

# Evaluation report

**Formative Evaluation of the Joint SDG Fund in Brazil, Building Better Lives through Integrated Early Childhood Interventions: Investing in the Happy Child Programme to Accelerate the Achievement of the SDGs in Brazil (2020-2022)**



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Evaluation implemented by

**movimentar**  
PROJECT MANAGEMENT & DATA SCIENCE

**movimentar GmbH**

**Project Management & Data Science**

Anne-Conway-Str. 1

28359 Bremen, Germany

Commercial register at the local court of Bremen

HRB 34102 HB

<https://www.movimentar.eu>



**Athenah**  
DESENVOLVIMENTO HUMANO E ORGANIZACIONAL

**Athenah Human and Organisational  
Development**

Rua Francisco Fontes, s/n - B. Jundiá

Anápolis/GO, Brazil

75.113-130

CNPJ: 26.298.625/0001-75

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*The core team involved in this evaluation was composed of Annalena Oeffner Ferreira, Carolina Clemens, Denise de Freitas Carvalho, Eduardo Wirthmann Ferreira, Érica Máximo Machado, Jailson Fulgencio de Moura, Luísa Wirthmann, and Maísa Vanderlei.*



## List of acronyms

ABC/MRE	Brazilian Cooperation Agency/Ministry of Foreign Affairs
ANDI	News Agency for Children's Rights
BPC	Continuous cash benefit
CAD	Child Development Assistance Committee
CDC	Care for child development
COVID	Coronavirus disease
CRC	Convention of Children's Rights
ECD	Early childhood development
GDPR	General Data Protection Regulation
HCP	Happy Child Programme
IBGE	Brazilian Institute of Geography and Statistics
JF	Joint SDG Fund in support of the HCP
JOF	Joint Operations Facility
LNOB	Leaving No One Behind
M&E	Monitoring and Evaluation
MoC	Ministry of Citizenship
NGO	Non-Governmental Organisation
ODL	Open and distance learning
OECD	Organisation for Economic Cooperation and Development
PBF	Bolsa Família Programme
PNI	National Immunisation Programme
PUNO	Participating United Nations Organisation
PwD	People with disabilities
RCO	Resident Coordinating Office
RNPI	National Network Early Childhood
SDG	Sustainable Development Goals
ToC	Theory of change
ToR	Terms of reference
UN	United Nations Organisation
UNCT	United Nations Country Team

UNDAF	United Nations Development Assistance Framework
UNDCO	United Nations Development Coordination Office
UNDP	United Nations Development Programme
UNEG	United Nations Assessment Group
UNESCO	United Nations Educational Organisation, Science and Culture
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
WHO	World Health Organisation

# 1 Facts and figures

## 1.1 Key facts and figures of the Joint Programme

The main facts related to the partnership of the United Nations in Brazil with the Brazilian government, through the Joint SDG Fund **Building Better Lives from Early Childhood: Supporting the Happy Child Programme to Accelerate the Achievement of the SDGs in Brazil**<sup>1</sup> verified during the period of its formulation (2019) and implementation (2020-2022) are presented below:

- Start date: 6 January 2020.
- End date: 31 March 2022.
- The Happy Child Programme won the world's leading award in the field of innovation for education, the Wise Awards 2019, during the World Innovation Summit for Education in Qatar.
- Budget (Joint SDG Fund contribution): USD 2,000,000.00
- Overall Budget (with co-financing): USD 2,646,400.00
- Total expenditure (until 31 March 2022): USD 1,746,624.00 (66%).
- Total committed (until 31 March 2022): USD 2,408,224.00 (91%).
- Start of the COVID-19 pandemic in Brazil: March 2020.
- Three changes in the management team of the Ministry of Citizenship (MoC) during the formulation and implementation of the Joint SDG Fund (JF).
- Three changes of UN System Resident Coordinator in Brazil during the JF formulation and implementation period.
- The Happy Child Programme is a priority in the Multi-Year Plan 2020-2023.
- Budget cut in the Happy Child Programme of approximately R\$ 200 million, equivalent to USD 40 million (September 2020).
- Closure of the Criança Feliz portal for the registration of new municipalities: July 2020.
- Reopening of the portal of the Happy Child Programme: November 2021.
- 3,026 municipalities are part of the Happy Child Programme (31 March 2022)<sup>2</sup>.
- 1,351,697 families visited (April 2022).
- 1,657,038 beneficiaries, with 1,319,744 children and 337,294 pregnant women served by 31 March 2022 (HCP baseline: 600,000 beneficiaries).
- Outcome 1: Increase the existing social protection scheme by doubling the number (adding 1 million children) to the Happy Child Programme through integrated multi-sectoral policies that accelerate the achievement of the SDGs. The rate of achievement of the result/target as of 31 March 2022 was 95%.
- Outcome 2: Improved sustainability of results by increasing human capacity at local level and introducing automated platform (AI) solutions. The rate of achievement of the outcome/target as of 31 March 2022 was 86%.

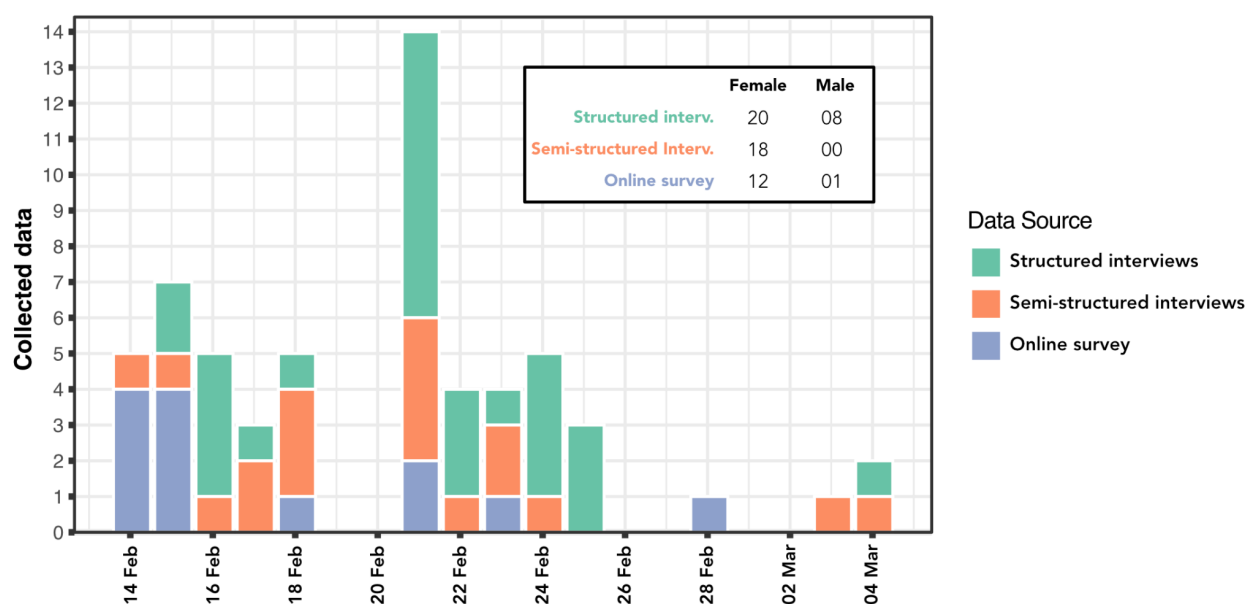
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<sup>1</sup> Source: Website of the Ministry of Citizenship. <https://www.gov.br/cidadania/pt-br/acoes-e-programas/crianca-feliz>

<sup>2</sup> Source: Website of the Ministry of Citizenship. <https://movimentar.co/3lCtsGi>

## 1.2 Key facts and figures of the evaluation

- **Data-collection period:** 14 February to 4 March 2022
- **Online survey:** 13 interviews
- **Structured interviews:** 28 interviews
- **Semi-structured interviews with key informants:** 18 interviews



### Document analysis:

- Project document (PRODOC) signed.
- Portal of the Happy Child Programme (<http://cidadania.gov.br/criancafeliz/campanha/>).
- Initial and final reports of the Assessment of the United Nations Sustainable Development Partnership Framework for Brazil (2017-2021)<sup>3</sup>.
- Quarterly reports of the Joint Programme for the first three quarters of 2020.
- Biannual report on the implementation of the Joint Programme: Portfolio on Integrated Policy for LNOB (*Leave No One Behind*) and Social Protection. Deadline: 30 June 2020 (Q1 and Q2 2020).
- Biannual report on the implementation of the Joint Programme: Portfolio on Integrated Policy for LNOB (*Leave No One Behind*) and Social Protection. Deadline: 30 June 2021 (Q1 and Q2 2021).
- Joint Programme Quarterly Report. Portfolio on Integrated SP and LNOB (Q1 and Q2 2021).
- Annual reports of the Joint Programme for the years 2020 and 2021.
- Reports produced by the consultancies contracted by UNDP and UN Women.

<sup>3</sup> Products produced by PLAN: Evaluation, Monitoring, and National Research.

## 2 Executive summary

This report presents the results of the formative evaluation of the Joint Programme *Building better lives through integrated early childhood interventions: Investing in the Criança Feliz<sup>4</sup> programme to accelerate the achievement of the SDGs in Brazil* (2020-2022), a partnership between the United Nations and the Government of Brazil, funded by the *Joint SDG Fund*.

The main objective of this evaluation was to account for the actions carried out and present the contribution of the Brazilian Programme financed by the Joint SDG Fund (hereafter abbreviated as Joint Fund or JF) to expand and increase the quality of the Criança Feliz Programme in Brazil. Additionally, the evaluation sought to: 1) identify the JF's contribution to the acceleration of the SDGs and to the UN reform through the analysis of aspects of the UN internal coherence to support strategies of this nature and 2) identify main lessons learned, best practices, and challenges. The evaluation was conducted from January to April 2022; data collection took place between 14 February and 4 March 2022. The Joint Fund was implemented by five United Nations organisations in Brazil (UNICEF as lead agency with UNDP, UNESCO, UNFPA, and UN Women) under the strategic supervision of the UN System Resident Coordinator's Office (RCO) and in partnership with the Ministry of Citizenship (MoC) and the Brazilian Cooperation Agency (ABC). This partnership sought to respond to the MoC's specific request to support the expansion and quality of the Criança Feliz Programme (CFP) with the aim of accelerating the results of the CFP by adding one million beneficiaries and 1,000 municipalities to the programme within two years, ensuring quality intersectoral approaches. The JF had the support and participation of additional partner institutions, which included private sector foundations and civil society.

The evaluation used a mixed-methods approach, triangulating quantitative with qualitative data-collection and data-analysis methods. For this report, formative aspects were assessed, identifying the contributions of the Joint Programme, yet it is not possible to make a statement about cause-effect relationships. Data were collected mainly through desk review, online survey, and key-informant interviews, using different data-collection tools. The assessment used a simple scoring system for each of the key questions<sup>5</sup>. The scores are supported by detailed information on the actual findings, the rationale behind the conclusions, key lessons learned, good practices, and recommendations.

The summary of the **main findings** by evaluation criterion is presented below. The evaluation results indicate the overall performance of the Joint Fund as 'very good', with a total score of 1.89 (on a scale from 1 [very good/high] to 5 [very bad/poor]), with Effectiveness, Coherence, and Impact (1.7 each) scoring the highest ('very good'). Relevance, Efficiency, and Sustainability were rated 'good' (2.0 each), thus being the criteria most in need of improvement (see summary table).

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<sup>4</sup> Criança Feliz is Portuguese and means "happy child".

<sup>5</sup> This scoring system and the key evaluation questions are based on EuropeAid's Results Oriented Monitoring methodology. EUROPEAID (2012) ROM Handbook. Available at: <https://europa.eu/capacity4dev/rom/>.

Scoring by evaluation criterion and type of source (1 = very good; 5 = very poor)			
Criterion	Evaluation team	Online survey	Structured survey
Relevance	2.0	2.2	1.6
Effectiveness	1.7	1.7	1.7
Coherence	1.7	2.0	1.6
Efficiency	2.0	1.8	1.5
Impact	1.7	1.9	1.6
Sustainability	2.0	1.9	1.9
<b>Overall score</b>	<b>1.9</b>	<b>1.9</b>	<b>1.6</b>
<b>General assessment</b>	<b>good</b>	<b>good</b>	<b>very good</b>

**Relevance.** The support from the Joint Fund was aligned to the needs of the beneficiaries and provided complementary support to the set of policies and programmes for the promotion of early-childhood development and social protection. The JF contributed to the response to the pandemic-related needs in a flexible manner and with good adaptive capacity. However, issues about the adopted strategy were raised and may be explained by the discrepancy between the guidelines initially defined by the Criança Feliz Programme and the methodological approaches brought in by the UN system. The initial challenges for dialogue and articulation stimulated the search for alternatives by the UN system. The dialogue between members of the PUNOs and the interlocutors of the Ministry of Citizenship was constant. This resulted in the production of subsidies for the improvement of the Criança Feliz Programme, such as the greater targeting of beneficiary groups, based on evidence, which resulted in the production of EAD courses for the CFP caregivers. Other weaknesses that were identified: a) low targeting of people with disabilities, who had no direct actions defined in the project but were targeted in a transversal way, and b) the indirect participation of beneficiaries through representative organisations and consultations with frontline implementers and beneficiaries.

**Coherence.** The JF was able to reflect synergies around the issue of early childhood development and its intersectoral character. Its coordination team worked systematically to overcome the constraints imposed by the pandemic and maintained the coherence and implementation of the programme as well as the communication between PUNOs and the MoC. The JF Annual Work Plans for the implementation of PRODOC were defined annually and jointly between the UN and the government. The alignment of the JF with the SDGs is understood as an example for working with the SDGs in an integrated manner. The alignment with relevant international normative frameworks for gender equality and women's rights guided the transversality of the approach and was reflected in the outputs. The joint work was strengthened mainly by the quality of the technical dialogue and the



coordination performed by the lead agency with the PUNOs to avoid overlaps and leverage contributions. This was positive and helped to ensure the complementarity of actions and outputs among the involved agencies, with emphasis on the strategic and political coordination role played by the RCO.

**Effectiveness.** The Joint Fund results were achieved as planned. Outcome 1: “Increase the existing social protection scheme by doubling the number (adding one million children) to the Criança Feliz Programme through integrated multi-sectoral policies that accelerate the achievement of the SDGs” achieved 95% programmatic implementation and 82% (31 March 2022) financial implementation. One of the main indicators of this result, to increase by one million the number of beneficiaries of the CFP (baseline was 600,000), reached 1,657,038 beneficiaries – 1,319,744 children and 337,294 pregnant women – at the end of the JF. The target of increasing adherence by municipalities was hampered because the system for adherence, managed by the Ministry, was closed for the most parts of 2020 and 2021. Outcome 2 (improving the sustainability of CFP results by increasing human capacity at the local level and introducing automated platform solutions) achieved 86% of its targets, which included the pilot use of an innovative solution supported by the RCO and the *UN Development Coordination Office* (UNDCO): the real-time monitoring Rapid Pro Chatbot, used to obtain information on CFP implementation and to bring evidence for improving the CFP’s approach to vulnerable groups. Another goal achieved under Outcome 2 was the support for the development of the new online platform, which was an innovation for open and distance learning (ODL) for the Ministry of Citizenship and not only for the CFP. The platform will offer more than 40 online courses to improve the skills of professionals working in the MoC; the JF has developed four courses on issues related to the Leave-No-One-Behind principle (LNOB). An unexpected positive result achieved by the JF as a result of the pandemic was the adaptation of CFP activities to the virtual/digital model. The adaptive capacity of the JF was an outstanding factor. Other positive factors identified in the evaluation were the technical coordination of the JF, which avoided overlaps and promoted the integration of actions and the horizontalisation of decisions. All these positive factors reflected directly on the effectiveness of the joint approach through the strengthening of the complementarity of expertise between the agencies and greater robustness of the products delivered.

Some factors deserve attention despite the success of the joint approach, such as the promotion of greater integration among agencies, which was even mapped as a risk in the programme document but was not constituted as such. The information supply and output decision flows need to be reviewed and agreed upon so that they do not affect output delivery as it happened, where a consistent part of the output implementation such as manuals was compromised with no effective use during the implementation period of the JF, preventing inferences about its effectiveness and impact.

**Efficiency.** The analysis of the relationship between the results obtained and the resources implemented was not carried out in the evaluation as presented in the ToR, but efforts to save costs were observed, using the agencies’ own procedures or the *Joint Operations Facilities* (JOF). However, the demand for further streamlining of procedures to minimise operational and transactional costs was observed. Despite the negative impact of COVID-19 in Brazil, the JF was able to adapt and follow its implementation, its overall strategy was

maintained, and annual work plans were reviewed and adapted together with the Ministry of Citizenship. The evaluation results also indicate that the JF was managed efficiently in terms of its human and financial resources, organisational structure, governance, and transparency in resource management.

The JF intervention approach was considered more efficient compared to interventions by a single agency. However, there is still a need to: a) strengthen the links between agencies, and the SDG Fund approach can be a channel for this due to its programmatic nature; and b) the need for qualified and specialised inputs, as a privileged locus of action of the UN. The joint approach also enabled the contribution of smaller, more specialised agencies, making the UN system's contribution more robust. The internal coherence of the work of the UN team in Brazil, the efficiency of the UNCT, and the strategic coordination of the RCO are identified as success factors.

Spaces for improvement: i) adoption of online management and communication systems, with tools for more detailed and shared monitoring of actions, and ii) definition of responsibility for the coordination of communication and the roles of each agency to undertake more integrated and coordinated actions to maximise the dissemination of results.

**Impact.** Although impact assessment was not the focus of this formative evaluation, which would require a separate methodology, some inferences can be made regarding the potential impact of the JF. One of the main findings of the evaluation is that the JF succeeded in raising awareness on the topic of early childhood development in Brazil and social protection and in promoting new approaches for the development of technical capacities to provide differentiated services to vulnerable groups, especially after the pandemic and its consequences. Positive impacts generated by the JF are identified in the seven main SDGs involved in the area of early childhood: poverty, health, education, gender, work, inequality, and partnerships (SDG 1, SDG 3, SDG 4, SDG 5, SDG 8, SDG 10, and SDG 17). The integrated approach of the SDGs is a model to be observed. Another positive point was the attention given to intersectorality and capacity development, coupled with the integration of services related to early childhood despite the need for greater efforts for its monitoring and consolidation. The expansion of digital activities, due to the pandemic, ensured the maintenance of the JF and CFP actions, increasing communication with the caregivers and families and reducing the vulnerability of the most vulnerable against shocks and crises, especially in relation to the COVID-19 pandemic.

A weakness of the JF was the inclusion of people with disabilities, which was not the object of a specific JF action but a guideline. Gender issues, despite having been mainstreamed to the whole project and aligned with international references, could be strengthened through continuous dialogue and the production or systematisation of evidence. The monitoring surveys via RapidPro were seen as an innovative differential, but their results should still be interpreted with caution due to the sample sizes and the data-collection channels (Facebook/Meta only). Finally, it is important to mention the need to think about impact evaluations to measure the effectiveness of JF interventions and support as a way of providing more evidence on what actually works and what does not.

**Sustainability.** The positive evaluations on the sustainability of JF actions are mostly associated with the support to an already existing and somewhat consolidated government

programme. The JF interventions had the capacity to contribute to local capacity-building based on the published material. However, several products delivered were not actually implemented or used, and continuous access to the material produced and the stimulus to use the products, such as guides, courses, the EAD platform itself, or the communication and awareness-raising materials, would strengthen the sustainability of the CFP. Another strategic point when addressing sustainability is intersectorality, which also deserves special attention for its better structuring among and within the different subnational entities. Communication needs to be intensified and expanded to integrate the various available channels and be accessible to specific groups without fragmenting actions. Monitoring tools are fundamental in this context and should be used to correct directions in real time and to consolidate a more robust set of indicators.

An [exit strategy](#) for the JF, which could contribute to the consolidation of the effects achieved after the end of JF support, was not clearly observed, especially considering the risks of discontinuity of public policies in cases of change of government leaders. A strategy for sustainability could be elaborated in coordination with representatives of the beneficiaries, government at its various levels, other donors and partners of the CFP, and other financing partners, in addition to considering the constitution of a network to mobilise actors regarding the issues of early childhood and social protection.

Based on the discussions of the findings and the conclusions of the evaluation, the following is a summary of the **main recommendations** made:

**Recommendation 1:** The RCO, in planning its action in the country as a strategic and political coordinator, may consider the possibility of articulating the support of the UN system to policies, programmes, or strategic projects, where there are spaces for innovations or for the discussion of sensitive but essential issues for the country's sustainable development agenda.

**Recommendation 2:** It is recommended that the RCO intensify its efforts to promote greater integration and articulation among the various existing joint programmes, seeking to encourage complementarity among them and avoid overlaps.

**Recommendation 3:** It is recommended that UN system agencies participating in joint programmes be vigilant to promote greater integration between joint and bilateral programmes, wherever possible, with the aim of boosting and consolidating the joint approach in the country.

**Recommendation 4:** It is recommended that the RCO and the lead agency strengthen the technical coordination of the programmes with the maintenance of the already implemented monitoring on the results of the joint actions as well as the articulation between the agencies and the technical coordination.

**Recommendation 5:** It is recommended that [exit strategies](#) for joint programmes be developed in a *participatory manner*, ideally at the time of their formulation or at the very beginning of their implementation, to ensure continuity and sustainability.

**Recommendation 6:** Consider the execution of broader and more participatory needs studies for the formulation of the project/programme support or innovation strategy in addition to a baseline study.

**Recommendation 7:** It is suggested to modernise the information systems used for the management of the pooled funds and the adoption of management information systems in the cloud.

**Recommendation 8:** It is recommended to discuss and simplify the flows and deadlines for decision and approval of products with the partners, as well as the flows and deadlines for information request and delivery, at the beginning of the programme implementation, considering its feasibility and duration.

**Recommendation 9:** It is recommended to establish digital records of participants and feedback on activities, feeding databases through online/offline forms in tools such as KoBoToolbox, Survey123, ODK Cloud, or ONA, as a way to support the facilitation of the reporting and monitoring processes of the activities as well as the usefulness of the products in complementation to the processes currently being implemented via RapidPro/Facebook.

**Recommendation 10:** Consider structuring a monitoring system that involves strategic levels of monitoring and decision-making.

**Recommendation 11:** Consider greater investment in fostering and strengthening spaces for communication, dialogue, and visibility of the achievements obtained by decision-makers and supporters (external funders, government institutions, civil society, among others) in order to increase institutional, political, and financial sustainability for future interventions.

**Recommendation 12:** Consider strengthening the coordination of joint programme communication in association with the implementing agencies, based on strategic planning that defines the roles and responsibilities of the agencies and on the integrated use of the various media available.

**Recommendation 13:** Adopt collaborative practices to include representatives of vulnerable groups and municipalities in planning and implementation activities of future joint programmes, which can be carried out through participatory planning and reporting workshops, public consultations or through needs assessment, to ensure that the demands and expectations of beneficiaries (especially the most vulnerable) are met to the possible extent and that adjustments in implementation can be made where necessary.

**Recommendation 14:** It is recommended that programmatic intersectorality be encouraged more intensively by the UNCT in coordination with the RCO as a guideline for all joint programmes and can be a strategic differentiator of joint UN approaches.

**Recommendation 15:** Strengthen the inclusion of issues that are sensitive to the UN system, such as attention to persons with disabilities, in a more focused way in the projects.

**Recommendation 16:** Consider further sensitising and mobilising men to the issues of participation in the care of children and the importance of early childhood, including the issue of overburdening women with family-care activities.

**Recommendation 17:** Dialogue with the Global Fund Secretariat is recommended to allow a duration longer than two years for future interventions.

**Recommendation 18:** It is recommended to suggest to the Joint SDG Fund Secretariat the possibility of conducting impact evaluations after programmes have been finalised in order

to verify that interventions are indeed able to generate evidence of what works and what does not.

**Recommendation 19:** Present and discuss the findings of this report with key stakeholders, especially civil society representatives and other possible supporters to identify ways forward and to ensure continuity and improvement of the interventions.

The evaluation also sought to identify the positive and negative lessons that reflect acquired processes, practices, decisions, and experiences, recording, whenever possible, the problems and solutions found. It is important to note that lessons learned and good practices are influenced by distinct contexts and actors and, therefore, generalisations should take into account these factors.

**Lesson learned 1.** The JF has been influenced by different contexts, and the main alternative found to strengthen the process of consensus-building and technical alignment was to intensify the more political dialogue between the Ministry, the RCO, and the UN agency representatives.

**Good practice 1.** Focus on systematic, technical, and evidence-based dialogue, involving key stakeholders at each level of articulation and decision.

**Lesson learned 2.** The effects of the COVID-19 pandemic, which interrupted the possibilities for in-person actions and strongly impacted JF actions, allowed the JF to demonstrate effective flexibility and adaptability to re-discuss and redefine with the Ministry several activities planned for the virtual modality.

**Good practice 2.** Flexibility, especially in adverse moments, is fundamental to be able to promote the necessary adaptations in projects and implementation instruments, especially when the prospect of increased risks for the most vulnerable people is real and immediate.

**Lesson learned 3.** The implementation time of the JF suffered direct impacts, both by the pandemic and by the discussion and approval flows of the products. Part of the products developed was not actually used during the JF period of implementation, preventing their follow-up and a better understanding of their possibilities.

**Good practice 3.** Ensure the necessary time to implement the products developed in order to minimally understand and measure their effects so that they can make the interventions more and more effective and subsidise new cooperation based on what really works and how.

**Good practice 3.1.** At the beginning of the implementation it is important to agree with the partners on the flows and times of the production of the information to be used as well as the flows and times for approval of the products, which should be monitored and reviewed on an ongoing basis with reference to the need for them to fit within the project duration.

**Lesson learned 4.** The support to an already existing public policy or programme proved to be effective and with potential for greater sustainability of its results, despite the difficulties in intervening and providing the qualification of already existing approaches and methodologies or even contributing new methodologies or innovations.

**Lesson learned 5.** The design of the JF did not favour more participatory approaches for its planning or implementation, relying on actions that involved civil society organisations or organisations representing specific segments and involved with the CFP in its initiatives. In the implementation context, the participation of CFP operators and beneficiaries was strategic through direct consultations via chatbots to collect the necessary inputs for alignment and adjustments.

The use of chatbots to conduct surveys proved to be efficient and effective for the production of subsidies for decision-making. However, it should be extended to other channels besides Facebook (e.g., SMS and WhatsApp) for a greater reach and generation of more relevant data considering the visiting team members and also the benefited people.

**Lesson learned 6.** The RCO acted as strategic and political coordinator. Its performance in the process of articulation between agencies was recognised, especially in the support given to technical coordination and in the composition of the performance with the coordination and lead agency, in this case UNICEF. The performance of the RCO was also pointed out as a differential in the political articulation with the Ministry.

**Lesson learned 7.** With the interrupted face-to-face interaction it was important to create alternative channels to train the communicators who work in the municipalities. The new channels that started to be used enabled a more continuous communication that can be used for other purposes.

**Lesson learned 8.** The joint action of the UN agencies is seen as a factor that gives 'weight' to the interventions at the same time that the agencies reinforce each other technically. One of the factors responsible for the greater effectiveness of the joint approach was the technical coordination that sought to integrate the actions, not only programmatically but also the procedures for the operationalisation of the products.

**Good practice 8.** Effective technical coordination, with the promotion of programmatic and operational integration, is fundamental to promote joint action among the agencies.

**Good practice 8.1.** The horizontalisation of decisions, with transparency and permanent exchange of information, strengthened the joint action of the UN agencies and the effectiveness of technical coordination.

**Good practice 8.2.** Associated with joint action is the complementarity that can be promoted between joint and bilateral programmes of each of the UN agencies with their partners.



## 3 Introduction

This document presents the results of the *formative evaluation of the Joint SDG Fund (JF) – Building Better Lives through Integrated Early Childhood Interventions: Investing in the Happy Child Programme to Accelerate the Achievement of the SDGs in Brazil*, conducted from 14 February to 4 March 2022. This evaluation, commissioned by representatives of the JF Steering Committee together with the Resident Coordinator's Office (RCO) and the United Nations Participating Organisations (PUNO), in response to the *Joint SDG Fund's* requirement to include an external evaluation process at the end of the JF implementation in Brazil, was developed and implemented by movimentar GmbH and Athenah Desenvolvimento Humano e Organizacional. The Joint Operations Facility of UN Brazil commissioned the evaluation. The evaluation report relied on the support and dedication of the team involved in the evaluated programme and partners at different moments of the evaluation process, from the provision of documents for programme review and research to data collection and analysis: UNDP, UNESCO, UNFPA, UNICEF, UN Women, World Bank, Ministry of Citizenship, Office of the Resident Coordinator (RCO), Ministry of Citizenship (MoC), Brazilian Cooperation Agency of the Ministry of Foreign Affairs (ABC/MRE), National Early Childhood Network (RNPI), News Agency for Children's Rights (ANDI), Bernard Van Leer Foundation, Maria Cecilia Souto Vidigal Foundation, among others.

### 3.1 The programme

Brazil has a population of 213 million people, with 17% children aged 0 to 12 years old<sup>6</sup>. The legislation regarding child protection is advanced. The Statute of the Child and Adolescent (ECA) – Law nr. 8.069, from 1990, creates a guarantee system of rights and of government and civil society institutions for the formulation, monitoring, social control, and policy attention to children and adolescents. National statistical data and qualitative analysis have improved significantly in recent years, enabling a better view of the living conditions and development of Brazilian children. It is known that Brazil has achieved important indicators due to the extinct Bolsa Família Programme (PBF), a social programme that provided income transfer to the most vulnerable families in the country, reaching more than 14 million people; it ended in October 2021 and was replaced by the Brazil Aid Programme launched in November 2021. With this, the numbers of improved health and education have advanced, for example, in the increased number of prenatal exams for pregnant women.

Despite the success of the PBF, some indicators show challenges in early childhood development (ECD), such as the Food Insecurity Index at the household level, calculated by the Brazilian Institute of Geography and Statistics (IBGE), in which 36.7% households were placed in some category of food insecurity<sup>7</sup> between 2017 and 2018. According to a UNICEF

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<sup>6</sup> IBGE – Educa: Profile of children in Brazil, accessible at:

<https://educa.ibge.gov.br/criancas/brasil/2697-ie-ibge-educa/jovens/materias-especiais/20786-perfil-das-criancas-brasileiras.html>

<sup>7</sup> Family budget survey 2017-2018: Analysis of food security in Brazil/IBGE, Coordenação de Trabalho e Rendimento. Rio de Janeiro: IBGE, 2020.

report<sup>8</sup>, since the beginning of the COVID-19 pandemic, the most vulnerable population groups during the pandemic have also been the most affected in nutrition, whether by increased consumption of processed foods or by hunger, given the soaring prices for essential foods in Brazil, such as rice and beans<sup>9</sup>. This new food approach of industrialised products negatively impacts exclusive breastfeeding in the first six months of life, as recommended by the WHO and UNICEF, reaching indexes of up to four months for new-borns. It should be considered that the COVID-19 pandemic significantly affected the welfare of children, since the closure of day-care centres and public schools affected early childhood education and school feeding, with special impact on mothers from low-income families, who need the assistance of these institutions to work, for example.

Given this scenario, the Brazilian government has intensified the implementation of public policies for early childhood in accordance with the Early Childhood Legal Framework (Law 13.257, 2016). The biggest challenge for Brazilian policy and the source of most problems regarding the guarantee of children's rights, is social inequality. According to UNICEF's 2018 report<sup>10</sup>, 6 out of 10 Brazilian children and adolescents live in multidimensional poverty. The same report points out that children and adolescents aged 0 to 17 face deprivations in access to adequate livelihoods, access to water and sanitation. Poverty in Brazil is greatest among children, a trend observed internationally, according to the most recent report Synthesis of Social Indicators of Brazil<sup>11</sup>. Among those aged up to 14 years, 8.9% were extremely poor and 38.6% poor. Moreover, the increase in the number of babies born to mothers under the age of 15 ended up being a consequence of the lack of comprehensive assistance to the vulnerable population. The challenges faced by Brazil in relation to child protection are great but have been studied and treated as a priority in recent years. Current government programmes aim to eradicate discrimination based on sex, race/colour, family status, economic condition, and geographical location.

The Happy Child Programme (HCP), focused on pregnant women, caregivers, children and the promotion of parenting, is among the most cost-effective programmes for promoting children's full development. The HCP, implemented by municipalities, is based on eligibility criteria linked to the Unified Registry for Social Programmes from the Federal Government (CadÚnico). It focuses on the most vulnerable and excluded families, pregnant women, and children up to 3 years old registered in CadÚnico or children with disabilities up to 6 years old, beneficiaries of the Continuous Cash Benefit (BPC), and children up to 6 years old living outside family care, focusing efforts on Leaving No One Behind (LNOB). By mid-2019, the

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<sup>8</sup> UNICEF: Nutrition in early childhood: Insights, practical attitudes of bolsa família beneficiaries, accessible at: [alimentacao-na primeira-infancia conhecimentos-atitudes-praticas-de-beneficiarios-do-bolsa-familia.pdf](https://alimentacao-na-primeira-infancia-conhecimentos-atitudes-praticas-de-beneficiarios-do-bolsa-familia.pdf) (unicef.org)

<sup>9</sup> Agência Brasil: Consumption of ultra-processed food grows in pandemic, accessible at: <https://agenciabrasil.ebc.com.br/saude/noticia/2020-11/consumo-de-alimentos-ultraprocessados-cresce-na-pandemia>

<sup>10</sup> UNICEF: [Well-Being](https://www.unicef.org/brazil/files/Well-being-and-multiple-deprivations-in-childhood-and-adolescence-in-brazil.pdf) and Multiple Deprivations in Childhood and Adolescence in Brazil, accessible at: [Well-being-and-multiple-deprivations-in-childhood-and-adolescence-in-brazil.pdf](https://www.unicef.org/brazil/files/Well-being-and-multiple-deprivations-in-childhood-and-adolescence-in-brazil.pdf) (unicef.org)

<sup>11</sup> Synthesis of social indicators: Analysis of the living conditions of the Brazilian population: 2021 / IBGE, Population and Social Indicators Coordination. Rio de Janeiro: IBGE, 2021. 206 p.: il. (Studies and Researches. Informação Demográfica e Socioeconômica, ISSN 1516-3296; n. 44).

Programme had about 600,000 children living in 2,622 municipalities (47% of all Brazilian municipalities). Still, the HCP had an ambitious target of reaching two million beneficiaries in three years.

