazil's current democratization process. Moreover, the project facilitated the integration of two social intervention practices that were heretofore unknown in this context: the experience of punishing and fighting corruption (AMARRIBO) and the preventive approach (Observatório Social), offering technical assistance to the governments and monitoring agencies to create an oversight system for curbing corruption. The project worked to encourage reporting to fight corruption and the misappropriation of public resources; at the same time, it trained beneficiaries in the use of constructive practices for citizen oversight, empowering groups by enhancing their ability to propose alternatives and encouraging negotiation between citizens and public authorities. These achievements are recent and must be consolidated, but indicate a positive trend in the citizens' understanding of their social and political role.

The empowerment of social movements and grassroots organizations through a greater ability to access information and monitor transparency denotes the potential for technical **sustainability**. The beneficiary groups have the motivation and expectations, but the institutional capacity of both the AMARRIBO network and grassroots organizations must be strengthened to provide the solvency and independence needed to lend continuity to their activities. The lack of a plan of action and financial resources for future interventions is troubling and calls the sustainability of the process begun into question.

The **value added** provided by UNDEF made it possible to position focal points charged with training and mobilizing social actors to tackle local governance issues in small cities in five states of Brazil. Citizens gained an understanding of access to information, its benefits, and the responsibilities and opportunities that it affords. The project supported the launch of participatory processes, opening opportunities for dialogue with municipal authorities.

(iii) Conclusions

- **The project made a significant contribution to implementation of a local transparency process.** It provided relevant information and tools for participatory monitoring of public transparency policies and bolstered citizen's exercise of their right of access to information.
- **The project mobilized grassroots organizations and local social movements.** The focal points positioned in small cities in the country's interior were available for consultation, advice on organizing, and monitoring compliance with the Access to Information Act. However, there is no indication of how the project integrated the gender approach and promotion of equal opportunity for participation in its work with the beneficiary

populations. Furthermore, use of the Citizens' Help Center as a channel for sharing information, exchange, and communication among the stakeholders was poorly planned.

- **The project provided opportunities for collaborating and establishing credibility thanks to support from the United Nations program and an international NGO.** This backing engendered trust and encouraged local stakeholders, civil society, and municipal authorities in particular to get involved. However, the expectations and demand generated exceeded the project's ability to meet them, putting sustainability at risk.

- **The project identified needs and resources** essential for guaranteeing the full cycle of the exercise of the right to access information. The analysis of the problems that to some extent hindered implementation of the plans raised awareness among beneficiaries of what is needed to achieve tangible positive outcomes. This is an important result for maximizing the relevance of future intervention stages.

- **The process must be completed by a phase prioritizing social ownership.** The high beneficiary demand must be the point of departure for the next phase of stakeholder empowerment to render stakeholders capable of exercising their right to competently and independently access information.

- **Focal points must identify and access alternative sources of funding.** Lack of funding jeopardizes continuity, putting sustainability at risk. Alternative solutions are needed to assist local associations.

(iv) Recommendations

- **Design an assistance phase that provides continuity for the empowerment begun.** Focal points must have the support they need to boost their operating capacity, capitalize on the processes generated, and meet the beneficiaries' citizen participation expectations.

- **Organize institutional strengthening activities for focal points and local strategic stakeholders.** Based on the needs identified, prepare a plan of action to improve management skills and aid the focal points' efforts to find and manage financial resources. The plan should incorporate technical training in the areas necessary for monitoring transparency in public administration at the municipal level, including recourse to legal advisory services. The Citizens' Help Center website should play a key role in supporting the activities planned.

- **Foster *pro bono* professional groups and associations,** enlisting the aid of attorneys and other professionals in the support of social movements.

- **Promote social ownership** to expand and improve opportunities for and practices related to citizen participation. Here, strengthening the AMARRIBO network as a local catalyst is critical.

- **Explicitly include the gender approach** in institutional strengthening plans and citizen participation initiatives.

- **Search for alternatives to ensure financial sustainability** and guarantee continuity of the activities at the local level. Without creating dependency, it is important to help grassroots organizations secure the funding that will guarantee their organizational and institutional capacity.

II. Introduction and development context

(i) The project and evaluation objectives

The *Promoting Freedom of Information Activism at the Local Level in Brazil* project was implemented by ARTICLE 19: Global Campaign for Free Expression, in collaboration with the Amigos Associados de Ribeirão Bonito (AMARRIBO) network, from March 1, 2011 to June 30, 2013.¹ UNDEF provided a grant of US\$250,000, \$25,000 of which was retained for monitoring and evaluation purposes.

The aim of the project was to promote the development of a more inclusive and equitable society facilitated by a free flow of information to the general public to allow individuals, civil servants, and civil society groups acting at the local level to hold their government accountable, advocate for their rights and entitlements more effectively and influence policy-making processes. The project was to achieve this objective by fostering local activism in freedom of information and using access to information and transparency tools to strengthen participation within municipal governments across the country.

The project strategy was built around four specific components: (i) strengthened and effective network of local level activists working on access to information; (ii) increased public understanding about the importance of freedom of information and how to use the concept to encourage transparency and accountability; (iii) increased public demand for governments' responsiveness to information requests at the local level; (iv) legislative and policy reform initiatives to promote transparency at the local level.

The evaluation of this project is part of the larger evaluation of the Rounds 2, 3, and 4 UNDEF-funded projects. Its purpose is to contribute to a better understanding of what constitutes a successful project, which will in turn help UNDEF develop future project strategies. Evaluations are also to assist stakeholders in determining whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved.²

(ii) Evaluation methodology

The evaluation was conducted by an international expert and a national expert, hired under the Transtec contract with UNDEF. The evaluation methodology is spelled out in the contract's Operational Manual and is further detailed in the Launch Note. Pursuant to the terms of the contract, the project documents were sent to the evaluators in early December 2013 (see Annex 2). After reading and analyzing them, they prepared the Launch Note (UDF-BRA-09-340), describing the analysis methodology and instruments used during the evaluation mission to Brazil (São Paulo, Amasa, Analândia, and Mandaguari) from January 27 to 31, 2013. The evaluators interviewed project staff and members of the ARTICLE 19 and AMARRIBO coordinating team and met with a representative sample of the beneficiaries (civil servants, civil society, social movements). They also visited two focal points in cities (Analândia and Mandaguari) that had very different profiles and results. Annex 3 contains the complete list of persons interviewed.

