



**POST PROJECT EVALUATION
FOR THE
UNITED NATIONS DEMOCRACY FUND**

UNDEF Funded Project / UDF- 15-BRA-681

Transparency and Public Accountability in Education in Brazil
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18 February 2020

Acknowledgements

The evaluator would like to thank the members and staff of *Transparência Brasil*, and *Observatório Social do Brasil* for their valuable assistance and for taking the time to share their experiences and information. Special mention goes to Juliana Sakai, Roni Enara and Bianca Mondo. The evaluator would also like to thank all of the stakeholders and beneficiaries who participated in the evaluation process who generously shared their thoughts and experiences and provided an invaluable contribution to this report. The evaluator would also like to thank the UNDEF team and, in particular, Mikiko Sawanishi and Elizabeth Baja for their priceless help, information and logistical support.

Disclaimer

The views expressed in this report are those of the evaluator. They do not represent those of UNDEF or any of the institutions referred to in the report. All errors and omissions remain the responsibility of the author.

Author

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Project Area

The project covered a total of 21 municipalities in South and Southeast of Brazil. The evaluator visited the following four project municipalities: São Paulo (Grantee Headquarters), Curitiba (Implementing Partner Headquarters), São José dos Campos and Taubaté (both in Project Implementation Area, in the State of S. Paulo).



Figure 1: Target Cities of the project

Contents

LIST OF ACRONYMS.....	4
Executive Summary	5
I. Project Context and Evaluation Approach.....	7
i. Development context.....	7
ii. The project objective and intervention rationale	8
II. Evaluation Approach and Findings.....	10
i. Relevance.....	11
Adequacy.....	11
Alignment.....	11
Project Design.....	12
ii. Effectiveness	14
iii. Efficiency	17
Value for Money.....	18
Project Management.....	19
Partnerships and Synergies.....	19
iv. Impact	20
Institutional impact.....	20
Local Impact.....	21
National Impact	22
v. Sustainability	23
vi. UNDEF Value Added.....	24
III. Conclusions & Recommendations	24
i. Relevance.....	25
ii. Effectiveness.....	26
iii. Efficiency	26
iv. Impact	27
v. Sustainability	29
vi. UNDEF added value	29
IV. Lessons Learned	29
ANNEX 1: DETAILED OUTCOME-LEVEL TARGETS, BASELINES AND RESULTS FOR THE TWO-YEAR PERIOD.....	31
ANNEX 2: EVALUATION QUESTIONS.....	37
ANNEX 3: SUMMARY OF ONLINE SURVEY.....	39
ANNEX 4: DOCUMENTS REVIEWED	41
ANNEX 5: LIST OF PERSONS INTERVIEWED AND SITES VISITED	43

LIST OF ACRONYMS

CGU	<i>Controladoria Geral da União</i> / Comptroller General of Brazil
CSO	Civil Society Organization
FNDE	<i>Fundo Nacional de Desenvolvimento da Educação</i> / Education National Development Fund
LAI	<i>Lei de Acesso à Informação</i> / Access to Information Act
MEC	<i>Ministério da Educação e Cultura</i> / Ministry of Education and Culture
OSB	Observatório Social do Brasil
PD	Project Document
SIMEC	<i>Sistema integrado de Monitoramento Execução e Controle</i> / Integrated Monitoring, Execution and Control System
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
TB	Transparência Brasil
TCU	<i>Tribunal de Contas da União</i> / Federal Audit Court
UNDEF	United Nations Democracy Fund
UNEG	United Nations Evaluation Group

Executive Summary

This report evaluates the project “Transparency and Public Accountability in Education in Brazil” implemented by Brazilian NGO Transparência Brasil (TB) and its local partner Observatório Social do Brasil (OSB) from 1st May 2017 to 30th June 2019 with a n UNDEF grant of US\$220,000.

The project, beneficiating directly 21 local Civil Society Organizations (CSOs) in 21 municipalities in the South and Southeast regions of the country, aimed to improve access to education in Brazil by tackling mismanagement and delays in the construction of public schools and nurseries. The project strategy was built around three components: (1) Enhance a network of local CSOs and a technical support system in monitoring the process of constructing public schools and nurseries; (2) Increase the capacity of local CSOs to monitor biddings, contracts, and constructions of public schools and nurseries; (3) Increase the participation and collaboration between civil society and Federal Government in elaborating, monitoring and controlling public policy for infrastructure in education.

The overall assessment of the project is very positive, as it achieved the desired impact of improving access to education in public schools and nurseries in some of the 21 municipalities in Brazil. The project’s strongest points are its relevance, efficiency, impact and sustainability. The evaluation identified a few aspects that may have been improved in the design phase, some shortcomings regarding the implementation of specific activities (effectiveness) and additional recommendations that may be used in future exercises.

The project was **relevant**. The objectives addressed a real need to increase the offer of educational infrastructure at a national level and specifically in the targeted municipalities. The project outcomes were **adequate and aligned** with the mandate and strategic aims of the donor (UNDEF), the grantee (*Transparência Brasil*) and the local implementing partner (OSB).

The project outputs and activities were **well designed in general** and significantly contributed to the outcomes. In most cases, the project risks were adequately identified. The selection of the project area and beneficiaries **was entirely adequate** and decided in a participatory and consultative fashion with the local partners. However, most targets were ambitious, and indicators only allowed an accurate measurement of the activities.

Overall, the **project’s efficiency and cost-benefit ratio were highly satisfactory**. Both grantee and partner organisations were able to optimise the existing resources and reduce costs. The project was conducted by a qualified team known for its expertise and experience in the project field. However, daily project management and coordination were concentrated on only one person resulting in challenges to ensure the fulfilment of all activities and commitments.

The project activities were effectively able to achieve its objectives and were implemented as planned. Nevertheless, one major challenge was to ensure the prompt functioning of the Technical Chamber in charge of providing support to the CSOs. Another challenge related to the collaboration of local authorities and their compliance with the Access to Information Act (LAI).

The project contributed to transformations at different levels, **having an impact at the local, institutional and national level**. Some of the most remarkable achievements were: i) increased institutional capacity and empowerment of the 21 CSOs beneficiaries, to monitor public construction works and to promote transparent governance practices; ii) several faults

and construction issues were uncovered by the CSOs upon the identification of 23 public bidding procedures and the monitoring of 49 construction works; iii) public savings resulted from the changes introduced in the bidding process. In one specific case - Araucária municipality (Paraná State) - these savings were estimated in US\$ 308,631, which is higher than the entire project budget ; iv) dissemination of reliable systematic information concerning public construction works and increased the visibility and credibility of civil society both at the national and regional context.

The evaluation found evidence that the project presented important **sustainability factors** supported by the continuation of the activities after the project closure, and the expansion of the activities beyond the project's initial geographical scope, exceeding the project expectations.

The UNDEF's added value contributed to empowering – from a neutral standing - the civil society to actively participate in the exercise of good governance and influence the government to use transparent public policies. Overall, the 'UNDEF brand' lent credibility and helped to establish the legitimacy of local stakeholders, by motivating them and strengthening their activism and organisational capacity.

Some of the main recommendations and lessons learned identified in the evaluation are as follows:

- i. In the project design phase, consider using a participatory approach, including the governmental authorities, to promote better project ownership and facilitate future collaboration and partnerships.
- ii. In the Project Document (PD), identify qualitative and quantitative SMART indicators to measure the outcome and impact of the project; Include at least one impact indicator per Outcome, as well as targets and verification sources.
- iii. In future projects which involve several local CSOs, consider decentralising coordination to provide personalised support to the local CSOs, and free human resources from the project management team.
- iv. When dealing with CSOs, consider developing a specific strategy to attract human resources (volunteers) to the project or to those institutions.
- v. Include a gender mainstreaming approach on the project intervention. Identify gender-related indicators and targets and present disaggregated data in the reports.

I. Project Context and Evaluation Approach

i. Development context

In Brazil, the construction of public schools and nurseries occurs through a decentralised financing system, fed by the transfers of funds from the Federal Government to the local governments. The latter is responsible for the bidding, contracting and monitoring of the construction works. These are concluded with the handover of the educational facilities ready-to-use, from the contractors to the local authorities. This process does not always deliver the expected result due to inefficiency, mismanagement and corruption at the local government level.

According to the Ministry of Education and audit reports from the controlling agents, a substantial amount of public funds transferred to the local governments for financing public schools and nurseries are not effectively used. The data from the Ministry of Education - provided by the implementing agency in the Project Document, showed that only 34% of the construction works were delivered as planned, 34% were delayed, 20% were abandoned or paralysed and 12% had not yet started.

The underlying causes of the delays and abandonments of the construction works include failure to ensure that contractors fulfil their contractual obligation, the deliberate inflation of planned construction costs, and the manipulation of contracting procedures to favour private interests and divert public resources. The lack of contract enforcement by the public bodies and weak oversight from the population further adds to the problem. In any case, the public funds transferred to the municipalities, to pay the companies contracted to undertake these works, hardly returns to the public sphere.

Greater control of public funds and an efficient monitoring system at the local level, enabling Federal Government and civil society to detect and report cases of mismanagement, would minimise the losses caused by the delays and abandonment of work by the construction companies. These losses are both in terms of public funds and in the resulting decrease to the number of places available for children in public schools and nurseries.

In 2012, the Brazilian government created a public monitoring system (*Sistema Integrado de Monitoramento, Execução e Controle* - SIMEC)¹ which aimed to improve monitoring practices related to the execution of construction projects run by local municipalities and funded by federal resources. This system would enable the Ministry of Education to monitor the progress of the municipalities that signed an agreement for the construction of elementary schools or nurseries.

However, the information provided by this public monitoring system is weak and untrustworthy. According to the project document, it lacks accuracy and up to date information that should be provided by local officers (municipalities). Most municipalities have no incentive nor the technical capacity to deliver the required information about the constructions' progress. Consequently, the official data about the delays and interruptions in the construction of schools and nurseries remains mostly underestimated.

In addition, the Federal Government does not publish organised and detailed information on the contracting procedures; the number of schools/nurseries that are supposed to be

¹ https://www.fnnde.gov.br/fnde_sistemas/simec

constructed or that are under construction; the number of abandoned or delayed works; and the funds transferred from federal to local governments for each project.