In this context, the UN in Brazil in partnership with the MoC designed the programme *Building Better Lives from Early Childhood: Supporting the Happy Child Programme to Accelerate the SDGs in Brazil*, which was presented by the Brazilian government to the United Nations Joint Fund. The Brazilian proposal competed with over 114 countries and was among the 35 countries selected to receive the Fund. The programme aimed to support the Brazilian government to expand the number of HCP beneficiaries by adding 1 million more children and at least 1,000 municipalities – among all eligible municipalities – to the HCP in two years, in addition to strengthening the quality of the programme by supporting the qualification of professionals and the multi-sectoral intersection with other social policies, thus helping Brazil to accelerate the achievement of the SDGs.

To support the scale-up of the HCP, the JF envisaged the development of a communications plan, based on the UN's convening power and policy neutrality, to make the case for the importance of municipalities joining and retaining HCP membership, with a focus on the most challenging geographical areas. In addition, the JF focused on reducing geographical inequalities by reaching out to hard-to-reach communities and concentrating on strengthening stakeholders in the poorest municipalities. In the same vein, support to multisectorality was also provided through the expertise of the PUNOs involved in the JF, as they developed with and for the government evidence-based solutions for the promotion of interactions between social policies related to children and their caregivers.

To support the increased quality of the HCP, the JF has invested in technology-based solutions to support capacity development services and case management for frontline workers, with the rationale of reaching the most vulnerable without leaving anyone behind. The development of training materials and courses, focusing on professionals who directly serve families, seeks to improve the delivery of public policy by better meeting the needs of these most vulnerable groups. The JF has also ensured that the programme includes assistance and support for caregivers, who are mostly women, highlighting the importance of recognising the value of care work, which is mostly unpaid, and the redistribution of care work within the family and between men and women, in order to address the specific challenges of women as the primary caregivers of children. These challenges include economic dependency, reduced education and political participation, social isolation, and violence. The activities have promoted recognition of women's care work within families, promoted its reduction and, at the same time, increased the participation of men and boys, strengthening the state's response to the needs of children and pregnant adolescents and adolescent mothers.

The acceleration of HCP expansion has particular significance in the current Brazilian context. Since 2014, Brazil has experienced an economic crisis in which poverty and unemployment have increased, affecting millions of people, especially young children from vulnerable families. In the midst of this crisis, some policies and programmes have suffered substantial financial cuts by the government. Without additional investment and social support, this situation may compromise the achievement of the SDGs in Brazil. The PUNOs recognise that in this scenario, a continuous cash-transfer programme coupled with a

programme that strengthens the childcare capacities of parents/caregivers can have a significant impact on the structural causes of poverty and act as a protection for children, which is and will be reflected later in their lives and in society.

The JF is expected to contribute in the medium and long term to accelerating the achievement of the SDG targets through the HCP, designed based on scientific evidence that confirms ECD as a unique opportunity for children to reach their full potential, breaking the cycle of poverty and contributing to the achievement of equity, to boost shared prosperity and sustainable and inclusive growth. ECD is an essential part of the SDGs and strategic for transforming the world by 2030, linked to specific targets in SDG 1 – Eradicate poverty, SDG 3 – Quality health, SDG 4 – Quality education, SDG 5 – Gender equality, and SDG 10 – Reduce inequalities.

The JF in Brazil also recognizes the potential of the HCP as a national strategy for early childhood development “to stop the vicious circle in which violence, malnutrition, and poverty affect early childhood and compromise the future of generations, limiting opportunities for a large part of the population”, as presented in the first Voluntary National Report on the SDGs in 2017. By supporting the expansion of the HCP and the development of the quality of the programme, the JF seeks to facilitate its sustainability after the two-year period, taking into consideration that it is a federal government programme and that there is an Early Childhood Legal Framework.

### 3.2 Intervention logic

The programme “Building Better Lives through Integrated Early Childhood Interventions: Investing in the Happy Child Programme to Accelerate the Achievement of the SDGs in Brazil”, financed by the Joint SDG Fund, was created to support the expansion and quality improvement of the HCP: a federal social protection programme that aims to reach vulnerable families/caregivers in Brazil through home visits to support families in strengthening bonds and the cognitive, emotional, and social development of their children as well as promoting intersectorality. The HCP is an innovative and proactive programme based on scientific evidence that shows that early childhood development is one of the best ways for a country to jointly prosper, expand equitable opportunities, end extreme poverty, and accelerate the achievement of the SDG goals. The HCP is connected to the Bolsa Família Programme, currently named Auxílio Brasil – one of the largest conditional cash transfer programmes in the world – targeting the most vulnerable and excluded families<sup>12</sup> and focusing efforts on one of the premises of the 2030 Agenda to achieve the SDGs: “Leave no one behind”.

The joint programme, composed of five UN organisations (UNDP, UNESCO, UNFPA, UNICEF, UN Women) was formed from the existing partnership between the UN and the Brazilian Ministry of Citizenship (MoC) and answered to the MoC’s specific request to support the expansion and better qualification of the HCP. According to the last update of the federal

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<sup>12</sup> The families are selected according to their monthly income, with R\$ 210.00 being the line for poverty and R\$ 105.00 that for extreme poverty. Accessible at: [Receiving Brazil Aid - Portuguese \(Brazil\) \(www.gov.br\)](http://www.gov.br/receiving-brazil-aid-portuguese-brazil)

government website<sup>13</sup>, 2,934 municipalities are enrolled in the HCP, benefiting more than one million children. The JF was intended to accelerate results by adding 1 million beneficiaries and 1,000 municipalities to the programme in two years (2020-2022), promoting quality intersectoral approaches. The sustainability of the programme was thought to be driven by the Brazilian government's commitment to the HCP and the JF's legacy in investing in the development of technology-based solutions to support human capacity building at the local level in particular.

The main objective of the JF was to expand and increase the quality of the Happy Child Programme with the intervention logic being based on two outcomes and their respective outputs.

To achieve Outcome 1: "Increase the existing social protection scheme by doubling the number of beneficiaries (adding 1 million children) to the Happy Child Programme through integrated multi-sectoral policies that accelerate the achievement of the SDGs", governments and local managers were briefed on the SDGs and their link to early childhood development and the long-term benefits of adopting and implementing the HCP. Best practices of HCP implementation were identified and disseminated in order to provide implementers with useful solutions. It is expected that these actions will stimulate the enrolment and retention of municipalities in the programme. Also during this process, municipalities and their local committees were supported in their key role of integrating multi-sectoral policies through capacity building and planning support. To increase the quality and strengthen the ongoing capacity of municipalities to deliver public policies that meet the needs of young children and their families/caregivers, it is expected that the UN's multi-sectoral experience will help customise tools and training according to local needs.

Increasing the participation and retention of eligible municipalities in the HCP was expected to expand the number of families and children benefiting. Yet, advocacy and technical support to local governments and managers sought to raise awareness about the SDGs and their link to the ECD. By understanding the long-term benefits of adopting and implementing the HCP and the current ECD strategy, local authorities were expected to prioritise early childhood development, understanding their key role in the integration of multi-sectoral policies and the positive impact that this set of decisions could generate for beneficiaries.

To achieve Outcome 2: "Improved sustainability of results by increasing human capacity at the local level and introducing automated platform (AI) solutions", the programme developed the Real Time Monitoring (MTR) Rapid Pro chatbot – used together with the government to collect information on HCP implementation and assess the human capacity of HCP professionals. By December 2021, seven online surveys using MTR were conducted reaching professionals across the country. Another important output was the development of the new online Open and Distance Learning (ODL) platform for the Ministry of Citizenship (MoC), whose official launch took place in March 2022. The platform will offer over 40 online courses under the responsibility of the MoC to improve the skills of

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<sup>13</sup> The data were published on 4 September 2020 in "Happy Child Programme is present in almost three thousand municipalities". Accessible at: [Happy Child Programme is present in almost three thousand municipalities - Portuguese \(Brazil\) \(www.gov.br\)](http://www.gov.br/happychild/pt-br/assuntos/programa/programa-happy-child-e-presente-em-quase-3-mil-municipios)

professionals in national social policies, not only for the HCP. As part of this portfolio of 40 online courses, the JF developed four new online courses exclusively for HCP professionals (20,458 caregivers and 3,440 regional supervisors) on LNOB, focusing on “Specific traditional groups and communities (indigenous peoples, Roma, and Quilombolas)”, “Violence against women”, “Promoting balance in care work and shared responsibility between men and women”, and “Supporting pregnant women”. The guidelines on “Parenting to young parents” were delivered in December 2021. In a pandemic context and in a continental country like Brazil, online training represents an important mechanism to promote inclusion, reaching the most vulnerable in different regions and distant municipalities of the country.

In the JF intervention logic, gender and women's rights issues are dealt with transversally in all project actions and in all expected results from all programme agencies. The objectives, outcomes, outputs, and activities expected from the JF are presented in the following sections.

### 3.2.1 Objective, outcomes, outputs, and activities

The JF intervention logic is aligned with the UN Development Assistance Logical Framework 2017-2022 (UNDAF<sup>14</sup>) and the UN Joint Work Plan Brazil 2021-2022<sup>15</sup>:

1. Emphasise results related to access to quality public services (“People Pillar”): Municipalities mobilised and engaged on the issue of ECD and HCP implementation/expansion;
2. Manage social and economic inequalities (“Prosperity Pillar”): Increase the participation and retention of eligible municipalities in the HCP by expanding the number of beneficiaries;
3. Promote violence-free homes and human rights (“Pillar of Peace”): HCP professionals with improved ECD skills and capacities, providing the best support to families, women, and children benefiting from the programme;
4. Highlight the relevance of multilateral collaboration (“Partnership Pillar”): Improve intersectoral work between the HCP and public services offered to children and their families and caregivers, in particular women, in the municipalities.

Below are presented the objectives, outcomes, outputs, and activities of the Joint Fund, according to the programme proposal:

**General Objective and Expected Impact:** Needs of Brazilian children and their families and caregivers met, breaking the cycle of poverty, inequality, and violence, and having accelerated the achievement of the SDGs.

**Outcome 1:** Increase the existing social protection scheme by doubling the number of beneficiaries (adding 1 million children) of the Happy Child Programme (part of Bolsa Família) through integrated multi-sectoral policies that accelerate the achievement of the SDGs.

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<sup>14</sup> United Nations Development Assistance Framework, UNDAF.

<sup>15</sup> Joint Work Plan (JWP) 2021-2022.



**Output 1.1:** Municipalities mobilised on the issue of Early Childhood Development and in the implementation/expansion of the HCP.

**Activities:**

- Technical support to municipalities and states to prepare a contextualised Action Plan focused on early childhood (identification of good practices, definition of methodology, preparation of materials);
- Creation and distribution of material for the mobilisation of mayoral candidates on the issue of Early Childhood Development and SDGs;
- Creation and distribution of material to mobilise new mayors of eligible municipalities (not enrolled in the HCP) on the importance of investing in Early Childhood Development and joining the HCP;
- Participation in events for mayors and state governors to mobilise and advocate for ECD, SDGs, and the HCP;
- Involvement of local media with training of journalists, broadcasters, and communicators to promote and disseminate messages on the importance of ECD;
- Develop a multimedia campaign – focused on, but not limited to, social media – aimed at informing and empowering parents and carers about the importance of ECD.

**Output 1.2:** Good practices in the implementation of the HCP recognised by the UN system and disseminated to other municipalities.

**Activities:**

- Diagnose the best practices of HCP implementation;
- Provide UN recognition for municipalities with best practices in HCP implementation;
- Disseminate best practices for HCP implementation.

**Output 1.3:** Intersectoral work between the HCP and public services offered to children and their families and caregivers, particularly women, improved in the municipalities.

**Activities:**

- Produce a diagnosis of the state and municipal intersectoral committees;
- Produce materials to improve intersectoral assistance between the HCP and other public services;
- Prepare analyses to strengthen the roles of strategic HCP actors.

**Outcome 2:** Improved sustainability of results from increased human capacity at local level and the introduction of automated platform (AI) solutions.

**Output 2.1:** HCP professionals with improved ECD skills and capacities, providing the best support to families, women, and children benefiting from the programme.

**Activities:**

- Develop a training platform for the ongoing HCP Capacity Building Plan;
- Develop trainings for HCP professionals focusing on violence prevention, care work, and women's empowerment;
- Develop methodologies for home visits for girls, pregnant adolescents, and adolescent parents.

## 4 Methodology

The formative evaluation employed a participatory and consultative approach in which members of the *Joint Evaluation Management Group*, comprising representatives of the RCO, PUNOs, and the Ministry of Citizenship, had the opportunity to participate in the design, implementation, and analysis of the evaluation results.

The evaluation used a mixed-methods approach, both quantitative and qualitative, for the data collection and analysis. This type of approach is most commonly used in social sciences in complex and multidisciplinary contexts. It allows the phenomenon to be viewed and analysed from different angles, enabling the exploration of different perspectives and revealing sensitive issues, allowing connections and contradictions about the phenomenon to be identified. While quantitative methods can increase external validity and enable generalisations, qualitative methods explain the 'how' and 'why', contextualise and illustrate quantitative findings.

This evaluation relied on methodological triangulation, using different data-collection methods, thereby making the results more reliable and strengthening the conclusions, allowing for more robust and contextualised explanations, while reducing measurement biases of the sample (in this case, very small) and of the procedures adopted in the collection, such as interviewer interference.

For the preparation of this report, the formative aspects<sup>16</sup> were evaluated, identifying the JF contributions, but it was not possible to make any kind of statement on attributions (cause-effect relationships). The criteria analysed, as from the terms of reference, were relevance, coherence, sustainability, adequacy, effectiveness, efficiency, gender, and response to human rights. Data were collected mainly through an extensive desk review of existing reports, work plans, main outputs, and other documents, and through interviews with different key informants, including MoC representatives, UN member organisations, Resident Coordinators, among others, using different data-collection tools.

Structured interviews were conducted via telephone and videoconference, and semi-structured interviews via videoconference, by a team of interviewers trained by the evaluation team. An online form was used as a tool for data collection and was submitted to all key stakeholders, including all the previously mentioned categories. The use of the online questionnaire, despite the sample size, allowed increasing the size of the dataset, improving the quality of the analysis and the evaluation results from the strengthening of triangulation and the increase of external validity, which could be reinforced by the use of statistical algorithm (bootstrap) resampling to estimate the 95% confidence intervals for the average score obtained in the online survey and in the structured interviews. This technique allows generalising the results in a more judicious and statistically valid way.

The Office of the Resident Coordinator in Brazil supervised this evaluation, in compliance with the guidelines for an independent final evaluation and with a focus on gender and human rights issues. The overall evaluation of the achievements of the JF has benefited from the inputs provided by key stakeholders that are part of the programme. The

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<sup>16</sup> A formative evaluation aims to assess the progress of a project from the continuous collection of data before or during its execution.

structured and semi-structured interviews and the online survey sought to engage the following groups, as indicated in the terms of reference and validated with the evaluation focal points (RCO and technical coordination):

- (i) the resident agencies, funds, and programmes that make up the United Nations system in Brazil;
- (ii) the Office of the Resident Coordinator in Brazil;
- (iii) the Ministry of Citizenship (MoC);
- (iv) the Brazilian Cooperation Agency of the Ministry of Foreign Affairs (ABC/MRE), as the main counterpart of the United Nations system for international cooperation at the strategic level;
- (v) the National Early Childhood Network (RNPI);
- (vi) the News Agency for Children's Rights (ANDI);
- (vii) private sector organisations, foundations, and supporters of the HCP (including representatives of embassies of donor countries).

#### 4.1 Objectives of the evaluation

The main objective of this evaluation was to report on the actions conducted and present the contribution of the joint programme **Building Better Lives from Early Childhood: Supporting the Happy Child Programme to Accelerate the SDGs in Brazil**, supported by the Joint SDG Fund, to expand and increase the quality of the Happy Child Programme in Brazil. Additionally, the evaluation sought to 1) identify the contribution of the CP to the acceleration of the SDGs and to UN reform, through the analysis of aspects of the UN's internal coherence to support strategies of this nature; and 2) identify the main lessons learned, best practices and key challenges.

#### 4.2 Key questions

This evaluation follows the proposal to ask succinct questions focusing on the evaluation criteria. The key questions are based on the terms of reference and the OECD/DAC criteria. An equivalence table is available in the annexes, indicating which of the key questions address the sub-questions of the terms of reference. This table is important because the terms of reference included questions for the different sectors which do not follow the OECD/DAC evaluation criteria and international standards used in this evaluation. The key evaluation questions are presented below, ranked by evaluation criteria.

## **Relevance and design of the project**

- 1.1. How relevant and appropriate was the joint SDG fund considering the needs and priorities/policies on social protection at the national level and to the needs of the main vulnerable groups?
- 1.2. To what extent were the programme design, implementation, and management relevant for addressing the country's development priorities and challenges?
- 1.3. To what extent did the Joint Fund ensure the continuous participation of the vulnerable groups in its planning and implementation, including consultations through representative organisations?
- 1.4. To what extent did the design take cross-cutting issues sufficiently into account, particularly the inclusion of children and women with disabilities and disability-related, accessibility, and non-discrimination requirements?

## **Coherence**

- 2.1. To what extent were there synergies (or trade-offs) between the Joint Fund, other government actions, institutional strategies, and the policy scenario?
- 2.2. How closely is the Joint Programme aligned with the Sustainable Development Goals (external coherence)?
- 2.3. To what extent was the Joint Programme guided by the relevant international (national and regional) normative frameworks for gender equality and women's rights, UN system-wide mandates, and organisational objectives?
- 2.4. To what extent has the Joint Fund coordinated with PUNOs to avoid overlaps, leverage contributions, and catalyse joint work?

## **Effectiveness**

- 3.1. To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?
- 3.2. How well was the Joint Fund implementation adapted to the major external (e.g., Covid pandemic, political factors, etc.) and internal factors influencing the achievement or non-achievement of the objectives and results?
- 3.3. To what extent did the JF approach facilitate the achievement of results?
- 3.4. To what extent were participation and inclusiveness of rights holders and duty bearers maximised in the intervention planning, design, implementation, and decision-making processes?
- 3.5. To what extent did support to data collection and analysis, registries, and information systems feature disability (in accordance with the questions developed by the Washington Group or similar)?
- 3.6. To what extent did the Joint Fund promote the involvement and targeting of people with disabilities, in particular children and women, through their representative organisations?

3.7 To what extent have persons with disabilities, in particular children and women, been consulted through their representative organisations?

### **Efficiency**

4.1. How efficiently has the Joint Fund been managed in terms of its human/financial resources and organisational/governance structure?

4.2. How adequate was the joint management quality and efficiency? To what extent have the outputs been delivered on time?

4.3. To which degree has the joint approach of intervention been more efficient in comparison to what could have been done through a single-agency intervention?

4.4. To what extent did the Joint Fund contribute to enhancing UNCT (UN Country Team) coherence and UNCT efficiency (reducing transaction costs)?

### **Impact**

5.1. To what extent has the Joint Fund been contributing to accelerating the SDGs at the national level?

5.2. To what extent does/will the project have any indirect positive and/or negative impacts (i.e., environmental, social, cultural, gender, and economic)?

5.3. How well is the joint programme contributing to improving the early childhood development in Brazil?

5.4. To what extent has the UN system support to the Happy Child Programme contributed, or is likely to contribute, to reducing vulnerability of those most in need against shocks and crises, especially regarding the COVID-19 pandemic?

5.5. To which extent did the Joint Fund contribute, or is likely to contribute, to support inclusion of persons with disabilities via ensuring basic income security, coverage of health care and disability-related costs, rehabilitation and assistive devices, community support, access to inclusive early childhood development, education, and work/livelihood?

### **Sustainability**

6.1. To what extent has the strategy adopted by the JF contributed to the sustainability of results, especially in terms of “Leaving No One Behind” (support to the most vulnerable groups) and the social protection system?

6.2. To what extent has the Joint Fund supported the long-term buy-in, leadership, and ownership by the government and other relevant stakeholders?

6.3. How likely will the results be sustained beyond the Joint Fund through the action of the government and other stakeholders and/or UNCT?

6.4. How well is the project contributing to the institutional and management capacity of the Brazilian government?

6.5. To what extent have empowerment and capacity building of women, rights holders, and duty bearers contributed to the sustainability of programme results?

### 4.3 Methodology

In order to provide a quick overview of the findings, the evaluation used a simple scoring system for each of the key questions. The grades and scores are explained in the table below and are based on the detailed information on the actual findings, the rationale behind the conclusions as well as the key lessons learned and recommendations.

#### Evaluation criteria and scoring of key questions

Grade	Score	Rating	Explanation
A	1 to 1.8	Very good	The situation is a benchmark of good practice. The recommendations focus on measures to facilitate replication of good practices in other initiatives.
B	1.81 to 2.6	Good	The situation is highly satisfactory, well above average, and potentially a benchmark of good practice. The recommendations are useful but not vital to the operation.
C	2.61 to 3.4	Regular	The situation is satisfactory, but there are important operational risks and room for improvement. The recommendations are important to increase the likelihood of a successful operation.
D	3.41 to 4.2	Poor	There are issues that need to be addressed, otherwise overall performance may be negatively affected. The improvements required, however, do not require major revisions to the intervention logic.
E	4.21 to 5	Very poor	There are shortcomings which are so serious that, if not corrected, they could lead to the failure of the operation. Major adjustments in the intervention logic and revision of the strategy are required.

The data-collection process followed the principles of the European Union's General Data Protection Regulation (GDPR) and informed participants of the purpose of the exercise as well as of other GDPR requirements. All calculations were documented in computer syntax (RMarkdown)<sup>17</sup>. The syntax/source code for this document is hosted on a private repository on Github and is available to authorised users. The source code allows the automatic download of data from the cloud and document aggregator in a fully reproducible way at all stages, from the cleaning process to the visualisation of the results. Data collection was based on three types of tools: structured interviews (conducted by telephone or videoconference with a specific indicated group), online survey (sent to all indicated participants), and semi-structured interviews (conducted by videoconference

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<sup>17</sup> RMarkdown, simply put, is a tool that enables data, or the statistical analysis of data, to contain the story of the research object. It is a file format that enables the creation of dynamic documents using the R language.



only with those key-participants indicated with 'high priority'). The dataset contains 70 variables including metadata. Data were collected using an online/offline digital form connected to a secure cloud data aggregator. Among the 77 contacts made available by UN agencies and the RCO, a total of 59 people participated in the assessment process with 13 submissions via online survey (92% female), 28 structured interviews (71% female), and 18 semi-structured interviews (94% female) with key informants selected from a simple, coded, and fully reproducible random sample of the contact list received from the participating UN system entities. A local team of four interviewers received training as well as ongoing support to ensure the quality of the data collected during the interviews.

In order to avoid measurement biases, sampling, collection and analysis procedures, and improve the validity and reliability of the results, this evaluation combined multiple data sources and data collection methods, which were collected in parallel, and triangulated, as follows:

1. **Document analysis:** Review of documents, reports, evaluations of the actions of the Joint SDG Fund in Brazil. Data from monitoring and other sources made available by programme members were also assessed.
2. **Structured interviews:** The structured interviews were conducted (by phone or videoconference) to engage as many key stakeholders as possible, including management and administrative staff of agencies, funds, and programmes that make up the UN system in Brazil; the Ministry of Citizenship (MoC); the Brazilian Cooperation Agency of the Ministry of Foreign Affairs (ABC/MRE); civil society organisations, representatives of embassies of donor countries, and private sector organisations. Of the 77 contacts made available, 28 participated in the structured interviews. The survey collected mostly qualitative and quantitative data, which allowed for additional statistical analysis. This method was chosen to mitigate the risk of low response rates to the online survey and unavailability of participants for in-depth interviews.
3. **Semi-structured interviews** with 18 key informants selected from agencies, funds, and programmes that make up the UN system in Brazil; the Ministry of Citizenship (MoC); the Brazilian Cooperation Agency of the Ministry of Foreign Affairs (ABC/MRE); civil society organisations, representatives of embassies of donor countries, and private sector organisations. A digital form for online and offline use was shared to support local consultants and the data-collection team in conducting key-informant interviews. Semi-structured interviews were conducted via videoconference and allowed for the collection of qualitative data through open-ended questions, making it possible to extract more relevant information for the evaluation.
4. **Online survey:** An online form was made available for completion to the selected key-informant groups, reaching a total of 13 participants. The online survey allowed key stakeholders to provide inputs anonymously and identify best practices, key challenges, and lessons learned.

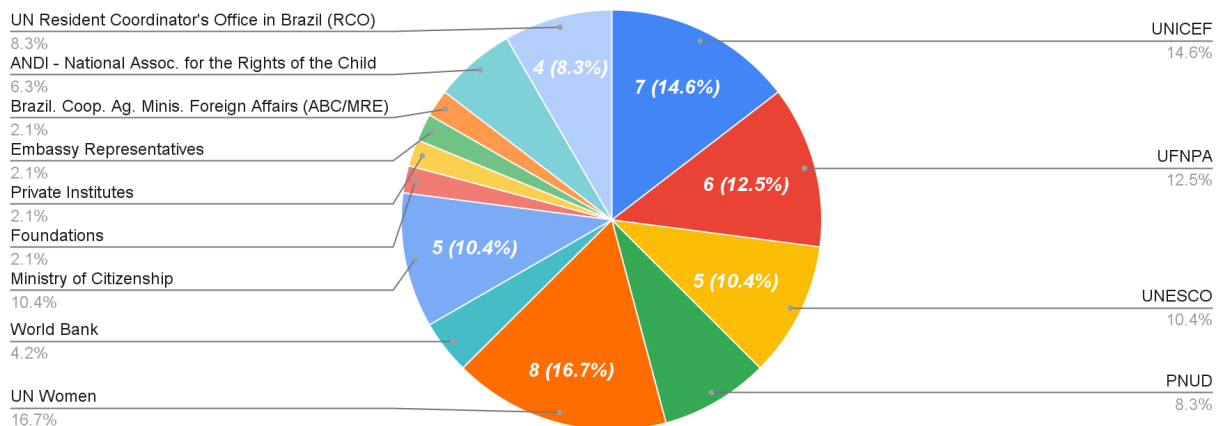
To conduct the analysis and present the conclusions, the questions were organised by criteria so that they could translate the assessment and its conclusions and

recommendations (presented in the Conclusions chapter) in a more meaningful way. It is important to highlight that the results presented are based on the triangulated analysis of the information obtained in the desk review, the quantitative data collected via online survey and structured interviews, and the qualitative data collected in the semi-structured interviews.

### 4.3.1 Limitations

The data-collection process took place over a period of three weeks, one more than initially planned to increase the number of participants on the list of selected contacts and to make interviews feasible. The complete contact list totalled 77 people, as explained above. The number of participants from the main stakeholder groups was quite satisfactory (62% of the people in structured and semi-structured interviews were reached, with 79% of these participants marked as 'priority'), considering the brief time available for the interviews and the context of COVID-19 and the Carnival holiday. The following charts present the participants indicated by organisation and interview situation.

Participants interviewed by organisation (n = 48)



It is important to reinforce that the use of the three forms of primary data collection was adopted to minimise possible limitations imposed by the sample size, by the interference of interviewers in the collection, and by the reaction of interview participants such as different understandings and interpretations, some biases due to other agendas, unconscious objectives, desire to impress, or by questions difficult to understand.

## 5 Key findings

The results are presented according to each of the evaluation criteria (OECD/DAC), and their respective key questions. Detailed results can be found in Annex 9.4. The analysis of the results was conducted in an integrated, triangulated manner and reflected in the conclusions.

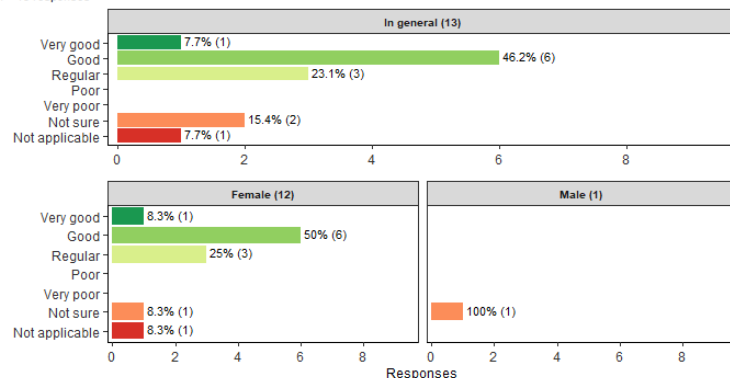
### 5.1 Relevance and design

In the online survey, when asked “How **relevant and appropriate** was the **Joint SDG Fund** considering the needs and priorities/policies at national level and the needs of key vulnerable groups?”, most people (77%) answered Very High (46%) and High (31%). In the structured interviews, about 78% of people answered Very High (48%) or High (30%) to the question about the relevance of the Joint Fund. The answers in the two tools are quite similar, indicating a high to very high relevance of the Joint Fund. This relevance and appropriateness of the Joint SDG Fund is also confirmed by the responses in the semi-structured interviews. It is important to highlight the Fund’s support of a programme started in the former government (2016) and maintained in the current government, the importance of which for the early childhood and social protection issues are a consensus, making the complementarity of the Fund to the HCP evident. In this sense, the pandemic ended up being an opportunity for discussion about the possibilities of expanding the scope and qualification of the HCP to meet groups that previously had not been identified as priorities. The HCP has thus become a privileged space for discussions on its improvement, at the same time stimulating the joint action of the UN to provide more robust contributions. The partnership between the Ministry of Citizenship and the UN system was also seen as capable of providing greater visibility to the HCP, with an effect on some discussions in the political environment, conferring more legitimacy, so to speak, to the UN actions in the country. This process of implementation of the JF in a political context with initially more restricted guidelines ended up being both a technical challenge and a challenge for articulation and dialogue. The relevance of the Fund for national policies and priorities is unquestionable.

To the question “What is your opinion on the **strategy and design** of the Joint Fund’s **activities** for the achievement of expected results (including risk analysis and assumptions)?”, 54% of people in the online survey answered Good (46%) and Very Good (8%), while in the structured interviews, the majority of respondents (66%) reported Good (33%) and Very Good (33%). The results indicate that the strategy and design were

What is your opinion on the strategy and design of the SDG Joint Fund activities for the achievement of the expected results (including risk analysis and assumptions)?

n = 13 responses



appropriate. This evaluation is based on identifying the adequacy of the strategy of the Joint Fund in Brazil at the time of review of the project due to the pandemic, according to the participants of the semi-structured interviews. Also the results achieved and informed in the progress reports prove the adequacy of the project to achieve the results.

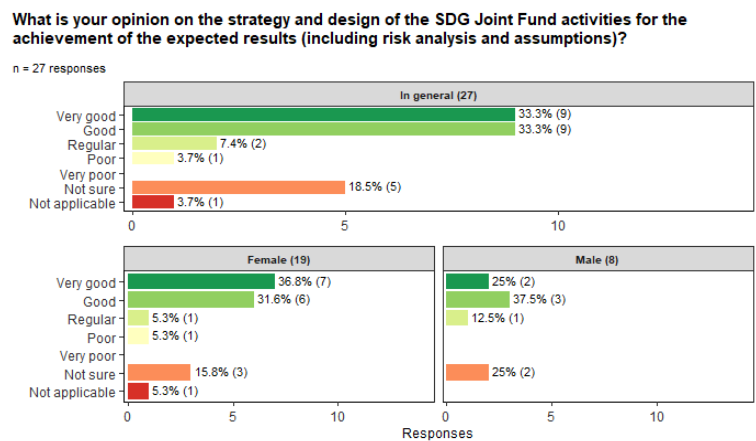
However, in order to understand this possible room for improvement in the participants' evaluation of strategy and design, it is necessary to observe some factors related to the context of JF design and implementation, as indicated in the interviews conducted and in the project document itself, in the alignment between UN frameworks and government priorities.

The Ministry of Citizenship has a solid history of partnerships with the UN, and the JF's support to the HCP was built technically and politically, even in 2019. With the changes that occurred in the management of the Ministry, starting in 2020 and with the pandemic, there was the need for renewed agreement of definitions previously made and the need to adapt to the pandemic. Thus, the divergent evaluations reflect this moment of new alignments that were necessary and made the UN take the lead in the search for alternatives for dialogue, often based on empirical evidence, which allowed the construction of new evaluations and the refinement of approaches to vulnerable groups of the HCP.

With the pandemic, the JF showed flexibility to support the Ministry of Citizenship in the search for alternatives that would minimise the need for social distance that deeply affected the work of the caregivers. According to some participants, the JF was essential for this transition to digital, and it should be added, also according to reports, that the JF benefited from the increase in the currency (dollar), providing an increase in the volume of available resources that enabled the expansion of investments focused on digital solutions in general.

Some other factors reported were perceived in an unfavourable way regarding the strategy, such as the brief time the JF was in force, still affected by the pandemic, which did not allow for the effective implementation of the outputs developed, for example, carrying out most of the courses or the awarding of prizes to municipalities aligned with early childhood development. The non-inclusion of actions dedicated to the group of children with disabilities, which was only tangentially addressed by the JF, contributed to the less favourable evaluation of the adequacy of the project's initial strategy.

Finally, it is important to mention that the high rate of 'Not Sure' answers (19%) can be explained by the fact that not all partners interviewed were directly or deeply involved and supported specific actions of the Joint Fund, not being able to have the evaluation of the whole project. The rate may also demonstrate room for improvement in the

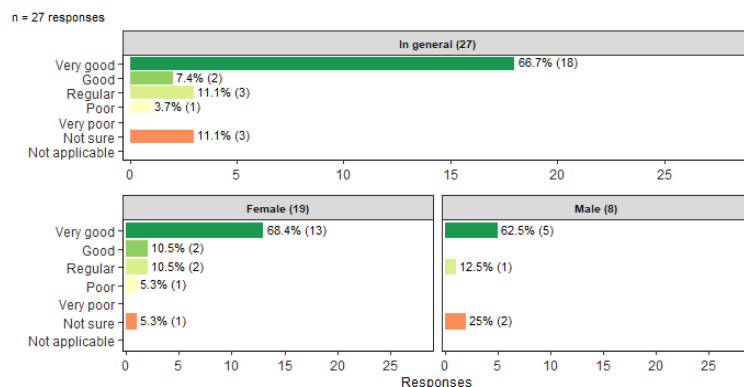


communication (internal and external) of the Joint Fund strategies. Another reason may be the need to update and design a logical framework with clearer indicators and goals that are easier to be perceived and communicated, considering the results also from the documentary analysis.