¹ The project received a four-month extension, with a new end date of June 30, 2013.

² Operational Manual for UNDEF-funded project evaluations, page 6.

(iii) Development context

The history of democracy in Brazil is marked by ambiguous alliances that even today prop up the local authorities, families, and culture of the monarchical power of the 19th century slave-owning oligarchy. In order to govern, national governments (including today's) have forged alliances with local interests in opposition to democratic interests, keeping the privatization of public structures by municipal governments alive and well (Marcel Bursztyn).³

The main consequences of these power alliances between democratic and oligarchical governments are ambiguity and the criminalization of social movements in Brazil.

Advances in democracy over the 500-year history of Brazil have been won with the participation and struggles of populist movements. While the movements to found the Republic were forging alliances with local oligarchies, populist movements were organizing against those oligarchies, who held fast to slavery and fought against civil rights, refusing to recognize them. History shows how the federal military persecuted and destroyed these social movements with the support of the antidemocratic "republican" forces. There were many such instances; the following, provided as illustration, are but a few.⁴

The history of elections in the country also shows the ambiguity of Brazilian democracy and reveals why it is fragile. During the Empire, the electoral quorum comprised 1.5% of the population: only white male landowners over the age of 25 had the right to vote. The first direct presidential election was held in 1894, but only 2% of the population had the right to vote. Women obtained the right to vote only in 1932. However, it should be remembered that with the Getulio Vargas (1937-1945) and military coups (1964-1985), the right to vote was suspended.

A history of Democracy and Repression

- Quilombos (sec. XVII and XVIII). Brazil came to have several hundred quilombo communities in Bahia, Pernambuco, Goiás, Mato Grosso, Minas Gerais, and Alagoas. The Palmares quilombo alone had more than 50,000 residents in 1670, all of whom were killed or captured by the army under the command of Domingos Jorge Velho.
 - Cabanagem - (Gran Pará, 1835-1840). The Cabanagem was one of the most important populist movements in Brazil and the only one in which indigenous people, blacks, and mestizos were in power. Brazilian military forces massacred close to 40,000 men, women, and children, roughly two-thirds of the provincial population.
 - Canudos (1893-1897). Under the leadership of Antonio Conselheiro, the population lived under a communal system in which crops, livestock, and the fruits of labor were shared. Personal belongings were the only private property. The city had its own laws. This movement represented an alternative society and was joined by people wishing to escape the domination of the military. However, on October 5, 1897 it was totally destroyed. More than 5,000 dwellings were set ablaze and all the commune's residents were slaughtered by the army of 7,000 amassed by the Minister of War himself.
 - Eldorado dos Carajás massacre (Pará, 1996) – The Eldorado dos Carajás massacre passed into history as the most emblematic conflict over land in Brazil. The fight that resulted in the death of 19 landless farmers took place on April 17, 1996. Days before, on April 8, 1,500 landless farmers in Macaxeira, Curionópolis set out for Belém to protest the federal government's delay in helping their families through agrarian reform. (<http://extra.globo.com/noticias/brasil/memoria-massacre-de-eldorado-dos-carajas-deixou-19-sem-terra-mortos-304664.html>)
- Testimonio de la Directora del sector lucha contra la corrupción, en AMARRIBO**

³ The contradictory relationships created by the alliances between the democratic Federal Government and the oligarchical local governments were described and analyzed by Marcel Bursztyn in his book *O Poder dos Donos, Planejamento e Clientelismo no Nordeste*, Ed. Garamond, Rio de Janeiro.

⁴ Idem.

The persecution, torture, and murder of activists drove Brazilian social movements underground and led them to fight for the confidentiality of information and control of public installations to back their political demands. The fight for democracy thus gave rise to a further ambiguity. The practice of concealing information by privatizing public goods became a tool for both the social movements and the undemocratic oligarchical movements. This situation only began to change with the adoption of the new Constitution of 1988, which introduced two key provisions: the universal right to vote for Brazilians over the age of 16, which caused voter rolls in Brazil to soar from 6 million voters in 1960 to 100 million in 1989 and people’s right to participate and exercise citizen oversight of State action at the three levels of government (federal, state, and local).

Notwithstanding, laws are not automatically enforced, and public administrators do not become democratic and transparent simply by an act of ethical enlightenment. Society must be involved in the enforcement of the basic right to access public information. This began to happen under federal law No. 12,527 regulating the right of access to information, which was signed by the President on November 18, 2011 and went into force in 2012.

III. Project strategy

(i) Project strategy and approach

The project strategy was implemented within the context of the historical ambiguity and contradictions of Brazil’s democracy and was a response to the decision to support the populations and communities of small cities (not the capitals) in five states in Brazil. The project sought to increase the ability of these populations to obtain greater access to public information and make better use of it, improving transparency monitoring in local public affairs.

The intervention’s principal strategic focus was the right of access to information, considered critical for enabling all citizens, especially those living in poverty and/or vulnerable situations, to exercise their political, social, and economic rights and at the same time acquire the skills and tools to exercise citizenship and demand accountability from municipal governments.

In order to implement this strategy, ARTICULO 19 partnered with the AMARRIBO network, which is the largest network working to fight corruption in Brazil. An umbrella organization for some 200 grassroots groups, its purpose is to foster local participation to fight municipal corruption. These organizations have complementary profiles: ARTICLE 19 contributes its experience and knowledge about civil rights issues, access to public information, and the law, coupled with sound training and legal advice in these areas, even in cases of



ARTICLE 19 and AMARRIBO coordination meeting in São Paulo

litigation. AMARRIBO has a broad social base and extensive experience (since 1999) with intervention at the municipal level, especially as a leader and advocate with public entities. Its knowledge of the local context and stakeholders was a very positive factor in the implementation of the project. In fact, for ARTICLE 19, which has an office in São Paulo, it would have been very hard to understand the history of the politics and handling of social conflicts at the local level. AMARRIBO’s experience informed the selection of the five states in which the project was to be implemented (São Paulo (SP), Pará (PR), Goiás (GO), Ceará (CE) and Paraná (PA)). A focal point was positioned in small cities with populations of 10,000-15,000 (Analândia-SP, Mandaguari-PR, Cachoeira Dourada-GO, Fortaleza-CE, and Belém-PA), where transparency was the poorest. At the same time, preference was given to cities that had greater leadership capacity and the support of an active and motivated corps of volunteers.