Civil society organisations and individuals have expressed an interest in having an active monitoring role of public construction works. Still, as the Project Document points out, in most cases, they do not have the means to do so. Poor organisation, insufficient capacity and difficulties in obtaining essential information limits the capacity to supervise how contracts and tenders are developed and, subsequently, the expenditure of federal funds at the local level.

This issue contributes negatively to the Brazilian education system and leads to a significant deficit in access to public childcare and primary education services in Brazil. The capacity in the Brazilian education system is insufficient to match the families' demand for childcare and primary education levels: around 10 million infants and small children cannot find places in public nurseries. An estimated 3 million Brazilian children and youth do not have a place in public schools. This problem affects the poorest and most vulnerable people, including single parents and their children particularly².

ii. The project objective and intervention rationale

This report addresses the evaluation of the project entitled "Transparency and Public Accountability in Education in Brazil". As defined in the Project Document (UDF-15-BRA-681), its major goal was to improve access to education in Brazil by tackling mismanagement and delays in the construction of public schools and nurseries.

The project was run from 1st May 2017 to 30th June 2019 and included a two-month extension - without further costs - due to a delay in the implementation of the final activities. The total award granted by UNDEF, the single donor, was USD 220,000, out of which USD 20,000 was retained for monitoring and evaluation.

The project was designed and implemented by *Transparencia Brasil* (TB), and its local partner *Observatório Social do Brasil* (OSB). TB is a Brazilian NGO established in 2000 that promotes transparency and social control of the public powers, contributing to the integrity and improvement of public institutions, policies and the democratic process. Among other matters, it contributed to passing two relevant Brazilian laws: the «Clean Record Act (2010)»³ and «the Access to Public Information Act (2011)»⁴. The OSB is an NGO that disseminates a standardised methodology for the creation and operation of a network of democratic, independent and volunteer-based third sector organisations engaged in the cause of social justice and improvement of public management.

² Data presented in the PD, based on data from the Brazilian Institute of Geography and Statistics (IBGE), and in 2010 Census.

³ The Clean Record Act makes a candidate who has been impeached, has resigned to avoid impeachment, or been convicted by a decision of a collective body (with more than one judge) ineligible to hold public office for eight years, even if the possibility of appealing remains an option. (Lei da Ficha Limpa, complementary law Nº.135/2010)

⁴ The Access to Public Information Act (Lei de Acesso à Informação - LAI, Lei nº 12.527/2011) came into force on May 16th 2012, creating mechanisms which allow any natural person, legal or juridic, without the need to present a reason, to receive public information from public bodies and entities. The law is valid for the three Powers of the Union: State, Federal District and Municipalities, including Court of Audits and Ministry of Public affairs (<http://www.acessoainformacao.gov.br/assuntos/conheca-seu-direito/a-lei-de-acesso-a-informacao>).

In 2016, TB received the Google Impact Challenge prize (a grant of USD 720,000) for developing a mobile app *Tá De Pe* (stands-up), that enables citizens to monitor and report online on the progress of construction works of schools and nurseries financed by the Education National Development Fund (*Fundo Nacional de Desenvolvimento da Educação* - FNDE). The app enables TB to receive data from all over the country and liaise directly with local communities and Civil Society Organisations (CSOs). In that context, the initial UNDEF project proposal was later redesigned as a complementary and follow-up project to the *Tá De Pé* project.

The primary project strategy was to empower small CSOs to increase the accountability of local and federal government officials and empower a network of local monitoring organisations. The initial project scope was to include all the municipalities of the OSB network. After the first selection stage by UNDEF in 2016, and upon rearrangement of the project linked to the approval of the “*Tá De Pé*” project and the fact that UNDEF proposal did not match what was initially requested, the outputs were better defined and also the number of target beneficiaries was reduced to twenty-two.

The project identified the three primary outcomes, hereafter, to achieve its objective. Each outcome contains several outputs that are analysed in detail under Chapter II (see the section on effectiveness):

- Outcome 1: Enhanced network of 22 local CSOs and technical support system in national collaboration among local CSOs in monitoring the process of constructing public schools and nurseries.
- Outcome 2: Increased capacity of 22 local CSOs to monitor biddings, contracts, and constructions of public schools and nurseries.
- Outcome 3: Increased participation and collaboration between civil society and Federal Government in elaborating, monitoring and controlling public policy for infrastructure in education.

The project had a geographical focus in the South and Southeast regions of the country (see Figure 1: *Target cities of the project*), which facilitated the organisation of network meetings with the local Implementing Partner (*Observatório Social do Brasil*).

The direct beneficiaries of the project were 22 local CSOs in 22 cities. After the project starting phase, one of the selected CSO decided not to participate, and with UNDEF’s approval, the activities were carried out with the remaining 21 CSOs (see Table 1 - List of targeted CSO and communities).

Table 1 - List of targeted CSO and communities

CSO	Region
1) Observatório Social de Araucária	Paraná
2) Observatório Social de Caçador	Santa Catarina
3) Observatório Social de Campo Mourão	Paraná
4) Observatório Social de Cascavel	Paraná
5) Observatório Social de Chapecó	Santa Catarina
6) Observatório Social de Foz do Iguaçu	Paraná
7) Observatório Social de Goioerê	Paraná
8) Observatório Social de Gravataí	Rio Grande do Sul

9) Observatório Social de Guarapuava	Paraná
10) Observatório Social de Imbituba	Santa Catarina
11) Observatório Social de Lajeado	Rio Grande do Sul
12) Observatório Social de Limeira	São Paulo
13) Observatório Social de Palhoça	Santa Catarina
14) Observatório Social de Paranaguá	Paraná
15) Observatório Social de Pelotas	Rio Grande do Sul
16) Observatório Social de Ponta Grossa	Paraná
17) Observatório Social de Santa Maria	Rio Grande do Sul
18) Observatório Social de S. Francisco do Sul	Santa Catarina
19) Observatório Social de S. José dos Campos	São Paulo
20) Observatório Social de Taubaté	São Paulo
21) Observatório Social de Uberlândia	Minas Gerais

The indirect beneficiaries are the future users of the public service infrastructure under construction (the community in general) and the local and Federal Governments since they will have more information to act.

II. Evaluation Approach and Findings

The evaluation's primary purpose was to produce an in-depth analysis of the Project's results to understand if it achieved the desired impact. It should also help the stakeholders to determine whether the project was implemented according to the project document and if its objectives were accomplished. It is expected that it will be a useful tool to all the players involved, identifying lessons learned and ways forward. It followed the UNEG's Ethical Guidelines for Evaluation⁵.

The evaluation strategy was implemented using a participatory and people-centred approach, where the data collection process targeted the project direct beneficiaries. They also participated in the elaboration of conclusions and recommendations of the evaluation. The field mission included a presentation of the preliminary findings and conclusions to the grantee (see ANNEX 3: LIST OF PERSONS INTERVIEWED AND SITES VISITED).

The evaluator has answered the evaluation questions by drawing the best available evidence coming from the following evaluation tools: desk review of a large body of documents (ANNEX 2: DOCUMENTS REVIEWED), online survey carried out prior to the field mission (ANNEX 2: DOCUMENTS REVIEWED); in-depth information interviews (face-to-face and online) and focus group discussions (ANNEX 3: LIST OF PERSONS INTERVIEWED AND SITES VISITED).

The evaluation tools reflected a gender mainstreaming approach. The impact achieved with the active participation of women in the project activities was verified.

⁵ March 2008. See <http://www.unevaluation.org/document/detail/102>.

i. Relevance

This section analyses the project relevance, focusing on three aspects: the adequacy between the project objectives and the beneficiaries needs and priorities; the project alignment with the main stakeholders' mandate and other interventions; the project design.

Adequacy

Primary Question - Were the objectives of the project in line with the needs and priorities of the target beneficiaries?

Related Question – What were the needs and priorities of the target communities and CSOs?

The evaluator gathered substantial evidence that the project objectives addressed a real need to increase the offer of educational infrastructure at a national level and specifically in the 21 targeted municipalities, confirmed by the beneficiary groups. According to official data⁶, the Government goals established on the 2016-2024 PNE⁷, regarding public school and kindergarten services offered to the population, are not being met.

The project responds to the need to increase efficiency and transparency on the construction of the schools funded by the FNDE. In the context of the *Pro-Childhood Programme (Programa Proinfância)*⁸, established in 2007, the local governments have received funds from the Federal Government to build such infrastructures. Since the onset of the programme until 2017 (when the baseline study was carried out)⁹ only 36% of the proposed construction works were delivered, representing 71 out of 194. The project aimed to monitor 135 construction works which were paralysed (all part of the *Pro-Childhood Programme*) on 21 municipalities.

Finally, the project responded to the need to build and strengthen the CSOs capacity, enabling them to undertake monitoring in a competent and informed way. The project came to life four years after the approval of the Access to Information Act ([Law nº 12.527/2011](#)) which regulates the constitutional right of all citizens to access public information. It also contributed to its local enforcement, fostering public transparency policies.

The 21 CSO targeted by the project are organisations which are part of the national network of the *Observatório Social do Brasil* (the implementing partner). OSB's main aim is to contribute to improving public management. However, these organisations lack specific training in public bidding, contracting procedures and construction of education facilities, to undertake efficient monitoring of their municipality. Therefore, the efforts carried out by the project to empower CSOs, generate outreach and advocacy events, and establish a dialogue with municipal authorities is hugely relevant.

Alignment

Primary Question - Was the project clearly within UNDEF, TB and OSB mandate and congruent with their strategic framework?

⁶ See Report of the 2nd monitoring cycle of the goals of the National Education Plan – 2018.

⁷ « Offer of kindergarten for 100% of 4 and 5-year-old children and nursery for 0-3 year old children between 2016-2024».

⁸ Proinfância is a program implemented by the Ministry of Education through the National Education Development Fund (FNDE).

⁹ Output 1.2 of the project.

Related Questions - How does the project aligns with the strategic guidelines and priorities of your organisation? Did the project design promote alignment and synergies with parallel Google-funded project?

The project is aligned with the mandate and the strategic aims of the donor (UNDEF), the grantee (*Transparência Brasil*) and the local implementing partner (OSB). During the evaluation, it was unanimously acknowledged by both TB and OSB that the project was crucial to consolidate their intervention strategy for the coming years.