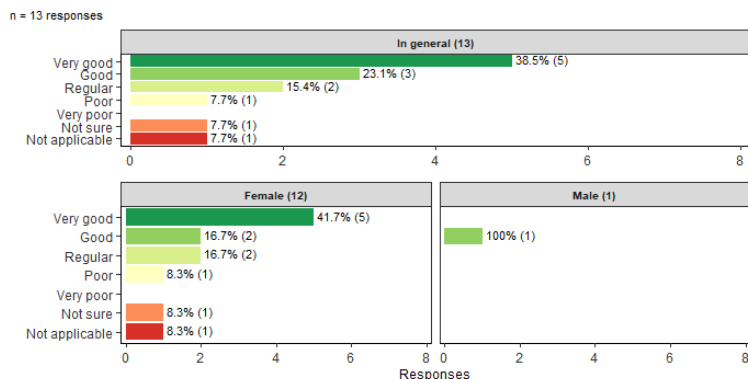
The online questionnaire included the following question: *“To what extent has the Joint SDG Fund ensured the ongoing **participation of vulnerable groups** in its planning and implementation, including consultation through representative organisations?”* Some 21% of people answered Very Good (15%) and Good (8%), with the remainder responding Regular (31%), Very Poor (8%), Poor (8%), and Not Applicable (8%). The documents related to the Joint Fund do not bring enough elements to affirm that participation was one of the proposed objectives and not even a guideline given by the Ministry, despite being intrinsic to the 2030 Agenda and other international references (rights-based approach). However, non-governmental organisations for the defence of children’s rights, such as ANDI, were listed as important actors, which participated in broader discussions about the HCP, and some were active in output development. Furthermore, as highlighted in most of the interviews, there were some direct consultations with beneficiaries through chatbots as a way to provide inputs for the studies conducted under the JF and new decisions and approaches by the HCP. The results suggest, therefore, the need to strengthen the participation of representatives of the main stakeholders in the planning and implementation processes.

When asked about **transversality**, *“To what extent has the project taken sufficient account of cross-cutting issues, particularly the inclusion of children and pregnant women and/or women with disabilities?”*, reactions in the online survey and structured interviews were generally positive, and 61% of respondents rated it as Very Good (38%) and Good (23%), while 74% of people in the structured interviews rated it as Very Good (67%) or Good (7%), with 11% indicating performance as Regular and 4% as

**To what extent did the design take cross-cutting issues sufficiently into account, particularly the inclusion of children and women with disabilities?**



**To what extent did the design take cross-cutting issues sufficiently into account, particularly the inclusion of children and women with disabilities, disability-related, accessibility and non-discrimination requirement?**

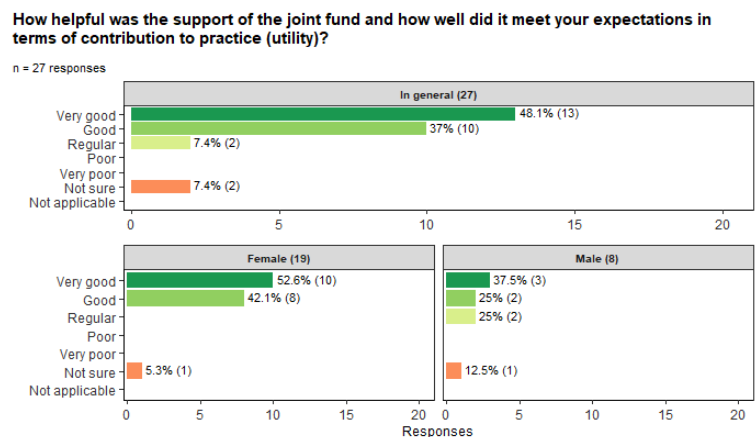


Poor. This indicates a very good performance on this issue. The results indicate satisfaction of the participants with the performance of the Joint Fund in Brazil in terms of cross-cutting issues, since the JF sought to have a broader look at vulnerable groups in their entirety and especially to those that emerged with the pandemic. In this sense, the JF in Brazil helped strengthen the HCP's vision and delivery to specific vulnerable groups, such as courses and training materials to assist quilombolas, river dwellers, indigenous, migrants, pregnant adolescents, pregnant women, and mothers deprived of freedom, and homeless children and mothers. The way found by the JF to subsidise the decision for the definition of attendance methodologies for some specific publics among the most vulnerable was the production of studies and evidence to justify new inclusions and approaches and the production of specialised courses and information, both for the formulators of the programme and for implementers and beneficiaries. As already stated, the JF action was complementary to the HCP.

However, in relation to people with disabilities, as already said, this group did not have any dedicated actions, and the focus on this public was made in a transversal way. As indicated by the JF-participating agencies themselves, this transversality ends up weakening a more solid action proposal, and the situation can be identified as a window of opportunity of the UN system itself for a more targeted action despite the various initiatives such as guides, training courses, and other publications developed by the system.

When asked *“How helpful was the support of the Joint Fund, and how well did it meet your expectations in terms of **contribution to practice (utility)**?”*, most people in the structured interviews answered Very Good (48%), Good (37%), Not Sure (7%), and Regular (7%). This indicates that 85% are satisfied with the usefulness of the JF support, which can be confirmed by most of the answers given in the semi-structured interviews: for instance, highlighting that the JF contributed to the continuity of the HCP, especially in light of the effects of the pandemic and government economic crises, as had already been identified in the JF Theory of Change as one of the possible risks. Furthermore, the JF in Brazil is seen as important in the process of sensitising municipalities to the strategic nature of early childhood development, even more so in the context of COVID-19. It is also worth highlighting, in the statements of the participants, the contributions given by the JF for a better qualification of the HCP, considered one of the legacies of the Joint SDG Fund in Brazil.

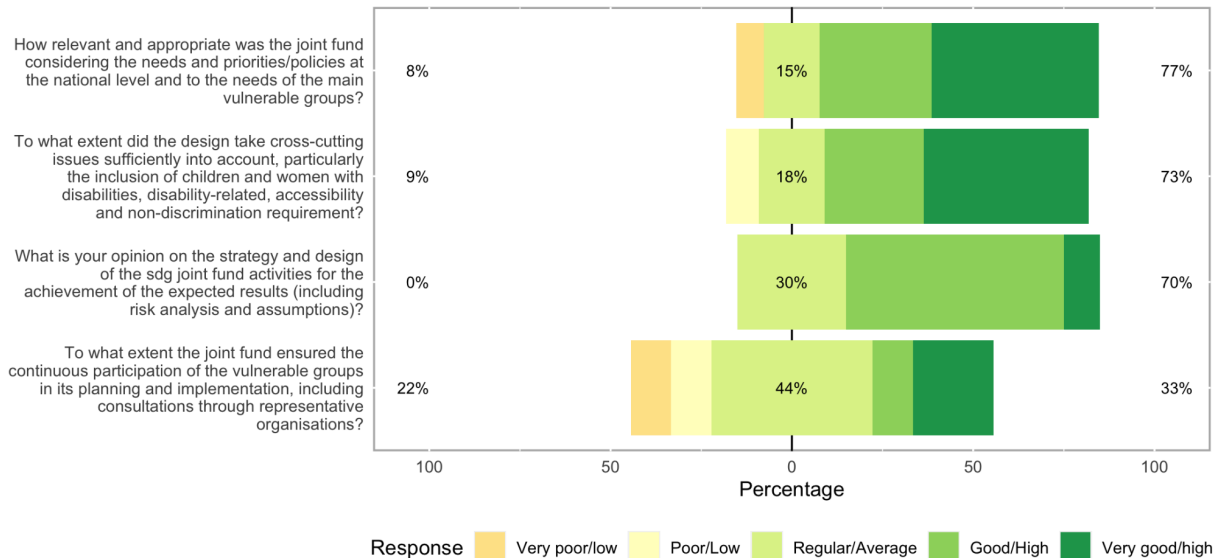
The **average score for ‘Relevance’ in the online survey was 2.2 (‘Good’)**. In contrast, the final average score for this criterion in the **structured interviews was 1.59 (‘Very Good’)**. The Joint Fund strategy and the application of the participatory approach, according to the



online survey respondents, were the weakest aspects of the Relevance criterion, and the most favourable evaluations fell on the appropriateness and importance of the cross-cutting nature of the Joint Fund in Brazil. It should be remembered that participation was not among the initial objectives of the JF design.

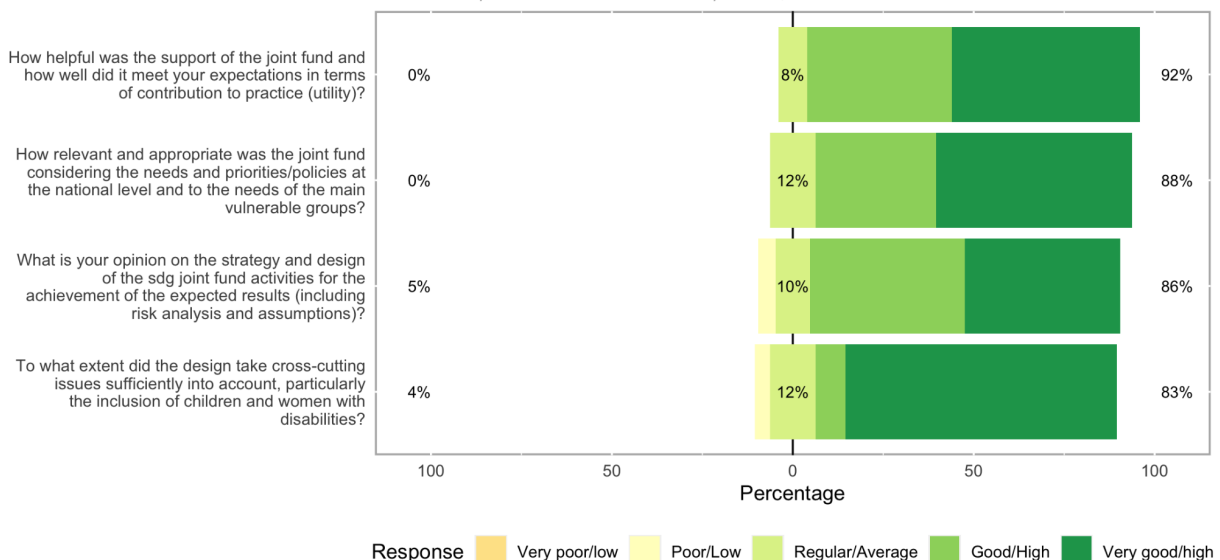
#### Evaluation of the key likert questions regarding Relevance.

*\*Exclude responses 'Not sure' and 'Not applicable'; Online survey.*



#### Evaluation of the key likert questions regarding Relevance.

*\*Exclude responses 'Not sure' and 'Not applicable'; Structured interviews.*





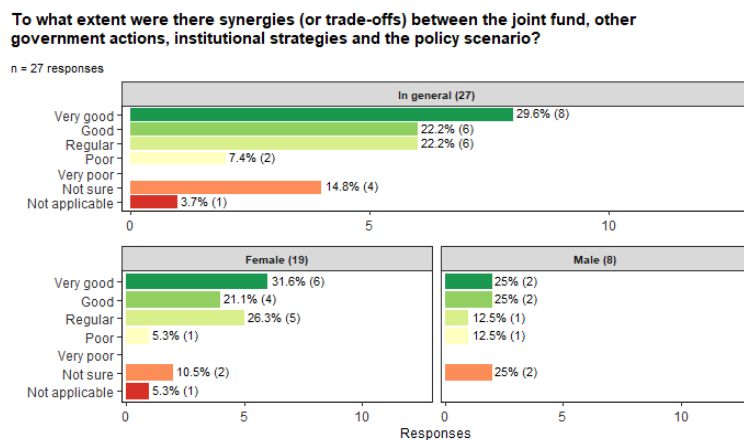
## 5.2 Coherence

Regarding the criterion '**Coherence**', the first question in the online form presented to participants was *"To what extent were there **synergies** (or trade-offs) between the Joint Fund, other government actions, institutional strategies, and the policy scenario?"* The answers were Very Good (54%), Good (23%), and Regular (15%). In the structured interviews, for this same question, 52% answered Very Good (30%) or Good (22%), the remainder Regular (22%), Poor (7%), and Not Applicable (4%).

When comparing the answers from both surveys, once the Very Good and Good percentages are added up, the answers from the structured interviews total 52%, while from the online survey they total 67%. The answers in the semi-structured interviews indicate that the room for improvement regarding the synergies between the JF in Brazil, other governmental actions, and the political scenario lies in the association made by the participants between synergy, dialogue, and articulation, focusing on the initial difficulties of dialogue, communication, and alignment between the technical and political parties, despite the evaluation of the participants who point out the interest of both parties in the partnership and the priority character of the HCP in relation to its issues. This scenario signalled the configuration of a more joint and integrated construction by the UN agencies in the dialogue with the Ministry, while it also signalled a repositioning of the technical teams of the government to deepen and enhance the knowledge about the HCP and its possibilities, a situation that was strengthened by the demands imposed by the pandemic.

Finally, it is interesting to note that despite the sensitivity in the evaluation of synergy, the evaluation of the adequacy of the JF to social protection priorities and policies, present in the Relevance criterion, is very good, and the open answers reinforce the interest in, and importance of, the topic. It can therefore be inferred that the weakest evaluation of synergy between the JF and government policies was at an early stage of the implementation, during the alignment phase, but this evaluation was revised when it was observed that this initial scenario favoured the development of differentiated and more articulated work among partners.

For the question on **coordination**, *"To what extent has the Joint Fund coordinated with development partners and other UN agencies (PUNOs) to avoid overlaps, leverage contributions, and catalyse joint work?"*, 84% replied Very Good (38%), Good (31%), or Regular (15%), with two people responding 'Not Sure'.

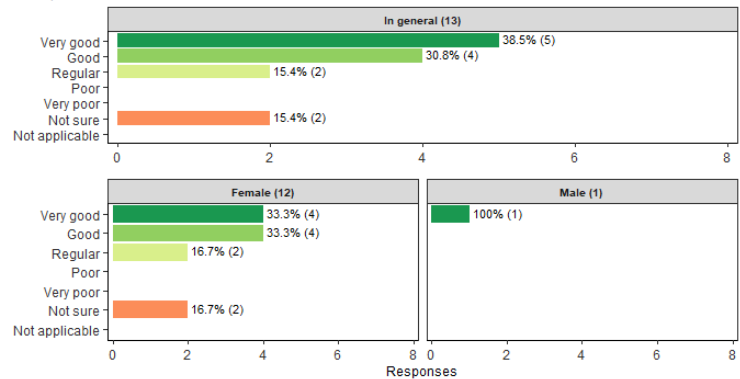




In the structured interviews, 75% answered Very Good (59%) or Good (15%), with the rest of the answers being Not Sure (15%), Regular (7%), and Poor (4%). Here, it once again stands out that the sums of Very Good and Good are more favourable in the structured interviews than in the online survey (74% and 69%, respectively), even though the sample of participants is larger in the structured interviews, which enables the difference observed to be highlighted. In general, responses indicate a very satisfactory performance in terms of coordination, although the number of people who stated they were unsure and answered Poor, in both tools, suggest the opportunity for improvement in inter-agency coordination, as a process continuously under construction and with special attention to the strategic coordination role of the RCO, as highlighted in the semi-structured interviews.

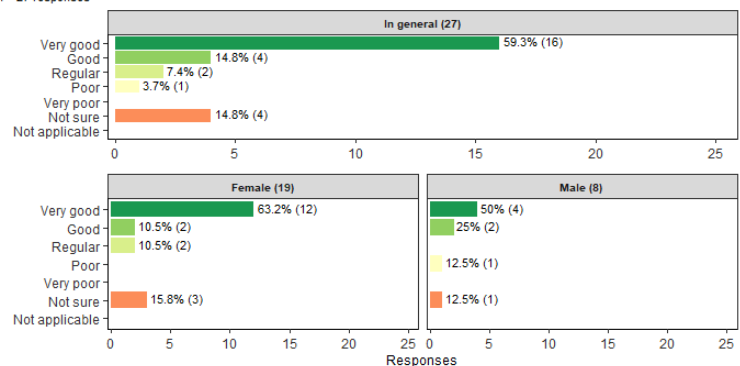
**To what extent has the joint fund coordinated with PUNOs to avoid overlaps, leverage contributions and catalyse joint work?**

n = 13 responses



**To what extent has the joint fund coordinated with PUNOs to avoid overlaps, leverage contributions and catalyse joint work?**

n = 27 responses



The analysis of the statements also reinforces that technical coordination by the JF lead agency in Brazil was strategic to ensure that there was no overlap or even disarticulation between actions and products, which is supported when analysing the project design focusing on two outcomes only. It is clear that a greater complementation was also sought in the deliveries conducted. It is important to note that the agencies have products developed in parallel with the Ministry of Citizenship, under bilateral projects, and this fact is not seen as a problem for both parties and in several cases. As mentioned by the participants, this multiplicity of projects is instead perceived as a good practice from the integration of actions. Participants are aware that the agencies have diverse ways of working, various levels of ability, and different perspectives on the sustainability of their actions, however, this is not considered an obstacle to working together.

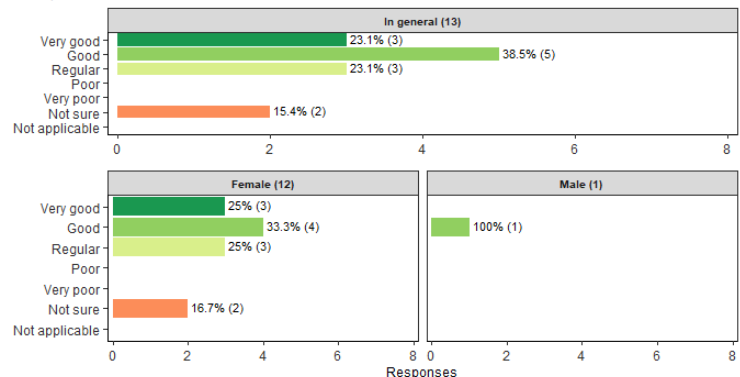
Almost all people taking part in the online survey (92%) rated as Very Good (69%) or Good (23%) the alignment of the Joint Fund with the **sustainable development goals (SDGs)**, **reinforcing** the positive evaluation regarding both internal synergy and international coherence, where 89% of people taking part in the structured interviews consider the Joint Fund to have performed Very Good (63%) or Good (26%). In line with the results of the online survey, the findings suggest that there is a consensus that the Joint Fund was in line

with its purpose and with the goals of the 2030 Agenda. In several responses to the semi-structured interviews, participants pointed to the alignment between the Joint Fund and the SDGs, which will also be addressed later in the Impact criterion as a consensus among participants.

The online survey included the question *“To what extent was the Joint Fund guided by the relevant international (national and regional) normative frameworks for gender equality and women’s rights, UN system-wide mandates and organisational objectives?”* Approximately 85% answered the question with Good (38%), Very Good (23%), and Regular (23%). The text of the project document clearly brings this orientation towards the

**To what extent was the joint fund guided by the relevant international (national and regional) normative frameworks for gender equality and women’s rights, UN system-wide mandates and organisational objectives?**

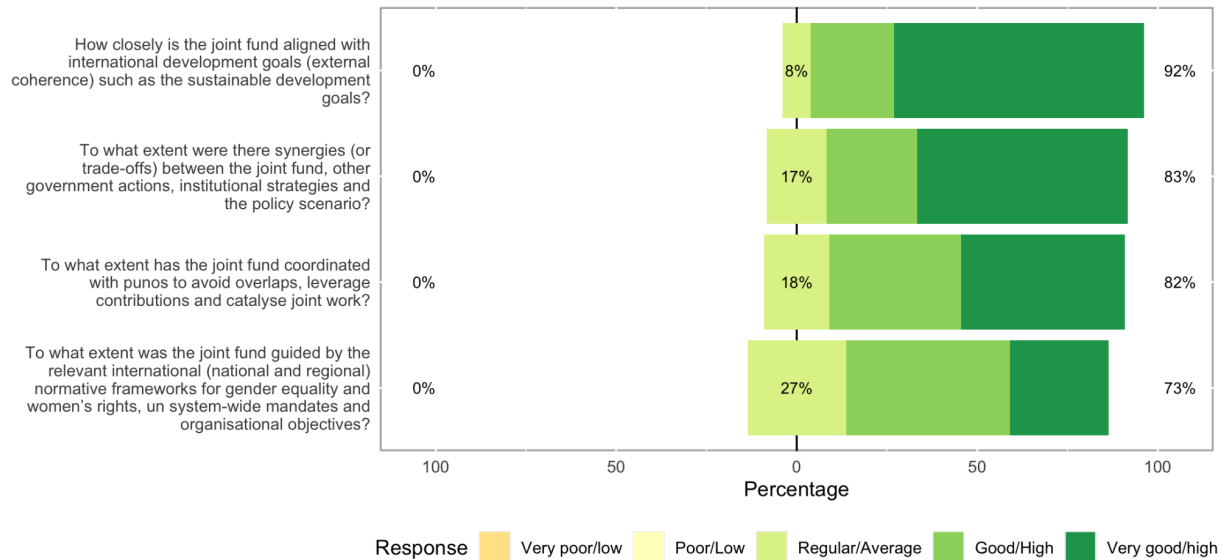
n = 13 responses



international norms on the subject, despite having observed the total of 35% of answers indicating that this alignment was Regular (23%) and Not Sure (15%). As seen in the replies in the semi-structured interviews, among all groups of interviewees identified the role of women in childcare vis-à-vis their challenges for (re)insertion in the labour market and co-responsibility for care as the most sensitive approaches at the beginning of the dialogue with the MoC, searching for more efficient approaches for the forwarding of alternatives and solutions. The courses and materials produced under the JF reflect the maturing of the approach in these points.

#### Evaluation of the key likert questions regarding Coherence.

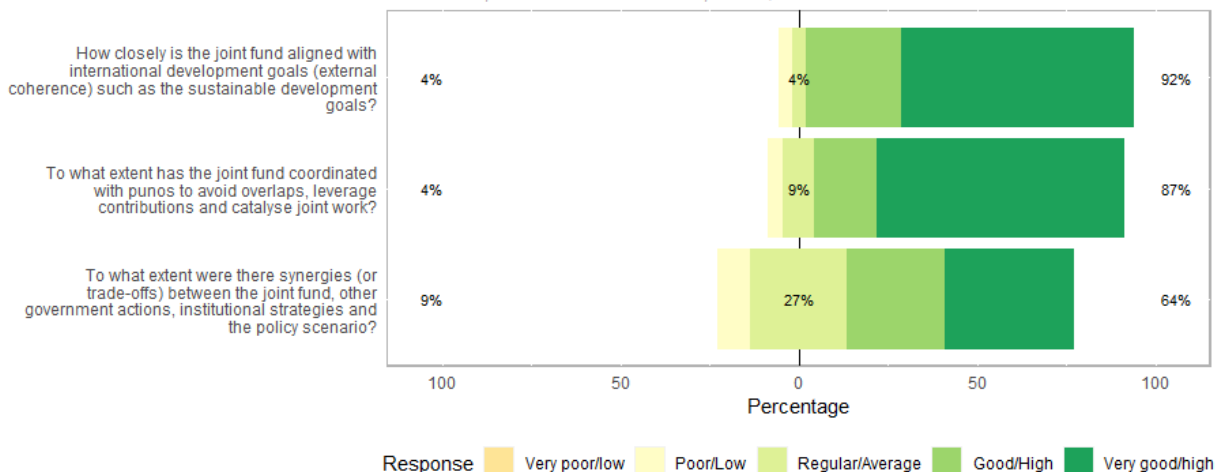
*\*Exclude responses 'Not sure' and 'Not applicable'; Online survey.*



The average score for the criterion '**Coherence**' in the online survey was **1.67 ('Very good')**. The most sensitive item in this criterion, according to the evaluation of respondents, was the alignment of the Joint Fund with international normative frameworks linked to gender issues/women's rights. **In the structured interviews, the score was 1.68 ('Very good')**, but one of the factors that affected the set of questions was the evaluation of synergy between the JF and national policies. As discussed throughout the criteria, there are indications that these evaluations are associated with the initial technical alignments between the UN agencies and the Ministry of Citizenship, due to changes in management and the pressure of the effects of the pandemic, since the project document was formulated jointly and was oriented at international regulations.

#### Evaluation of the key likert questions regarding Coherence.

*\*Exclude responses 'Not sure' and 'Not applicable'; Structured interviews.*



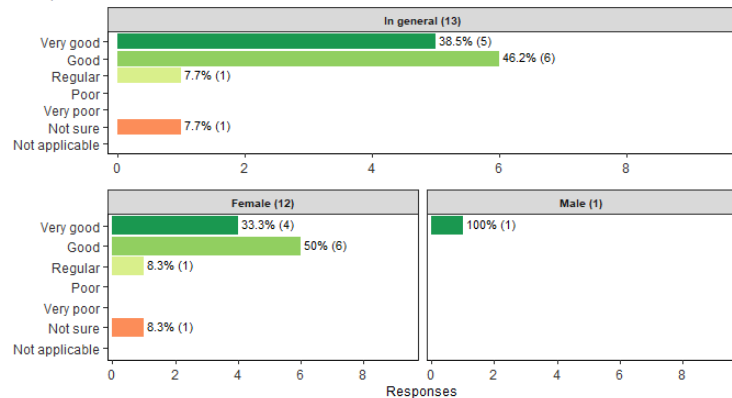
### 5.3 Effectiveness

The **achievement of results** was explored in the online survey by the question *“To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?”* 84% of people rated the achievement of results as Good (46%) and Very Good (38%). Considering the structured interviews, 74% of people answered that this achievement was Very Good (44%) or Good (30%), with the remainder answering Not Sure (18%) and Regular (7%). The results of the interviews suggest a consensus on the satisfactory performance of the JF in relation to the expected results and goals. This perception is confirmed when the results presented in the monitoring reports are verified, which show an almost complete reach of the programmatic execution (activities and products), with Result 1 reaching 95% and Result 2, 86%, considering that one activity was excluded from each result. The interviewees highlighted the good quality of the products developed, but there is a convergence on the perception of the lack of time for their adoption and/or implementation as well as their real effects and results.

The online survey assessed the inclusion of persons with disabilities: *“To what extent did the Joint Fund promote the involvement and targeting of*

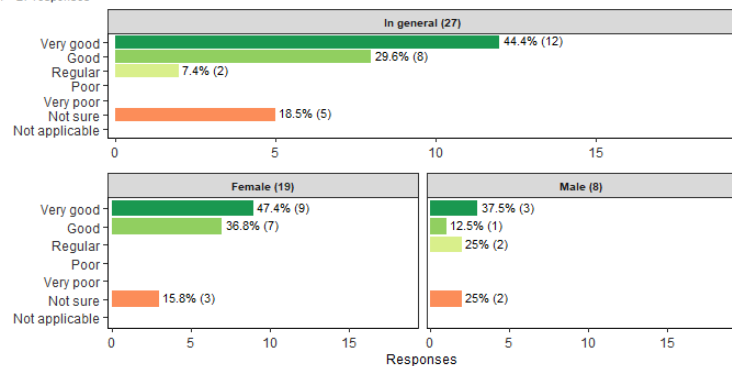
**To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?**

n = 13 responses



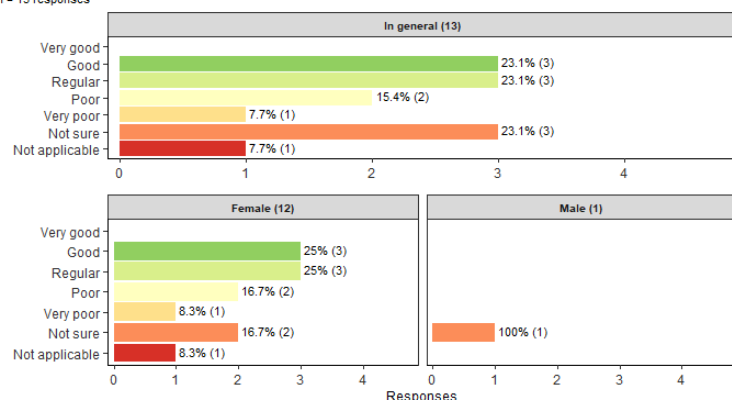
**To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?**

n = 27 responses



**To what extent did the Joint Fund promote the involvement and targeting of people with disabilities, in particular children and women, through their representative organisations?**

n = 13 responses



*people with disabilities, in particular children and women, through their representative organisations?”* 46% answered Good (23%) or Regular (23%), with the less favourable replies adding up to 23% (Poor: 15% and Very Poor: 8%). The same question evaluated in the structured survey revealed a similar pattern of response, with 38% of the answers having a positive connotation (Very Good: 15%, Good: 4%, and Regular: 19%), while 19% of the answers responded less favourably (Very Poor: 4% and Poor: 15%).

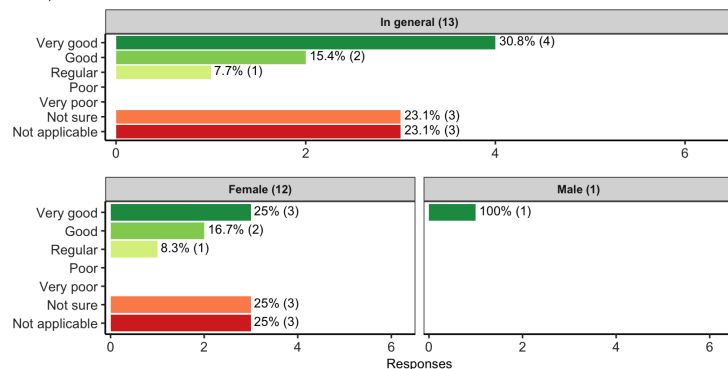
It is worth mentioning that the differentiated approach to people with disabilities was treated in a transversal way, observing that the project document highlights the need for inclusion, but no specific actions were foreseen or directed to this group. The interview reinforced that people with disabilities did not receive focused actions despite the attention given to accessibility.

Evaluated was also: *“How would you assess the effect of the training for local communicators in improving their capacities to promote early childhood development?”* In the online questionnaire, 54% of participants evaluated this question positively, responding Very Good (31%), Good (15%), and Regular (8%). Participants of the structured survey rated the question similarly, responding Very Good (22%), Good (22%), and Regular (7%). Although there were no negative evaluations for this question, in both information gathering approaches, the answers ‘Not Applicable’ and ‘Not Sure’ added up to 46% and 48% for the online and structured surveys, respectively. As these actions were aimed at a specific audience and in a more specific manner, not constituting a continuous action, the evaluation of the whole may have been compromised because those who participated in these initiatives indicate their positive effects, as, for example, in the trainings held with radio broadcasters in the municipalities, with approximately 249 communicators trained in all regions of the country (Progress Report 2021).

The *“effectiveness of awareness campaigns for sensitising candidates and mayors about early childhood development”* was evaluated by 31% of the participants as Good (23%) or

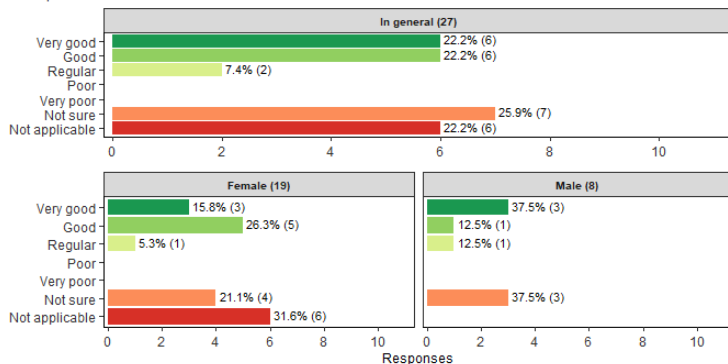
How would you assess the effect of the training for local communicators in improving their capacities to promote early childhood development?

n = 13 responses



How would you assess the effect of the training for local communicators in improved their capacities to promote early childhood development?

n = 27 responses



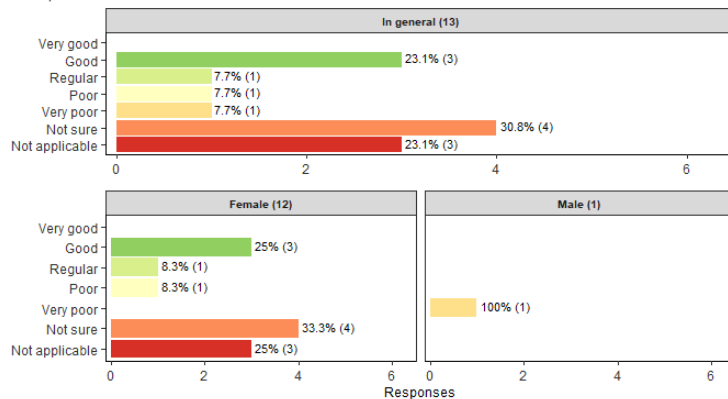
Regular (8%), while 16% answered Very Poor (8%) or Poor (8%). Considering the structured survey for evaluation of the same question, comparable results are found, with 36% of the participants replying positively: Very Good (7%), Good (7%), and Regular (22%). Negative responses added up to 22%: Poor (15%) and Very Poor (7%). The considerable proportion of 'Not Applicable' and 'Not Sure' is worth noticing, totalling 46% and 41% for the online and structured survey, respectively. The positive evaluation is corroborated by the document analysis, which shows that the campaigns reached 10,858 mayor candidates in 2,799 municipalities. These candidates were made aware of the importance of ECD and SDGs, and the materials were prepared with integration of gender, race, and ethnicity issues. The actions with mayors were not conducted due to the *timings* of the project implementation.

For the question *"How well was the Joint Fund implementation adapted to the major external and internal factors influencing the achievement or non-achievement of the objectives and results?"*, the responses were positive, with 77% of people in the online survey indicating how the adaptation was Very Good (54%) or Good (23%), and the remainder being Regular (23%). In the structured interviews, around 74% of people answered Very Good (48%) or Good (26%), with the remainder Not Sure (18%) and Regular (7%).