Five States	Cities	Focal Points’ organizations (members of AMARRIBO)
São Paulo (SP)	Analândia	AMASA
Pará (PR)	Mandaguari	ADAMA
Goiás (GO)	Cachoeira Dourada	Transparência Cachoeirense
Ceará (CE)	Fortaleza	ACECCI
Paraná (PA)	Belém	Observatorio Social

Focal Point implementation

The project decided to give all focal points the freedom to design their own type of intervention, even when the extent to which would be able to implement their work plan was unclear. The baseline initially identified was quite simple, since some contexts were very hard to assess. Moreover, the focal points were selected after the project was already under way; therefore, the populations in question were not involved in the strategy’s design phase. One of the first activities was to gather information at each intervention site, adjust the baseline, and tailor the project to the reality of each context. This process demanded a great deal of training and support. Once the focal points were in position, activity plans were drawn up that basically included four strategic components: (i) strengthened and effective network of local activists working on access to information; (ii) increased public understanding of the importance of freedom of information and how to use the concept to encourage transparency and accountability; (iii) increased public demand for governments’ responsiveness to information requests at the local; and (iv) legislative and policy reform initiatives to promote transparency at the local level.

The project’s main beneficiaries were: AMARRIBO (in addition to partnering with it, the project sought to improve the organization’s technical and institutional capacities); the focal points; CSOs, civil servants, the municipal and federal governments, and the general public, especially marginalized and vulnerable groups. The beneficiary groups chose the activities they wished to undertake and the type of supporting materials to use. The most popular of these were videos, theater, music, discussions in schools, and radio programs. The five focal points held training and information sessions for civil servants, civil society organizations, and social movements. They also held events and conducted public awareness campaigns. Technical problems in setting up the Citizens’ Help Center website led to the request for a project extension (see detailed information in Section ii - Effectiveness).

(ii) Logical framework

The table below presents the project’s intervention logic, activities, intended and achieved outcomes, objective, and development objective:

Activities	Intended outcomes	Project objective	Development objective
<ul style="list-style-type: none"> • Mapping of organizations working on local-level transparency in the five states targeted by the intervention; • Establishment of the 5 focal points; • Survey to determine the baseline; • Development of strategic and plans of action for each focal point; • Contacts with district attorneys and audit courts; • 5 training sessions for public and private stakeholders on the Access to Information Act; • Publication of a training manual; • Training sessions for CSOs on freedom of expression and transparency (20 groups in 10 training sessions); • Publication of manuals for CSOs; • 5 training sessions for the network and focal points; • Development of training tools on access to information and transparency monitoring; • Website and Citizens’ Help Center with documentation and supporting tools and materials: www.liveraccesso.net • Organization of 15 events and public awareness campaigns on municipal enforcement of the Access to Information Act; • Publication of newsletters; • Articles in the press and contacts with the media. 	<p>1. A strengthened, effective network of local activists working on access to information.</p> <ul style="list-style-type: none"> - 5 focal points with up-to-date maps and information on access to information and transparency monitoring in the states; <p>2. Increased public understanding of the importance of freedom of information and how to use the concept to foster transparency and accountability.</p> <ul style="list-style-type: none"> - Local stakeholders with strengthened capacities (a) in terms of knowledge and publicity about the Access to Information Act; (b) to empower volunteers; (c) to develop contacts with municipal authorities. <p>3. Increased public demand for governments’ responsiveness to information requests at the local level.</p> <ul style="list-style-type: none"> - 1,259 individual stakeholders trained (583 men, 632 women, and 68 civil society stakeholders) - 6 organizations with greater ability to access information and monitor transparency; - Local beneficiary organizations file 20 requests for information; <p>4. Legislative and policy reform initiatives to promote transparency at the local level.</p> <ul style="list-style-type: none"> - 81 public servants trained in freedom of expression; - District attorneys’ offices informed about their obligations in enforcing the Access to Information Act. 	<p>To promote the development of a more inclusive and equitable society, facilitated by the free flow of information to the general public to allow individuals, civil servants, and civil society groups acting at the local level to hold their government to account, advocate for their rights and entitlements more effectively and influence policy-making processes.</p>	<p>Contribution to access to public information and transparency monitoring, creating an environment that fosters participation.</p>

IV. Evaluation findings

(i) Relevance

Several highly positive components of relevance were observed in the interviews conducted as part of the evaluation.

In November 2011, Brazil enacted Federal Law No. 12,527, the Access to Public Information Act, which guarantees access to any public document, not just budget documents. The new law complements and improves on Law No. 131 of 2009, the Transparency Act, which guaranteed access to information on budgetary and financial execution. Under Federal Law No.12,527, which took effect in 2012, the Federal District and municipalities must draft specific regulations on access to public information consistent with the general provisions of the law. Each municipal government must therefore establish regulations that guarantee the proper enforcement of the law. Citizen participation is essential to this process. The project's effort to empower citizens and create local forums for dialogue with municipal authorities is therefore extremely relevant. The project objectives addressed a real need, expressed by the beneficiary groups and confirmed by recent surveys and studies, showing the relevance of the target population and geographic areas selected for project intervention. Data from the Prefecture of São Paulo show that more often than not, it is citizens with more training and skills who are familiar with and benefit from public policies. Roughly 70% of Brazilian citizens involved in requests for access to public information are people with a university education.

It is very important to monitor politicians' activities. There is great resistance on the part of the public authorities, who don't want to give up strategic information or lose their bargaining power.
Mauricio B, Rede NOSSA São Paulo, Cidades Sustentáveis (Sustainable Cities) program.

These figures confirm the importance of empowering low-income populations that have fewer opportunities to access information and education. To this end, Brazil has created the "Social Participation Program," launched in 2013, and "Transparent Brazil," a federal program that stresses municipal government autonomy.



Event: Citizens in Development Group, August 2012

A city's main economic actor at the local level is often the prefecture, which was said to give the prefect too much power and independence, allowing him effectively to do as he pleases.⁵

Added to this is the fact that many local authorities are political appointees whose technical expertise is not a consideration at the time of their appointment, leading to a lack of operational capacity among public officials. These circumstances limit citizens' access to information and their ability to monitor transparency in public administration. According to a study by Brazil's comptroller general's office (CGU), in the first three months after the act went into effect, agencies of the federal attorney general's office (central level) received

⁵ Information obtained through an interview with the coordinator of the Integrity Program, Prefecture of São Paulo, comptroller general's office (CGU).