The project is aligned with the UNDEF's overall purposes "to support democratisation around the world by supporting projects that strengthen the voice of civil societies, promote human rights, and encourage the participation of all in democratic processes" (UNDEF Terms of Reference) as well as with 2017-2021 *United Nations Sustainable Development Partnership Framework for Brasil* priorities, to "strengthened social development throughout the country, with poverty reduction through access to quality public goods and services, particularly in the areas of education [...]" and outcome 6 is "[a] peaceful, fair and inclusive society promoted through social participation, transparency and democratic governance."¹⁰

The evaluation found substantial evidence suggesting that TB is a well-known and well-regarded organisation by the public authorities at the federal level and with

the objectives and strategic framework of the implementation partner - OSB. The OSB is a civil society organisation composed by a network of 156 Social Observatory's (OS) from municipalities all over the country. It is mainly a volunteer-led organisation (currently with approximately 3,500 members). The OBSs mission is to: "Awaken the spirit of Fiscal Citizenship on the organised society, making it proactive, through its own Social Observatory, exerting social vigilance on their community." It established their standardised methodology for training volunteers to monitor public spending.

The project was also aligned with a parallel initiative "Tá de Pé" funded by Google, since both intended to foster the monitoring of public schools and kindergarten works at the local level, by the local communities. According to the PD, the "Tá de Pé" application was going to be used by volunteers of the OS during the monitoring phase while the construction works took place. Both projects were implemented by TB and were complementary.

Project Design

Primary questions – I) Were the project activities/outputs adequate to make progress towards the project outcome? II) Were the risks appropriately identified by the project?

Related questions - Were the outputs well designed to achieve the intended outcomes? Would you change any of these outputs? Was there any verified risk that wasn't initially foreseen?

The project outputs and activities were well designed in general and significantly contributed to the outcomes. Nevertheless, most indicators and targets were ambitious and only allowed an accurate measurement of the activities completed. In most cases, the project risks were adequately identified during the project design. The selection of the project area and

¹⁰ In <https://www.undp.org/content/dam/undp/documents/undaf/Brazil%20-%202017-2021%20-%20English.pdf>

beneficiaries were entirely adequate and decided in a participatory and consultative fashion with the local partners.

Most indicators only allowed an accurate measurement of the activities progress during the project's implementation. In most cases, the outcome indicators, all quantitative, were structured to measure the outputs and not the outcome *per se*. This situation hindered the measurement and evaluation of the range of changes to which the project contributed.

As an example, in Outcome 2 the three indicators - 2.1 (number of new volunteers recruited after projects presentation event); 2.2 (Percentage of CSO activists completed the three online training); and 2.3 (Percentage of planned trainees who completed the on-site training) - measure the output results. But not necessarily the Outcome 2 *per se* – (Increased capacity of 22 local CSOs to monitor biddings, contracts and constructions of public schools and nurseries). A possible indicator to measure this outcome would be the number of monitored biddings, contracts and constructions conducted by CSO in a given period, having in consideration a pre-activity baseline and reliable verification sources.

Furthermore, the targets established for several outcome indicators were ambitious and as such, seldom achieved (see effectiveness section). In some cases, no indicators or targets were established: Output 1.3 (*Technical Chamber to support 22 CSOs established*); 1.4 (*Project On-line Platform established*), Output 3.4 (*22 Stakeholder consultations by 22 CSOs*); 3.5 (*Two semi-annual reports and three meetings with Federal Government*); and 3.6 (*One-Day closing event for 70 people*).

In most cases, the risks were adequately identified during the project design. However, the project team identified additional risks which were not foreseen in the design phase. It was the case of:

- **High staff turnover on the OS.** The OS is composed exclusively by volunteers, who often have other occupations and limited time to devote to the organization. The OS does not have the structure to guarantee the same team during long periods. This issue led to the abandonment of two organizations during the project implementation stage. In some cases, the **changes in the group negatively affected the operation of the observatory and consequently the participation in the project** (in the case of OS from Guarapuava). At the same time, **the recruitment of volunteers** was a challenge for several OS.
- **Cancellation of construction works by the Federal Government.** Brazil went through a political and economic crisis during the project implementation, which resulted in severe budget cuts. These factors led to the cancellation of 56 construction works, which were initially scheduled to be monitored by the project.

During project implementation, some risks related to Output 3 – for instance “local governments refuse to cooperate with local CSO” – occurred in some municipalities. The proposed risk mitigation measures - two events organised by the CSOs: one to introduce the project to the local governments (in the first stage) and the other to present partially the monitoring results in their specific municipalities in the end of the project - were not always sufficient to mitigate the risks on some of the target municipalities, where none of the measures implemented was successful. The early involvement of the local Government in the Project design might also help to tackle such issues (see recommendation section).

The selection of the 22 CSO (beneficiaries) which took part in the project was based on two main criteria: i) having basic experience in monitoring public construction works and organisational structure, but with training needs in controlling and monitoring of public constructions, and ii) having ongoing construction of nurseries and schools in their municipalities.

Since most of the CSO which fulfilled both criteria were located at the south and southeast of Brazil, the grantee and its local partner (OSB) selected only the CSOs within this geographical area to facilitate the coordination and optimise the project funds. Despite this geographical limitation, the evaluator found evidence that the project had an impact not only in these regions but also at in other regions (see effectiveness and impact sections).

The PD only explains partially how the synergies and partnerships would be established with the project “Tá de Pé” funded by Google, referring to the use of the APP by the CSOs. This lack of planning might be the result of the redesigning of the initial project document after the first round, since the “Tá de Pé” project was separately approved and financed by Google. Despite the scarcity of planning, this partnership was developed and fruitful as a result of the good coordination between the project managers of both projects.

The PD foresaw a 50% quota for women to take part in the online training and the execution of monitoring activities. Despite the design of targets for women participation, the project reports do not present disaggregated data by gender to allow the monitoring of the gender impact of the project.

ii. Effectiveness

Primary Question - Was the project, as implemented, able to achieve its objectives and goals?

Related Questions - 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?

The data and the testimonies collected during the evaluation demonstrate that the expected results of the (three) Project outcomes were partially accomplished, as showed in detail in Annex 1 (ANNEX 1: DETAILED OUTCOME-LEVEL TARGETS, BASELINES AND RESULTS FOR THE TWO-YEAR PERIOD).

Based on the assessment and results reported at the Output level – and in the absence of specific Outcome or impact indicators (see the section on project design) - the evaluator concluded on the Outcome effectiveness as it follows:

Outcome 1 - *Enhanced network of 22 local CSOs and technical support system in national collaboration among local CSOs in monitoring the process of constructing public schools and nurseries.*

The evaluator concluded - through the analysis of participant lists, online survey and interviews with stakeholders and beneficiaries – that the expected results of Outcome 1 were partially achieved. ¹¹

One of the strong points of the project was the strengthening of the civil society network composed of 21 organisations. Interviews with key stakeholders, namely with the direct beneficiaries, reported that establishing this network and the reinforcement of capacity building promoted real empowerment of civil society.

Both TB, OSB and the project beneficiaries recognised the importance and the added value of the Technical Chamber. However, the technical support provided by the Technical Chamber to the CSO was not effective (40% of the CSOs evaluated the support received from the Technical Chamber to their organisation as not very effective). The model used for the implementation of this technical support was not the best, both from an efficiency and cost-benefit point of view (see details in Annexe 1). The solution of recruiting two interns (volunteers) improved the Technical Chamber work capacity, but still, it was not able to reply timely to all the CSOs demands. The CSOs intervention effectiveness was dependent on interacting with the local authorities in due time as legally foreseen.

Outcome 2 - Increased capacity of 22 local CSOs to monitor biddings, contracts, and constructions of public schools and nurseries.

The evaluator concluded - through an online survey sent to all the participants of the training courses and interviews with representatives of the CSOs – that the expected results of Outcome 2 were partially achieved. ¹²

The project produced many publications and tools to support capacity building and monitoring initiatives. As confirmed by the online survey, the quality of the materials published, in terms of pedagogical contents and language employed, was excellent—convenient, with explicit and didactic content. Despite that, the targets regarding the number of people that attended the online training were not achieved. This may be explained by the length of the contents, as well as insufficient incentives for trainees.

“The theoretical knowledge, the practical experience and the best-practice exchange between all the stakeholders was a success. After the training, the volunteers only had to roll up their sleeves and implement the knowledge.”
(Láirton, OS S. José dos C).

¹¹ Out of the four Outputs, only Output 1.2 was fully achieved; Output 1.1 was partially achieved. The Project did not set indicators or targets for Output 1.3 and Output 1.4. But based on the evidence collected, the evaluator concluded that both were partially achieved.

¹² Out of the four outputs, only Output 2.3 was fully achieved, exceeding the target; Output 2.2 to Output 2.4 – verified indicators 2.2 and 2.3 – were partially achieved.

Several checklists were created to identify potential problems which generally arise after the conclusion of the building works (e.g. cracks on the walls, water infiltration etc.) and tools to verify if some specific security regulations were safeguarded (e.g. the thickness of the glass).



Picture 1 - On-site training, Gravataí, December 2017.

The methodology and the tools developed to support the monitoring work enabled the detection of essential flaws during the construction and bidding processes. It had an impact on the construction works delivered in some municipalities and the bidding processes on others, leading to a better quality of the product offered and to substantial savings to public funds (see Impact section).

Outcome 3 - Increased participation and collaboration between civil society and Federal Government in elaborating, monitoring and controlling public policy for infrastructure in education.

The evaluator concluded - through the analyses of official letters from the OS to the local government requesting documentation, meetings and clarifications, alongside other data collected – **that the expected results of Outcome 3 were partially achieved.** ¹³

The outputs of Outcome 3 were harder to accomplish for several beneficiaries. The public bidding analysis and the contracting procedures were much more complex and demanding in relation to the time required than anticipated. Firstly, the OSs had to obtain all the documentation related to the construction works, which should be provided by the local Government (*Prefeituras*). Secondly, they needed to analyse them in a timely manner to meet the complaint deadlines and clarification requests. This, even though the TC was not always able to provide technical support and answer to the OS requests. Thirdly, the OSs required available staff to monitor the selected construction sites on their municipalities.