Despite factors such as COVID-19 and organisational changes in the Ministry (three in total), the assessment of the process of

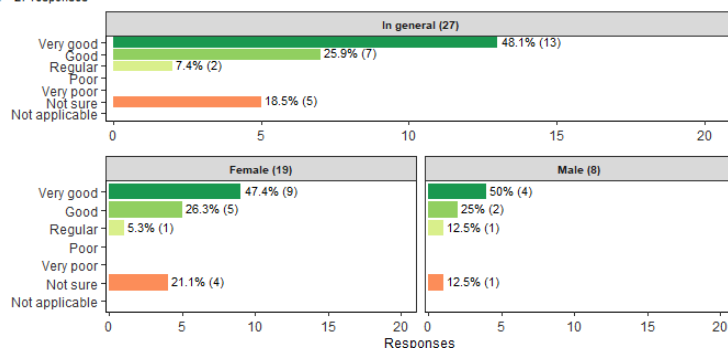
**How would you assess the effectiveness of campaigns for sensitising candidates and mayors about early childhood development?**

n = 13 responses



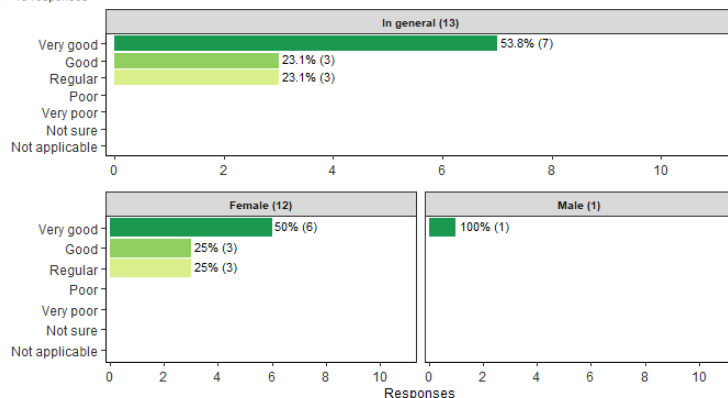
**How well was the joint fund implementation adapted to the major external (e.g. covid pandemic, political factors, etc.) and internal factors influencing the achievement or non-achievement of the objectives and results?**

n = 27 responses



**How well was the joint fund implementation adapted to the major external and internal factors influencing the achievement or non-achievement of the objectives and results?**

n = 13 responses





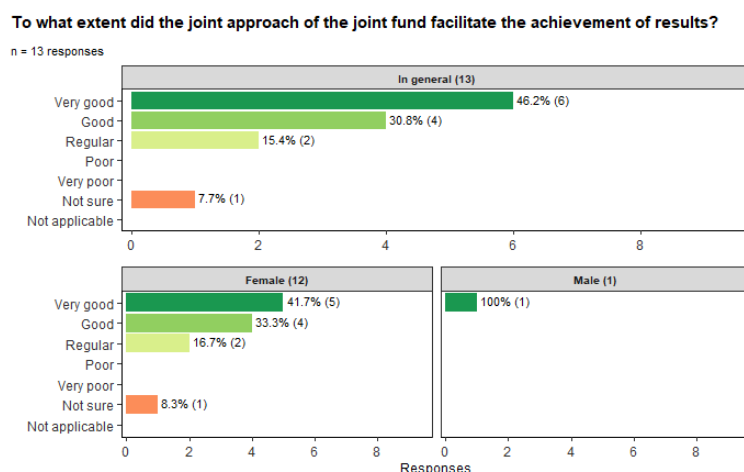
adaptation of the project document to the consequences caused by the pandemic is positive, indicating that the Joint Fund managed, despite all the setbacks, to achieve its objectives without changing the initially planned results. However, there is room for improvement in terms of the Joint Fund's adaptation to the external and internal factors that influenced its implementation, as indicated by 23% of responses in the online survey and 26% in the structured interviews, indicating that this adaptation was Regular.

For the analysis of the open answers, a natural language processing technique called text co-occurrence network was used. This technique generates graphs that show relationships between words that appear together in the same answers (co-occurrence). Words with higher frequency (number of times the word occurs) appear with a larger font size. The thickness of the lines shows the degree of co-occurrence with other words. The words that occur most frequently together are grouped into nodes. The charts for each of the open-ended questions asked, in each type of interview/survey, were listed in Appendix 9.

The responses regarding the main **internal and external factors** that influenced the JF are translated by the frequency of the words 'pandemic', 'staff capacities', 'priorities', and 'institutional changes in the Ministry of Citizenship', which affected the performance of the Joint Fund.

In parallel to analysing the frequency of the words, thoroughly reading the answers indicated that the political context followed by institutional changes in the Ministry and the effects of the pandemic in general were the main external factors that affected the achievement of results. Some difficulties in the interaction of agencies among each other and with the Ministry, especially in the initial stages of implementation, and the flow of output approval within the Ministry, were pointed out as factors that affected the implementation of the project in a non-favourable way. Yet, positive factors were cited for the achievement of results, such as the technical coordination between the agencies, the horizontalisation of decisions, and the receptiveness and commitment of the Ministry's technical teams, despite the management changes that occurred throughout the process. Specifically regarding training, both the number of training courses offered and the need for them were positively evaluated. However, it should be noted that several courses were developed but had not been made available by the time the interviews for this evaluation were conducted.

Considering the **joint approach** to achieving results, asked *"To what extent has the joint approach of the Joint SDG Fund facilitated the achievement of results?"*, approximately 77% in the online survey answered that it was Very Good (46%) or Good (31%), with 15% assessing that the



joint approach was Regular. In the structured interviews, 78% answered that the joint approach was Very Good (56%) or Good (22%), with the remainder being Regular (11%) and Not Sure (7%). There is a coincidence between people's rating of the effectiveness of the joint approach in all data-collection instruments. This indicates a substantial consensus on the benefit made possible by the joint approach in terms of supporting the achievement of results. They suggest that the joint approach was quite right for implementation, and interview responses corroborate this, for instance, that the joint approach gives 'weight' to UN interventions and that complementarity among agencies technically strengthens results.

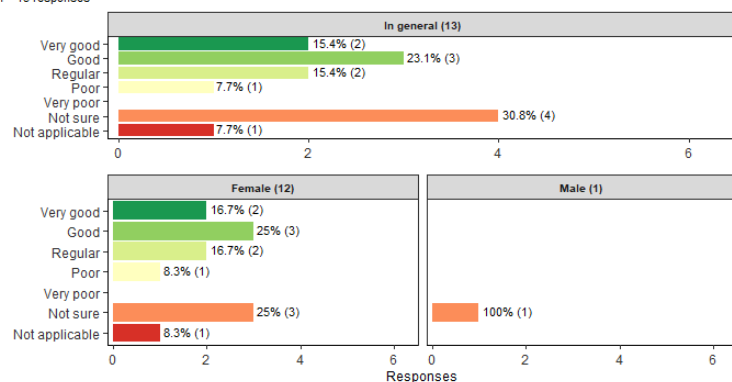
The **participation and inclusion of rights holders and duty bearers** was assessed by asking:

*"To what extent the participation and inclusiveness of rights holders (individuals and organisations) and duty bearers (state institutions) were maximised in the planning, design, implementation, and decision-making processes of the intervention?"* In the online survey, about 53% answered Good (23%), Very Good (15%), or Regular (15%), with the remainder answering Not Sure (31%), Poor (8%), or Not Applicable (8%). The high percentage of participants who were not sure about the answer and those who answered that the participation was Poor is noteworthy. Although the complexity of the concept of 'rights holders' and 'duty bearers' may have left some of the participants confused, this observation is in line with the result that suggests the need for improvements in the participation of representatives of the final beneficiaries, states, and municipalities in the planning and implementation of the Joint Fund, as also seen in the criterion of Relevance. As said, however, some more participatory strategies were adopted such as surveys via chatbots, the interviews, and the workshops held afterwards to collect subsidies for the formulation of some courses.

Considering **information management and knowledge of deficiencies**, expressed by the question *"To what extent did support to data collection and*

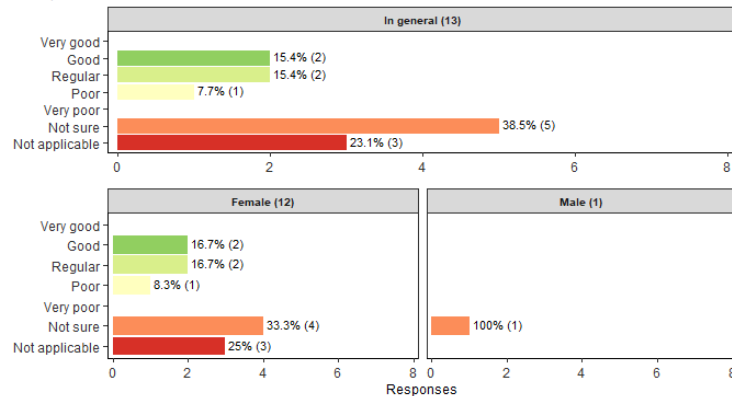
**To what extent participation and inclusiveness of rights holders (individuals and organisations) and duty bearers (state institutions) was maximised in the interventions planning, design, implementation and decision-making processes?**

n = 13 responses



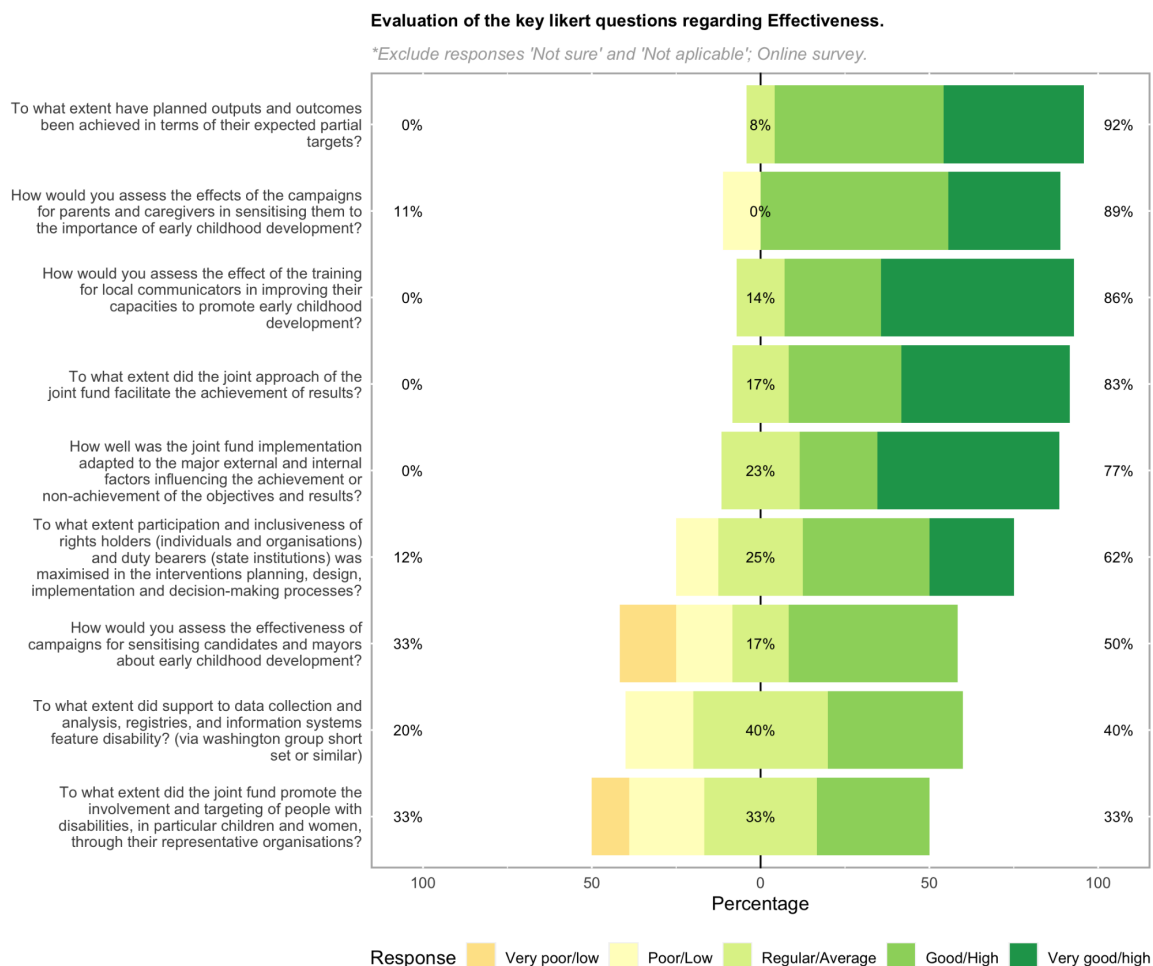
**To what extent did support to data collection and analysis, registries, and information systems feature disability? (via Washington group short set or similar)**

n = 13 responses





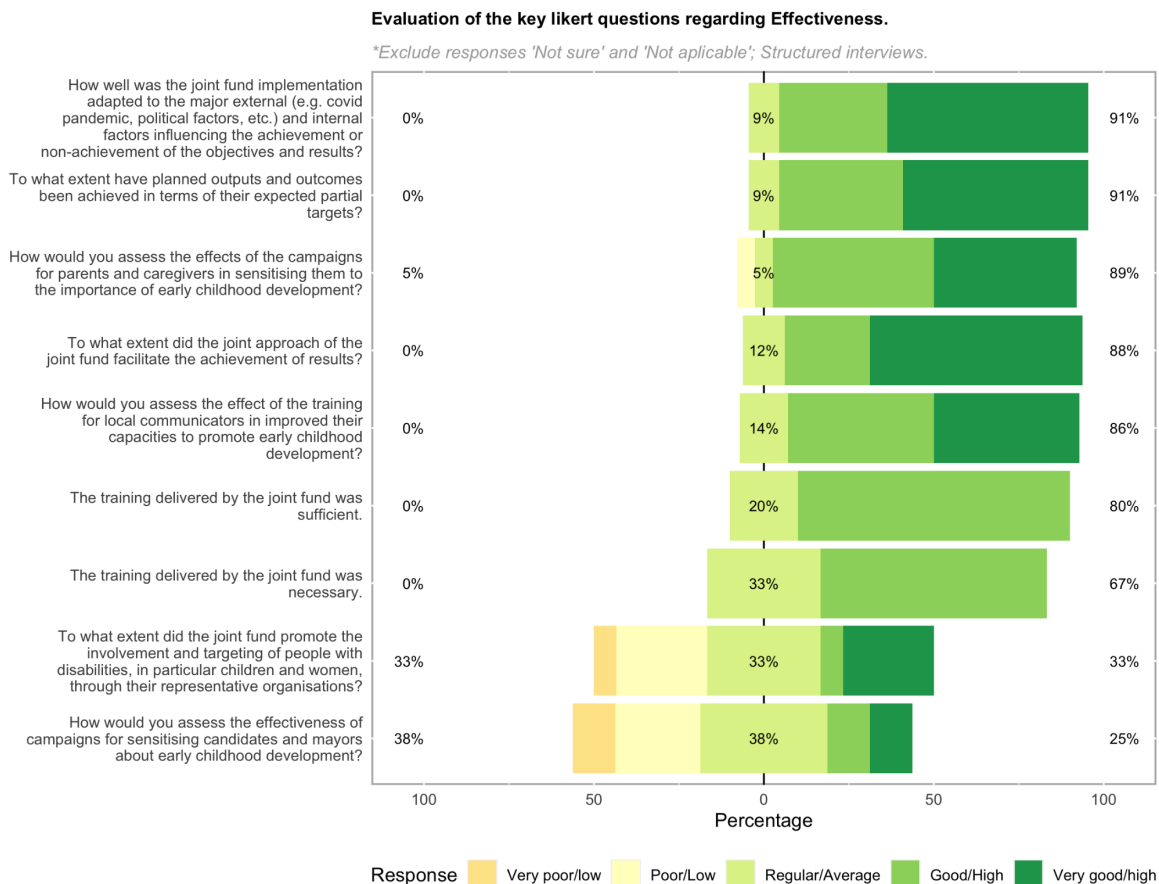
analysis, registries, and information systems feature disability (considering the Washington Group set of questions)?”, the participants replied Good (15%), Regular (15%), and Poor (8%). The high number of people who evaluated this question as Not Sure (38%) and Not Applicable (23%) stands out and may have been generated by the wording of the question or by lack of knowledge about the [Washington Group](#)’s questions on statistics related to people living with disabilities. It is recommended to consider communication actions on this component even to strengthen more targeted actions for this group. Future evaluations could reformulate the question: “To what extent has support for data collection and analysis, registries, and information systems presented data on people living with disabilities?”



The overall average score for the criterion ‘Effectiveness’ in the **online survey was 2.18 (‘Good/High’)**, as detailed in the previous chart. The overall mean score according to the **structured interviews was 1.92 (‘Very Good/High’)**. Questions regarding training were not asked in the same way to the participants of the semi-structured interviews, but

throughout the interviews the evaluation of the need for training was registered; however, not its sufficiency, which can be understood in the context that few courses were made available within the term of the JF.

The effectiveness of the joint approach is a consensus in the participants' answers, despite the adjustments to be made to refine this way of working, as indicated by the project document as one of the JF risks.



Positive ratings of the achievement of results and the JF's ability to adapt to external factors are pointed out as relevant factors in the participants' evaluation, with emphasis on the transition period caused by the pandemic for the transformation of interventions and actions to digital media, such as the cards developed for communication with caregivers and beneficiary families. The need for greater attention may be due to the possibility of adaptation and translation of the objectives of the JF to have a more participatory process in the formulation and implementation of the HCP and a greater focus on issues related to people with disabilities. Finally, again the evaluations about the difficulties faced by the Joint Fund related to the alignment between policy and technical guidelines, the institutional changes that occurred in the Ministry, and the reduced team in the Ministry, which compromised, in some cases, the *timing* of the delivery of information and data.

## 5.4 Efficiency

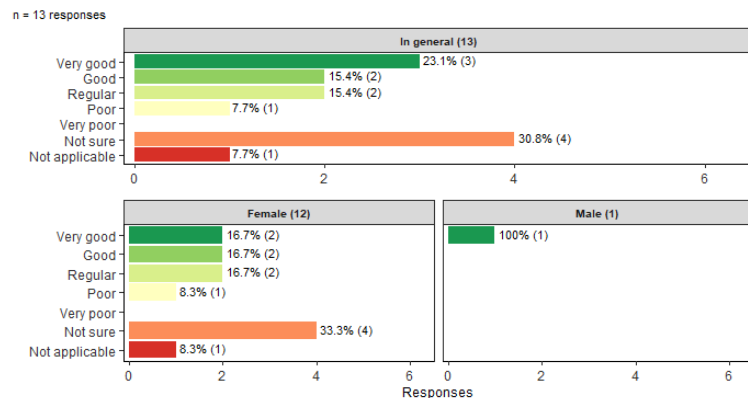
When asked about the **management of the Joint Fund**, 38% of the 13 participants of the online survey assessed the efficiency of the administration of the Joint Fund, in terms of its human and financial resources and organisational structure and governance, as Very Good (23%) or Good (15%), with the rest responding Not Sure (31%), Regular (15%), and Poor (8%). This significant percentage of people who said they were not sure about the efficiency of the management of the Fund may be due to some distancing from the JF management. In contrast, about 71% in the structured interviews answered that the management was Very Good (52%) or Good (15%).

When asked about the **quality of management and the timeliness of delivery of results**, “*How appropriate was the quality and efficiency of joint management? To what extent were the results delivered on time?*”, respondents of the online survey replied Very Good (31%), Good (31%), and Regular (23%).

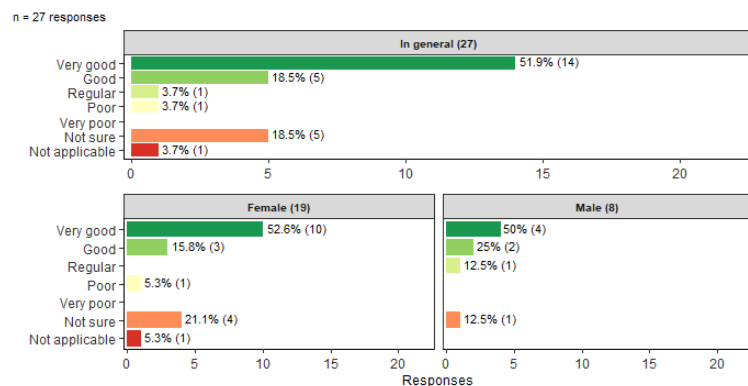
Equally positive were the responses to the question “*How would you rate the **quality of the Joint Fund’s results** for the SDGs?*”, with 92% in the online survey replying Very Good (46%) and Good (46%), and only 8% Regular. A similar result was found in the structured interviews, where a total of 85% answered Very Good (70%) and Good (15%). This indicates a very positive impression of the quality of JF results and products, and it can be inferred that this is also associated with management quality, as seen above, without disregarding the room for improvement.

For the question “*How do you evaluate the **participation of the Office of the Resident Coordinator (RCO)** in monitoring the Joint Fund to promote integration among agencies and with the Brazilian government?*”, a total of 77% in the online survey replied positively, with 54% Very Good, 15% Good, and 8%, while 23% answered Not Sure. From these results, one can presume that the RCO was indeed a strategic actor for the implementation of the JF.

How efficiently has the joint fund been managed in terms of its human / financial resources and organisational / governance structure?



How efficiently has the joint fund been managed in terms of its human / financial resources and organisational / governance structure?



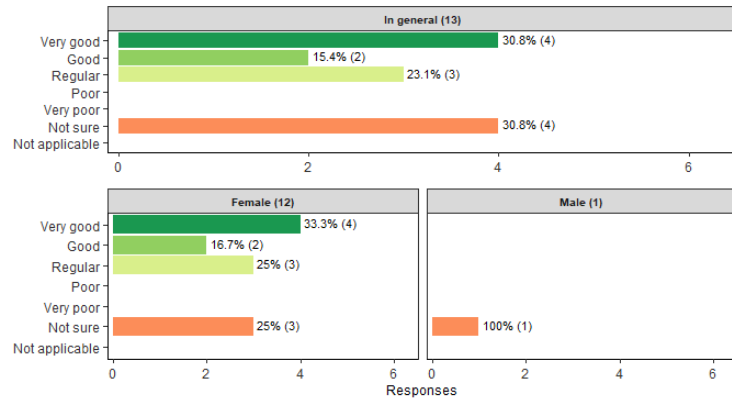
The online survey comprised a question on **communication between staff involved in the implementation**. Almost 77% answered Good (54%) or Very Good (23%), with the remainder responding Not Applicable (8%) and Regular (8%).

Regarding **management systems** (*“How functional, sufficient, and goal-oriented is the Joint Fund management system (including technical expertise as well as monitoring, planning, and reporting systems)?”*), the 13 respondents of the online survey answered Very Good (31%), Regular (23%), and Good (15%). In the structured interviews, 63% answered that the system was Very Good (37%) and Good (26%), with the remainder saying Poor (4%) and Regular (4%). The percentage of Not Sure and Not Applicable adds up to 30%. The positive evaluations of people in the interviews highlight the management systems closely associated with the chatbots used in the surveys and the existence of quarterly JF progress reports. It is important to note that the JF and the RCO used tools for real-time monitoring (chatbots), and those agencies that used the tool highlighted their usefulness and effectiveness even though the samples were generally quite small, with a high non-response rate.

The number of Regular, Poor, Not Applicable, and Not Sure responses, as well as the implementation process of this evaluation itself, indicate the need for improvement in management systems. This includes both digitalized systems for monitoring the implementation and the results. The management and communication process seems to take place predominantly by e-mail, without the support of a management information system (MIS) specific to JF activities. Besides being less efficient, this tends to hinder the systematisation of information, exchange, management monitoring, and continuity in case of staff changes or of temporary absence (e.g., holidays or medical leave). It is recommended to invest in both staff training and project management tools ‘in the cloud’, in addition to those already used by the UN system in Brazil, such as [Teamwork Projects](#), [Asana](#), [Trello](#), or [Basecamp](#). The establishment of digital records of participants and feedback on activities, feeding databases through online/offline forms in tools such as

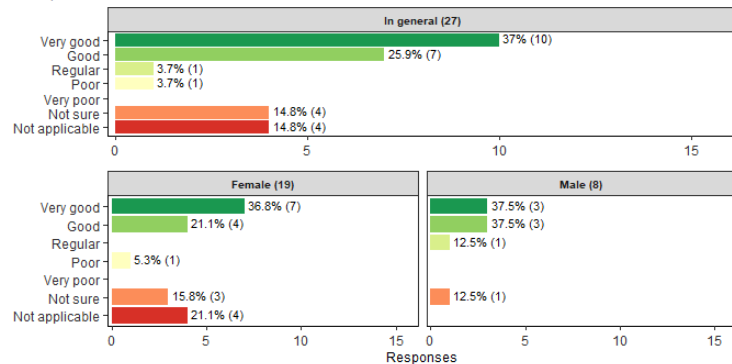
How functional, sufficient and goal-oriented is the joint fund management system (including technical expertise, as well as monitoring, planning and reporting systems)?

n = 13 responses



How functional, sufficient and goal-oriented is the Joint Fund management system (including technical expertise, as well as monitoring, planning and reporting systems)?

n = 27 responses



[KoboToolbox](#), [Survey123](#), [ODK Cloud](#), or [ONA](#) can support the facilitation of the reporting and monitoring processes of the activities as well as the usefulness of the products. However, it is important to note that during the course of this evaluation it was possible to perceive a number of personal and institutional limitations to the adoption of digital communication and records.

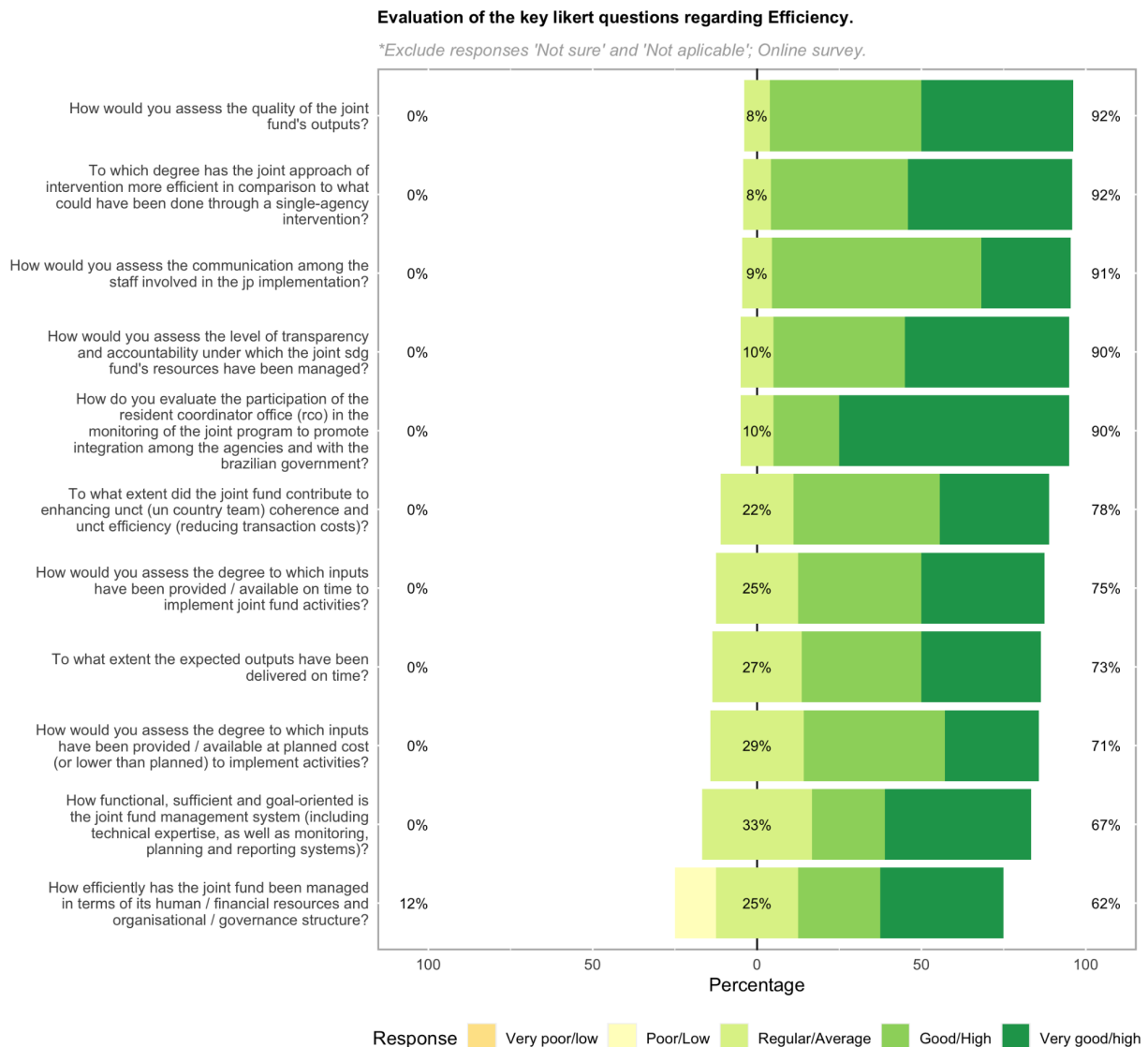
For the assessment on the **joint intervention approach**, when asked “*To what extent is the joint intervention approach more efficient compared to what could have been done through a single agency intervention?*”, approximately 84% in the online survey replied positively, with 46% responding Very Good and 38% Good. Similarly, 81% in the structured interviews rated the joint approach as Very Good (59%) or Good (22%), with only one response marked as Poor (7%). This result indicates a robust evaluation that the joint approach of the UN system agencies is efficient and that this evaluation is also corroborated by the semi-structured interview responses, where in addition to the recognition of the advantages of working in a joint approach, the complementarities of the individualised work of the agencies with their partners are acknowledged. The joint approach is seen as a potentializer of the UN contribution in terms of content by aggregating the expertise of each one of the agencies, giving greater robustness to the results produced and strengthening the role of smaller agencies. These same evaluations are also observed in the Effectiveness criterion about how the joint approach facilitated the achievement of project results. The joint intervention is considered an opportunity to reduce a certain dispute among agencies, having this dynamic due to political and organisational factors historically present in the country, which stimulated this configuration in other periods. Reinforcing the consensus on the joint approach, it should be noted that the Secretariat’s own orientation is more programmatic, stimulating an integrated and more comprehensive vision and, at the same time, a break from the logic of the UN system’s actions within each of its mandates.

Yet, according to the oral statements of the participants, some problems were identified such as the various times and availabilities of each of the agencies due to their own agendas or the coordination of JF communication, with the need for greater clarity on their responsibility and the roles of each one to avoid a fragmented process. Finally, a specific problem pointed out was the simultaneous action of the five agencies that overloaded the Ministry of Citizenship and partially compromised its capacity to respond in the short term.

Thinking about the **internal coherence** of the UN Brazil team, asked “*To what extent has the Joint Fund contributed to increase the coherence of the work of the UN Brazil Team and its efficiency, including in reducing administrative costs?*”, a total of 54% of people in the online survey found the contribution Good (31%) or Very Good (23%), while 46% of the remainder responded Regular (15%), Not Sure (23%), and Not Applicable (8%). In the structured interviews, 66% of the participants rated it as Very Good (44%) or Good (22%), with the remainder answering Regular (4%), Poor (4%), Not Sure (11%), and Not Applicable (15%). These answers indicate that analysis and communication on increasing efficiency and reducing administrative costs require differentiated attention, a statement that is supported by the volume of manifestations from participants on the need to seek more efficient forms of integration or greater alignment of the agencies’ operating procedures, aimed at reducing operating and transactional costs in line with the objectives

of the *One UN* strategy, despite the existence and use that was given to the JOF in the implementation of the JF in Brazil.

The following graphs summarise the results for the efficiency criterion from the online and structured interviews and exemplified by the evaluation participants, as already seen.



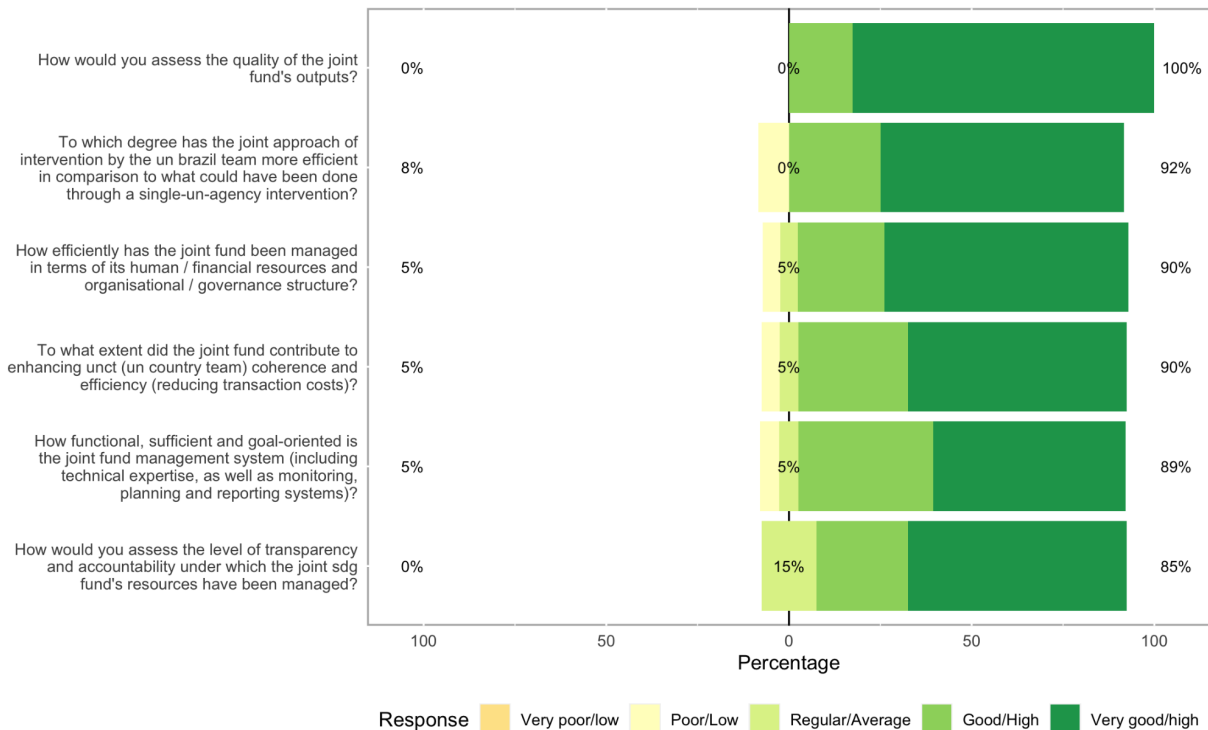
The average score for the criterion '**Efficiency**' in the **online survey** was **1.79** ('Very Good/High'), in line with the structured interviews that scored **1.48** ('Very Good/High'). The efficiency of the Joint Fund for the SDGs is reflected in the evaluation that the joint work of the agencies is more efficient as well as in the quality of the results generated under this approach, communication, transparency, and technical coordination, by the lead agency, and in the articulating role played by the RCO, both in strengthening the interagency work and in the relationship with the government. There is potential for the



joint approach to strengthen the internal coherence of the UN system, to promote improvements in cooperation among PFAs, and to improve the effectiveness of the delivery of support to governments.