25,065 requests for information, 89.97% of which were honored. Municipal governments, in contrast, generally displayed an utter lack of concern about monitoring transparency, and more specifically, about the stipulations of the act in this regard. This was confirmed by another survey, conducted by the Brazilian Association for Investigative Reporting (ABRAJI), which shows that in 133 cities with populations of more than 200,000, only 16 municipal governments responded to a simple request for information.

All this confirms the basic need for processes that promote transparency in public affairs. Access to information is a prerequisite for development programs in all sectors and at all levels. This ambiguity and contradiction in Brazilian democracy provided the framework for the project, demonstrating its relevance in each of the locations where the five focal points were positioned. The stakeholders interviewed (the beneficiaries and direct partners, as well as external actors, CSOs, the public sector, journalists, etc.) considered the project very useful.

The ARTICLE 19 project supported by UNDEF lent credibility to the monitoring conducted by Transparência Cachoeirense. We overcame our fear of reporting misconduct and holding demonstrations.
Statement by the Sélvio Moreira Focal Point.

Notwithstanding, some of the project’s components could have helped to increase its relevance. Only the network of organizations (AMMARIBO) was involved in the design the project and its strategy. Local stakeholders did not participate directly in the process and were not consulted, since the focal points had not been fully identified. The different context in each of the five states in which the project was implemented demanded specific competencies that in many cases were not sufficiently developed. The focal points had no political experience or political discourse. They needed skills to constructively participate in public debate, so that they would not be confined simply to reporting misconduct but could offer solutions. Although this was the project’s objective, the lack of prior consultation meant that the baseline was not clearly defined; thus, specific needs were identified during project implementation. The intervention strategy was refined during the course of the activities, which sometimes slowed down the work, impacting achievement of the outcomes.

Furthermore, while the training and education initiatives were extremely useful and positive for raising awareness and improving the monitoring of public information, the strategy for encouraging social ownership among the beneficiary groups was not well defined; the same holds true for the strategy for intervention in the public policy scenarios with which the project could interact. Although the Project Document prioritized use of the gender approach with vulnerable populations, it was not explicitly addressed. There were no specific activities or indicators and the narrative reports contained no analysis of this component. The gender approach could have contributed to increase the number of women who take part in the democratic process through their effective participation and demand accountability from municipal governments.

(ii) Effectiveness

The project yielded very positive results, helping to disseminate knowledge about the Access to Information Act and create participatory forums on implementing the transparency policy at the local level. The project’s objective of showing how enforcing the law can change people’s lives allowed it to link access to information with the promotion of civil rights. The Project Document geared the intervention strategy for the long term, anticipating the need to support the process of change, which does not always follow a set time frame. The outcome achievement analysis showed very good progress, but at the same time, weaknesses and areas that still need work.

One of the strong points of the project was its training and information strategy on the importance of transparency for strengthening democracy, social mobilization, and citizen involvement in public affairs. While each focal point tackled the challenges identified in his or her particular context, it was interesting to observe the diverse participatory processes employed by the beneficiary organizations.

The focal points developed contacts and worked with municipal governments, public prosecutors' offices, tax courts, educational centers, and civil society groups, giving birth to a widespread movement to fight corruption and the adoption of a wide range of citizen oversight activities.

The most impressive experiences were observed in Mandaguari-PR, (ADAMA) and Fortaleza-CE (ACECCI). In Mandaguari-PR, the focal point working out of ADAMA helped create a standing civil society committee to monitor public procurement. It also made possible the election of a competent mayor capable of guaranteeing access to information and citizen oversight of local government activities. ADAMA also took charge of monitoring the expenditures of the prefecture in Mandaguari, where this citizen oversight led to cost-cutting equivalent to 19% of the 2012 budget (or nearly R\$220,000). This monitoring process demonstrated that municipal cost-cutting is directly related to a higher number of participants in public tenders and more contracts with local companies. This was an important finding for encouraging business groups to get involved in the citizen oversight promoted by ADAMA.



Signature gathering to promote investigations by the Public Prosecutor's Office.

In Fortaleza-CE, the events promoted by the focal point in ACECCI, led to the creation of "caravans for transparency" in remote municipalities in Ceará State, taking social mobilization on the road so to speak. The project's legacy to the community was this intervention methodology, along with technical assistance to social movements. All this was testimony to the importance of access to information and citizen oversight in fighting for rights and strengthening democracy.

In Analândia-SP, the support of the focal point in AMASA, and international support from ARTICLE 19 and UNDEF were key to protecting activists following a councilman's assassination in October 2010 for backing local residents' accusations of the misappropriation funds. The former mayor was charged with ordering the murder, but after the death of the alleged perpetrator in January 2011, the court dismissed the case based on lack of evidence. Charging the former mayor was an important step toward putting a halt to the local governments' culture of impunity and violence.

In Belém-PA, the project intensified work with local public officials on the central issues of transparency and access to information. Information requests were submitted to the municipal prefecture and later to the office of the state public prosecutor, which issued a recommendation to the municipal prefecture on the drafting of regulations for the Access to Information Act.

"The city of Mandaguari is proud to have ADAMA"
Statement by Mandaguari Mayor Romualdo Batista.

In Cachoeira Dourada-GO, the NGO Transparência Cachoeirense geared project activities to the training and mobilization of students in public institutions. Once trained, the students displayed their ability to mobilize and discuss issues with the different sectors of society.

Transparência Cachoeirense is now recognized as a citizen oversight entity that files formal requests for public information and serves as a conduit for reports of corruption and misappropriation of public funds.

The project produced many publications and tools to support all these initiatives (see Annex 2). The quality of the materials published, in terms of graphics and the language employed, was excellent—very attractive, with clear and didactic content.