One major challenge was to ensure the collaboration of local authorities and their compliance with the Access to Information Act (LAI) by providing the requested documents. In some cases, the OSs were not able to undertake all the monitoring procedures. The local authorities did not always reply to the meeting requests. Other OSs were banned from visiting the construction works (such as *S. José dos Campos* which did not obtain the authorization to visit the construction works after these were built). Other OSs were able to establish a relationship with the local government (*prefeituras*) but the building works were cancelled or remained paralysed due to delays in the transfer of the Federal Government funds for the local government (*Uberlândia* and *Pelotas*). In some cases, the OSs were able to establish a partnership with authorities, undertaking joint work monitoring the construction works (as for example *Taubaté*, *Gravataí* e *Araucária*, *Limeira*, among others).

¹³ The (single) Target set for the outputs 3.1 to 3.3 was partially achieved. Indicator 3.2 and respective Target were partially achieved, although it might be considered an impact indicator. No Indicators or Targets were set for Output 3.4 to Output 3.6. Despite the lack of criterion, the evaluator considers that both Outputs were fully achieved.

From the 17 beneficiary organisations who answered the questions *“How do you evaluate the collaboration between your OS and the local authorities?”* 47.1 % answered “good or very good”, 23.5% answered “satisfactory” and 29.4% answered “bad or very bad”. Nonetheless, it is important to emphasize that the majority was able to establish satisfactory partnership relationships.

Regardless of the challenges establishing the partnerships at a federal level, particularly on the case of TB with the Federal Government, the Implementing Agency was able to bring representatives of the Education Ministry to the final event of the project.

According to the data and evidence gathered by the evaluator, overall **the activities were implemented as planned, with some minor changes approved by UNDEF**. These changes were necessary and did not affect the achievement of the project objectives negatively:

- The project was designed to include 22 local CSOs. However, only 20 continued until the end of the project. One of the CSO left the project during its initial stage. Another one (CSO Guarapuava) quit at the end of the project due to internal issues related to insufficient funding and staff shortage.
- The Technical Chamber initially composed of two Senior consultants - 1 engineer and one lawyer – was reinforced with the recruitment of two interns (volunteers).
- The Technical Chamber carried out the activities for only one year (January 2018 - December 2018) and not during the planned 18 months. This change was mostly due to the costs, since the fees of the technical specialist - the lawyer, as the others were volunteers - were very high.
- The development of the project online platform and communication channel between CSOs and the Technical Chamber was significantly delayed and ultimately unsuccessful, due to problems with the service provider. As a result, other communication channels – such as the development of a specific webpage within the TB webpage and WhatsApp groups - were used.
- A 2-month extension (until June 2019) was approved, to allow the execution of new activities with the project underspent balance. It included a second round of on-site training.

iii. Efficiency

Primary Question – To what extent was there a reasonable relationship between resources expended and project impacts?

Related questions – Was there a reasonable relationship between project inputs and project outputs? To what extent did the Implementing Agency foster coordination and achieved synergies with other on-going initiatives (e.g. Google prize project)?

This section focuses on the evaluation of the value for money of the project, assessing accurately how did the various activities transform the available resources into the intended results. Besides, it also evaluates the partnerships established and project coordination.

Value for Money

Overall, the project's efficiency and cost-benefit ratio were highly satisfactory. Both grantee and partner organisations were able to optimize the existing resources and reduce costs. For example, the four network meetings (output 1.1) were held on the same date and venue as the OSB regional meetings to increase synergies and save travel costs. From an administrative and financial standpoint, prudent and transparent management were observed.

The project's budget was spent with some deviations from the original plan set out in the project document¹⁴. All the deviations from the original budget were justified by the implementing agency and approved by UNDEF.

Due to the reduction of the number of CSOs initially included in the work-plan, and the devaluation of the local currency, the total expenditure was initially lower than established on the PD. Following a 2 months project extension, the underspend budget was used to fund extra activities: a second round of onsite training; the design and delivery of hard copies of the course materials produced by the project; translation of the final report to English; inclusion of additional panels and workshops in the closing event. At the end of the project, 3 874,50 USD were returned to UNDEF.

The evaluator acknowledges that in some cases, the activities did not have the most suitable human and financial resources allocated:

- The investment in human resources for the project management was too modest to ensure the achievement of all the project results and the full engagement of the local CSOs. Many output activities were running in parallel and required effective coordination and synchronisation. The project benefited from close attention and proactive leadership of the Project Manager. However, both TB and the implementation partner (OSB), mentioned that the management was dependent on one person only, which resulted in challenges to ensure that all commitments were fulfilled. Furthermore, both main stakeholders had to resort to their own human resources, without financial support by the project, to assure that activities were successfully delivered.
- The budget allocated for the Technical Chamber was insufficient, considering the volume of work the team faced during the project. From the team of 4 consultants, only 1 was remunerated, hindered the commitment with the project and the achievement of the expected results.
- The budget allocated to the local CSOs should contemplate enough funds to cover the expenses of CSOs staff to visit and check on-site constructions grounds. The CSOs reported that they were not able to monitor some of the construction's sites due to the costs that they would need to bear.

¹⁴ Expenditure deviations were analyzed on the document: *FUR – Justification for expenditure deviation*.

“In a single municipality, the project resulted in savings higher than the cost of the entire UNDEF project (USD 220,000.00)” - TB.

On the municipality of Araucária, USD 308,631.7 were saved to the public coffers, due to the corrections made to the bidding processes, after the intervention of the project team (see hereafter success stories).

Project Management

The project was led by a qualified team known for its expertise and experience in the project field. However, daily project management and coordination were concentrated on only one person resulting in challenges to ensure the fulfilment of all commitments and activities.

The Project Manager was based in a city 85 km distant from São Paulo, meaning that a substantial part of the technical support and project coordination was provided remotely. According to the information provided by the TB, OSB and the beneficiaries (CSOs) the remote management of the project did not impact negatively on the success of the activities.

According to the information collected, the Project Manager and TB team used to meet, at least once a week, through skype call. The Project Manager carried out virtual meetings with the beneficiaries when necessary, maintained an almost daily contact, either through telephone or WhatsApp groups, and was always readily available for any clarification.

The Project Manager also visited several municipalities, participated in monitoring visits and was one of the trainers of the on-site training activities. The Project Manager's performance was evaluated as excellent by all the respondents of the online questionnaire and the interviews.

The remote coordination model was not new for the CSOs since the OSB's headquarters are in Curitiba.¹⁵ In any case, the project comprises an extensive geographic area and regardless of the physical location of the PM, she would always be away from many of the beneficiaries.

Partnerships and Synergies

The partnership between TB and the OSB, which also has considerable expertise in this field and in working with municipal governments, facilitated the project's anchoring at the local level. At the same time, it helped strengthen the Transparency network.

The quality of the institutional relationships between TB and OSB and some Federal Government bodies, such as the Federal Audit Court (TCU), the Controller General of Brazil (CGU) and the Ministry of Education and Culture (MEC), also contributed to the project's efficiency. Existing partnerships between TB/OSB, Engineers Without Borders and Regional Councils of Engineering was reinforced, with the support provided to the Technical Chamber. It is foreseen that these will continue in future interventions.

The evaluation found some complementarity was achieved with the parallel project "Tá de Pé" implemented by TB with Google funding. Both projects complemented each other, particularly on analysing and consolidating the data presented in the reports as well as on the visibility strategy. In other words, the "Tá de Pé" project helped enrich the project reports with

¹⁵ The monthly meetings which normally involves the 156 observatories take place virtually through Microsoft teams.

national data, which contributed to drawing conclusions from a global perspective. Furthermore, both projects took advantage of each other's events to transmit information and gain visibility.

Nonetheless, the evaluator considers that the process could have been more efficient. The online survey, answered by 17 representatives of the beneficiary organisations, showed that the use of the App by the project beneficiaries did not happen as expected. On the question *"Did your observatory used the "Tá de Pé" App during the project implementation?"* only 35% of the respondents answered that they used it regularly. The remaining 65% responded that they have never used it or that they used it very rarely.

The Project Manager of the *"Tá de Pé"* project explained that not all the construction works could be found on the application, which made it difficult for several OS volunteers to use it. For a construction work to be included on the App, all the documents needed to be available, and this was not the case in many of the 135 works monitored on the context of this project.

iv. Impact

Primary question – To what extent did the project had an impact on the access to education in Brazil in those specific communities?

Related questions - To what extent has the project contributed to enhance the network of local CSOs? To what extent has the project contributed to increase the capacity of local CSOs? To what extent has the project contributed to increase the collaboration between civil society and Federal Government in elaborating, monitoring and controlling public policy for infrastructure in education?

As previously explained,¹⁶ the Project Document does not include SMART indicators to enable a preliminary analysis of the project impact. In addition to that, most outcome indicators established on the PD are quantitative indicators which measure the output. In that context, the evaluator gathered evidence – through interviews, desk review and other tools - to assess, with a degree of confidence, to what extent the project has generated positive effects at different levels.

Institutional impact

The 21 CSOs beneficiaries were successfully empowered to monitor public construction works and to promote transparent practices. The **training strategy and its content increased the CSOs institutional capacity and caused a positive impact beyond those institutions.**

According to the testimonies of the beneficiaries, the training (online and on-site) was extremely empowering and key to the success of the project. The pedagogic content (both from the on-site and online training) were evaluated as extremely relevant by 90% of the respondents of the online survey. The points highlighted by the participants were: the adequacy of the course structure, particularly the balance between theory and practice; the theoretical contents associated to the visits to the construction on the municipalities of the project, encouraged a critical eye on the CSOs volunteers. It enabled the technical and specialised knowledge to be accessible to laypeople.

¹⁶ See section on design.

According to with the information collected, **the establishment of the *Network of Transparency and Public Accountability in Education* had a transforming effect, on a structural level, for each organisation, as well as on relational dynamics between the organisations and other existing networks.** It is noteworthy that the project facilitated the articulation between several actors, both governmental and non-governmental (CGU, Local Government and Local Administration, NGO's, members of civil society) and it promoted public debate about the problems which affect the building of schools and nurseries. It provided visibility and had an impact both at local and central levels.