#### Evaluation of the key likert questions regarding Efficiency.

*\*Exclude responses 'Not sure' and 'Not applicable'; Structured interviews.*

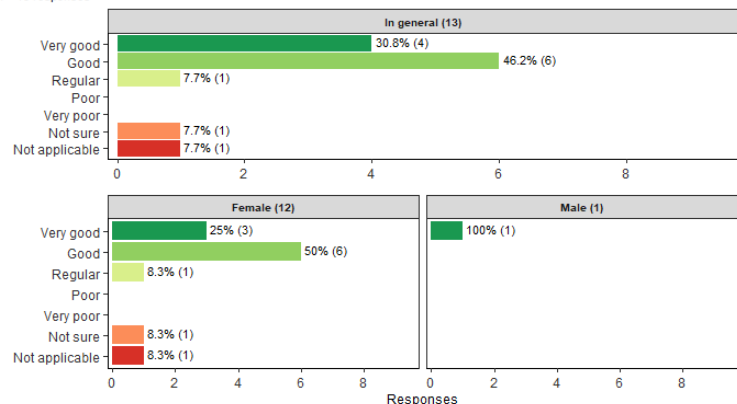


## 5.5 Impact

Although this final evaluation is not intended to be an impact evaluation, even due to implicit methodological limitations, evaluations about the possibilities of change were investigated, and some evaluations that emerged in the interviews and surveys are worth highlighting. The perceived impact in terms of **early childhood development** was assessed in the online survey through the question *"How well have the methodologies and tools facilitated by the Joint Fund for the Happy Child Programme contributed to promote early*

#### How well has the methodologies and tools facilitated by the Joint Fund to the Happy Child programme contributed to promote early child development?

n = 13 responses



*child development?”* 77% evaluated the contribution of the Joint Fund as Good (46%) and Very Good (31%). Only 8% rated it as Regular. These answers point to a high degree of effectiveness of the actions of the JF in Brazil in supporting the Happy Child Programme. The results of this question are in line with the positive evaluations on the JF efficiency, especially on the quality of products and the joint approach of the UN system agencies.

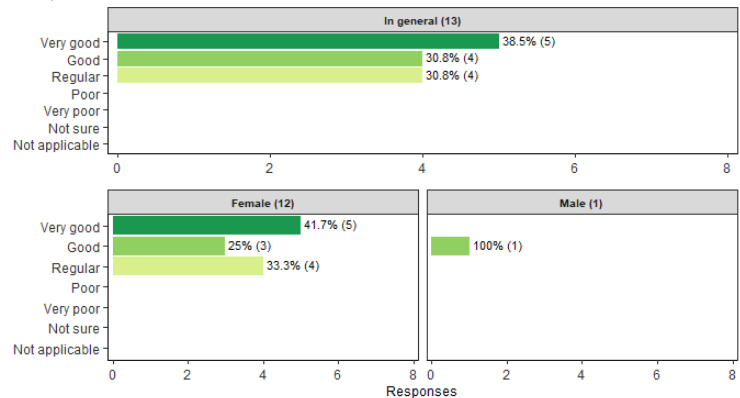
Several participants indicated that the communication actions, especially during the pandemic, allowed the intensification of the awareness of the ECD issue within the HCP. Other products developed, as indicated in the JF progress reports, have also facilitated dialogue, such as developing the methodology for the certification of municipalities or the courses for radio broadcasters, to name but a few.

When asked about the contribution of the Joint Fund to accelerate the achievement of the **Sustainable Development Goals** at national level, 69% of online survey participants answered Very Good (38%) and Good (31%), with the remaining saying Regular (31%). This

indicates a very positive performance, especially when comparing the percentages on the contribution to early childhood development, verifying the positive result of the Fund both for the beneficiary groups of the HCP and for the achievement of some SDGs foreseen in the 2030 Agenda. In this sense, the evaluation of the relevance of HCP support to work with the SDGs as a model for integration of public policies is noteworthy, since the HCP has the potential to promote intersectorality, and JF support is designed with a focus on SDGs 1 (poverty reduction), 3 (health), 4 (education), 5 (gender), and 10 (reducing inequalities).

What is your view about the joint fund's contribution to accelerating the Sustainable Development Goals at the national level?

n = 13 responses



When asked “*To what extent has the Joint Fund been guided by international (national and regional) normative frameworks relevant to **gender equality and women’s rights**, UN system-wide mandates, and organisational goals?*”, 69% in the online survey answered Very Good (38%) and Good (31%), with the remainder responding Regular (15%) and Not Sure (15%). This indicates the expected alignment with national and international references, corroborated by the criterion ‘Coherence’, but at the same time indicating the possibility of greater integration to be better explored, despite the efforts undertaken, which resulted in courses and publications.

Participants in the online survey assessed issues related to **inclusion** in the question: “*To what extent has the Joint Fund for the SDGs contributed to supporting the **inclusion of persons with disabilities**?*” 47% of people answered Good (8%), Very Good (8%), and Regular (31%), with the rest of the answers being Poor (15%), Very Poor (8%), Not Sure (23%), and Not Applicable (8%). The inclusion of people with disabilities did not count on direct actions of the Joint Programme, and the issue was still treated in a transversal way. It

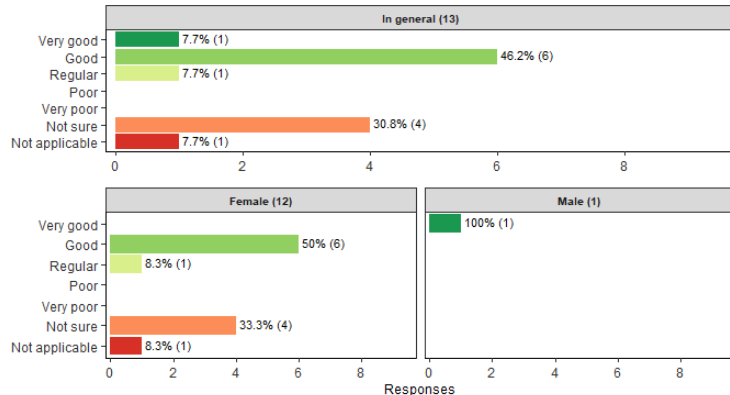


indicates the need to strengthen inclusion through access and quality of public services offered to this group of people. This can happen through specialised consulting activities on the issue, for example, when designing upcoming projects, or through interventions being implemented by other actors, including bilateral projects of UN agencies, such as the United Nations Disability Inclusion Strategy launched in 2019<sup>18</sup>.

The evaluation of the respondents on how the JF contributed to increase the participation and retention of municipalities and the increase in the number of beneficiaries of the HCP (Result 1 indicator) indicates that it was Good (46%), Very Good (8%), and Regular (8%), with a significant percentage of those who answered Not Sure and Not Applicable (38%). Even though 54% of the answers indicate a very positive contribution, 38% answered Not Sure and Not Applicable. The assessment of participants of the structured survey was more positive, with 60% answering Very Good (41%) and Good (19%). It is worth noting that 22% answered Not Sure and 11% Not Applicable. These data need to be understood considering that the municipalities' adhesion system, under the governance of the Ministry, was closed from June 2020 to November 2021, preventing more targeted actions to the municipalities. Despite this fact, on 31 March 2022 the

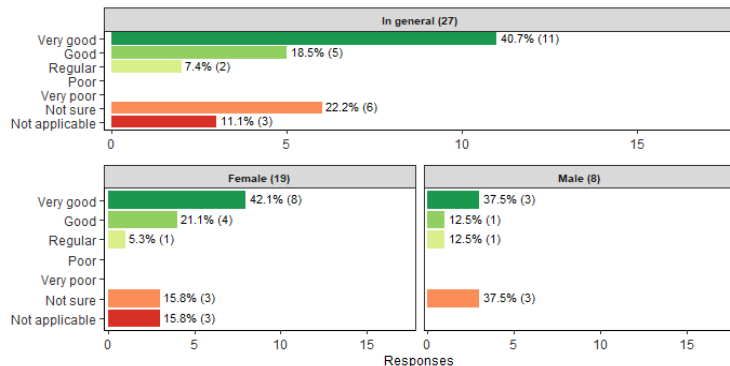
**To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of beneficiaries?**

n = 13 responses



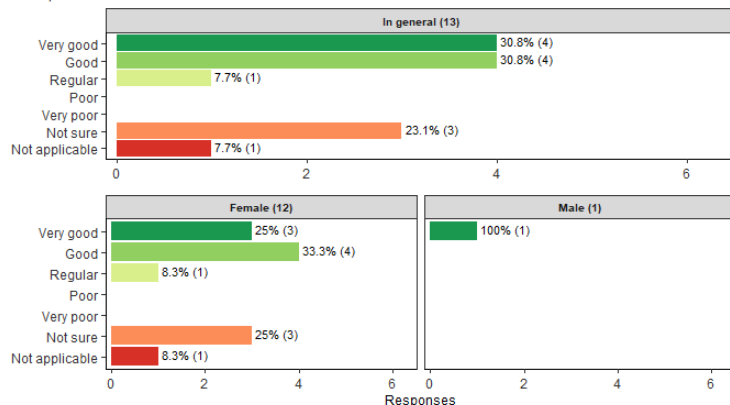
**To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of beneficiaries, contributing to accelerate the achievement of SDGs in Brazil?**

n = 27 responses



**To which extent did the joint fund contribute to mobilise municipalities on the topic of Early Childhood Development, and implementing/expanding the Happy Child Programme?**

n = 13 responses



<sup>18</sup> Accessible at: [UN Disability Inclusion Strategy](#)

programme reached 1,517,942 million beneficiaries, the target being 1.6 million (baseline of 600,000). Several initiatives have been developed on the issue of early childhood development and to mobilise candidates and elected mayors. The campaign for candidates reached 10,858 candidates in 2,799 municipalities, according to the progress report for that year, until December 2021. It is recommended, if possible, to commission evaluations involving actors from the municipalities to explore these impacts and others associated with mobilisation around the issue.

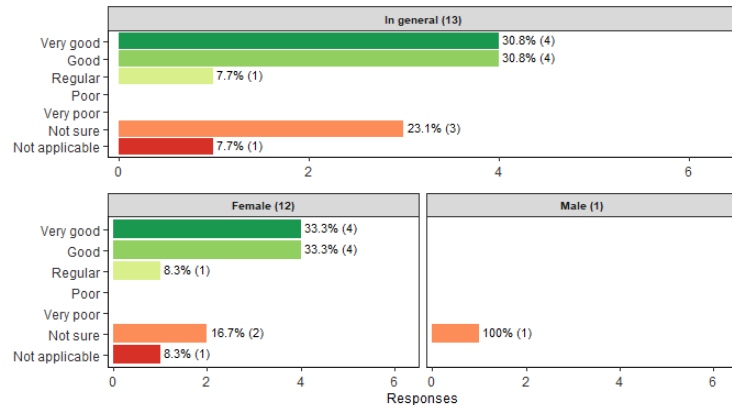
About 62% in the online survey rated positively the JF contribution to mobilise municipalities on the issue of early childhood development and expand the HCP (indicator – Output 1.1), with 31% Very Good, 31% Good, and 8% Regular. It is worth mentioning that 31% answered Not Sure (23%) and Not Applicable (8%). The same question was presented in the structured interviews, where 77% of people answered Very Good (48%), Good (22%), and Regular (7%), with 18% answering Not Sure and one person answering Not Applicable. This set of answers also follows the trend of the online survey responses, once again reaffirming the effectiveness in achieving the targets set and the joint approach to supporting the HCP.

These results suggest that the majority considers the JF contribution as positive in this aspect, even though it suggests the need for improvement in terms of communication and visibility among the stakeholders involved in the evaluation, considering the people who answered ‘Not Sure’. This evaluation can also be associated with communication about the JF, as seen in the Efficiency criterion, and also to the difficulties imposed by the pandemic, especially in 2020.

Regarding ‘good practices’ in the implementation of the Happy Child Programme (indicator – Output 1.2), asking “To which extent did the Joint Fund contribute to generate ‘good practices’ (improvements in design and processes) of implementation in the Happy Child

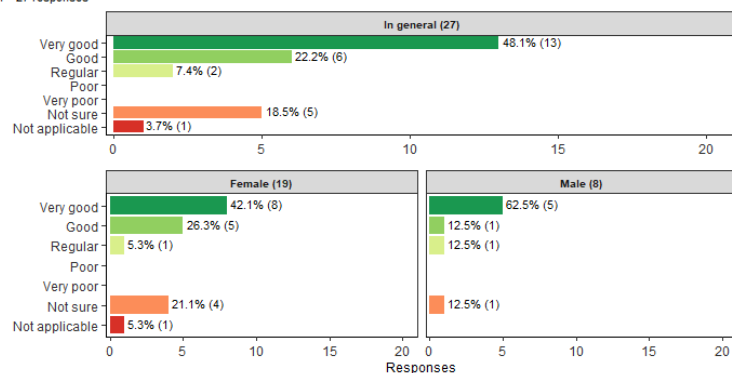
To which extent did the joint fund contribute to generate “good practices” (improvements in design and processes) of implementation in the Happy Child Programme?

n = 13 responses



To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of beneficiaries, contributing to accelerate the achievement of SDGs in Brazil??

n = 27 responses



*Programme?”*, the majority answered that the contribution was Good (31%), Very Good (31%), and Regular (8%).

In the structured interviews, 74% considered the contribution as Very Good (48%) and Good (26%). The two assessment types generated similar results, and one can associate this result to some of the requirements evaluated in the Efficiency criterion, such as the quality of the products, the joint approach, communication, and some aspects of coordination.

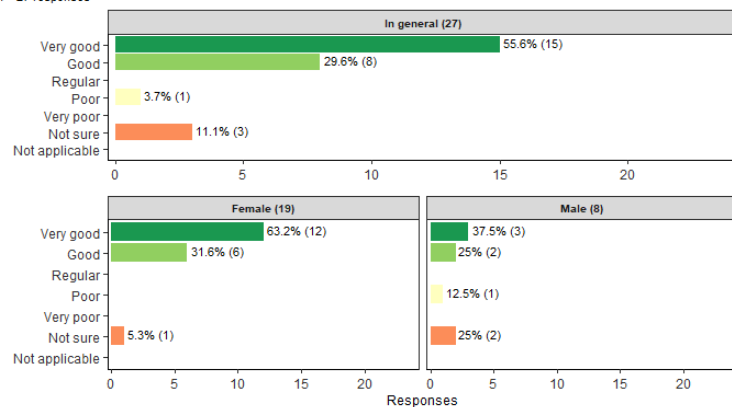
The answers to the semi-structured interviews reinforce these points, and it is worth highlighting the impact generated by conducting research using the chatbot, followed by interviews and workshops, which produced evidence and subsidised the definition of new and complementary approaches for vulnerable groups. The use of a chatbot, as indicated by several participants, has the potential to become a good practice for the HCP.

The results of the online survey on **improving the capacity and quality of multisectoral interventions (indicator – Outcome 2)** were quite positive. Regarding the question “*To which extent did the Joint Fund contribute to improved capacities and enhanced quality of integrated multi-sectoral early-childhood development interventions?*”, approximately 85% online survey respondents indicated that it was Good (46%), Very Good (31%), and Regular (8%). In the structured interviews, 89% answered that the contribution was Very Good (56%), Good (30%), with the remainder being Poor (4%) or Not Sure (11%). In support of this evaluation on the improvement of capacities, as informed in the second progress report of December 2021, the development of guides with good practices on multisectoral action in the municipalities and also the guides for the preparation of municipal plans for early childhood development should be kept in mind.

From the perspective of multisectorality, the **intersectoral work between the Happy Child Programme and public services (indicator – Output 2.1)** was evaluated by 69% in the online survey, indicating that the contribution was Good (38%), Very Good (23%), and Regular (8%). In

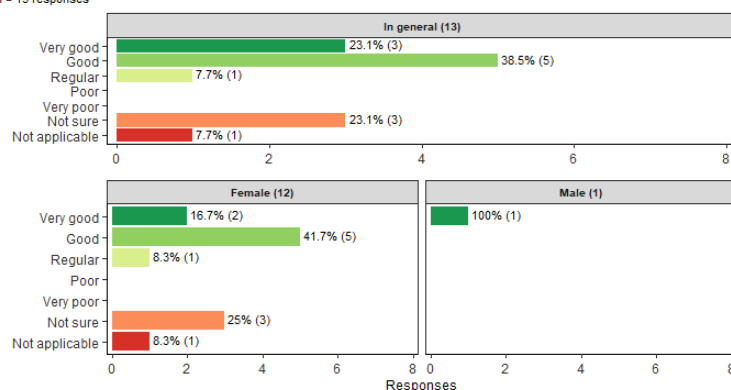
To which extent did the joint fund contribute to improved capacities and enhanced quality of integrated multi-sectoral early-childhood development interventions?

n = 27 responses



To which extent did the joint fund contribute to improve intersectoral work between the Happy Child Programme and public services offered to children and their families and caregivers, particularly women, at the municipalities?

n = 13 responses



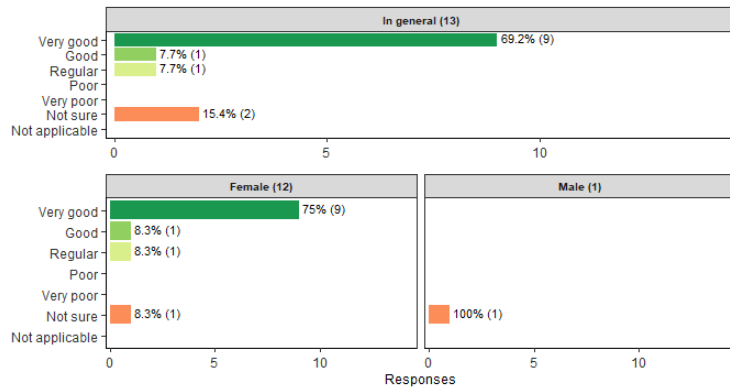
the structured interviews, 63% answered Good (33%) or Very Good (30%), with the remainder Not Sure (22%), Not Applicable (7%), Very Poor (4%), and Poor (4%). A trend was identified that intersectorality and integration received differentiated attention, supported by the positive aspects related to the quality of products and the joint approach regarding Efficiency as well as the effectiveness of the joint action of the UN system and, finally, the discussions and actions for greater integration between early childhood development and social protection services. However, considering: a) the responses between Poor and Not Applicable, b) the importance of the intersectorality issue, and c) responses to semi-structured interviews, the results suggest needs for improvement in terms of intersectorality. The municipalities should be listened to more, and greater focus should be put on territory. As seen in the previous question, the inter-federative flows that impact on this construction in spite of the guides with good practices on multisectoral action in the municipalities and for the preparation of municipal plans for early childhood development should be discussed intensively.

Asked about **professional development** (indicator – **Output 2.2**), “To which extent did the Joint Fund contribute or is likely

to contribute to improving competencies and capabilities of professionals from the Happy Child Programme in early child development?”, 77% in the online survey answered Very Good (69%) and Good (8%). Similarly, 78% in the structured survey answered Good (41%) and Very Good (37%). Considering the consensus regarding the positive evaluation of the online survey responses for this question and the support from the interview responses, it is possible to infer that there was a contribution from the JF to improve the competencies and skills of the professionals in the Happy Child Programme, especially through the development of the distance-learning platform, the courses, and the guides and manuals, which, however, need to be continuously implemented after the end of the JF in Brazil to ensure the effectiveness of the qualification. The perceptions of the interconnection

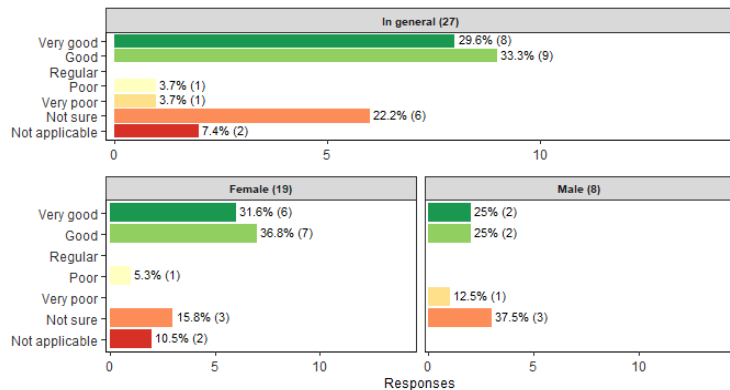
To which extent did the joint fund contribute or is likely to contribute to improve competencies and capabilities of professionals from the Happy Child Programme on the Early Child Development?

n = 13 responses



To which extent did the joint fund contribute to improve intersectoral work between the Happy Child Programme and public services offered to children and their families and caregivers, particularly women, at the municipalities?

n = 27 responses



between capacity building, service quality improvement, and the first steps of their integration proved to be in line.

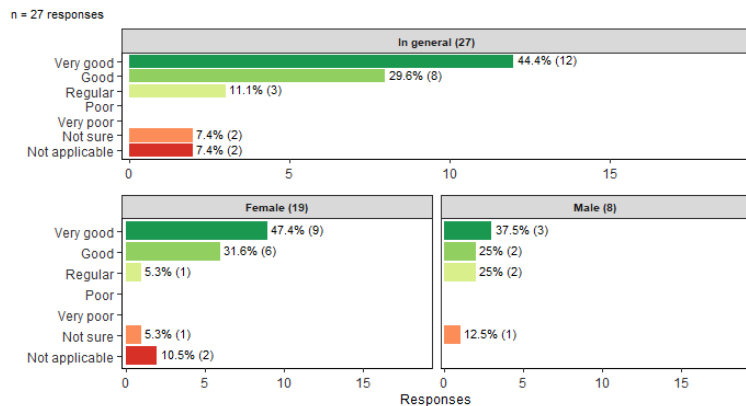
Considering the importance of the context of the **COVID-19** pandemic, the structured interviews included the question: *“To what extent has the UN system support to the Happy Child Programme contributed to reducing vulnerability of those most in need against shocks and crises, especially regarding the COVID-19 pandemic?”* Among the respondents, 85%

answered Very Good (44%), Good (30%), and Regular (11%), and only 7% said Not Applicable. It is important to highlight, as an unexpected positive effect resulting from the pandemic, the adaptation of HCP activities to the digital and remote model, which prevented a possible postponement or interruption of the programme, as stated in most of the open answers to this question. In addition to supporting the Ministry to improve the delivery of the HCP

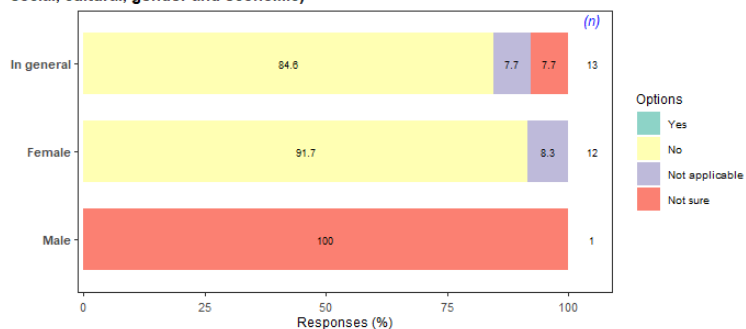
by addressing the particularities of specific vulnerable groups already included in the programme’s design (women victims of violence, quilombolas, river dwellers, indigenous people, migrants, homeless people, pregnant women, and mothers deprived of their liberty), the JF brought better strategies for their care, in addition to the differentiated look at the care economy and the reinsertion of women into the labour market.

A standard question in evaluations refers to possible **unplanned negative effects**. To this question online survey respondents answered No (85%) and Not Applicable (8%). Both the structured and semi-structured survey presented an open-ended question about such effects: *“What **negative impacts** of the Joint Fund’s activities for the SDGs have you experienced, if any?”* Among the responses it was not possible to identify substantial negative impacts generated from the Fund’s actions. However, there is evidence that it is important to involve men in family care activities in order to avoid overburdening women, in addition to investigating the situation about natural births in indigenous communities, determining curtailment of rights to social assistance. While these are similar suggestions,

To what extent has the UN system support to the Happy Child Programme contributed to reducing vulnerability of those most in need against shocks and crises, especially regarding the COVID-19 pandemic?



Do you know about any **NEGATIVE** effects caused by the joint fund? (i.e. environmental, social, cultural, gender and economic)





it is important to note the perception that a ‘lack’ may eventually be associated with a negative effect, which is not the case here, but is a point of attention.

In contrast, for the question on **unplanned positive effects**, “Do you know of any unplanned POSITIVE impacts on target groups or others arising from the Joint Fund?”, participants answered Yes (31%) and No (23%). Even though the question refers to unexpected positive impacts, the number of people who answered Not Sure (38%) and Not Applicable (8%) suggests the need for improvement in terms of communicating the results of the Joint Fund.

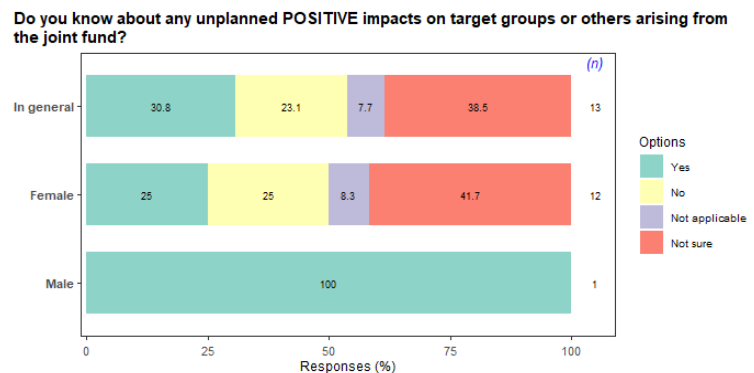
Those who here answered ‘Yes’ in the online survey were also asked to respond to the following question: “What were the unplanned positive impacts on target groups or other non-target communities arising from the Joint Fund?”

As already seen in the analysis of the Efficiency criterion, intersectorality is again perceived as a positive effect through the statements that this aspect was incorporated in all JF products, in addition to having promoted the improvement of skills of those who were acting on the ground. However, it is important to note that intersectorality was part of Result 1 of the programme document and that this may be identified as an unexpected positive impact because the guides produced under the JF were scheduled to be launched after the interview period, that is, the guides developed on the issue had not been disseminated, but the treatment of the issue was incorporated, so to speak. The possibility that the JF brought sensitive issues onto the agenda was also identified as unexpected positive impact, such as the approach to depression, care beyond the HCP, or even the role of women in early childhood. Two more points highlighted were, first, the technological transition conducted with the support of the JF, whether in the direct communication with the caregivers and the families or the development of the distance-learning platform, which was institutionally incorporated as the Ministry’s platform and not only of the HCP. Second, a focus on the diversity of childhood was mentioned.

People taking part in both the online survey and the structured interviews were asked to talk about the **main results achieved by the Joint Fund for the SDGs so far**.

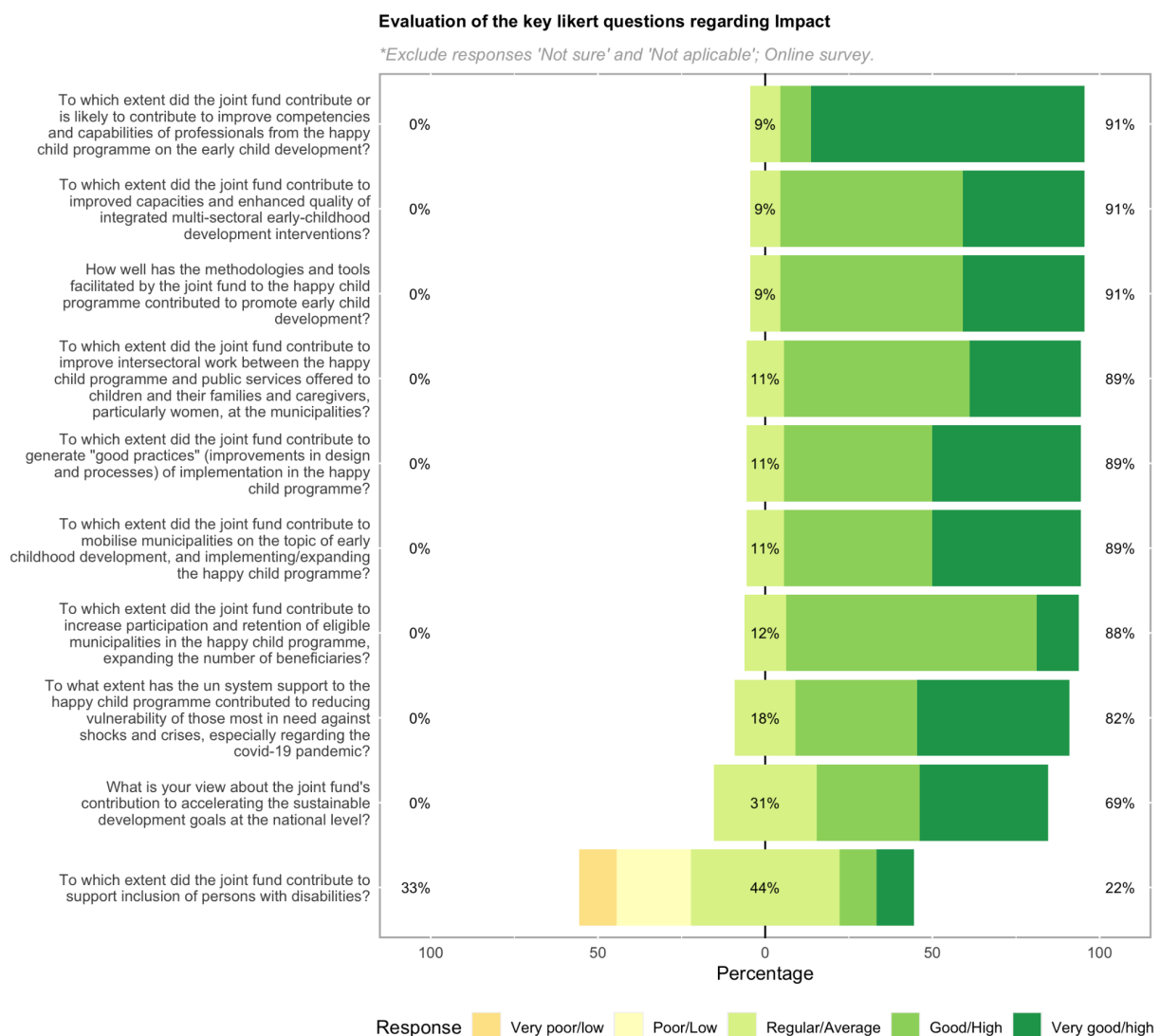
The issue of early childhood development and the alignment with the SDGs and the efforts to achieve the expected goals were highlighted by the participants, as was the dialogue with the Ministry to obtain improvement in the assistance to vulnerable groups, one of the main results of the JF.

It should be noted, as already announced at the beginning of the discussion on the Impact criterion, that most of the results achieved indicated by the participants are concrete products that were developed and delivered, with potential to support the improvement of the implementation of the HCP, such as training manuals, campaigns, or even the distance-learning platform, but these products are not characterised as impacts per se.



However, the participants indicated results with greater potential for transformation, such as the awareness of the early childhood development issue and its association with social protection and the progress towards achieving the SDG goals, in addition to the accumulation of knowledge, the inter-agency action of the UN system, and the subsidies produced by the JF for the implementation of some changes in the conception and scope of the HCP.

Some examples of these so-called broader JF impacts are identified by the sharing of new perspectives and approaches to improving early childhood development, localised effects in territories and areas, approaches on women's and men's roles, and the identification of the need for institutionalised and informal supports in childcare. This set of evaluations reinforces the need for impact evaluations to be planned and conducted in order to consolidate the evidence.

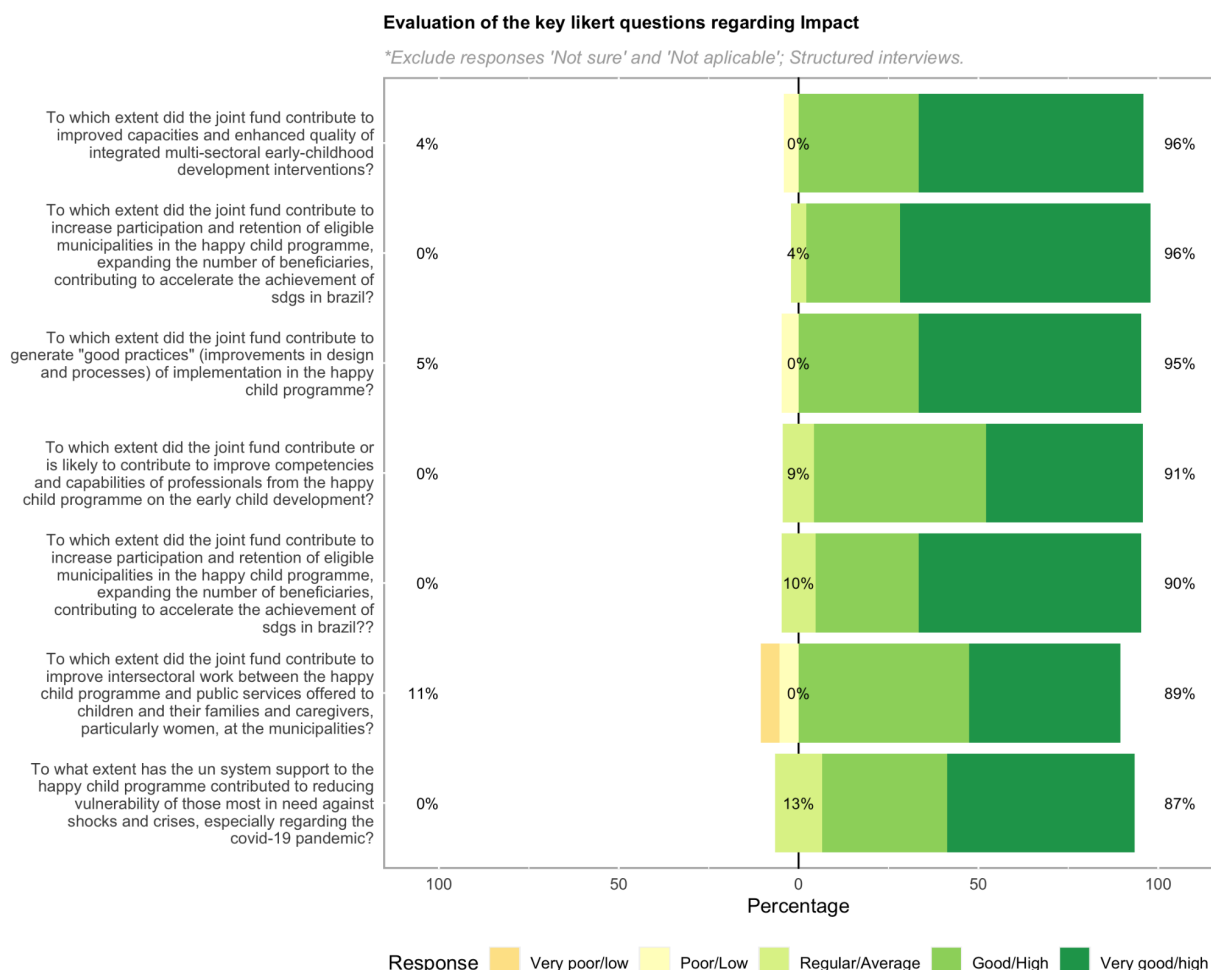


The overall average score for the criterion **'Impact'** in the online survey responses was **1.86 ('Good/High')**, as summarised in the following graph. It is important to emphasise

that since this is a formative, final evaluation, the findings related to this criterion mainly present the evaluations of respondents about the potential impacts that the intervention may generate in the future.