While the project produced some very positive outcomes, the evaluators observed a number of factors that undermined the effectiveness of the intervention. Aware of their limitations, the beneficiary organizations have therefore asked that the strengthening process initiated not to be weakened or interrupted. The focal points have developed contacts with public authorities, above all to ensure that municipal regulations for the Access to Information Act are drafted. The strength of the ties forged varies from state to state and they generally need to be reinforced to increase the capacity for dialogue and advocacy, as well as legal counseling (especially in cases where information requests are not expeditiously honored). Both the AMARRIBO network and the grassroots organizations that comprise the focal points consist largely of volunteers, who need training to handle new situations. In cases of threats and risks, it was found that, in many cases due to the volunteers' lack of experience, the steps taken heightened the risks instead of contributing to solutions.

“People understood that civil servants in the prefectures do not have it easy. When civil servants are threatened or afraid, they weigh the risks before acting. Sometimes they prefer to protect themselves.”
Arthur S., Project Coordinator

Finally, it should be noted that the project experienced major problems getting the informational website and the website of the Citizens' Help Center up and running. These platforms, which were to serve as a catalyst for interaction among focal points and the sharing of information and experiences, suffered serious delays owing to the subcontractor's failure to complete the work. The service is now operational, but how it will be kept up to date and who will ensure the preservation of its interactive operating modality are still unclear.

(iii) Efficiency

The social mobilization capacity in the cities where the focal points were positioned and the relevance of the proposed transparency and citizen oversight to strengthening democracy in Brazil are evidence of an efficient ratio between the funds invested and the impacts observed. The project was led by a qualified team known for its expertise and legitimacy in this field. ARTICLE 19 is an international NGO with an office in Brazil and ample international experience in the defense of freedom of expression and access to information, the drafting of sophisticated regulations governing these matters, and the implementation of national legal systems.



Meeting with Prefect Romualdo B., Mandaguari

While ARTICLE 19 acknowledged that it would have been administratively simpler for the office in Brazil, rather than headquarters in the United Kingdom, to have coordinated the project directly, it explained that when the project proposal was submitted to UNDEF, the office had not legally been in existence long enough to participate in the tender. Today,

domestic proposals for domestic projects are submitted directly by the country office; only regional programs are coordinated by headquarters. Notwithstanding, ARTICLE 19 Brazil had full autonomy in project management.

The partnership with the AMARRIBO network facilitated the project’s anchoring at the local level and at the same time helped strengthen the network. The five focal points tasked with implementing the project in the municipalities entered into an informal collaboration agreement. ARTICLE 19 took over the project’s administrative and financial management, hiring a technical coordinator to assist the focal points, monitor activities, and coordinate agendas. In concert with the focal points, the partner organizations prepared a plan of action that respected the Project Document. Two coordinating meetings were held in São Paulo, at which time training was provided to the technical staff. Follow-up was accomplished largely by e-mail, as the distances between states and the capital would have made the cost of travel prohibitive. Each focal point kept a detailed record of the project’s progress, analyzing its achievements and difficulties.

Due to professional commitments, the first coordinator had to resign and was replaced in June 2012. A period of adaptation then ensued, since the two coordinators had a very different focus. The first concentrated more on the strategic and thematic components, and the second, on administrative and operational management. This change created problems in terms of continuity and the type of assistance offered.



ACECCI team, Fortaleza-CE

According to the impressions gathered from the field visits and interviews, the partner organizations considered the project to be a difficult one. Local organizations felt it had been very demanding, since they did not always possess the necessary management skills. The focal points did not receive any salary from the project as it only covered project activity related expenses. Even so, communication and travel costs exceeded the budget calculated, largely due to the distances involved. Management problems were also a factor, however. For example, the local agenda changed after the travel arrangements had been paid for, resulting in additional costs. The project also suffered from accounting issues at the local level. In many locations, receipts are not usually issued, making expenditures hard to verify. In some cases, the organizations asked, “Why must we verify expenditures if we’re all friends?”, an attitude that helped to better identify the weaknesses of the context.

“We encountered real problems with local accounting procedures, the submission of receipts, etc.—so much so that that we once contacted a local organization to request receipts to verify expenditures and they answered, “What do you want me to do? Fabricate a receipt?” We realized that even if some people had been willing to verify their expenditures, they did not have receipts, because taxis, restaurants, etc. are not accustomed to issuing them.”
Paula M., Director, National Office of ARTICLE 19.

Even AMARRIBO, which has considerable expertise in this field and in working with municipal governments, acknowledged the lack of local structures. The network operates with volunteers whose technical skills are often wanting. Problems were also observed in the local ability to search for funding; the organizations did not know how secure it. Given these problems, it was essential to have a funding agency (UNDEF) that understood the importance—and at the same time, the limitations—of working with grassroots organizations with very little installed capacity to strengthen democracy.

At ARTICLE 19–SP’s central coordinating office, these local problems impeded project implementation. This was one of the reasons for requesting the four-month extension—to give local processes time to get under way. Another factor affecting achievement of the milestones was the construction of the project and Citizens’ Help Center websites. The company that was initially hired claimed to have a problem with a virus that could not be fixed. In light of this situation and to prevent further delays, ARTICLE 19 was forced to hire another company, which generated additional costs that UNDEF agreed to cover, approving a budget amendment. This problem, however, primarily affected project implementation, especially information exchange and the strengthening of communication skills within the network. Although the Service Center was eventually set up, the beneficiaries did not have time to integrate its use into their organizational practices. In order to ensure greater efficiency in this regard, the beneficiaries will need to take advantage of the documentation and tools provided and forge relationships with other public and civil society entities.

While many of the problems observed are inherent to the context, they call into question the relevance of the risk and corrective measures analysis conducted in the project’s design phase. Compounding the problems already mentioned is the need to meet the demands of the beneficiary organizations, provide protection for activists, and continue the training and social mobilization sessions. The ACECCI focal point is now living with his family in Teresina–PI, some 500 km from Fortaleza, his birthplace, while another administrator has complained about being left alone without the support he needs to honor the project’s commitments to the communities. During the interviews, all the focal points complained about the lack of funding and support to attend to the demand and expectations raised by the training activities.

Finally, for greater efficiency and sustainability, the project should have worked closely with the focal points. This would have facilitated consolidation of the initiatives and the planning of the continuity strategy with them. The lack of funding for field missions could have been remedied in part by the unexecuted budget surplus (US\$6,167.24), if this surplus had been anticipated by the grantee and funds reallocation had been requested ahead of time.

(iv) Impact

While it is always hard to assess the impact of projects designed for the long term, the evaluation missions identified several impact indicators in different areas.