Partnerships between CSO and Government were established both at local and national levels. At the national level can be emphasised the partnership with CGU, which contributed to the training and had an important role clarifying specific queries related to the programmes of the Education Ministry. At the local level, the partnership between the CSOs and the local governments stood out (cases such as Taubaté, Gravataí, Auracária, Cascavel, Foz do Iguaçu, Limeira, etc.). It is also worth highlighting that, regardless of the challenges establishing the partnerships, particularly on the case of TB with the Federal Government, the Implementing Agency was able to bring representatives of the Education Ministry to the final event of the project. The grantee believes that this meeting helped to establish the link with these authorities, and it can mark the beginning of new partnerships.

The evaluation found evidence that the project promoted the consolidation of all the civil society network involved. The grantee, the implementation partner, as well as the beneficiary CSOs, highlighted the importance of this project in defining the strategic intervention direction and the essential work tools for the coming years. At the CSOs level, new projects emerged based on the same methodology and similar strategies (see the section on sustainability). Other CSOs which were not included in the project network, were motivated to develop similar work on their municipalities (such as Porto Alegre, Jacaraí, among others).

Local Impact

The project improved **access to education in public schools and nurseries in some of the 21 municipalities.** Although it cannot be proved that the project influenced or increase the number or quality of all constructions works, it is a safe assumption that the CSOs presence in the field increased the diligence of the municipalities and the construction companies. There is evidence that in some cases the CSOs uncovered faults and construction problems, and exerted pressure for the correction of those. This led to an increase in the quality of the schools delivered.



Picture 2 and picture 3 - Nursery Construction monitored by CSO Taubaté (it was paralysed at the beginning of the project and was delivered during project implementation).

SUCCESS STORIES

Araucária (Paraná) - During the monitoring processes it was identified that high-cost contention walls included in the construction plans were unnecessary or could be replaced by low-cost solutions through technical adjustments. After the submission of the Technical Chamber findings and suggestions to the local and federal authorities, the Federal Audit Court (TCU) recommended that the bidding process should be redone, and construction plans were to be redesigned, with more cost-effective solutions for the contention walls.

The new bidding process reflected a reduction of US\$ 308,631.7. The amount saved on these three constructions alone represents about 3% of all capital investments in Araucária municipality in 2018.

Taubaté (São Paulo) - The local government collaborated actively with the CSO and accompanied monitoring visits to 4 schools. Problems related to infiltration and glass thickness (lowered that recommended by law - 6mm instead of 8mm) were detected and corrected. In these 4 schools monitored in this municipality were created. The 4 schools monitored by the project were delivered with a high-quality standards and compliance with security regulations, creating a total of 639 new students' spots.

The project promoted citizen participation and exerted influence on local authorities for transparent practices. The local events (output 3.4) contributed to raising awareness in the community for the need for social control of public policy.

In communities where partnerships were established with local authorities, it was observed a vital contribution to the establishment of control and monitoring measures.

National Impact

At the national level, the project significantly contributed to disseminate reliable systematic information concerning public construction works through the two reports published during the project. It increased the visibility and credibility of civil society both at the federal and regional context.

The project had a gender strategy (described in the PD) and promoted women participation in the training. The evaluator gathered evidence that the CSOs volunteers who were more active in monitoring activities were in fact more woman. This might be explained by the direct interest that women have on education and their primary role as child caregiver. Nevertheless, this information was not reflected in the progress reports.

The measures to improve monitoring and control of construction works in some cases have generated savings on public funds allocated to education (see success story). In some cases, suspected fraud was detected and reported to the competent authorities.

The project was laureated with the second prize in the *Social Responsibility* category, accredited by the National Association of the Public Prosecutors (*Associação Nacional dos Procuradores da República* (ANPR)).¹⁷

Testimonies

“The project was able to identify structural problems not only at local but also at central levels. Problems with transference of resources carried out by the Union, problems related to the methodology of the construction works. At the same time, it identified the same problems that the public bodies of control had identified in other areas, not contemplated by the project sample. And it brought questions for the public debate, this was truly innovative” (Marcio Sobral, CGU)

“After the course and with the tools learnt, namely the checklists, even a housewife would have been able to monitor a construction work” (Carla Silva, CSO Gravataí).

“The project, and its methodology, helped us to be more effective in monitoring the school construction works. I will continue to use some of the tools developed by the project, such as the monitoring chronogram, on future building works.” (Saulo Jacot, building engineer from Regional Department of Public Works, Taubaté Municipality).

“With the visits to the construction works, the builders improved their practices because they knew they were being monitored” (Erisvaldo Fernandes, construction technician).

v. Sustainability

Primary Question – To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?

Related question – Are the involved parties willing and able to continue the project activities on their own after the project conclusion?

The evaluation found evidence that the project presents important sustainability factors supported by the continuation of the activities after the project closure and the expansion of the activities beyond the project initial geographical scope, exceeding the project expectations.

The beneficiary groups highly appreciated the knowledge acquired, and the vast majority expressed the desire to continue the project monitoring activities using the same methodology. According to the online survey, 80% of the CSOs stated that they could **maintain the monitoring activities** after the end of the project. Moreover, several representatives of the local CSOs - Pelotas, Uberlândia, Gravataí, Limeira, Araucária, Taubaté - confirmed that the contents of the course and the tools developed, as well as checklists (for the monitoring of bidding, contracting and construction) are also being used to monitor other types of public construction: road traffic and sanitary infrastructures.

Several CSO beneficiaries admitted continuing to replicate the training to other local organisations, engineering students and volunteers. The implementing partner (OSB)

¹⁷ See <http://www.oscampomourao.com.br/lemoticia.php?id=21>.

confirmed that the online modules would be made available and accessible on their platform to all the network (156 municipalities).

Both partner organisations (TB and OSB) expressed a strong desire to maintain the partnership and ensure the project's continuity. Currently, a new joint project -based on the same partnership - is being designed to monitor the use of public funds allocated to nutrition in schools.

New Projects in sight

The CSO Palhoças, in partnership with a local university, intends to implement a new project ("With an eye in the building works") that has the same objectives as the *Transparency and Public Accountability in Education in Brasil*". See (<https://www.youtube.com/watch?v=41LrxNnLSW0>).

The CSO Foz do Iguaçu is implementing a project "Focus in the building works" that replicates the methodology of the one funded by UNDEF. See (<https://www.youtube.com/watch?v=1byKPWO5EYA>

vi. UNDEF Value Added

Primary question – 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 the support come from other donors?

Related question – To what extent was this project innovative?

The UNDEF's added value contributed to empowering – from a neutral standing - the civil society to actively participate in the exercise of good governance and influence the government to use transparent public policies. Overall, the " UNDEF brand" lent credibility and helped to establish the legitimacy of local stakeholders, motivating them and strengthening their activism and organisational capacity.

The stakeholders interviewed unanimously reinforced the innovative nature of the project, particularly setting up the network; the monitoring tools developed in the training activities; the contribution to the public debate regarding the causes behind the lack of places in infant education. The project was laureated with the second prize in the *Social Responsibility* category, accredited by the National Association of the Public Prosecutors (*Associação Nacional dos Procuradores da República* (ANPR).

The project and its products were transparently branded as supported by UNDEF.

III. Conclusions & Recommendations

The main conclusions and recommendations observed by the evaluator can be summarised as follows:

Conclusions	Recommendations ¹⁸
i. Relevance	
The project objectives addressed a real need to increase the offer of educational infrastructure at a national level and specifically in the 21 targeted municipalities.	N/A.
The project is aligned with the mandate and the strategic aims of the donor (UNDEF), the grantee (<i>Transparência Brasil</i>) and the local implementing partner (OSB).	N/A.
The project outputs and activities were well designed and significantly contributed to the outcomes.	N/A.
<p>Most targets were ambitious, and indicators only allowed an accurate measurement of the activities progress during the project's implementation.</p> <p>However, the outcome indicators, all quantitative, were structured to measure the outputs and not the impact or the outcome <i>per se</i>, or the project impact.</p>	<p>Identify qualitative and quantitative SMART indicators to measure the outcome and impact of the project.</p> <p>Once the indicators are identified, establish verification sources - where are the information needed to measure the indicators.</p> <p>Establish indicators for each output normally helps to see, in different project implementation stages, if the project is on track and allows to make re-adjustments if needed.</p> <p>Consider integrating on project design a monitoring and evaluation strategy with at least one person accountable for these activities.</p>
In most cases, the risks were adequately identified during the project design. However, the project team identified additional risks which were not foreseen in the design phase.	When designing project activities, conduct a risk assessment that not only establishes what their inherent risks are but also reliable risks' mitigation measures
Despite the design of targets for women's participation, the project reports did not include the gender perspective, nor present the data disaggregated by gender.	Include a gender mainstreaming approach on the project intervention. Identify gender-related indicators and targets and present disaggregated data in the reports.

¹⁸ For the implementing agency, if not otherwise mentioned.