The positive evaluations of the Fund's contribution to capacity building for HCP professionals should be highlighted. At the same time, attention should be paid to the municipalities' adhesion process, even considering that the adhesion platform was practically closed throughout 2020 and 2021, with short openings, which certainly compromised the engagement of the municipalities. Special attention should be paid to the achievement of the SDG goals, verifying the possibility of greater adaptation and differentiation of goals according to regional and national contexts. Finally, the issue of inclusion of people with disabilities, which was not an initial focus of the project, requires a specialised look due to the specificities of each type of disability.

The average score for the criterion '**Impact**' in the structured interviews was 1.57 ('**Very Good/High**').



Despite the very favourable evaluation of the Impact criterion in the structured interviews, some aspects can be analysed in greater detail with a view to improving future interventions. One of them refers to the learning from the pandemic, which was a challenge



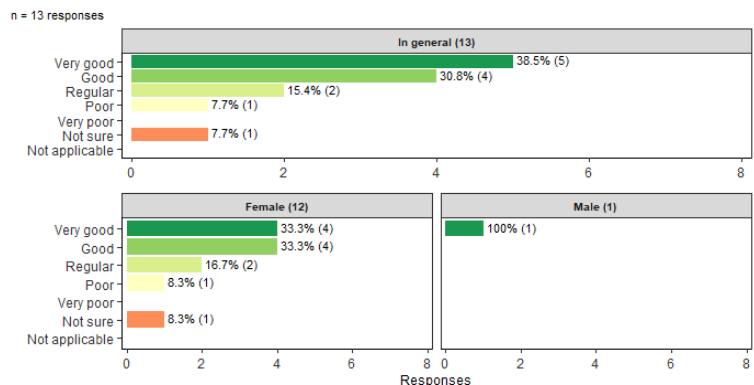
for everyone, and the lessons learned from this process should be looked at rigorously considering opportunities to continue and scale up what actually worked. Another aspect refers to intersectorality, which, as already mentioned, is a major challenge, and intersectoral work is strategic for the success of the HCP and should always be monitored and improved. Finally, capacity building, especially for those who work on the ground, is crucial and therefore should be intensified and its effects constantly monitored so that the necessary adjustments or improvements can be promptly made.

## 5.6 Sustainability

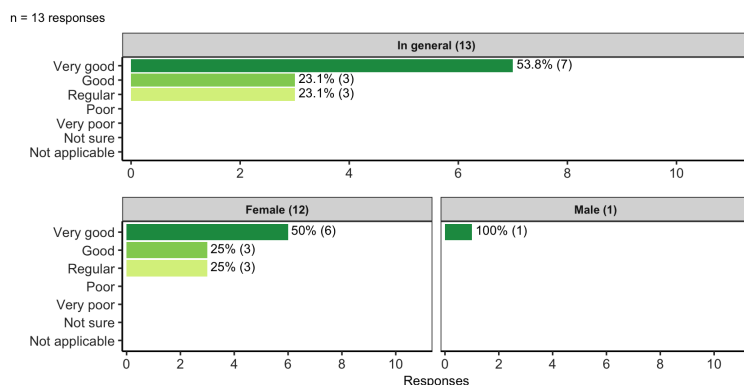
The online survey asked *“To what extent has the strategy adopted by the Joint Fund contributed to the **sustainability of the results**, especially in terms of ‘leaving no one behind’ (support to persons with disabilities) and the social protection system?”* 84% answered Very Good (38%), Good (31%), and Regular (15%). The participants of the online survey and the structured interviews also assessed the **government leadership and long-term ownership**, which is related to sustainability conditions through government leadership and ownership of the products delivered by the JF and their expected impacts. When asked *“To what extent has the Joint Fund supported the buy-in, leadership, and long-term ownership of the government and other relevant stakeholders?”*, 76% of the answers given in the online survey were Good (46%), Very Good (15%), and Regular (15%). In the structured interviews, the assessment was slightly less positive. Some 62% answered Very Good (33%), Good (22%), or Regular (7%), with two people responding Poor (7%).

Considering the **probability of sustainability of the programme results** in the question *“How likely are the results to be sustained beyond the Joint Fund through the action of the government and other stakeholders or the UN Brazil team?”*, most people (77%) answered Very Good (54%) and

To what extent has the strategy adopted by the joint fund contributed to sustainability of results, especially in terms of “leaving no one behind” and the social protection system?



How likely will the results be sustained beyond the joint fund through the action of Government and other stakeholders and/or UN Brazil Team?



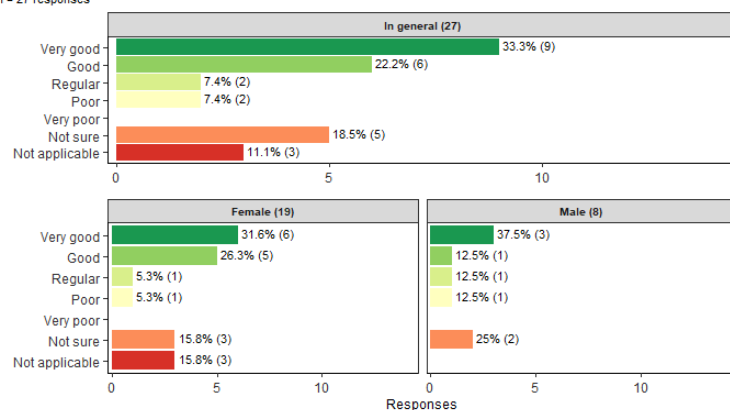
Good (23%); 23% Regular. In the structured interviews, about 71% answered Good (41%) or Very Good (30%), with the rest being Regular (15%), Poor (4%), and Very Poor (4%).

The answers to the three questions indicate a favourable assessment of the sustainability conditions of the JF legacy, whose products are considered solid and were widely shared with the Ministry, such as the distance-learning platform, the courses, the consultation methodologies, the digital communication, among others. There may be room to deepen the sustainability of the JF's possible impacts, arising from the non-effective implementation of all products up to the moment of this evaluation. Yet its strategy has proven positive in the construction of sustainability tools, as seen by the legacy, which is also highlighted by several interviewees. The evaluation about government ownership may be, according to participants, the factor that needs more attention, but it is worth mentioning that the distance-learning platform was launched on 23 March by the Ministry as an institutional resource and not only of the HCP. This gives more solidity to the potential for government ownership, not least because the methodologies and approaches developed by the JF were widely shared with public managers, which is acknowledged by several interview participants. In line with what has been observed so far, the likelihood of the JF results being sustained is considered solid, and one of the factors may be centred on the fact that the JF is a project that supports a strategic government programme that already exists and is being implemented prior to the JF, as highlighted by various participants. Following this line, the HCP's focus on vulnerabilities is also perceived as a factor that confers solidity, even more so in the period of the COVID-19 pandemic.

Even though the general evaluation was positive, the need for attention to knowledge transfer strategies arises, that is, the adoption of strategies to stimulate the effective use of the products delivered, since there was no time for the JF to accompany this dissemination and use. Another point raised in the interviews, as fundamental for the sustainability of the

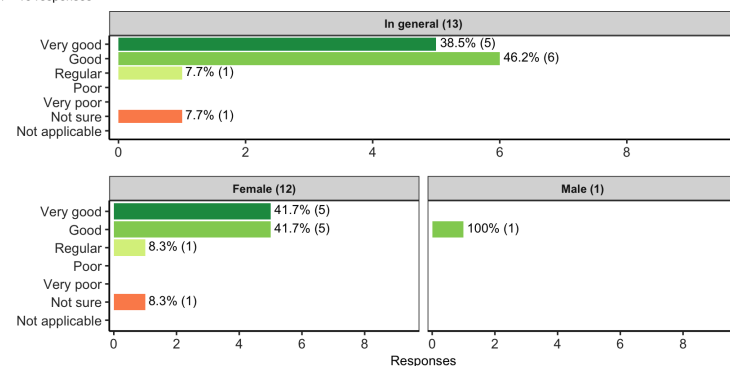
**To what extent has the joint fund supported the long-term buy-in, leadership and ownership by the Government and other relevant stakeholders?**

n = 27 responses



**How well is the project contributing to the institutional and management capacity of local partners?**

n = 13 responses



changes generated so far, is the adoption of a structured and systematic monitoring of the HCP, especially at the leading edge.

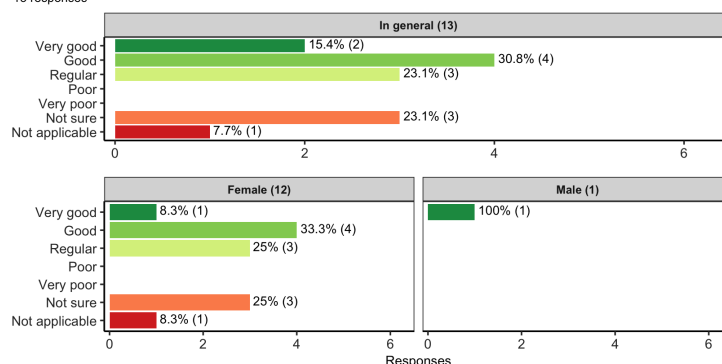
For the question on **capacity development** “*To what extent is the Joint Fund contributing to the institutional and management capacity of local partners?*”, evaluations in the online survey were quite positive, with 84% responding Good (46%) and Very Good (38%). The results from the structured interviews are quite different, where about 49% answered Good (30%) and Very Good (19%), with the rest being Average (26%), Low (7%), and Not Applicable (4%). It is important to consider that some of these capacities were developed through the courses developed by the JF, but the distance education platform with new courses, developed under the JF, was launched on 23 March 2022. Like the consultancies and studies, the courses via the platform have become one of the ‘flagships’, so to speak, of the Joint Fund, but there must be coordinated actions by the Ministry to encourage the use of all the material produced in order to, in fact, bring about a consolidation of results. In this sense, an evaluation with more time and participation of local partners (e.g., municipalities) could help to better clarify the JF contribution, its usefulness, and its results both in terms of changes generated (new capacities) and sustainability after the end of the JF.

For the question on **women’s rights**, when asked “*To what extent has the empowerment and capacity building of women, rights-holders, and duty-bearer groups contributed to the sustainability of the Joint Fund’s results?*”, 69% of responses in the online survey were Good (31%), Regular (23%), and Very Good (15%), with 31% responding Not Sure (23%) and Not Applicable (8%). In the structured interviews, 70% answered Very Good (37%), Good (22%), or Regular (11%), with the remainder being Not Applicable (4%) and Poor (4%).

In this group of participants, a more favourable evaluation can be observed of the JF’s contribution to the strengthening of the positioning of, and attention to, women in relation

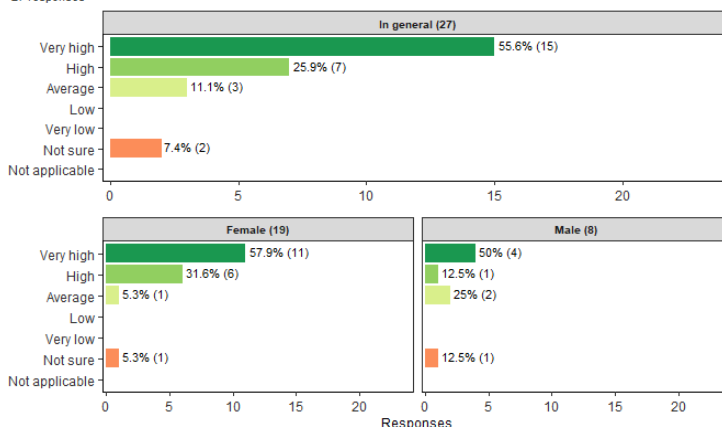
**To what extent empowerment and capacity building of women and groups of rights holders and duty bearers contributed to sustainability of joint fund results?**

n = 13 responses



**How satisfied you are with the work of the joint SDG fund?**

n = 27 responses



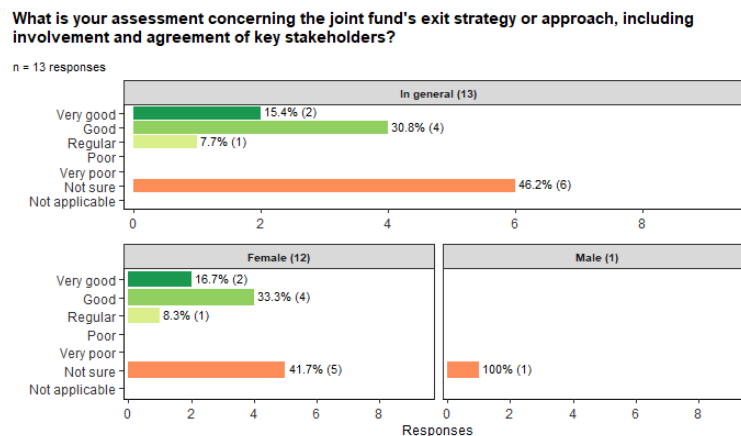
to online research. Among women, this question was evaluated more critically. The participation of UN Women and UNFPA, through the consultancies conducted during the Joint Fund, reflect the effort to include the premise of LNOB in the Fund's activities. However, there is still a need for improvements with more focus on women empowerment and capacity building as instruments to confer greater sustainability to the results.

The questionnaire for the structured interviews included a question regarding **satisfaction** with the work of the JF: *"How satisfied are you with the work of the Joint Fund?"* Some 82% indicated Very High (56%) and High (26%) satisfaction. This suggests that despite unexpected difficulties and challenges, such as the pandemic, and considering the needs of the main groups involved, the results were quite satisfactory.

For the evaluation of the question regarding the **exit strategy**, *"What is your assessment of the Joint Fund's exit strategy or approach to the SDGs, including the involvement and agreement of key stakeholders?"*, 54% of online survey participants answered Good (31%), Very Good (15%), and Regular (8%). Importantly, for the exit strategy, another 46% answered Not Sure. These results show that there is room

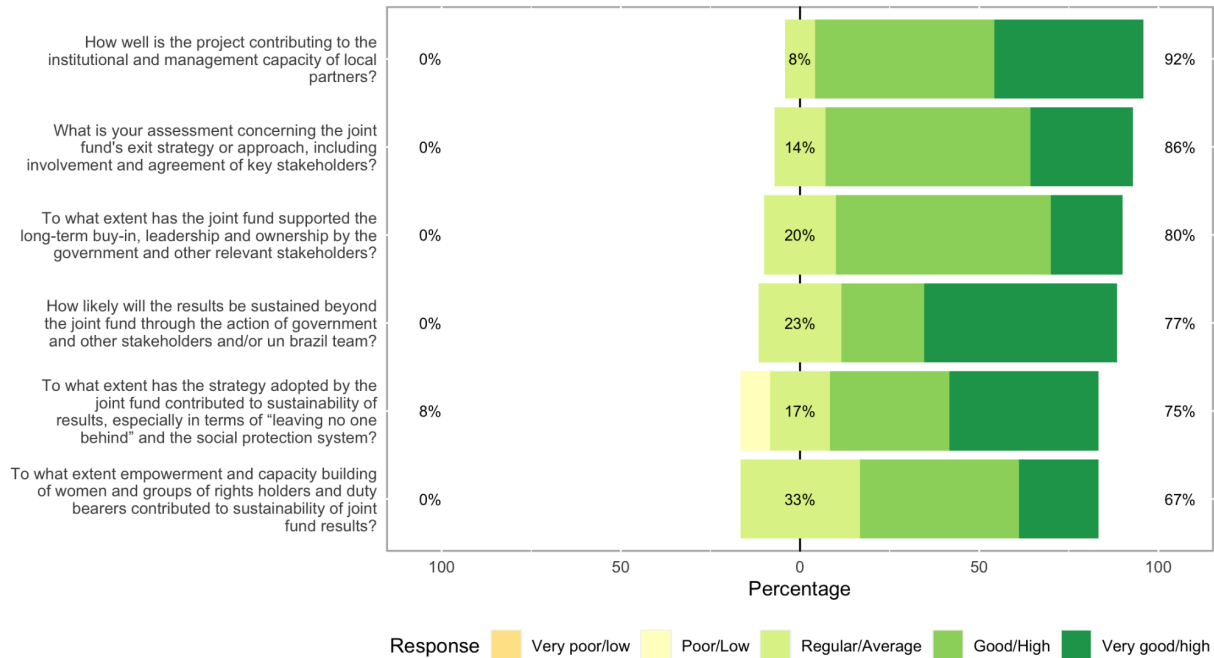
for improvement in building the sustainability of JF actions, both in relation to the continuity of results by the government or other partners and the exit strategies that ensure their effects after the end of the Joint Fund. The result also shows a significant lack of knowledge on the part of respondents about the exit strategies adopted by the Fund to ensure the sustainability of its actions. Finally, as seen above, participants considered that the Fund's contribution to the appropriation of results by the government was Good (46%) and Very Good (15%), indicating that there is room to strengthen the conditions for sustainability after the Fund's support.

The average score for the criterion '**Sustainability**' in the online survey was **1.88 ('Good/High')**. One of the foundations of sustainability, capacity development, was very well evaluated by the participants (Very Good and Good: 84%), which as seen is based on the courses developed, some already held, and several yet to be opened to the public. However, other aspects of the strengthening of sustainability conditions, such as the JF appropriation strategies by the government or the likelihood of sustainability or the exit strategies designed by the JF still indicate the need for attention and improvement. Some of the sustainability factors can be supported, as seen in the suggestions for improvement (open question), by strengthening intersectorality, communication, and the creation of a mobilisation network. The results suggest the need to work on the exit strategy in a more participatory way, which does not seem clear to the people who participated in this evaluation.



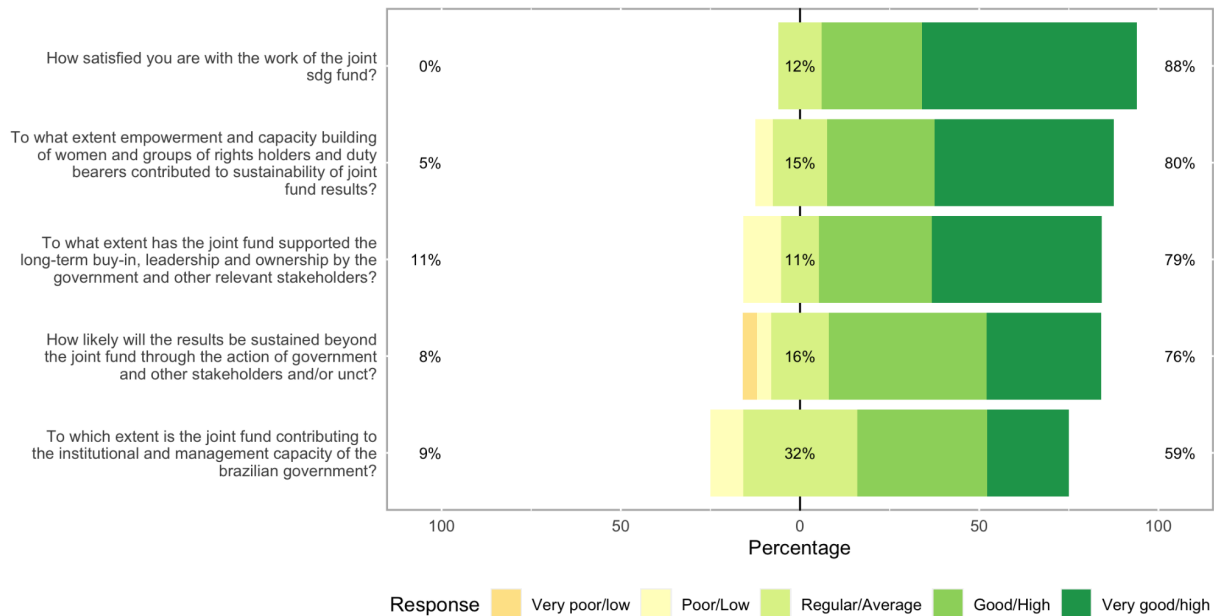
### Evaluation of the key likert questions regarding Sustainability.

*\*Exclude responses 'Not sure' and 'Not applicable'; Online survey.*



### Evaluation of the key likert questions regarding Sustainability.

*\*Exclude responses 'Not sure' and 'Not applicable'; Structured interviews.*



Specifically in the structured interviews, the average score for the **'Sustainability'** criterion was **1.88 ('Good/High')**. Despite the positive evaluations on capacity development, the likelihood of sustaining the results, and the JF efforts to promote ownership of the grants

offered by the JF to the government, there are still efforts to be undertaken to consolidate the results, and the relevant role of the joint approach can be a viable tool to assist in this process, as already seen throughout this evaluation.

Finally, all participants were asked two open and final questions: “*What would be your top three **suggestions for improvement?***” and “*Any additional comments?*” The answers suggest improvements related to strengthening inter-agency governance for the JF, focusing on clarity about the roles of the main actors, despite the project document having a whole chapter describing in detail each of the roles, and the promotion of greater conceptual and theoretical alignment on the issues involved in the discussions on early childhood development. Still within the scope of governance, communication is once again highlighted as needing clearer and more centralised leadership, in addition to making possible the inclusion in its strategy of other issues such as domestic violence against women and children, and also the ample use of media resources such as radio, which is widely accessible. Believing in the existence of co-responsibility around the JF as a positive factor should be emphasised and valued. The importance of intersectorality is once again pointed out as strategic and still demands efforts for its consolidation as well as the financing of actions in general, an issue that does not usually appear in the discussions.

#### What would be your three main suggestions for improvement?

n = 21 responses



## 6 Conclusions

This section presents the main conclusions based on the evidence obtained. The following table summarises the results for each of the evaluation criteria. The columns represent the scores from the evaluation team's perspective followed by the scores from the online surveys and the structured interviews, respectively.

Scoring by evaluation criteria and type of source (1 = very good; 5 = very poor)			
Criterion	Evaluation team	Online survey	Structured interviews
Relevance	2.0	2.2	1.6
Effectiveness	1.7	1.7	1.7
Coherence	1.7	2.0	1.6
Efficiency	1.8	1.8	1.5
Impact	1.7	1.9	1.6
Sustainability	2.0	1.9	1.9
<b>Overall score</b>	<b>1.8</b>	<b>1.9</b>	<b>1.6</b>
<b>General assessment</b>	<b>Very good</b>	<b>Good</b>	<b>Very good</b>

The following sections present the scores assigned to the Joint Fund by the evaluation team for each of the evaluation criteria. The summary tables below present the scores and weights used in the composition of the performance indices. The evaluation team jointly defined the weights. The tables show the key evaluation questions and the weighted average score for each criterion. Below each table, the report provides the main rationale for the scores.

### 6.1 Relevance

KEY QUESTIONS	PERFORMANCE CONCLUSION					WEIGHT
	A = 1	B = 2	C = 3	D = 4	E = 5	
How relevant and appropriate was the joint SDG fund considering the needs and priorities/policies on social protection at the national level and to the needs of the main vulnerable groups?		2.0				30%



To what extent was the jointness in programme design, implementation, and management relevant for addressing the country's development priorities and challenges?	1.0					30%
To what extent did the Joint Fund ensure the continuous participation of the vulnerable groups in its planning and implementation, including consultations through representative organisations?			3.0			30%
To what extent did the design take cross-cutting issues sufficiently into account, particularly the inclusion of children and women with disabilities, disability-related, accessibility, and non-discrimination requirement?		2.0				10%
<b>Note: A = very good; B = good; C = regular; D = poor; E = very poor.</b>	<b>Results:</b>				<b>2.0</b>	<b>B</b>

**Rationale:** The results of the evaluation indicate that the Joint Fund support was aligned with the needs of the beneficiaries and supported in a complementary way the set of policies and programmes for the promotion of early childhood development and social protection, both strategic issues in the current context of the country, having achieved an overall rating regarding the criterion Relevance of 'Good'. The results suggest that the JF has contributed to responding to the needs related to the COVID-19 pandemic in a flexible way and with good adaptation capacity. The relevance of the Joint Fund and its usefulness to the Brazilian government, together with the lack of actions aimed at potential beneficiaries, are practically a consensus despite some questions about the strategy adopted. These can point to a possible disconformity between the guidelines initially thought by the Happy Child Programme and the methodological approaches brought by the UN system, both at the national level and in the adaptation to the distinct local realities and the initial challenges for dialogue and articulation. These challenges, however, stimulated the search for alternatives by the UN system so that the sharing and appropriation of knowledge could be more fluid. The dialogue between members of the PUNOs and the Ministry of Citizenship's interlocutors was constant, resulting in the production of subsidies to improve the Criança Feliz Programme in assisting the different publics and, for example, the greater targeting of the beneficiary groups, and resulting in the production of distance-learning courses about these groups to be used in the training of the HCP's implementers. Some weaknesses identified refer to the low targeting of the public with disabilities, which did not have actions initially defined in the Joint Fund but was looked at in a transversal way, in addition to aspects related to the participation of beneficiaries, which occurred in an indirect and punctual way through representative organisations and some consultations with implementers and beneficiaries. Finally, the coherence of the JF is still seen as a way to confer greater visibility and legitimacy to the actions of the HCP.

## 6.2 Coherence

KEY QUESTIONS	PERFORMANCE CONCLUSION					WEIGHT
	A = 1	B = 2	C = 3	D = 4	E = 5	
To what extent were there synergies (or trade-offs) between the Joint Fund, other government actions, institutional strategies, and the policy scenario?		2.0				30%
How closely is the joint programme aligned with Sustainable Development Goals (external coherence)?	1.0					20%
To what extent was the joint programme guided by the relevant international (national and regional) normative frameworks for gender equality and women's rights, UN system-wide mandates, and organisational objectives?		2.0				20%
To what extent has the Joint Fund coordinated with PUNOs to avoid overlaps, leverage contributions, and catalyse joint work?		2.0				30%
<b>Note: A = very good; B = good; C = regular; D = poor; E = very poor.</b>	<b>Results: 1.7</b>					<b>A</b>

**Rationale:** The Coherence of the Joint Fund is assessed as Very Good (A). The Joint Fund was able to reflect synergies around the issue of early childhood development and its intersectoral character, especially in the context of the pandemic and despite the initial challenges to alignment between the JF and the Ministry, which visibly influenced the evaluation of synergy. However, evidence shows that despite the need for alignment and the institutional changes that occurred in the Ministry of Citizenship, the JF coordination team acted in a systematic way to overcome these limitations and the JF maintained its coherence. Implementation was not hindered, communication between the PUNOs and the MoC remained constant, and technical alignment was solid around the HCP, as the main national programme for Early Childhood. Even during the implementation of the JF, an exclusive secretariat was created for the issue, the National Secretariat for Early Childhood Care. At the managerial level, the Annual Work Plans for the implementation of the PRODOC, which were defined annually jointly between the UN and the government, guided the actions and ensured institutional coherence and alignment, also during the pandemic period. The alignment with the Sustainable Development Goals is recognized and its potential as a model for thinking about the work with the SDGs in an integrated way is evidenced. The alignment with relevant international normative frameworks for gender equality and women's rights, mandates of the entire UN system, guided the transversality of the approach and were reflected in the products produced by the JF, promoting greater maturity about the approach within the HCP. In general, the initial difficulties mentioned

were overcome and did not substantially impact either the positive evaluation or the results achieved by the JF. The joint work was strengthened and contributed to articulate the dialogue with other key actors involved in the implementation of the HCP. The coordination role played by the lead agency with the PUNOs to avoid overlaps and leverage contributions aimed at boosting the joint work was positive, it managed to ensure the complementarity of actions and products among the UN agencies involved, highlighting here the strategic and political coordination role played by the RCO.

## 6.3 Effectiveness

KEY QUESTIONS	PERFORMANCE CONCLUSION					WEIGHT
	A = 1	B = 2	C = 3	D = 4	E = 5	
To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?	1.0					20%
How well was the Joint Fund implementation adapted to the major external (e.g., Covid pandemic, political factors, etc.) and internal factors influencing the achievement or non-achievement of the objectives and results?		2.0				20%
To what extent did the JF approach facilitate the achievement of results?		2.0				20%
To what extent were participation and inclusiveness of rights holders and duty bearers maximised in the interventions planning, design, implementation, and decision-making processes?		2.0				10%
To what extent did support to data collection and analysis, registries, and information systems feature disability (according to the Washington Group set of questions)?				4.0		10%
To what extent did the Joint Fund promote the involvement and targeting of people with disabilities, in particular children and women, through their representative organisations?				4.0		10%
To what extent have persons with disabilities, in particular children and women, been consulted through their representative organisations?				4.0		10%

<b>Note: A = very good; B = good; C = regular; D = poor; E = very poor.</b>	<b>Results:</b>	<b>1.7</b>	<b>A</b>
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**Rationale:** The effectiveness of the Joint Fund was ‘Very Good’, in line with what was reported in programme monitoring reports and other documents to which the evaluation team had access, demonstrating that the results were achieved to satisfaction. Outcome 1: “Increase the existing social protection scheme by doubling the number (adding 1 million children) to the Happy Child Programme through integrated multi-sectoral policies that accelerate the achievement of the SDGs” achieved 95% programmatic implementation and 82% (31 March 2022) financial implementation. One of the main indicators related to this result, to increase the 600,000 beneficiaries of the HCP baseline by 1 million, showed at the end of the JF the achievement of 1,657,038 beneficiaries, including 1,319,744 children and 337,294 pregnant women. It should be noted, however, that the system for adherence of municipalities, managed by the Ministry, was closed for much of 2020 and 2021, in the latter having been open only in October. This management was outside the governance of the JF. However, campaigns were also conducted with mayoral candidates, reaching 10,858 from 2,799 municipalities, who represented 41% of the population. Outcome 2 (improving the sustainability of HCP results by increasing human capacity at the local level and introducing automated platform solutions) reached 86% of its targets, highlighting the high quality of the products delivered, which included the pilot use of an innovative solution supported by the RCO and UNDCO (Development Coordination Office) – the Real Time Monitoring Rapid Pro Chatbot<sup>19</sup> used together with the government to obtain information about the HCP implementation and produce evidence for improving the approach to vulnerable groups of the HCP. This is an experiment with potential, but there is the need for improvement in both scope (sample size), tools used (beyond Facebook, e.g., SMS and WhatsApp), and depth of analysis (use of regression analysis and machine learning/artificial intelligence). Another important achievement of the JF, under Outcome 2, was the support for the development of the new online platform, which was an innovation within the JF for open and distance learning (ODL) for the Ministry of Citizenship and not only for the HCP, whose official launch took place during the programme’s closing seminar – the seminar Building Better Lives Starting with Early Childhood (March 2022) – and will offer more than 40 online courses to improve the skills of professionals in national social policies under the responsibility of the MoC<sup>20</sup>. Additionally, four courses have been designed with JF support on issues related to the Leave No One Behind (LNOB) principle such as “Specific groups and traditional communities (indigenous peoples, Roma, and quilombolas)”, “Violence against women”, “Promoting care work balance and shared responsibility between men and women”, and “Supporting pregnant women”. An unexpected positive result achieved by the JF, resulting from the pandemic, was the adaptation of the HCP activities to the virtual/digital model, which helped to avoid a possible postponement or interruption of the programme. The JF supported the HCP with the adaptation of the communication with the caregivers and between the families and caregivers, especially through thematic cards, videos and animation, and podcasts with

<sup>19</sup> Real Time Monitoring, Rapid Pro chatbot.

<sup>20</sup> Available at: <http://novoead.cidadania.gov.br/>

guidance on care and other technical support sent to the caregivers and families. The adaptability of the JF was a highlighted factor. Other positive factors identified in the evaluation were the technical coordination of the JF, done in an effective way, promoting the integrality of actions, and the horizontalisation of decisions and avoiding overlaps. All these positive factors reflected directly on the perceived effectiveness of the joint approach, which strengthened complementarity between the agencies themselves and made the products delivered more robust.

However, some factors that were not considered positive deserve attention for improvement and maximisation of results. Despite the success of the joint approach, room for improvement is identified, whether by promoting greater integration or strengthening coordination in the management of joint programmes. Information supply and decision flows are also fundamental to ensure the completion of outputs, which were still affected by several other reasons such as the pandemic or institutional changes. However, it was possible to observe that the products were delivered but their use was not yet effective during the JF, thus preventing any inference as to their effectiveness and impact.

## 6.4 Efficiency

KEY QUESTIONS	PERFORMANCE CONCLUSION					WEIGHT
	A = 1	B = 2	C = 3	D = 4	E = 5	
How efficiently has the Joint Fund been managed in terms of its human/financial resources and organisational/governance structure?		2.0				30%
How adequate was the joint management quality and efficiency? To what extent have the outputs been delivered on time?		2.0				30%
To which degree was the joint approach of intervention more efficient in comparison to what could have been done through a single-agency intervention?	1.0					20%
To what extent did the Joint Fund contribute to enhancing UNCT (UN Country Team) coherence and UNCT efficiency (reducing transaction costs)?		2.0				20%
<b>Note: A = very good; B = good; C = regular; D = poor; E = very poor.</b>	<b>Results:</b>				<b>1.8</b>	<b>A</b>

**Rationale:** The analysis of the relationship between the results obtained and the resources implemented was not conducted in the evaluation, as presented in the ToR and the inception report. Such analysis could be done internally in order to assess and establish internal benchmarks of costs per additional beneficiary to the PDF or hour of operation, for

example. The evaluation results indicate efforts to save costs, including complying with usual procurement procedures, either using agencies' own procedures or the *Joint Operations Facilities* (JOF). However, one of the points of attention indicated is that despite sharing the same principles, each of the agencies has its own procedures and, in this regard, it would be important to seek further streamlining of procedures to minimise operational and transactional costs. Despite the negative impact of COVID-19 in Brazil, the JF was able to adapt and follow its implementation during the pandemic. The overall JF strategy was maintained during the period and the annual work plan revised and adapted in coordination with the Ministry of Citizenship. Activities and deadlines were adjusted, with no changes in outputs and outcomes. The achievement of the targets for Result 1 was 95% and for Result 2, 86%; in each result one activity was cancelled. The financial execution of the JF was 82% (31 March 2022). The evaluation results also indicate that the Joint Fund was managed efficiently in terms of its human and financial resources and organisational structure and governance, while transparency in the management of the Fund's resources was also well assessed. Despite the almost 100% programmatic and financial execution of the JF and the positive evaluation about the administration, in the management sphere some spaces for improvement were identified, such as the adoption of online management and communication systems that bring tools for more detailed and shared monitoring, strengthening the possibility of course corrections and adjustments during implementation, if necessary. The communication of the JF was identified as needing more attention, especially in defining the responsibility for the coordination of communication, the roles of each one, and the articulation between the agencies in this process, to avoid fragile and fragmented communication and maximise the dissemination of results.