Interviews with several non-project stakeholders (see Annex 3) revealed their high opinion of this initiative’s contribution to the rebuilding of democracy in Brazil, especially at the local level. The heads of several CSOs pointed to the distance between the text of the Access to Information Act, which is already in effect, and its enforcement, especially in the municipalities. Through widespread publicity about its initiatives and documents, the project had a significant impact in terms of informing the general public and social stakeholders. In the absence of public policies governing transparency in public administration, the project laid the foundations and provided tools for the exercise of active transparency, thereby promoting citizen oversight.

Another visible impact of the project was the training it provided, giving citizens a clear understanding of their right of access to information and their responsibility to get involved to foster transparency in local public administration. The training provided not only to the beneficiaries but society as a whole through campaigns and public events helped raise citizen awareness. The training sessions promoted the development of a better social and political vision. The population began to understand the why of local political pressure “to do nothing” and learned how to organize to foster change.

Another major advance was more flexible relations with the prefectures. Before the advent of the project, relations were more strained and distant. UNDEF’s backing opened doors and gave the project credibility. Several civil servants, who in many cases had been prevented from participating in the training sessions, recognized the need for greater knowledge of the Act to better understand their responsibilities, as well as their right to protection in the event of threats.

In their interviews, local authorities acknowledged the project’s contribution to the drafting of regulations for the Act.

In a context in which public debate is often not a debate but a dispute, ARTICLE 19 signed collaboration agreements with organizations that had different social intervention models; such as the AMARRIBO and Observatório Social (Social Observatory) (Belém-PA) networks. One was created with the objective of punishing and fighting corruption; the other, to offer a preventive approach, providing governments and oversight agencies with the technical support they needed to meet their obligation to maintain an oversight system to halt corruption and prosecute the corrupt. The project made a significant contribution to democracy in Brazil through this approach, which facilitated the integration of these two heretofore separate practices. In fact, the project sought to complete the intervention cycle, encouraging citizens to report corruption and the misappropriation of public funds and at the same time teaching them how to engage in constructive citizen oversight, propose solutions, and negotiate with political authorities. While these impacts are recent and many will have to be consolidated in the post-implementation phase, they reveal an evolving understanding of citizens’ social and political role. It is therefore extremely important to keep these processes alive and take advantage of them in new initiatives that foster social mobilization.

“ADAMA plays a key role in supporting the work of the Public Prosecutor’s Office. I came here and didn’t know anyone. I had no information or even a framework for conducting research. With the information from ADAMA, I have enough material to report corruption and the misappropriation of public funds to the legal authorities.”
Statement of Justice Promoter, Rogério Barco de Toledo.

CSOs and social movements are using the manuals and tools developed by the project, and users appreciate their practical approach. Thus, encouraging the use of the Citizens’ Help Center’s website as a resource for ongoing training and consultation is of the utmost importance.

(iii) Sustainability

The two partner organizations expressed concern about providing continuity for the initiatives and outcomes, since the project has raised public awareness and created high expectations among the beneficiary groups. The five focal points and the local organizations want to continue working on access to public information, which poses the challenge of guaranteeing the sustainability of the initiatives in the post-project phase.

“AMARRIBO greatly benefited from the UNDEF project. However, we are faced with the challenge of responding to Brazilian society’s pressing need for access to information, especially at the local level. We lack boots on the ground to provide the assistance needed by social movements.”
Statement by the Director of the AMARRIBO anticorruption section

The project buttresses important sustainability factors, especially at the technical level, through its training sessions in the five regions. The beneficiary groups appreciate the knowledge they acquired, especially about the Access to Information Act. They have internalized the knowledge of their

rights, know the benefits they provide, and want the process to continue and keep going strong. At the same time, they are aware that they still lack the resources and skills to implement the mechanisms and procedures for properly exercising their right to public information. Regulations for the Access to Information Act have not been drafted, making enforcement problematic. Moreover, public awareness activities targeting municipal governments and local decisionmakers must be intensified, and this in large measure will depend on the organizations' capacity to support these initiatives.

ARTICLE 19 had initially believed that, given its local nature, the AMARRIBO network was the ideal partner for providing continuity for the processes launched, especially because it works closely with its members to offer them the assistance they need. However, despite the empowerment achieved through the project, the network needs to improve and secure its organizational and financial capacity so that it can effectively support the continuity of these processes. Since AMARRIBO lacks a permanent staff, it has little installed capacity. At the time of the evaluation, it was negotiating an agreement with Transparency International that would strengthen its intervention capabilities.

Furthermore, the vast majority of grassroots organizations need to strengthen their institutional capacity. The fact that many of them operate with volunteers represents value added in terms of dedication and commitment; however, as the scope of the intervention expands, the need for a small staff of stable personnel increases, especially in the area of legal advisory services. Capacity building in management and fund-raising is another priority area for empowering grassroots organizations and social movements.

The evaluation team considered the lack of a medium- and long-term financial sustainability strategy as the main threat to the sustainability of local initiatives. The sustainability of the project's achievements will depend largely on the partner organizations' ability to set and order priorities in an exit plan and to secure new sources of funding that are willing to support a restructuring phase that empowers local stakeholders. The field visits enabled the team to determine the beneficiaries' problems and expectations. Many of them have been forced to suspend training and the mobilization of volunteers, causing them to cut back on information gathering activities and monitoring of the procurement of public goods and services. Communication among network members is also suffering from the lack of funding.

(iv) UNDEF value added

In a context heavily marked by corruption, the UNDEF project contributed specific value added, particularly at the local level, boosting citizens' capacity to participate in the exercise of good governance. The project activities gave them an understanding of access to information, its benefits, and the challenges and opportunities it creates. The focal points gained visibility, developing social policy agendas and enhancing their ability to serve as credible advocates with public authorities. Above all, the project helped to establish the legitimacy of local stakeholders, motivating them and strengthening their activism and capacity to organize. These processes must still be intensified, however, to capitalize on achievements and prevent a loss of the social capital created.

V. Conclusions

The main conclusions and lessons learned observed by the evaluation team can be summarized in the following points:

(i) The project made a significant contribution to local implementation of the transparency policy. The stakeholders interviewed confirmed that the process was highly relevant. Monitoring public policies helps create a favorable environment for citizens to exercise their right of access to information. The project was a major achievement, but at the same time posed the challenge of empowering the stakeholders (CSOs and social movements) to engage in political advocacy in their dialogue with local government. This conclusion follows from the findings on relevance, effectiveness, and impact.