ii. Effectiveness	
Overall, the activities were implemented as planned, with some minor changes approved by UNDEF, and partially achieved the intended results. The approved changes were necessary and did not affect the achievement of the project objectives negatively.	N/A.
One of the strong points of the project was the strengthening of the civil society network composed of 21 organisations. It promoted relevant empowerment of civil society (Outcome 1)	N/A.
The model used for the implementation of the Technical Chamber was not ideal, both from an efficiency and cost-benefit point of view. (Outcome 1)	<p>Consider establishing partnerships with Law, Engineering and Architecture Universities, at the municipal level, in order to include in the <i>curricula</i> the internship in similar projects. It would keep the costs low and would assure the commitment of specialists.</p> <p>Consider establishing a partnership with Brazilian Bar (Lawyers) association, so that Lawyers work in such projects can be considered <i>Pro bono</i>.</p>
The project produced many publications and tools to support capacity building and monitoring initiatives, with explicit and didactic content. Despite that, the targets regarding the number of people that attended the online training were not achieved.	<p>Consider establishing incentives for CSOs staff attending the on-line training, and or conditionalities to participate in other activities (such as on-site meetings or face-to-face training).</p> <p>Consider shortening the duration of the on-line training.</p>
(Outcome 3) One major challenge was to ensure the collaboration of local authorities and their compliance with the Access to Information Act (LAI) by providing the requested documents. This led to some of the OS were not able to ultimately achieve the outputs do outcome 3 or had time constraints that were reflected on the Technical Camber workload.	Consider using a participatory approach in project designing phase, including the governmental authorities. It would promote project ownership and maybe facilitate collaboration and partnerships.
iii. Efficiency	
Overall, the project's efficiency and cost-benefit ratio were highly satisfactory. The	N/A

input-output relationship of the project components was efficient.	
The project was short of regular budget monitoring, which resulted in a request for project extension to allow the spending of the underspent budget. At the end of the project, 3 874,50 USD were returned to UNDEF.	Use functional tools which enable a monthly forecast of budget expenditure and bi-monthly reviews of the budget document.
The project was led by a qualified team known for its expertise and experience in the project field. However, daily management and coordination were concentrated on only one person resulting in challenges to ensure the fulfilment of all commitments and activities.	In future projects, consider creating a coordination unit for project management, composed of more than one person, located in different project areas. For instance, nominating regional coordinators or focal points to provide personalised support to the local OS. (UNDEF) In future funding rounds, consider reviewing the policy constraints – ceilings - for budget expenditure on human resources.
The partnership between TB and the OSB facilitated the project's anchoring at the local level. At the same time, it helped strengthen the Transparency network.	Maintain the current partnerships and reinforce the partnerships with other organisations of civil society (Engineers without Borders, Regional Councils of Engineering and local universities). If possible, establish partnerships with local universities.
The quality of the institutional relationships between TB and OSB and some Federal Government bodies (TCU, CGU, MEC) contributed to the project's efficiency.	Continue to invest in setting up partnerships with the Federal Government, and when possible, get them involved in the project design phase to facilitate collaboration during the implementation.
Some complementarity was achieved with the parallel project, implemented by TB with Google funding (<i>Tá de Pé</i>)	A module regarding the App might be included in the on-site training, allowing the OS volunteers to be trained on how to use it and spread it in the community.
iv. Impact	
The project generated impact and positive effects at different levels (social, organisational and institutional). However, the Project Document lacked SMART impact indicators – and activities - that enable to corroborate this assessment.	Include at least one impact indicator per Outcome. For instance, indicators to measure the number of delivered schools and the number of students' spots increased due to the project intervention.
The project improved access to education in public schools and nurseries in some of the	N/A.

21 municipalities. There is evidence that in some cases the CSOs uncovered faults and construction problems, and exerted pressure for the correction of those. This situation led to an increase in the quality of the schools delivered.	
The beneficiaries were successfully empowered to monitor public construction works and to promote transparent practices. The training strategy and its content increased the OCC institutional capacity and caused a positive impact beyond those institutions.	When implementing capacity building activities, use an indicator to measure the impact regarding knowledge or skill acquired (pre-test and test before and after the capacity building activity, could be an option).
The project promoted the consolidation of strategic intervention lines of all the organisations of the civil society involved.	N/A
The <i>Network of Transparency and Public Accountability in Education</i> had a transforming effect, on a structural level, for each organisation, as well as on relational dynamics between the organisations and other existing networks.	(OBS) Encourage and support the regular communication between the 21 CSOs regarding ongoing activities. Consider the option of creating a quarterly or six-monthly newsletter to spread information on the activities developed by the CSOs and share lessons learnt.
Partnerships between CSO and Government were established both at local and national levels. At the national level can be emphasised the partnership with CGU, which contributed to the training and had an important role clarifying specific queries related to the programs of the Education Ministry. At the local level, the partnership between the OS and the local governments stood out. But no impact indicators were established to measure it.	When fostering partnerships and collaboration between civil society and government authorities, use an indicator to measure that specific outcome. For instance, indicators to measure the number of project activities where local authorities have participated.
The measures to improve monitoring and control of construction works in some cases have generated savings on public funds allocated to education. In some cases, suspected fraud was detected and reported to the competent authorities.	Savings that resulted from the project can be used as arguments (trade-off) to mobilise funds for further projects.
The project contributed to local enforcement of the Access to Information Act fostering public transparency policies.	N/A

v. Sustainability	
The evaluation found evidence that the project presents important sustainability factors supported by the continuation of the activities after the project closure, and the expansion of the activities beyond the project initial geographical scope, exceeding the project expectations.	<p>Continue to promote knowledge transfer actions, training trainers to ensure training replication reaching higher impact and sustainability.</p> <p>Continue to make available the training modules to OSs located in other municipalities, so that similar activities may take place.</p>
vi. UNDEF added value	
The UNDEF's added value contributed to empowering – from a neutral standing - the civil society to actively participate in the exercise of good governance and influence the government to use transparent public policies.	<p>(UNDEF) Consider funding a second phase of this project, with a focus on:</p> <ul style="list-style-type: none"> • Increased participation and collaboration between civil society and Federal Government in elaborating, monitoring and controlling public policy for infrastructure in education. • Establishing several technical chambers providing closer support at a regional level. • Increasing the OSs capacity and ability to attract volunteers, as well as financial sustainability.
The project had an innovative nature on setting up the network; the monitoring tools developed in the training activities; the contribution to the public debate regarding the causes behind the lack of places in infant education.	N/A.

IV. Lessons Learned

Based on this evaluation, the following key lessons learned from this project could be applied to future projects with a similar focus in civil society strengthening and citizen participation in the implementation of public transparency policies:

- I. For an objective assessment of the project impact, the results frameworks must contain baseline, indicators and target that are specific, measurable, achievable, relevant and time-bound (SMART). Use a Monitoring work-plan to determine how the project's specific activities and results are contributing to the achievement of the project's outcomes and final impact.
- II. When the accomplishment of specific outcomes is contingent on the collaboration of an external party, such as the governmental authorities, it is essential to make

additional efforts setting up partnerships from the onset of the Project. UNDEF (or United Nations Country Team) may play an important role in meeting directly the country local or Federal authorities at the beginning of the project.

- III. The grantee's self-assessment concluded that the project should not have ended simultaneously with the delivery of the final event. In future projects, and during the design stage, it is useful to ensure that the projects continue for a few weeks or month after the end of the activities. This would enable the development of activities not initial foreseen and also include the final evaluation activities.
- IV. A project where approximately 90% of human resources are volunteers, entails risks of lack of motivation and commitment. This should be included in the project risk assessment and it must be defined as measures to mitigate these risks.

ANNEX 1: DETAILED OUTCOME-LEVEL TARGETS, BASELINES AND RESULTS FOR THE TWO-YEAR PERIOD

Planned outcomes, targets and indicators	Grantee's Self-Assessment (achievement)	Evaluator assessment and comments
Outcome 1: Enhanced network of 22 CSOs and technical support system in national collaboration among local CSOs in monitoring the process of constructing public schools and nurseries	Overall assessment: ACHIEVED The existing network of OSB member CSOs enhanced under the project objective. Representatives participated in the training, meeting, conducted monitoring and outreach, stakeholder consultations. More important, they communicated among each other to share experiences.	Outcome partially achieved
Indicator 1.1: Network of 22 CSOs established, with each member formulated their work plan and attended four network meetings Target 1.1: 100% -	<u>Target 1.1 - Achievement: Achieved</u> A network of 21 CSOs (members of OSB) established, and an average of 86% attended the network meetings which were held in conjunction of the OBS regional meetings. CSO reps participated in the online and on-site training, conducted required monitoring and consulted with stakeholders.	The four meetings of the Network on Transparency and Public Accountability in Education were held as reported. Despite the average attendance of 86%, the target of 100% was only partially achieved. The meetings were evaluated by 70% of the online survey respondents as extremely important to strengthen the network. The interviews further reported that these meetings contributed to set out strategies and to find solutions to problems identified during the project. Furthermore, it allowed sharing experiences and information to solve the internal issues of organisations and contributed to a better efficiency monitoring the construction projects. <u>There is no proof or evidence regarding the formulation of the work-plan.</u>

Indicator 1.2 - 22 CSOs completed their baseline study of construction related cases in their municipalities Target 1.2: 100%	<u>Target 1.2 - Achievement: Achieved</u> All 21 organizations in the network participated in their baseline study and identified a total of 135 construction plans to be monitored.	The Baseline Survey was conducted by all CSOs gathering information on the construction projects in their municipalities.
<u>No Indicator was set for Output 1.3</u>	<u>No target was set for output 1.3</u>	A Technical Chamber was established to support the 21 CSOs with a team of 4 consultants (2 senior and two juniors - interns). The process of analysing the documents and clarification requests is complex. The organisations often required an answer in a short period. The fact that only one person received remuneration for this work limited hugely the TC capacity to answer promptly. The OS also remarked that even the TC standard operational model sometimes was inadequate to the local specificities of municipalities.
<u>No Indicator was made for Output 1.4</u>	<u>No target was set for output 1.4</u>	The platform for the online courses was successfully set up in August 2017. The OS reported that the models - for official complaints, clarification requests, and legal support -available online and created during the project require improvement and will have to be adapted to the different municipalities.
Outcome 2: Increased capacity of 22 local CSOs to monitor biddings, contracts and constructions of public schools and nurseries	Overall assessments: ACHIEVED The project lost one CSO at the outset but continued to engage with 21 CSOs. The project offered online and on-site training, and by opening the participation to people outside of 21 CSOs, the project achieved to reach the critical mass of people	Outcome partially achieved

	<p>who could participate in the monitoring process. Member CSOs had difficulties in enlarging their volunteer pool but more than half succeeded to recruit at least one new volunteer in the monitoring process.</p>	
<p>Indicator 2.1: Number of new volunteers recruited after project's presentation event</p> <p>Target 2.1: At least two new volunteers recruited after project's presentation event (total 44 volunteers)</p>	<p><u>Target 2.1-Achievement: Partially Achieved</u></p> <p>Only 12 of the 21 local partners were able to recruit at least one new volunteer. Did not reached the target of 44 volunteers.</p>	<p>The 21 local CSOs organised outreach events to raise awareness and for volunteer recruitment.</p> <p>The beneficiaries reported that the local events were essential to introduce the project to the communities. Notwithstanding, some respondents reported low event attendance.</p> <p>According to the online survey, only approximately 50% of the beneficiary organisations were not able to recruit volunteers, against the target of having two volunteers per each CSO.</p>
<p>Indicator 2.2: planned CSO activists (90%) completed the three online training modules, bidding, contracts, and construction monitoring.</p> <p>Target 2.2: 90% (81 people).</p>	<p><u>Target 2.2 - Achievement: Partially Achieved</u></p> <p>As it was difficult to bring participants from only 21 partner CSOs (average 80 participants), the grantee decided to open the training to other people from OSB network. 56 participants completed all 3 modules (69% of target). 122 completed the first module (59%), 93 completed the second module (45%) and 77 completed the third module (47%).</p> <p>The 90% completion of the online trainings turned out to be too optimistic, due the general average completion rates for online courses, which is normally low.</p>	<p>Two rounds of 3 weeks online training courses (modules 1 and 2) and one module of 4 weeks online training courses (module 3) in public bidding, construction monitoring, and contracting procedures were organised.</p> <p>The number of planned CSOs activists that complete the three online modules was 56, corresponding to 69% of the target (81 activists).</p>