The evaluation shows that the Joint Fund approach was more efficient compared to what could have been done through the intervention of a single agency. However, the need to invest in promoting the strengthening of inter-agency linkages is a point of emphasis and the Joint Fund approach may be the channel for this strengthening, considering its programmatic nature and the need for qualified and specialised inputs, as the UN's privileged locus of action. The joint approach made possible the contribution of smaller, more specialised agencies, making the UN system's contribution more robust. The evaluation also demonstrates the internal coherence of the work of the UN team in Brazil, the efficiency of the UN Country Team, and the strategic coordination of the RCO, all identified as success factors.

## 6.5 Impact

KEY QUESTIONS	PERFORMANCE CONCLUSION					WEIGHT
	A = 1	B = 2	C = 3	D = 4	E = 5	
To what extent has the Joint Fund been contributing to accelerating the SDGs at the national level?		2.0				30%

To what extent does/will the project have any indirect positive and/or negative impacts (i.e., environmental, social, cultural, gender, and economic)?	1.0					10%
How well is the joint programme contributing to improving the early childhood development in Brazil?		2.0				30%
To what extent has the UN system support to the Happy Child Programme contributed or is likely to contribute to reducing vulnerability of those most in need against shocks and crises, especially regarding the COVID-19 pandemic?	1.0					20%
To which extent did the Joint Fund contribute, or is likely to contribute, to supporting inclusion of persons with disabilities via ensuring basic income security, coverage of health care and disability-related costs, rehabilitation and assistive devices, community support, access to inclusive early childhood development, education, and work/livelihood?			3.0			10%
<b>Note: A = very good; B = good; C = regular; D = poor; E = very poor.</b>	<b>Results:</b>				<b>1.7</b>	<b>A</b>

**Rationale:** Although the impact is not the object of this formative evaluation, which would require conducting a proper impact evaluation and the use of more complex data collection and analysis tools, some inferences can be made based on the testimonies collected in the interviews and surveys conducted with stakeholders. In general, the evaluation results show that the JF achieved a Very Good impact (1.7 – A), with a focus on raising awareness about the issue of early childhood development in Brazil and social protection. The JF also promoted new understandings and supported the development of technical capacity for the differentiated approach to vulnerable groups, especially from the pandemic and its consequences. The pandemic, in turn, seems to have been a driver for a differentiated positioning of the UN and the JF, collaborating so that the HCP was not interrupted and could be expanded, reaching a larger number of beneficiaries, especially those who emerged from the pandemic. Besides suffering the effects of the economic crisis and the pandemic, the MoC suspended the enrollment of new municipalities in the programme from July 2020 to November 2021, which affected the achievement of the goal set for 2021 for the adherence of new municipalities. However, even if the number of municipalities has not increased as expected, the number of beneficiaries of the HCP has increased, which means that more Brazilians are reached by the national social protection scheme focused on early childhood. The assessment stands out of the positive impacts generated by the JF in the seven main SDGs involved in the issue of early childhood: poverty, health, education, gender, work, inequality, and partnerships (SDG 1, SDG 3, SDG 4, SDG 5, SDG 8, SDG 10, and



SDG 17), which can be seen as a model for working the SDGs in an integrated way from a programme or policy. Another positive point was the attention given to intersectorality and capacity development allied to the integration of services related to early childhood. Despite the attention, this aspect needs new efforts and constant monitoring considering its complexity, and some initiatives can be adopted in order to promote greater listening to the municipalities and intensify discussions on federative intersectorality. Although the general evaluation was positive for the Impact criterion, not all aspects were positively evaluated.

Particularly, the JF contribution was assessed as weak in relation to the inclusion of people with disabilities, which was not the object of a specific JF action but was a guideline. Also gender issues were identified, which, despite being transversal to the whole project and products and aligned with international references, could still be improved, primarily in the technical dialogue and in the production and systematisation of evidence. It can be inferred, therefore, that there is a need to promote inclusion through access to, and quality of, public services offered to these groups, whether through consulting activities specialised in the issue, for example, at the time of designing new projects, or interventions under implementation by other actors, including bilateral projects of UN agencies, and greater involvement of civil society organisations. It is also important to highlight the unforeseen impact caused by the JF due to the pandemic, the expansion of digital activities, which guaranteed not only the maintenance of JF actions but especially avoided the paralysis of the HCP, ensuring its continuity even in the worst moments of the COVID-19 crisis. Furthermore, the direct communication resources developed for the caregivers and the families supported the qualified continuation of the HCP, even in a moment of crisis. Such impact also contributed to reducing the vulnerability of the most vulnerable against shocks and crises, especially in relation to the COVID-19 pandemic. The monitoring using RapidPro via Facebook suggests a rather positive assessment of the digital support. However, the results via RapidPro should be interpreted with caution due to the sample size and the data-collection route, which privileges people with internet access. Finally, there is a need for impact evaluations to measure the effectiveness of JF interventions and support as a way to provide more evidence on what actually works and what does not, thereby supporting decision-making.

## 6.6 Sustainability

KEY QUESTIONS	PERFORMANCE CONCLUSION					WEIGHT
	A = 1	B = 2	C = 3	D = 4	E = 5	
To what extent has the strategy adopted by the JF contributed to the sustainability of results, especially in terms of 'Leaving No One Behind' (support to the most vulnerable groups) and the social protection system?		2.0				20%

To what extent has the Joint Fund supported the long-term buy-in, leadership, and ownership by the government and other relevant stakeholders?		2.0				20%
How likely will the results be sustained beyond the Joint Fund through the action of the government and other stakeholders and/or UNCT?		2.0				20%
How well is the project contributing to the institutional and management capacity of the Brazilian Government?		2.0				20%
To what extent did empowerment and capacity-building of women and groups of rights holders and duty bearers contribute to the sustainability of programme results?		2.0				20%
<b>Note: A = very good; B = good; C = regular; D = poor; E = very poor.</b>	<b>Results:</b>				<b>2.0</b>	<b>B</b>

**Rationale:** The results of the assessment point to Good sustainability (2.0 – B). Leadership and government ownership received a good assessment, although there is need for improvement, with a focus on guaranteeing the use of the products generated and the continuous improvement of the HCP. The positive evaluations are mostly associated with the JF's support to an already existing and somewhat consolidated programme. There is room, however, for improvement in sustainability in relation to the implementation and continuity of results by the government and/or other partners, since several of the products delivered were not in fact implemented or used. To this end, continued access and stimulus to use the products, such as guides, courses, the distance-learning platform itself, or the communication and awareness-raising materials, would strengthen the sustainability of the HCP, especially through the products dedicated to reach families with children up to 6 years old and beneficiaries of BPC (Continuous Cash Benefit). The JF exit strategy was not fully identified, and there is a need to broaden the knowledge and participation of the main actors involved. Exit strategies are fundamental because they are the ones that will provide guarantees for the consolidation of the effects achieved after the end of the Joint Fund support. This is especially important considering the risks of institutional changes and discontinuity of public policies in cases of change of government leaders. The JF interventions have also had the capacity to contribute to local capacity building, by virtue of the provision of technical support materials or the strengthening of the Ministry's distance-learning portal and the provision of specific courses for HCP teams in the municipalities, but they are still fragile to affirm that they will be sufficient for the continuity of the actions and their effects. A strategy for sustainability could be elaborated in coordination with other donors and partners of the HCP or with other funding partners, in addition to thinking about the constitution of a network of mobilisation of actors on the issues of early childhood and social protection. Another strategic point when addressing

sustainability is intersectoriality that deserves differentiated attention for its better structuring among the different sub-national entities and within each of them. Considering some aspects of the governance of the HCP, the communication of the programme needs to be intensified and expanded to integrate the various channels available and accessible to specific groups, without, however, fragmenting its actions. Along these lines, monitoring tools should be strengthened so that course corrections can be made in real time and to consolidate a more robust set of indicators, beyond what has been done via RapidPro/Facebook. These results indicate that the sustainability of the Fund's actions has potential for improvement, especially if one considers the aspects of ensuring effective implementation, integrated action with the various actors, promotion of intersectorality, and strengthening of institutional capacities. Thinking of future joint programmes, the spaces for political and technical articulation, communication, dialogue, and visibility of the achievements have proven effective from the construction of the joint approach as a viable and efficient solution in more sensitive contexts.

## 7 Recommendations

The main recommendations are presented below, indicating possible responsible parties and the suggested degree of priority.

**Recommendation 1:** The RCO, in planning its actions in the country as a strategic and political coordinator, may consider the possibility of articulating the support of the UN system to policies, programmes, or strategic projects with spaces for innovations, or for the discussion of sensitive but essential topics for the country's sustainable development agenda, seeking greater alignment with structuring and state policies, considering areas with greater need for support to improve the performance of the achievement of the SDGs.

*Responsible: RCO / Priority: low*

**Recommendation 2:** The RCO could intensify its efforts to promote greater integration and articulation among the various existing joint programmes seeking to encourage complementarity among them and avoid overlaps.

*Responsibility: RCO and UNCT / Priority: high*

**Recommendation 3:** UN system agencies taking part in joint programmes should be vigilant to promote greater integration between joint and bilateral programmes wherever possible, with the aim of boosting and consolidating the joint approach in-country.

*Responsibility: UN system agencies / Priority: high*

**Recommendation 4:** The RCO and the lead agency could strengthen the technical coordination of the programmes, based on closer monitoring of the results of joint actions as well as articulation between the agencies and technical coordination.

*Responsible: RCO and lead agency / Priority: high*

**Recommendation 5:** Develop [exit strategies](#) for joint programmes in a *participatory manner*, ideally at the time of their formulation or early during the implementation. An exit strategy is a plan that describes how the programme intends to end its support, ensuring that the achievement of programme goals (assistance or development) is not compromised and that progress towards these goals continues. Exit strategies, when planned with partners prior to closure, ensure better outcomes and encourage commitment to programme sustainability. In addition, good exit strategies can help resolve the tension that can arise between withdrawal of assistance and commitment to achieving programme outcomes. Exit strategies may include knowledge sharing and transfer initiatives, systematisation of implementation (indicating lessons learned and hotspots), capacity building, and processes for transfer of responsibilities, attracting future support (financial and technical), defining independent impact evaluations (at least two years after the end of the UN intervention), and establishing 'protocols' for support and sustainability of results.

*Responsibility: UN Agencies / Priority: high*

**Recommendation 6:** Consider the execution of broader and more participatory needs studies for the formulation of the project/programme support or innovation strategy, in addition to a baseline study. Even though the pandemic has changed the context and timetables, it is essential to consider improving the development and implementation times of the products developed, to allow for more needs-orientation and quality. This

point is also strategic to seek to guarantee conditions for the effectiveness of the results and their sustainability.

*Responsibility: UN Agencies / Priority: high*

**Recommendation 7:** It is suggested to modernise the information systems used for the management of joint funds and the adoption of *management information systems* in the cloud. With training, this will enable greater efficiency and systematisation including tasks, and responsibilities. We recommend investing in this direction both in terms of staff training and in project management tools ‘in the cloud’ in addition to those already used by the UN system in Brazil, such as [Teamwork Projects](#), [Asana](#), [Trello](#), or [Basecamp](#). These commercial systems help to move away from traditional e-mail-centric processes, reducing the flow of messages while improving communication and exchange between UN agency teams (PUNOs) and other partners. This may support the processes of modernising the management, communication, and governance of joint programmes through more automated reminders and report generation. Structured six-monthly or annual reporting forms, as well as output delivery and evaluation forms, can support this by providing an early and simplified template for the reporting of facts (problems and strengths) and the progress of actions.

*Responsibility: UN Agencies and RCO / Priority: medium*

**Recommendation 8:** It is recommended to discuss and simplify the flows and deadlines for decision and approval of products with partners, as well as flows and deadlines for request and delivery of information, at the initial moment of the implementation of the programme, considering its feasibility and duration.

*Responsibility: Lead agency and technical coordination / Priority: high*

**Recommendation 9:** Monitoring through Rapid Pro Chatbot, which was used via Facebook to obtain information on the HCP implementation, is an experiment with potential for scaling up. However, there is a need for improvement in both the reach (sample size), the tools used beyond Facebook (e.g., SMS and WhatsApp), and the depth of analysis (e.g., use of regression analysis and machine learning/artificial intelligence to explore the data and determinants of the aspects in question). At present, data analysis reports via Rapid Pro do not merge log data with key questions, which limits the perspective on how demographic characteristics are associated with the answers to each survey’s key questions. In addition, results via RapidPro should be interpreted with caution because of the sample sizes and the data-collection route, which privileges people already with internet access (Facebook). The establishment of digital records of participants and feedback on activities, feeding databases through online/offline forms in tools such as [KoboToolbox](#), [Survey123](#), [ODK Cloud](#), or [ONA](#), can support the facilitation of the reporting and monitoring processes of the activities as well as the usefulness of the products, complementing the processes currently being implemented via RapidPro/Facebook.

*Responsibility: Lead agency and technical coordination / Priority: high*

**Recommendation 10:** Consider structuring a monitoring system that involves strategic levels of monitoring and decision-making, that is:

- the level of daily follow-up, using a management information system to facilitate detailed planning, exchange, communication, and monitoring with the insertion of

data and information, especially on bottlenecks, difficulties, and risks (agency technicians and technical coordination);

- the technical level, with decision-making power on critical points, which should have periodic meetings, always taking advantage of similar working spaces already existing in the agendas (basically the focal points of the agencies, the RCO, and technical coordination); and
- the strategic decision-making level with a longer periodicity but with the capacity to politically decide on adjustments or changes in direction, such as the UNCT/representatives of the PUNOs, if there is a consensus.

*Responsibility: Lead agency, technical coordination, and RCO / Priority: high*

**Recommendation 11:** Consider greater investment in fostering and strengthening spaces for communication, dialogue, and visibility of the achievements obtained with decision-makers and supporters (external funders, government institutions, civil society, among others) in order to increase institutional, political, and financial sustainability for future interventions.

*Responsibility: Lead agency, technical coordination, and RCO / Priority: high*

**Recommendation 12:** Consider strengthening the coordination of the communication of joint programmes in association with the implementing agencies, based on strategic planning that defines roles and responsibilities of the agencies and is based on the integrated use of the various media available, considering the nature and possibilities of access of the beneficiary groups of the programmes in question. The partnership with UNIC, the UN agency focused on communication, may be expanded for each programme.

*Responsibility: Lead agency, technical coordination, and RCO / Priority: high*

**Recommendation 13:** Adopt collaborative practices for the inclusion of representatives of vulnerable groups and municipalities in the planning and implementation activities of future joint funds or programmes, which can be conducted through participatory planning and reporting workshops, public consultations, or through *needs assessment*, to ensure that the demands and expectations of beneficiaries (especially those who are most vulnerable) are met to the extent possible and that adjustments in implementation can be made whenever necessary. Consultation and participation channels can be built throughout the implementation process and can rely on the support of organisations of various kinds as well as through direct consultation tools, including digital means.

*Responsibility: UN system agencies and technical coordination / Priority: medium*

**Recommendation 14:** It is recommended that programmatic intersectorality be encouraged more intensively by the UNCT in coordination with the RCO as a guideline for all joint programmes, which can be a strategic differentiator of UN joint approaches. To achieve this, the focus can fall on capacity-building with partners, based on manuals and training on the subject, applied to each programme, and on permanent monitoring of its effectiveness.

*Responsibility: UNCT, RCO, and SDG Fund Secretariat / Priority: medium*

**Recommendation 15:** Strengthen the inclusion of sensitive issues to the UN system, such as attention to persons with disabilities, in a more focused way in the projects. This can be

done through consulting activities specialised in the issues or by proposing other actors, including bilateral projects of UN agencies with partners and the involvement of civil society entities representing persons with disabilities.

*Responsibility: UN system agencies / Priority: high*

**Recommendation 16:** Consider further sensitising and mobilising men on issues of participation in the care and importance of early childhood, including the issue of overburdening women with family-care activities.

*Responsibility: UN system agencies / Priority: high*

**Recommendation 17:** It is recommended to begin a dialog with the secretariat of the global funds to allow a longer period than two years. This will allow greater security about the time needed to guarantee that actions related to the improvement and guarantee of the intersectoriality of policies for integral attention to early childhood development (education, health, and social assistance) are achieved. It is important to maintain flexibility to adapt to the different dynamics and times of each local government partner.

*Responsibility: RCO and lead agency / Priority: medium*

**Recommendation 18:** Due to the brief time for the effective implementation and use of the products developed, it is recommended to suggest to the Secretariat of the SDG Fund the possibility of conducting impact evaluations after the completion of the programmes in order to verify whether the interventions are in fact able to generate evidence of what works. The generation of evidence should ease decision-making and may generate greater synergy between the plans and the changes that actually occurred.

*Responsibility: RCO and lead agency / Priority: high*

**Recommendation 19:** Present and discuss the results of this report with key groups and stakeholders, especially representatives of civil society and other possible supporters in order to learn about the main results and collaboratively design ways to move forward and ensure continuity and improvement of interventions. The satisfactory results achieved by the Ministry of Citizenship with the HCP in synergy with the Joint Fund could be further promoted, considering the critical importance and impact of early childhood development. Although the context of an election year is sensitive, more attention to the topic by decision-makers at federal, state, and municipal level can potentially be expanded with more visibility of the results and partnership between the government and the United Nations.

*Responsibility: RCO, UN system agencies, and technical coordination / Priority: high*



## 8 Lessons learned and good practices

Based on the analysis, the conclusions, and the recommendations made in this evaluation, the following lessons were learned during the two years of implementation of the JF. Below we also present good practices, whenever possible and feasible, following the lessons learned. An attempt was made to identify positive and negative lessons that reflect the processes, practices, decisions, and experiences acquired, recording, whenever possible, the problems and solutions found. It is important to note that lessons learned and good practices are influenced by different contexts and actors and, therefore, generalisations should take these factors into account.

**Lesson learned 1.** Due to the political compositions inherent to democratic processes, the political-institutional contexts may vary with each new election, taking on new institutional configurations and technical alignments that require the revision of cooperation strategies between partners. The JF during its life was influenced by different contexts, and the main alternative found to strengthen the process of consensus-building and technical alignment was to intensify the evidence-based dialogue. This dialogue was guided by technical issues and was systematically exercised with the support of the technical staff of all partners. In the dialogue process, more political actions of the Ministry, the RCO, and the PUNO representatives were fundamental to consolidate the bases of cooperation.

**Good practice 1.** Focus on systematic, technical, and evidence-based dialogue, involving key stakeholders at each level of articulation and decision.

**Lesson learned 2.** The JF at the beginning of its implementation had to face the effects of the COVID-19 pandemic, which interrupted the possibilities of carrying out face-to-face actions and strongly affected its actions. However, the JF demonstrated effective flexibility and adaptability to rediscuss and redefine with the Ministry several activities initially planned in the project, among them those related to the realisation of events, communication with the HCP management, caregivers and families, training with different actors, and even conducting research for the production of subsidies in an almost 'just in time' production logic, especially through chatbot resources. The willingness shown by the UN system agencies, their internal articulation and flexibility were fundamental for the solutions to be built together with the Ministry, some even constituting innovative resources such as the distance-learning platform or the use of chatbots for the production of subsidies, to name but a few.

**Good practice 2.** Flexibility, especially in adverse moments, is fundamental to promote the necessary adaptations in projects and implementation tools, especially when the prospect of increased risks for the most vulnerable people is real and immediate. A crucial point is that the JF had this flexibility to make adjustments without, however, changing its initial objectives, which were integrated, demonstrating that this type of adaptation is feasible.

**Lesson learned 3.** The JF implementation time was directly affected, both by the pandemic and by the output discussion and approval flows. Even in projects supporting existing programmes or public policies, as is the case of the JF, it is essential to have enough time to implement all products and monitor their use and immediate effects in order to assess their effectiveness and potential impact. Some of the products developed, whose quality was mostly highlighted, were not actually used, preventing their follow-up and a better understanding of their possibilities. In addition, it is also essential that at the beginning of the implementation or even when designing the project it is possible to jointly define the decision-making flows around the information that will be required and made available and the deliverables so that there are no significant delays that impact the implementation.

**Good practice 3.** Ensure in the project design the necessary time for the implementation of the products developed to be able to minimally understand and measure their effects so that they can make the interventions increasingly effective and subsidise new cooperation initiatives based on what really works and how.

**Good practice 3.1.** At the beginning of the implementation it is important to agree with partners on the flows and times of the production of information to be used and the flows and times for approval of the products. The flows should be monitored and reviewed on an ongoing basis with reference to the need for them to fit in with the project's duration. Mitigation actions may be required in this process, and this should be a risk to be considered from the outset within the scope of the project.

**Lesson learned 4.** The support to an existing public policy or programme, as was the case of the JF, proved to be effective and with potential for greater sustainability of its results, despite the difficulties of intervening and providing the qualification of existing approaches and methodologies or even contributing new methodologies or innovations. However, this model of cooperation proved to be effective and with room for change, based on evidence-based technical dialogue, as mentioned above.

**Lesson learned 5.** The design of the JF did not favour more participatory approaches for its planning or implementation, relying on actions that involved civil society organisations or organisations representing specific segments of society and involved with the HCP in its initiatives. However, once again due to the pandemic and the need to promote technical alignments, the participation of HCP operators and beneficiaries became strategic, and the solution found was the use of chatbots to promote this participation and to collect the necessary subsidies for the alignments and adjustments made. The adoption of the chatbots counted on the technical support of the RCO, which was essential to achieve the expected results.

**Good practice 5.** The use of chatbots to conduct surveys proved to be efficient and effective for the production of subsidies for decision-making and for the adoption of the necessary adjustments. However, it is necessary to know how to use the tool technically to get the most out of its possibilities. The use of data collected in this manner is important to provide robustness to the decisions to be taken.

**Lesson learned 6.** With the JF in question, the RCO acted, on one of its first occasions, as a strategic coordinator, with a more political outlook. Its performance was acknowledged as being of note in the process of articulation between agencies, especially with regard to the

support given to technical coordination and in the composition of the performance with coordination and the lead agency, in this case UNICEF. The role of the RCO was also pointed out as a differential in the political articulation with the Ministry, that is, in this JF, the RCO contributed to the achievement of results.

**Lesson learned 7.** Once again the effects of the pandemic, despite all the setbacks generated, also created opportunities. With face-to-face interaction interrupted, it was more important to create alternative channels to train the communicators working in the municipalities. This was an initiative already provided for in the project document, and its implementation became even more strategic as the new channels now used enabled more continuous communication that can be used for other purposes, such as strengthening the awareness campaigns conducted under the JF.

**Lesson learned 8.** The agencies in Brazil have a history of working individually, and they work together only on occasional projects, which is not a practice of the UN system in the country. However, the joint approach was highlighted as a differential in this work with the JF, especially in the initial moments of implementation and moments of alignment. The joint action of the agencies is seen as a factor that gives 'weight' to the interventions, while the agencies mutually reinforce each other technically through complementation and greater expertise in approaches and solutions. One of the factors highlighted as responsible for the greater effectiveness of the joint approach in the case of this JF was the technical coordination conducted, which sought at all times to integrate actions, not only programmatically but also in relation to procedures for the operationalisation of products. Despite this positive experience of joint action, there is still room to strengthen this type of action, and articulation is fundamental.

**Good practice 8.** Effective technical coordination, with the promotion of programmatic and operational integration, is fundamental to promote joint action among the agencies.

**Good practice 8.1.** Another practice that strengthened the joint action of the agencies and the effectiveness of technical coordination was the horizontalisation of decisions, with transparency and permanent exchange of information.

**Good practice 8.2.** Associated with joint action is the complementarity that can be promoted between joint programmes and the bilateral programmes of each of the agencies with the same partners. In the case of the JF, this association was seen as a practice that helped the Ministry at various times and potentiated some results.

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## 10 Annexes

### 10.1 Terms of reference

The terms of reference are available to authorised users at <https://movimentar.eu.teamwork.com/>.

### 10.2 Initial report

The inception report including the work plan is available at <https://movimentar.co/IR-SDG-fund-BRA-HCP-PT> and on the management platform at <https://movimentar.eu.teamwork.com/> (authorised users only).

### 10.3 Data-collection instruments

Data collection tools, including list of participants, are available to authorised users at <https://movimentar.eu.teamwork.com/>.

### 10.4 Detailed findings

This section presents the detailed findings of primary data collection according to each of the evaluation criteria (OECD/DAC) and their respective key questions, firstly considering the results of the online and structured surveys and subsequently the semi-structured interviews. In order to preserve the results, the following section contains the graphs in the original language of the evaluation (Portuguese).

#### 10.4.1 Relevance and design

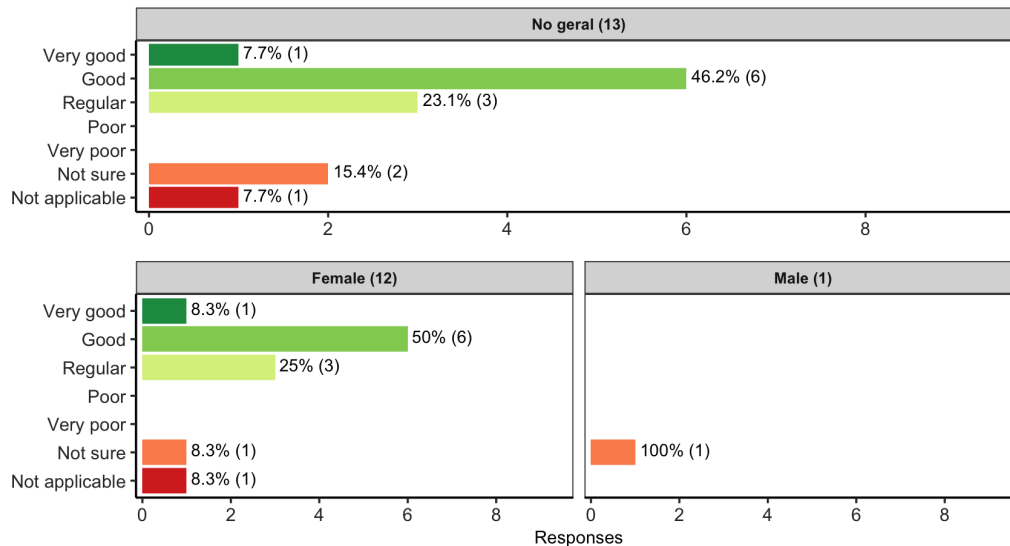
##### 10.4.1.1 Online survey

When asked “How relevant and appropriate was the Joint Fund considering the needs and priorities/policies at the national level and the needs of key vulnerable groups?”, most people (77%) answered Very High (46%) and High (31%). 15% answered Medium and only 8% Very Low. This suggests a high relevance of the Fund.

To the question “What is your opinion on the strategy and design of the SDG Joint Fund activities for the achievement of the expected results (including risk analysis and assumptions)?”, participants answered Good (46%), Regular (23%), Not Sure (15%), Very Good (8%), and Not Applicable (8%).

**What is your opinion on the strategy and design of the SDG Joint Fund activities for the achievement of the expected results (including risk analysis and assumptions)?**

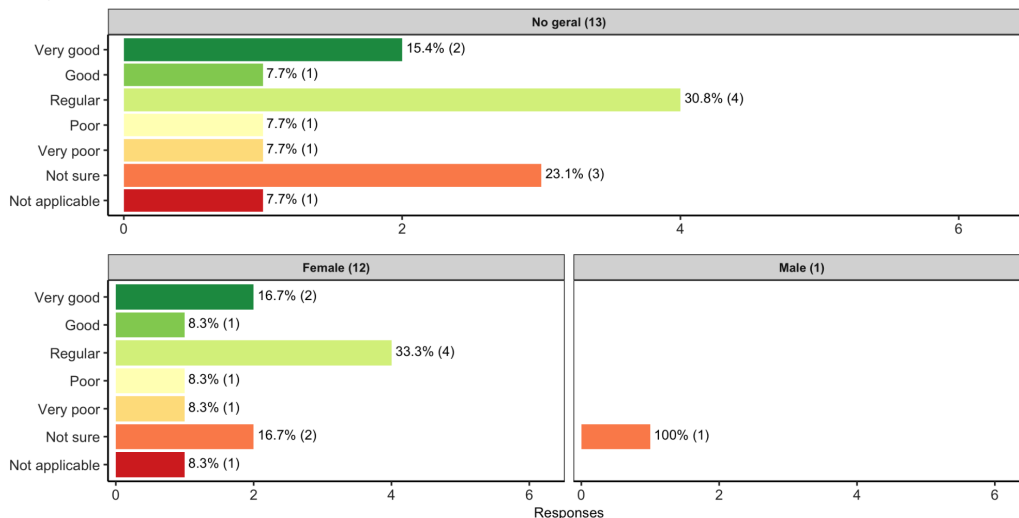
n = 13 responses



The questionnaire included the following question: *“To what extent the joint fund ensured the continuous participation of the vulnerable groups in their planning and implementation, including consultations through representative organisations?”* For this question, about 77% of people answered Regular (31%), Very Good (15%), Good (8%), Very Poor (8%), Poor (8%), and Not Applicable (8%).

**To what extent the joint fund ensured the continuous participation of the vulnerable groups in its planning and implementation, including consultations through representative organisations?**

n = 13 responses



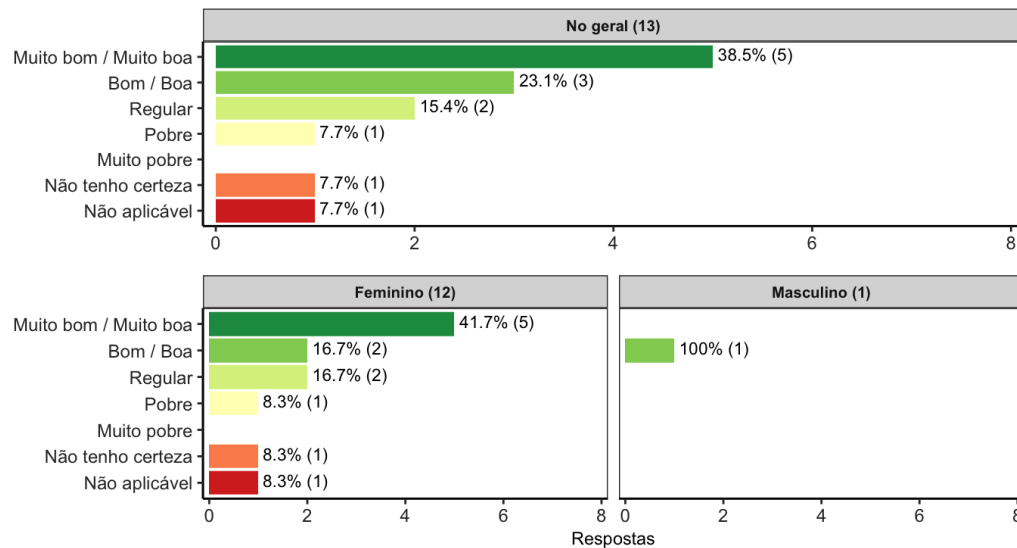
When asked about transversality, *“To what extent did the design cross-cutting issues take sufficiently into account, particularly the inclusion of children and women with disabilities, disability-related, accessibility and non-discrimination requirement?”*, reactions were



generally positive. 61% of respondents assessed it as Very Good (38%), Good (23%), while 23% assessed it as Regular (15%) and Poor (8%). Only 8% answered Not Applicable.

**Até que ponto o projeto levou suficientemente em conta questões transversais, particularmente a inclusão de crianças e mulheres grávidas e/ou com deficiência?**

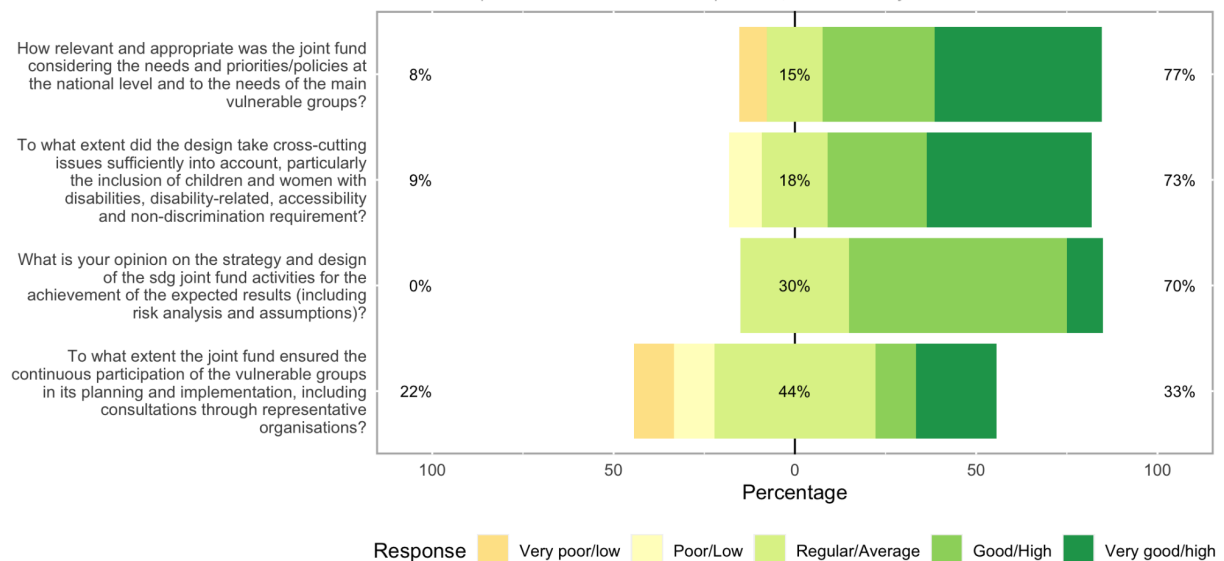
n = 13 respostas



The overall average Likert scale score for the group of key questions on 'Relevance' was 2.2, which represents a 'Good' overall assessment of this criterion, for the people who answered to the online survey.