(ii) The project mobilized grassroots associations and citizens' groups in small cities in the country's interior, far from the state capitals. The focal points became a source of information for local consultation and organizing, committed to enforcing the Access to Information Act. This dynamic made it possible to inform beneficiaries about their rights and responsibilities in monitoring transparency in public administration and mobilized citizen participation. It is unclear, however, just how some of the project's basic components were specifically integrated, among them the gender approach and the fostering of greater equality of opportunity for participation by the beneficiary populations. Likewise, there was no plan to make use of the Citizens' Help Center's website as a channel for information, interaction, and communication among stakeholders. This conclusion follows from findings on relevance, sustainability, and value added.

(iii) The United Nations program and an international NGO lent credibility to the project. This was very important for building trust and opening opportunities for interaction, not only with municipal authorities but social organizations as well. In an environment with few projects devoted to listening to citizens and improving their ability to participate, the beneficiary groups wholeheartedly took advantage of the experience. They considered the project an opportunity to get involved and heighten their civic awareness, depositing all their expectations in it. This demand, however, exceeded the project's ability to meet it over a short intervention period and posed the problem of how to provide continuity. This conclusion follows from findings on effectiveness and sustainability.

(iv) The project identified the new needs and resources that must be strengthened to guarantee the full cycle of the exercise of the right to access information. Because this was an innovative experience in the intervention areas, the coordinating teams discovered the real problems at the local level as implementation of the project strategy proceeded. While this process may have slowed the execution of the plans, it had the advantage of raising public awareness about the needs identified. The search for community solutions empowered stakeholders and heightened the relevance of the solutions and alternatives suggested, which are specific to each local context. This conclusion follows from findings on impact, efficiency, and sustainability.

(v) The process that was launched must be completed with a phase prioritizing social ownership. The evaluation team observed the need to bear the expectations raised in mind and capitalize on existing opportunities for mobilization. Planning

an empowerment phase to enable stakeholders to exercise their right of access to information appears to be essential. The beneficiaries have exhibited high demand for more training in the areas of project design and management, securing funding, and institutional strengthening. This conclusion follows from findings on relevance, effectiveness, impact, and sustainability.

(vi) Focal points need to identify and tap alternative sources of funding. At present, there are no funds to support a basic continuity plan, posing a risk to sustainability. The situation is complex, since on the one hand, Brazil is not a priority country for international cooperation, and on the other, access by the associations to national funds, especially at the local level, is still poor. Solutions must be found. This conclusion follows from findings on impact, efficiency, and sustainability.

VI. Recommendations

Based on its conclusions, the evaluation team has a number of recommendations aimed at contributing to and consolidating the organizational process and maximizing social stakeholders' capacity to engage in advocacy and dialogue with public authorities.

(i) Design an assistance phase that will lend continuity to the empowerment processes launched. The focal points managed to motivate and mobilize social movements and civil society organizations, raising expectations of citizen participation in the implementation of public transparency policies. There is a clear need to capitalize on these achievements, improving the ability of these stakeholders to participate and dialogue with municipal authorities. (See Conclusions i and ii);

(ii) Organize institutional strengthening activities for focal points and local strategic stakeholders. This will require analysis of the demands and expectations of grassroots organizations and the preparation of a plan of action designed to improve their administrative skills and ability to secure and manage financial resources. It will also be essential to provide the technical training required to improve information gathering and the monitoring of transparency in public administration, without neglecting recourse to legal advice in cases where the Act is violated. It is very important that the programmed activities include maintenance of the Citizens' Help Center website and publicity about its usefulness. (See Conclusions ii, iii, and iv);

(iii) Foster pro bono professional groups and associations, inviting, for example, attorney's groups and professional organizations that can provide assistance to social movements. (See Conclusion iii);

(iv) Design a process to encourage social ownership. In order to expand and consolidate the opportunities and participatory civic practices generated by the project, it is essential to develop a relevant and lasting social ownership dynamic among the stakeholders. This process should include strengthening the AMARRIBO network to ensure it

has the necessary capacity and resources to serve as a catalyst at the local level. (See Conclusions ii and v).

(v) **Explicitly integrate the gender approach.** Gender equity should be a cross-cutting component of institutional strengthening/operating plans and citizen participation and social ownership processes. An analysis of women’s real opportunities for citizen participation and what steps should be taken to increase them must be part of the plans of action prepared. (See Conclusion ii).

(vi) **Search for solutions to ensure financial sustainability.** The financial sustainability of local action is one of the challenges that must be addressed in the project’s final phase. Alternative mechanisms and resources must be explored in the public and private sector to guarantee the initiatives and their continuity without generating dependence. (See Conclusion vi).



Training session on the Access to Information Act

VII. ANNEXES

Annex 1: Evaluation questions:

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> ▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> ▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples?
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?
UNDEF value added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

Annex 2: Documents Reviewed

Project documents:

- (i) PO Note - UNDEF;
- (ii) Initial project document,
- (iii) Mid-term and Final narrative reports submitted by ARTICLE 19;
- (iv) Final FUR;
- (v) Project Extension Request Form;
- (vi) New budget;
- (vii) Baseline reports and plans of action produced by focal points.
- (viii) Web site: <http://www.artigo19.org>; <http://ferramentas.artigo19.org>;
<http://www.amarribo.org.br>

Materials published during project execution:

- ARTICLE 19, *Liberdade de Informação: Participação e Controle Social da Administração Pública*, São Paulo, Brasil.
- ARTICLE 19, *Acesso à informação para garantia de direitos humanos*, São Paulo, Brasil.
- ARTICLE 19, *Lei de Acesso à informação pública, Um guia pratico para políticos, autoridades e funcionarios da Administração Pública*, São Paulo, Brasil.
- ARTICLE 19, *Lei geral de Acesso à Informação*, São Paulo, Brasil.
- ARTICLE 19, *Princípios para uma legislação sobre acesso à informação, Campanha global pela liberdade de expressão*, São Paulo, Brasil.
- ARTICLE 19, *Brasil: Campanha global pela liberdade de expressão*, São Paulo, Brasil.
- ARTICLE 19, *Guia de acesso à informação pública*, São Paulo, Brasil.
- Press releases.