<p>Indicator 2.3: planned trainees (24) who completed the on-site training</p> <p>Target 2.3: 100% (24).</p>	<p><u>Target 2.3 - Achievement: Achieved</u></p> <p>2-day on-site training for Modules I and II with 24 participants and 100% completion; 1-day training for Module III with 26 participants (Target Exceeded)</p>	<p>The two rounds of the on-site modules concerning the same subjects were held. The on-site modules were attended by 24 participants on the first round of all modules, and by 32 participants on the second round.</p>
<p>Outcome 3: Increased participation and collaboration between civil society and Federal Government in elaborating, monitoring and controlling public policy for infrastructure in education</p>	<p>Overall assessments: PARTIALLY ACHIEVED</p> <p>Due to the complication and difficult processes of the monitoring of three segments of the construction of public schools and nurseries, the planned targets of monitoring were not fulfilled. However, through this process, CSOs were actively involved in the monitoring process and more importantly their partnership with public authorities including the federal government was enhanced and several success stories were produced.</p>	<p>Outcome partially achieved</p>
<p>Indicator 3.1: 22 CSOs completed their three segments of monitoring with support of the TB and its Technical Chamber.</p> <p>Target 3.1: 60% (14 CSOs).</p>	<p><u>Target 3.1-Achievement: Partially Achieved</u></p> <p>16 (76%) of 21 CSOs engaged in regular monitoring very actively, but only 7 managed to complete all three segments of monitoring.</p>	<p>The target of 60% of the CSOs complete the three segments of the monitoring is a conservative target. It was only partially achieved as 7 CSOs equals to 33%.</p> <p>From the 135 selected constructions according to the baseline study, only 64 had a prior or new contracting procedure that could be assessed. Out of 64, the 21 OSs were able to monitor 35. A large share of construction works was cancelled or never contracted (55).</p> <p>Other potential indicators, based on the description of the activities, indicate that the outputs were partially achieved:</p>

		<p>Output 3.2 - 49 construction works were monitored against the 71 targeted construction works.</p> <p>Output 3.3 - 35 contracting procedures were monitored against the planned 167 contracting procedures.</p>
<p>Indicator 3.2: increase in completion of construction in target municipalities (22) as compared to the baseline (2017).</p> <p>Target 3.2: 30% increase.</p>	<p><u>Target 3.2- Achievement: Partially Achieved</u></p> <p>According to data collected on two different occasions after the baseline, completion of constructions was 20.3% higher in the 2nd year of the project compared to the 1st year</p>	<p>The baseline refers to the moment when the activities started. As such, the 20% increase is between prior-to project and after two years.</p>
<p><u>No Indicator was set for Outputs 3.4</u></p>	<p><u>No target was set for output 3.4</u></p>	<p>Nineteen stakeholder consultations were held, instead of 20 (one of the 21 CSO decided to leave the project in March 2019, due to internal organizational problems. Another OS19 did not deliver the output 3.4, due to the lack of capacity to timely organise the event).</p> <p>Although some OS reported low participation, namely from governmental authorities, others refer that these events were essential to provide visibility to the project, particularly to the observatories.</p>
<p><u>No Indicator was set for Outputs 3.5</u></p>	<p><u>No target was set for output 3.5</u></p>	<p>Two reports were drafted and published and 3 meetings with the Federal Government were held. The first report entitled "Monitoring of federally funded schools and nursery facilities" was drafted together with the Google financed project "Tá de Pé". It addressed the obstacles to access information in both projects. The second one compared the current situation of construction projects to the baseline data, pointing out problems identified in the</p>

¹⁹ The OS of S. José dos Campos.

		monitoring and offered recommendations for policy changes. The findings were presented at a public hearing at a Committee in Parliament. Both reports were printed and distributed among the public. These received praised during the evaluation, particularly by CGU officers (the federal control body) for its quality and accuracy. Testimonies also mentioned that these reports confirmed the findings of their own reports, expressing respect and esteem that the civil society, using their own tools, reach the same conclusions as CGU.
<u>No Indicator was set for Outputs 3.6</u>	<u>No target was set for output 3.6</u>	The grantee believes that this meeting helped to establish the link with these authorities, and it can mark the beginning of new partnerships.

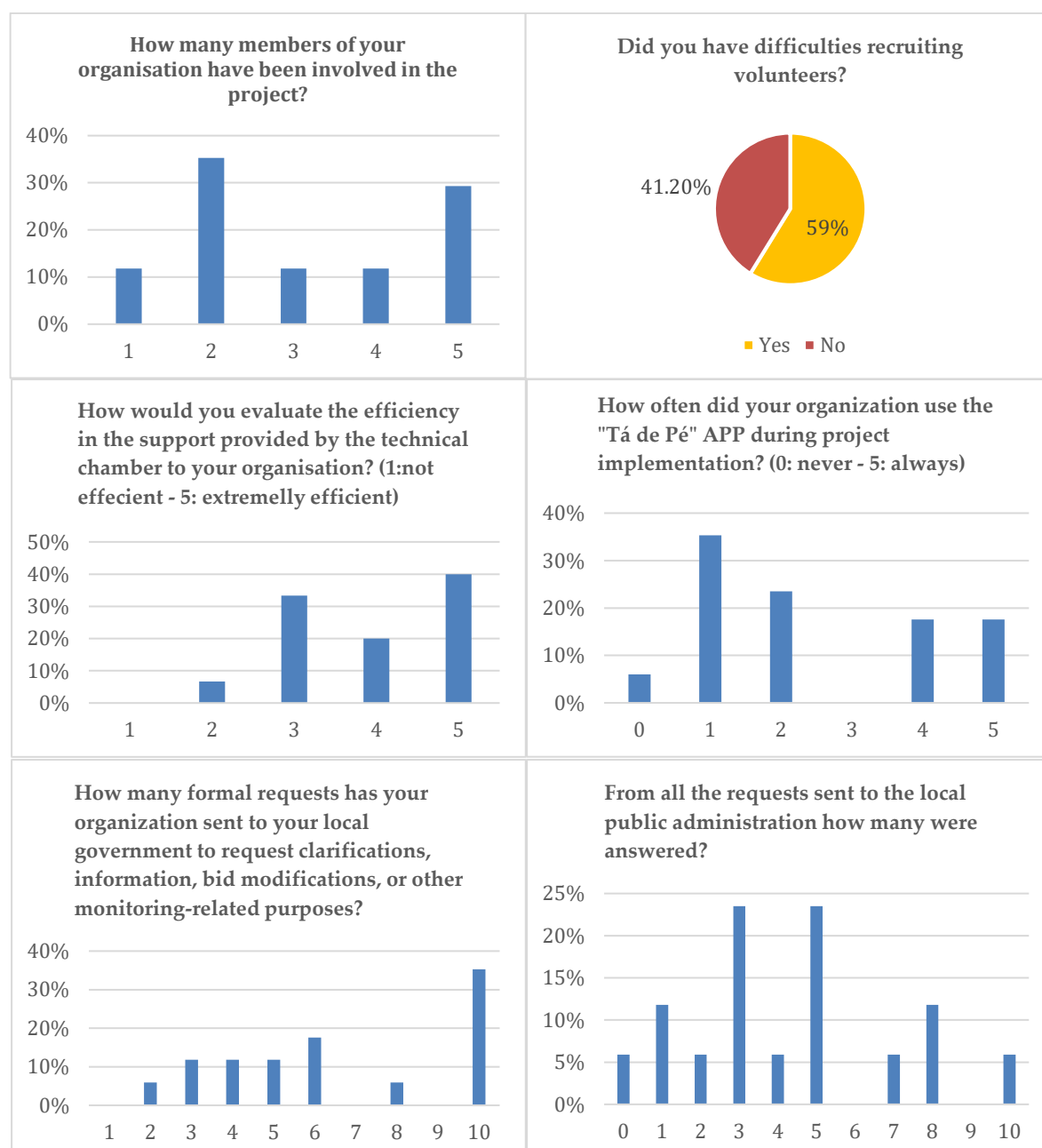
ANNEX 2: EVALUATION QUESTIONS

DAC criterion	Evaluation Question	Related sub-questions
Relevance:	Adequacy: Were the objectives of the project in line with the needs and priorities of the target beneficiaries?	<ul style="list-style-type: none"> What were the needs and priorities of the target communities and CSOs?
	Alignment: Was the project clearly within stakeholders' mandate and congruent with their strategic framework?	<ul style="list-style-type: none"> How does the project is aligned with the strategic guidelines and priorities of your organization? Did the project design promote alignment and synergies with parallel google funded project?
	Design: Were the project activities/outputs adequate to make progress towards the project outcome? Were risks appropriately identified by the project?	<ul style="list-style-type: none"> Were the outputs well designed to achieve the intended outcomes? Would you change any of these outputs? Was there any verified risk that wasn't initially foreseen?
Effectiveness:	Was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> 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?
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? To what extent the Implementing Agency fostered coordination and achieved synergies with other on-going initiatives (e.g. google prize project)
Impact	(Outcome 1) To what extent has the project contributed to enhance the network of local CSOs?	<ul style="list-style-type: none"> To what extent the project had an impact on the access to education in Brazil in those specific communities?
	(Outcome 2) To what extent has the project contributed to increasing the capacity of local CSOs?	
	(Outcome 3) To what extent has the project contributed to increasing the collaboration between civil	

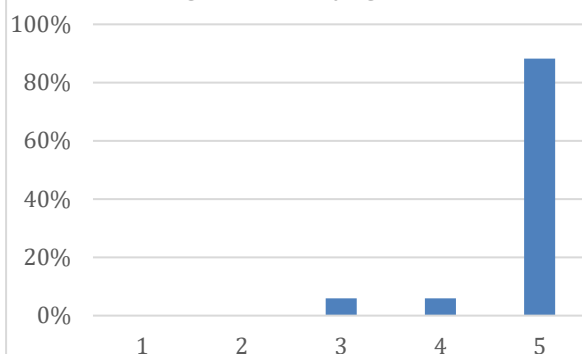
	society and Federal Government in elaborating, monitoring and controlling public policy for infrastructure in education?	<ul style="list-style-type: none"> • To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization?
Sustainability	To 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"> • Are the involved parties willing and able to continue the project activities on their own after the project conclusion?
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.)? • To what extent was this project innovative?