Other documents:

- AMARRIBO, 2003, *O Combate à corrupção nas prefeituras do Brasil*, 4ª. Edição, São Paulo, Brasil.
- Lei de Transparência N°131, 2009;
- Lei Federal N° 12.527, de Acesso à Informação Pública
- Ação Educativa, Rede Nossa São Paulo, C&A, 2013, *em Questão 8, Educação e desigualdades na cidade de São Paulo*, São Paulo, Brasil.
- Ação Educativa, Pastoral Carceraria, Grupo Educação nas Prisões, 2013, *em Questão 10, Perfil de escolaridade da população prisional de São Paulo*, São Paulo, Brasil.
- Rede NOSSA São Paulo, Rede Social Brasileira de Cidades Sustentáveis, Instituto Ethos, Núcleo de Estados do Futuro, 2013, *Programa Cidades Sustentáveis, Guia GPS, Gestão Pública Sustentável*, São Paulo, Brasil.
- ADAMA, 2013, Relatório Institucional - Resultados após realização de ações e manifestações.
- ADAMA, 2013, Planilha, em excel, de todas as licitações realizadas pela prefeitura e analisadas pela ADAMA
- Observatório Social Brasil, 2011, Manual de procedimentos para Observatórios Sociais.

Annex 3: Persons Interviewed

January 26, 2013	
Arrival, international consultant	
Evaluation Team meeting	
Luisa María Aguilar	International Consultant
Isaias Bezerra de Araujo	Local Consultant
January 27, 2013	
Paula Martins	Country Director, ARTICLE 19, and Regional Delegate for Latin America
Arthur Massuda	Project Coordinator (March 2011- July 2012)
January 28, 2013	
Lizete Verillo	AMARRIBO, Director, anticorruption
Arthur Massuda	Project Coordinator (March 2011- July 2012)
Francisco Fernández	Focal Point Fortaleza, ACECCI (via skype)
Sélio Antonio Moreira da Silva	Focal Point Goiás (via skype)
Ivan Silveira da Costa	Focal Point Belém (via skype)
January 29, 2013	
<i>Field visits</i>	
Focal Point Analândia	AMASA, NGO
<i>Meeting with NGO team and a project beneficiary group</i>	
Milton Galvão da Silva	Coordinator
Joseph Olímpio	Member, Board of Directors
Katia Pereira Lopez Vivaldini	Administrative Director
Isabel Vivaldini Romeiro	Treasurer
Ana Leticia Luz	Movimento pela Transparência e Controle Social de Valinhos
Arthur Serra Massuda	Project Coordinator (March 2011- July 2012)
Alexandre Sampaio	Project Coordinator (July 2012 – Abril 2013),
Wdson de Oliveira	Municipal Secretary of Administration and Finance, Prefeitura Municipal da Estancia Climatica de Analândia
Focal Point Mandaguari	Observatório Social de Mandaguari, ADAMA
Rogério Barco de Toledo -	Promoter, Comarca de Mandaguari (MP)
Marcio Augusto de Oliveira Santos	ADAMA - Attorney
Antonio Teixeira Veloso Neto	ADAMA – President
Elza Martelli Xavier	ADAMA – Vice-President
Lazaro Monteiro	ADAMA – Volunteer
Nilton Botti -	Councilor/DEM – Câmara Municipal de Mandaguari
Pedro Ricieri Navi	Councilor/PMDB – Câmara Municipal de Mandaguari
Valdecir Scoassabia	Councilor/DEM - Câmara Municipal de Mandaguari
Adilson Alves Maciel	Councilor/PSC - Câmara Municipal de Mandaguari
Aroldo Silvestre dos Santos	Councilor/PDT - Câmara Municipal de Mandaguari
Vilma Aparecida Pavani	Councilor/PP - Câmara Municipal de Mandaguari
Romualdo Batista	Prefect of Mandaguari
Ivonéia Furtado	Vice-Prefect of Mandaguari
Pedro Sincero Filho	Secretary of Planning and Finance, Mandaguari
Andréia Cristina Marques Campana	Prosecutor, Municipality of Mandaguari
January 30, 2013	
Focal Point Mandaguari	Observatório Social de Mandaguari - ADAMA

Roni Enara	Executive Director, Observatório Social do Brazil
<i>Pastorais</i> and parish of Mandaguari Catholic church, Delegation of the Civil Police, Rotary Club Mandaguari, Lions Club, and Masonic Lodge	Meeting with representatives of community groups
Fabiano Angélico	Integrity Promotion Coordinator, Prefecture of São Paulo, Comptroller General
Mauricio Broinizi Pereira	Rede NOSSA São Paulo, Sustainable Cities Program, Executive Secretariat Coordinator
Airton Goes	Rede NOSSA Sao Paulo, Sustainable Cities Program, Executive Secretary
Andrea Zichia	Rede NOSSA São Paulo, Project Manager
Gustavo Botturia Paivai	Ação Educativa (NGO) Coordinator, Observatório da Educação
January 31, 2013	
Marina Lemini Atoji	ABRAJI, Associação Brasileira de Jornalismo Investigativo; Executive Manager, Fórum de Direito de Acesso à Informações Públicas Executive Secretary and Rapporteur
Yoara Marchezini	Access to Information Office, ARTICLE 19
<i>Debriefing, São Paulo</i>	
Paula Martins	Country Director, ARTICLE 19 Regional Delegate, Latin America Office
Artur Massuda	Project Coordinator (March 2011- July 2012)
Joara Marchezini	Access to Information Office, ARTICLE 19
Luisa Maria Aguilar	International Consultant
Isaias Bezerra de Araujo	Local Consultant

Annex 4: Acronyms

ABRAJI	Associação Brasileira de Jornalismo Investigativo
ACECCI	Ação Cearense de Combate a Corrupção e Impunidade
ADAMA	Associação dos Amigos de Mandaguari
AMARRIBO	Amigos Associados de Ribeirão Bonito
AMASA	Amigos Associados de Analândia
CE	State of Ceará
CGU	Comptroller General of Brazil
CSO	Civil Society Organization
EU	European Union
GO	State of Goiás
NGO	Nongovernmental Organization
PA	State of Pará
PR	State of Paraná
PTO	Territorial Urban Budget
SP	State of São Paulo
UNDEF	The United Nations Democracy Fund
UNDP	United Nations Development Programme