ANNEX 3: SUMMARY OF ONLINE SURVEY

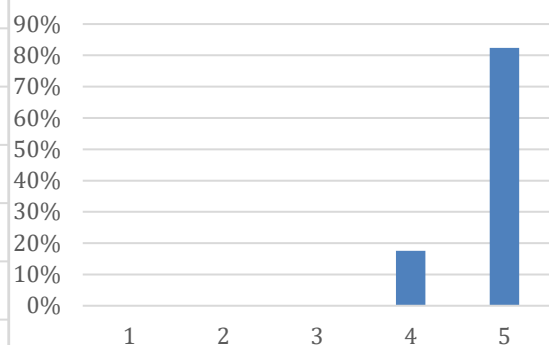
This Annex presents the compiled data and the most relevant questions of the online survey responded by 17 CSOs representatives, from 02/12/2019 to 22/12/2019.



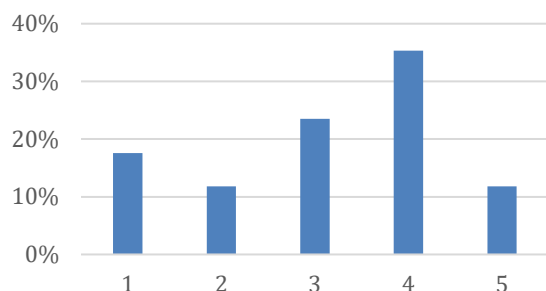
"My Organisation is able to autonomously write formal requests to the local administration requesting clarification regarding irregularities observed in the bidding processes and construction of schools and nurseries."
(1:don't agree - 5: totally agree)



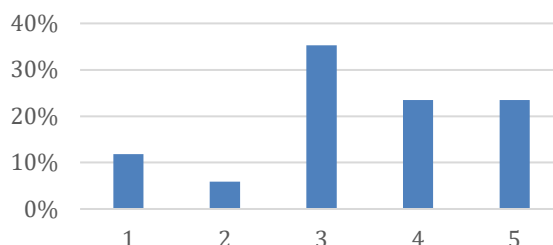
How would you evaluate the support provided by the Implementation Agency (TB) to your organisation during the project? (1:very weak - 5: excellent)



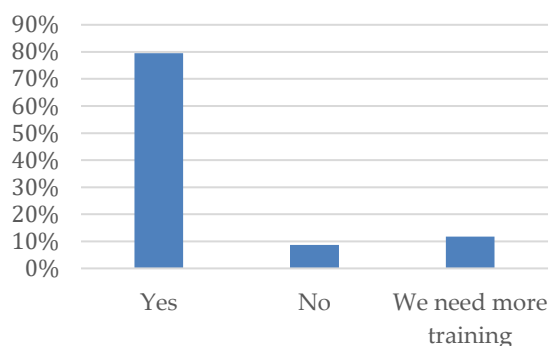
How would you evaluate the collaboration between your organisation and the local authorities? (1: very bad - 5: excelent)



To what extent do you agree with the following statement: "The project has contributed to improve the access to public education in my municipality." (1: don't agree - 5)



Do you believe that your organisation will be able to continue the work of controlling and monitoring of public funds allocated to education?



ANNEX 4: DOCUMENTS REVIEWED

Project Specific

- Project Document
- Project Document Annex 1: Results framework of the project
- Project Document Annex 1.2: Work plan
- Project Document Annex 2: Detailed Budget of the Project
- Narrative Midterm report
- Narrative Final Report
- Closure checklist
- Final Financial Utilization Report
- Final Financial Utilization Report – justification for expenditure deviations
- UDF-15-BRA-681 Milestone verification Report
- Annexe 1: 1st and 2nd Network Meeting Report
- Annexe 2: Baseline survey
- Annexe 3: Sample of analyses by the Technical Chamber
- Annexe 4: Example of online courses content
- Annexe 5: Outreach event- selected photos
- Annexes 6-12: Training modules course plan
- Annexe 6-12: Training modules contents
- Annexe 13: Checklists for monitoring

Materials published in the framework of the project

- *Monitoring of federally funded schools and nursery facilities*, in [https://www.transparencia.org.br/downloads/publicacoes/18082018_relatorioOT%20\(1\).pdf](https://www.transparencia.org.br/downloads/publicacoes/18082018_relatorioOT%20(1).pdf)
- *Positive impact stories for qualitative assessment*, Transparência Brasil, in <https://www.transparencia.org.br/downloads/publicacoes/Resultados%20positivos%20EN.pdf>
- *The challenges in the construction of nurseries and schools in Brazilian municipalities*, Transparência Brasil, in <https://www.transparencia.org.br/downloads/publicacoes/Obra%20Transparente%200706.pdf>

Other sources

- *UNICEF 175 million children lack access to nurseries and preschools worldwide*, in <https://nacoesunidas.org/unicef-175-milhoes-de-criancas-nao-tem-acesso-a-creches-e-pre-escola-no-mundo/amp/>
- *Prochildhood Program*, National Education Development Fund (FNDE), in <https://www.fnde.gov.br/index.php/programas/proinfancia/sobre-o-plano-ou-programa/funcionamento>
- *59% of federally funded schools and nurseries facilities have delivery problems*, Transparência Brasil, in https://www.transparencia.org.br/blog/wp-content/uploads/2018/12/Relatorio_campanha-TdP_08112018.pdf

- *Brazilian Social Observatory Uberlândia receives Republic Prize of the Federal Public Prosecution Service*, in <http://uberlandia.osbrasil.org.br/>
- *Integrated Monitoring, Execution and Control System (SIMEC), National Education Development Fund (FNDE)*, in https://www.fnde.gov.br/fnde_sistemas/simec
- *Transparency and social control in public management: performance and contributions of social observatories in Brazil*, Jovana Zanetti e Osmar Antonio Bonzanini, March 2019, in www.osbrasil.org.br
- *Evaluation Report (n.80) on the Implementation of Government Program Implementation of Schools for Early Childhood Education*, Ministry of Transparency and General Comptroller Office (CGU), in <https://auditoria.cgu.gov.br/download/10722.pdf>
- *Law enforcement of Access to Information Act in the Federal Public Administration*, Ministry of Transparency and General Comptroller Office (CGU), in <https://www.cgu.gov.br/Publicacoes/ouvidoria/arquivos/aplicacao-da-lai-2019.pdf/view>
- *Diagnóstico de efetividade de pedidos via LAI para nível local e o impacto no controle social*, Transparência Brasil, May 2019, in https://www.transparencia.org.br/blog/wp-content/uploads/2019/05/Diagnostico_TdP_OT_LAI_2019.pdf
- *Report on the 2nd cycle of monitoring the goals of the national education plan – 2018*, Ministry of Education and Culture, in <http://pne.mec.gov.br/publicacoes?start=10>
- *Programme Country for the Federative Republic of Brazil*, UNDP, in <https://www.undp.org/content/dam/brazil/docs/publicacoes/undp-br-cpd-2017.pdf>
- *The Road to Results, Designing and Conducting Effective Development Evaluations*, Linda G. Imas, Ray Rist, The World Bank editions.

ANNEX 5: LIST OF PERSONS INTERVIEWED AND SITES VISITED

2 – 6 December	
Skype interviews with Project Team and Beneficiaries	
Project Manager	Bianca Mondo
CSO Araucária Representative	Marina Claudino
CSO Limeira Representative	Bruno Sampaio
CSO Pelotas Representative	Renato Tavares
CSO Uberlândia Representative	Vladimir Queiroz
9 December 2019 (São Paulo)	
Interviews with Local Authorities Representative and Transparência Brasil Project Officer	
Government Controlling Agency (CGU) Officer	Marcio Sobral
Tá de Pé Project Manager	Jessica Voigt
10 December 2019 (São José dos Campos)	
Interviews with Project Beneficiaries	
CSO Representative	Paulo Sampaio
CSO Volunteer	Lairton Correa de Souza
CSO Volunteer	Paulo Cardoso
CSO Jacaraí Representative	Ricardo Hammad
Interview with Project Team (São Paulo)	
Technical Chamber Expert	Celso Dias
11 December 2019 (Curitiba)	
Briefing meeting with OSB Team	
Deputy Country Director	Roni Enara
Program Officer	Kenia Dorl
Interview with Project beneficiary	
CSO Gravataí representative	Carla Silva
Interview with OSB Country Director	
	Ney Ribas
12 December 2019 (Taubaté)	
Interviews with Project Beneficiaries (CSO Taubaté Representatives)	
Volunteer	Marge Marcondes
Focus group with Local authorities and CSO Representatives	

Secretary of Education	Cláudio Brazão
Secretary of Education FNDE Supervisor	Luiza Miranda
Basic Education Coordinator	Avelina Granado
CSO President	Leila Roman
CSO Volunteer	Merge Marcondes
Focus Grupo with Local Authorities and Indirect Beneficiaries and CSO Representatives	
Nursey Director	Shirley Cândido
School Director	Michele Franco
Building engineer from Regional Department of Public Works, Taubaté	Saulo Jacot
Construction company employee	Erisvaldo Fernandes
Secretary of Education FNDE Supervisor	Luiza Miranda
CSO representatives	Leila Roman and Marge Marcondes
Interview with local Government Representative	
Secretary of Public Works, Taubaté	Bebibano Silva
Interview with Grantee Country Director	
	Manoel Galdino
13 December 2019	
Debriefing Meeting with Grantee Project Team	
	Manoel Galdino
	Juliana Sakai