**Evaluation of the key likert questions regarding Relevance.**

*\*Exclude responses 'Not sure' and 'Not applicable'; Online survey.*

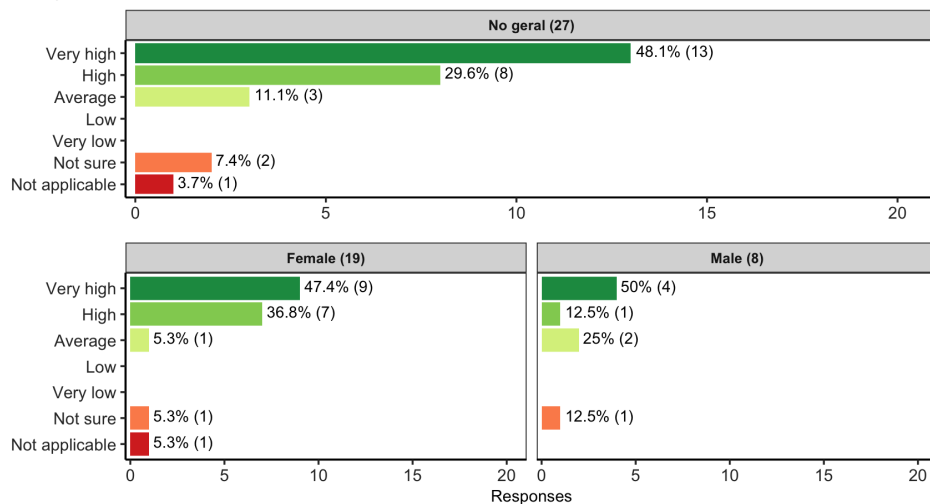


### 10.4.1.2 Structured interviews

Some 89% of people answered Very High (48%), High (30%), and Medium (11%), to the question on the relevance of the Joint Fund (“How relevant and appropriate was the Joint Fund considering the needs and priorities/policies at the national level and the needs of key vulnerable groups?”). The remaining 11% answered Not Sure (7%) and Not Applicable (4%).

**How relevant and appropriate was the joint fund considering the needs and priorities/policies at the national level and to the needs of the main vulnerable groups?**

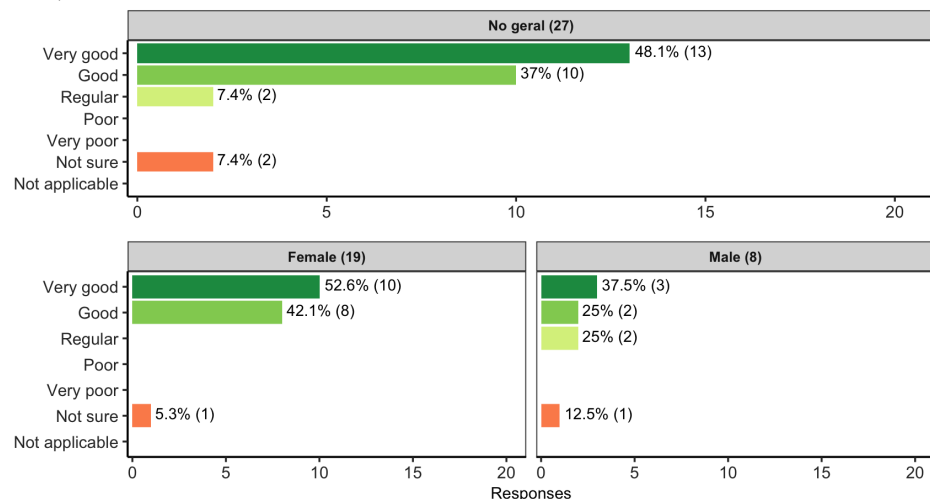
n = 27 responses



When asked “How helpful was the support of the joint fund and how well did it meet your expectations in terms of contribution to practice (utility)?”, most people answered Very Good (48%), Good (37%), Not Sure (7%), and Regular (7%). This indicates that 85% of people are satisfied with the usefulness of the support.

**How helpful was the support of the joint fund and how well did it meet your expectations in terms of contribution to practice (utility)?**

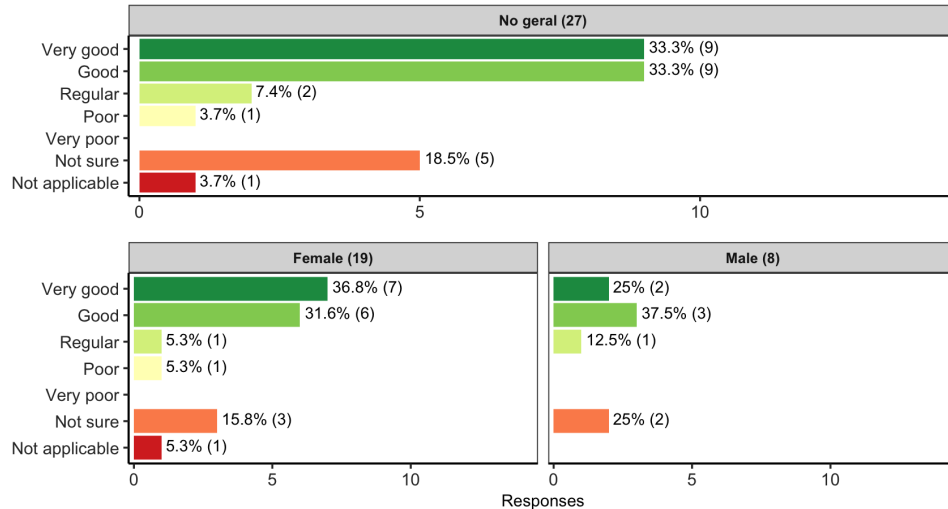
n = 27 responses



The assessment of the question on strategic relevance: *“What is your opinion on the strategy and design of the SDG Joint Fund activities for the achievement of the expected results (including risk analysis and assumptions)?”*, the majority of respondents (66%) reported Good (33%), Very Good (33%), Not Sure (19%), Regular (7%), Not Applicable (4%), and Poor (4%).

**What is your opinion on the strategy and design of the SDG Joint Fund activities for the achievement of the expected results (including risk analysis and assumptions)?**

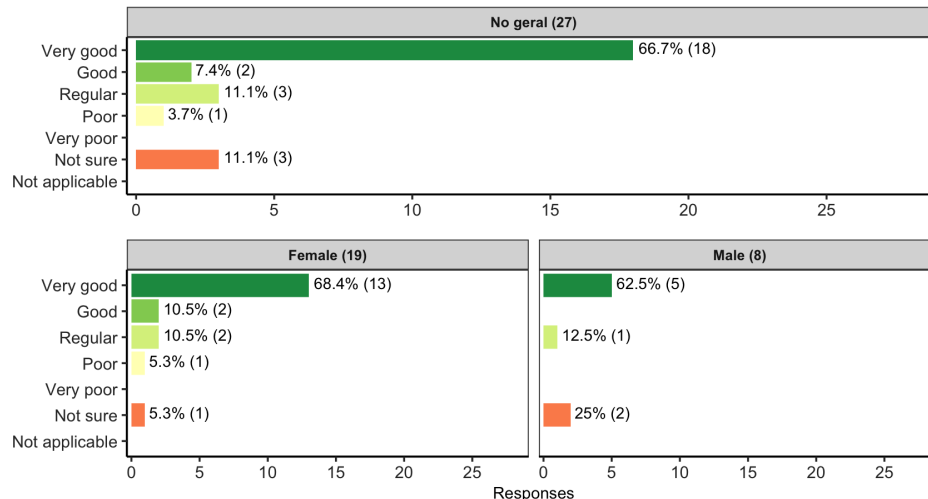
n = 27 responses



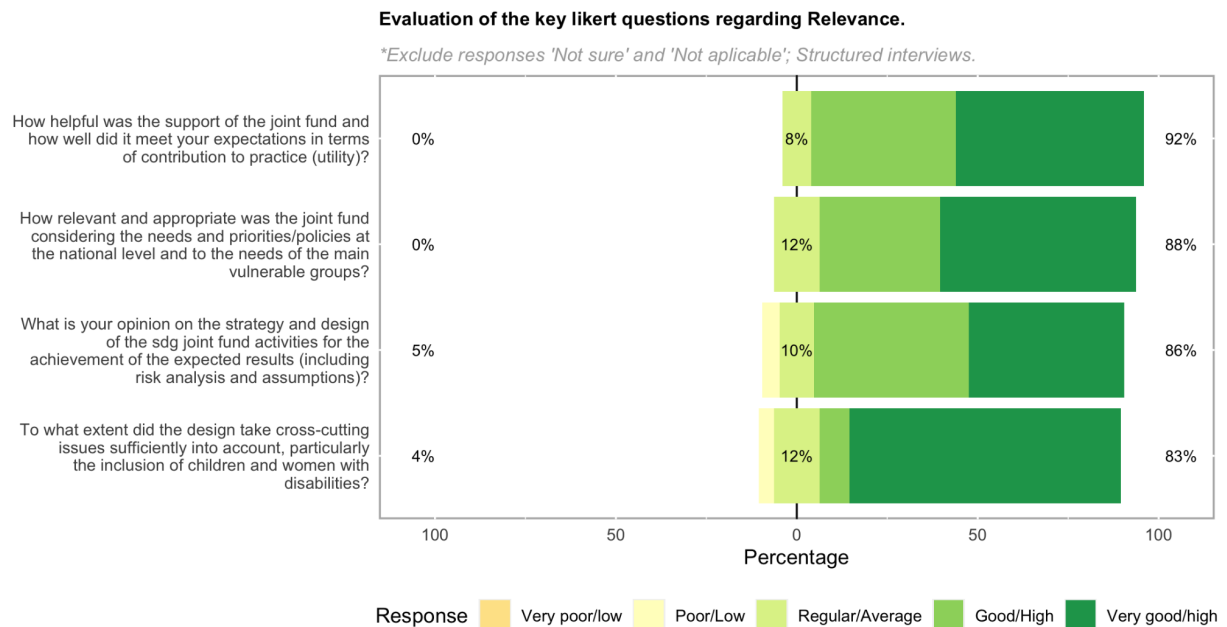
When asked about cross-cutting issues *“To what extent did the design take cross-cutting issues sufficiently into account, particularly the inclusion of children and women with disabilities?”*, approximately 74% of people consider performance on this point as Very Good (67%) or Good (7%), with 11% indicating performance as Regular, and 4% as Poor.

**To what extent did the design take cross-cutting issues sufficiently into account, particularly the inclusion of children and women with disabilities?**

n = 27 responses



The final Likert scale mean score for the group of key questions in the criterion ‘Relevance’ for the structured interviews was 1.59, which represents a Very Good/High assessment.



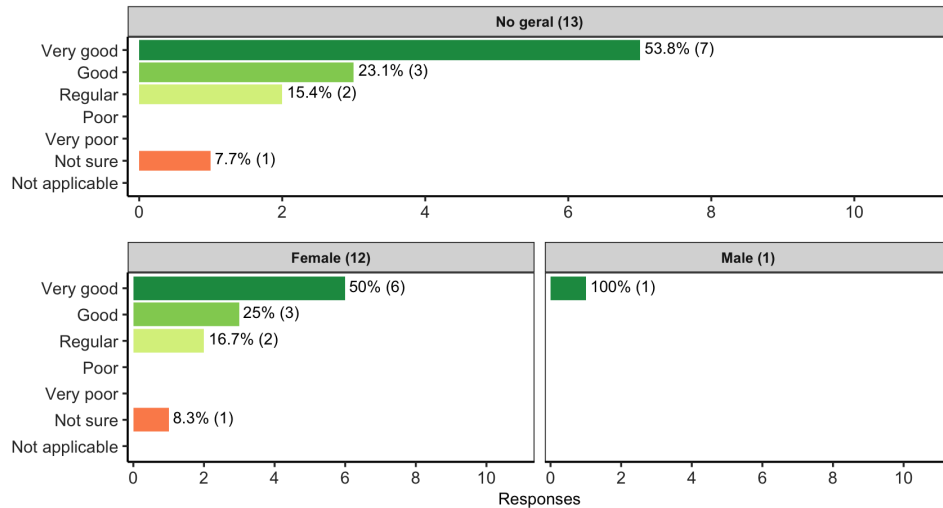
## 10.4.2 Coherence

### 10.4.2.1 Online survey

With regard to the criterion ‘Coherence’, the first question presented to participants was *“To what extent were there synergies (or trade-offs) between the joint fund, other government actions, institutional strategies and the policy scenario?”*, the responses were as follows: Very Good (54%), Good (23%), and Regular (15%).

**To what extent were there synergies (or trade-offs) between the joint fund, other government actions, institutional strategies and the policy scenario?**

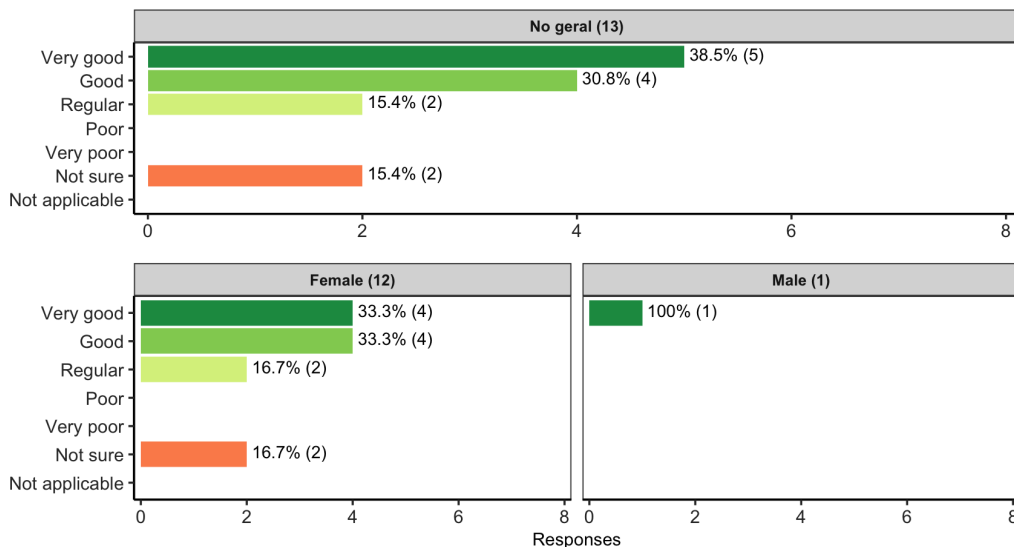
n = 13 responses



For the question on coordination, “*To what extent has the joint fund coordinated with PUNOs to avoid overlaps, leverage contributions and catalyse joint work?*”, responses indicate that 84% of people considered it Very Good (38%), Good (31%), or Regular (15%), with one person responding ‘Not Sure’.

**To what extent has the joint fund coordinated with PUNOs to avoid overlaps, leverage contributions and catalyse joint work?**

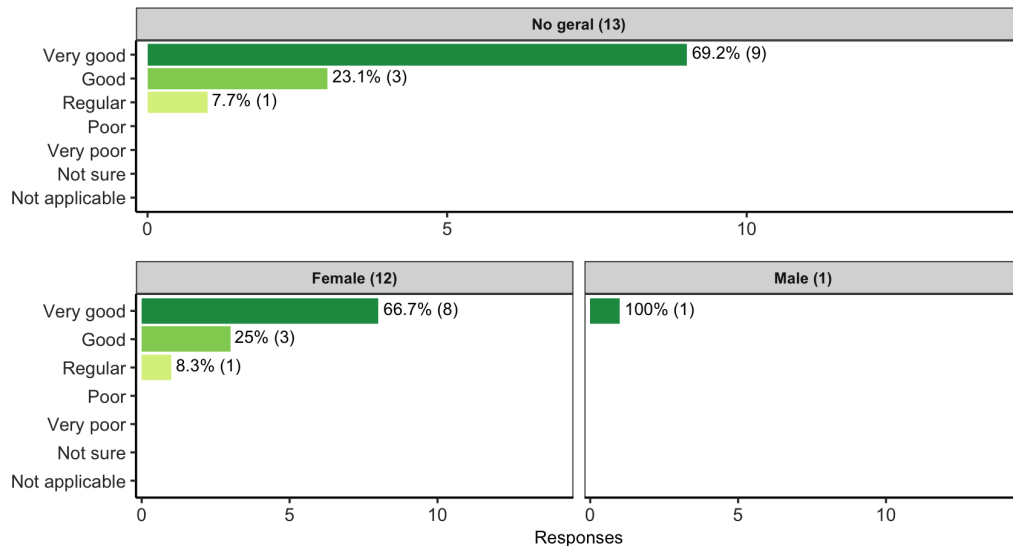
n = 13 responses



Almost all respondents (92%) rated the alignment of the Joint Fund with international development goals as Very Good (69%) or Good (23%).

**How closely is the joint fund aligned with international development goals (external coherence) such as the Sustainable Development Goals?**

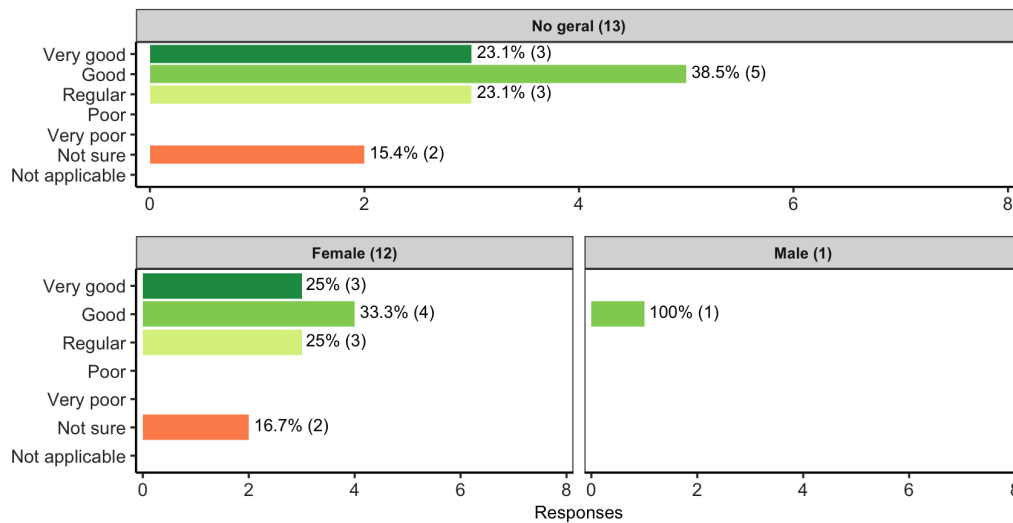
n = 13 responses

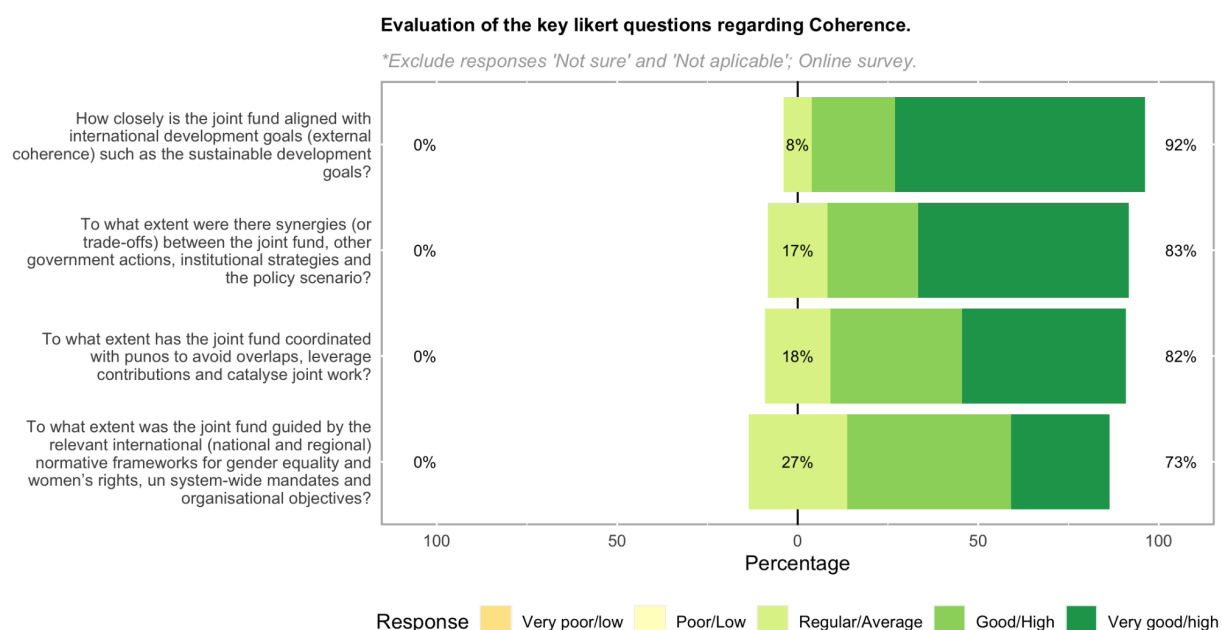


The questionnaire included the question “*To what extent was the joint fund guided by the relevant international (national and regional) normative frameworks for gender equality and women’s rights, UN system-wide mandates and organisational objectives?*” Approximately 85% of people answered Good (38%), Very Good (23%), and Regular (23%) for this question.

**To what extent was the joint fund guided by the relevant international (national and regional) normative frameworks for gender equality and women’s rights, UN system-wide mandates and organisational objectives?**

n = 13 responses





The overall average Likert scale score for the group of key questions in the 'Coherence' criterion, answered by the online survey, was 1.67, which represents a Very Good/High evaluation, highlighting that the most sensitive item in this criterion was the alignment of the Joint Fund with international normative frameworks linked to gender issues/women's rights.

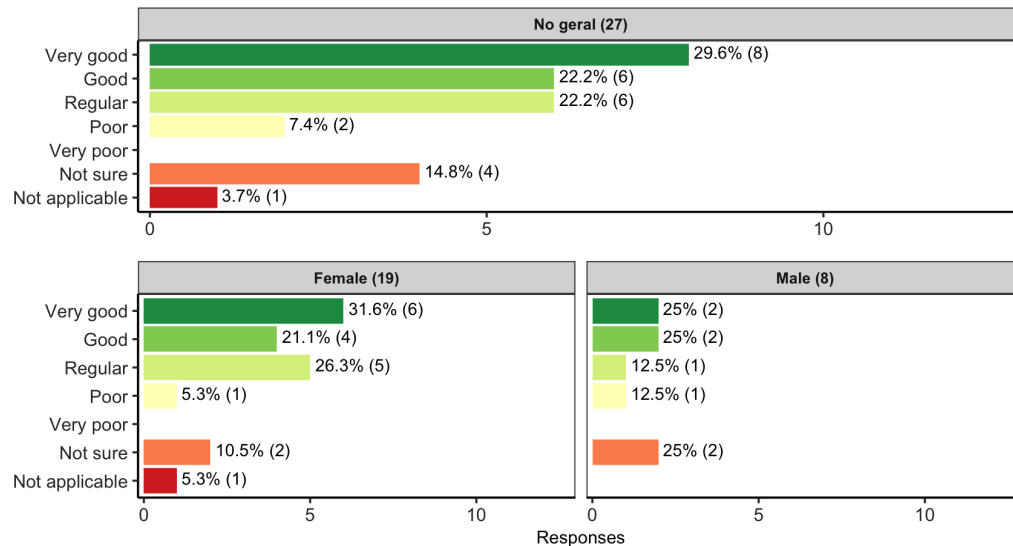
#### 1 0.4.2.2 Structured interviews

Still on the criterion 'Coherence' and considering the structured interviews, for the question "To what extent were there **synergies** (or trade-offs) between the joint fund, other government actions, institutional strategies and the policy scenario?", 52% of people answered Very Good (30%) or Good (22 %), with the rest of the responses Regular (22%), Poor (7%) and Not Applicable (4%).



**To what extent were there synergies (or trade-offs) between the joint fund, other government actions, institutional strategies and the policy scenario?**

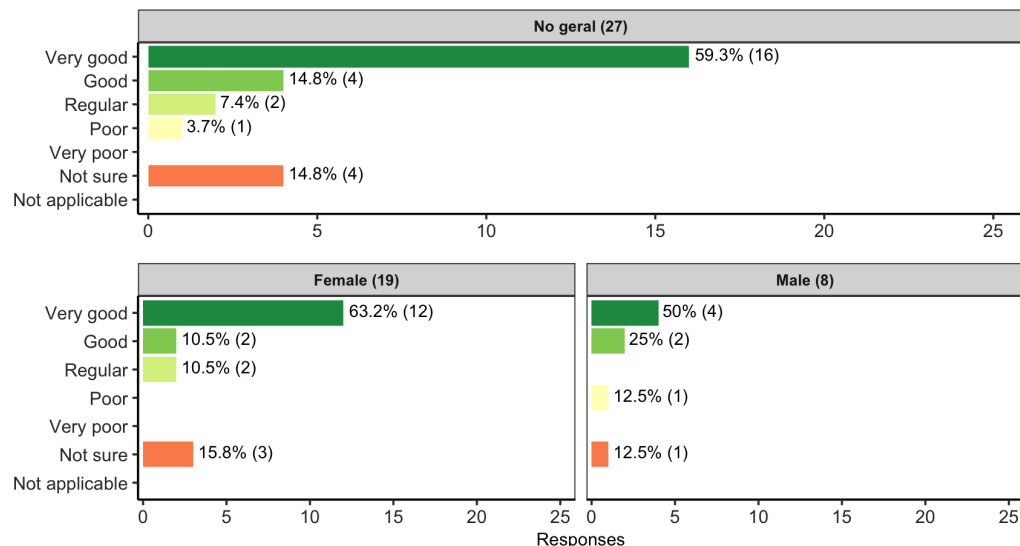
n = 27 responses



For the question “To what extent has the joint fund coordinated with PUNOs to avoid overlaps, leverage contributions and catalyse joint work?”, 75% of people answered Very Good (59%) or Good (15%), with the rest of the answers being Not Sure (15%), Regular (7%), and Poor (4%).

**To what extent has the joint fund coordinated with PUNOs to avoid overlaps, leverage contributions and catalyse joint work?**

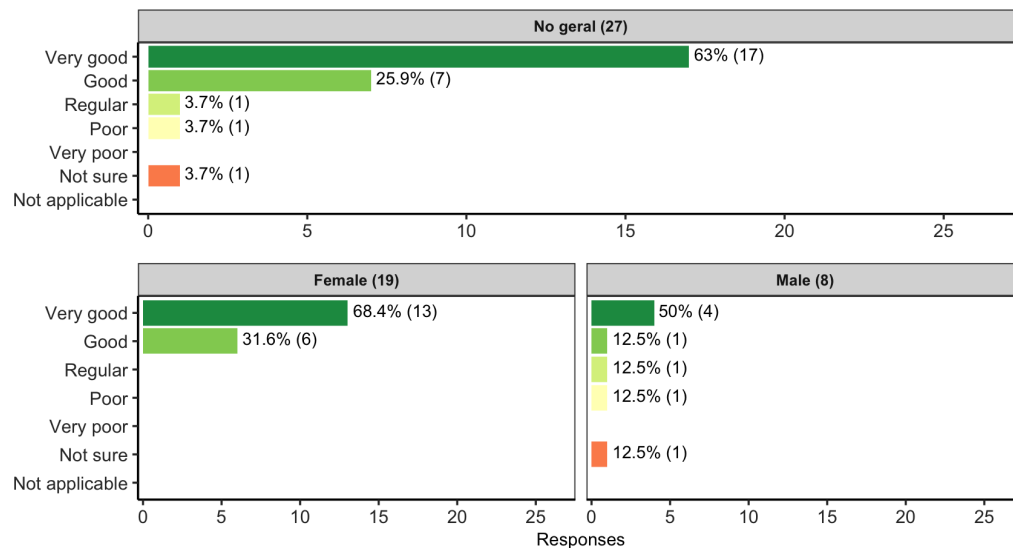
n = 27 responses



About 89% of respondents consider the Joint Fund to have performed Very Good (63%) or Good (26%) in terms of alignment with international development goals.

**How closely is the joint fund aligned with international development goals (external coherence) such as the Sustainable Development Goals?**

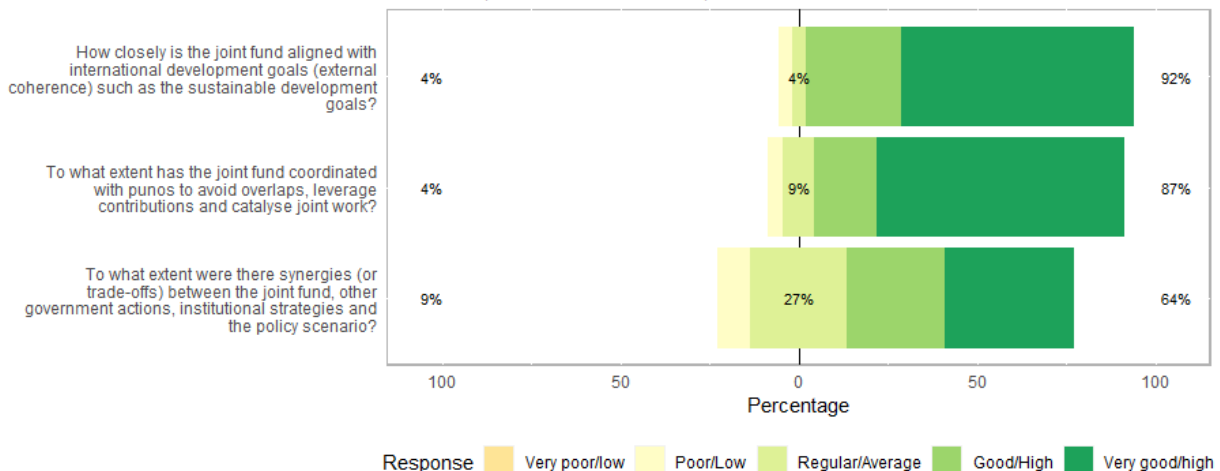
n = 27 responses



The average overall Likert scale score for the group of key questions under the 'Coherence' criterion, in the structured interview, was 1.68, which represents a Very Good/High assessment, as in the online survey. It is noteworthy, however, that the point with the greatest need for improvement is the synergies between the Joint Fund and other government actions, institutional strategies and the political scenario, which in the online survey came out at 72% as Very Good and Good. Coordination with external partners comes next, although 82% of people rated it as Very Good or Good.

**Evaluation of the key likert questions regarding Coherence.**

*\*Exclude responses 'Not sure' and 'Not aplicable'; Structured interviews.*



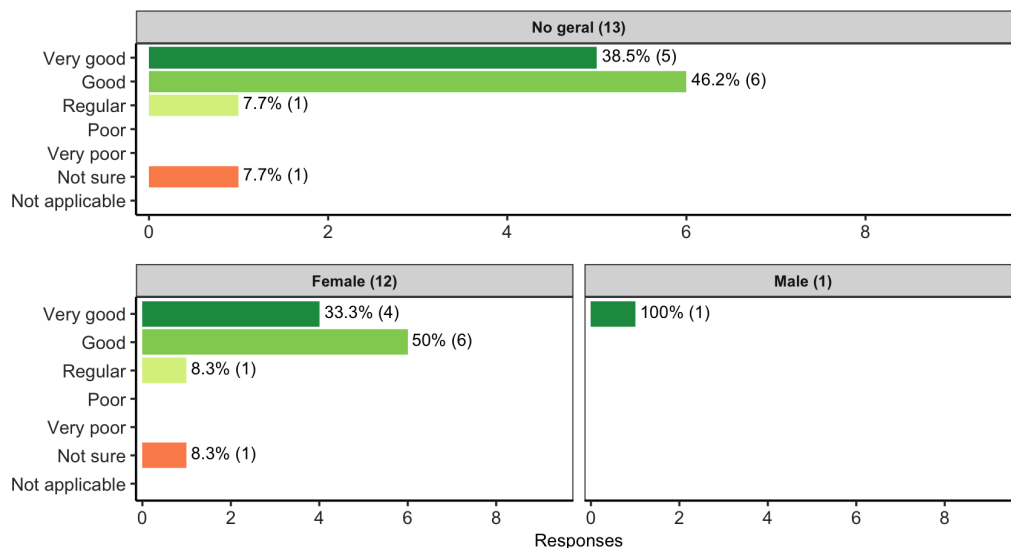
### 10.4.3 Effectiveness

#### 10.4.3.1 Online survey

The achievement of results was explored by the question “To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?” Participants rated as follows: Good (46%), Very Good (38%), Regular (8%), and Not Sure (8%). This indicates a large consensus that the achievement was good to very good when adding up (84%) the responses from the online survey.

#### To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?

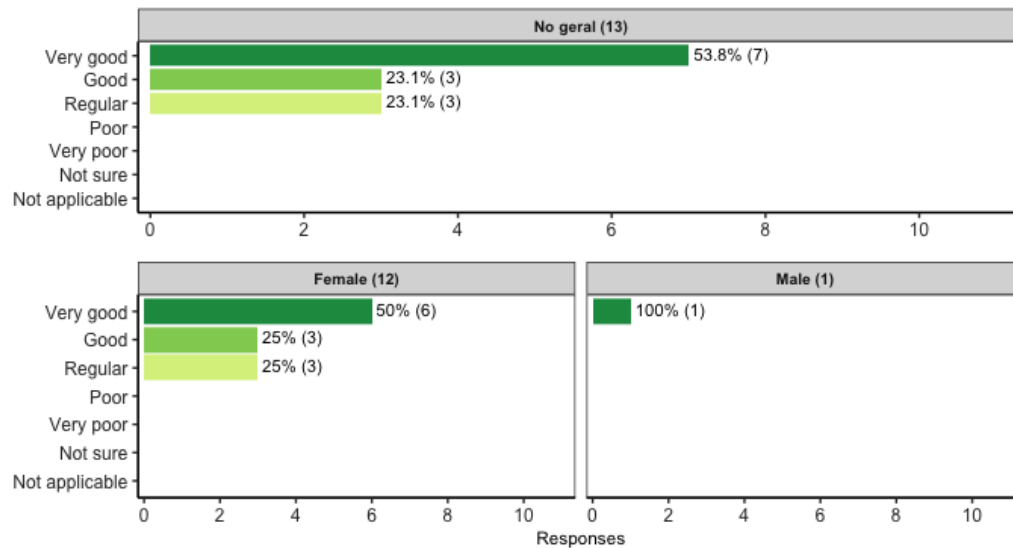
n = 13 responses



For the question “How well was the joint fund implementation adapted to the major external and internal factors influencing the achievement or non-achievement of the objectives and results?”, the responses were positive, with 77% of people indicating that the adaptation was Very Good (54%) or Good (23%), with the rest being Regular (23%).

**How well was the joint fund implementation adapted to the major external and internal factors influencing the achievement or non-achievement of the objectives and results?**

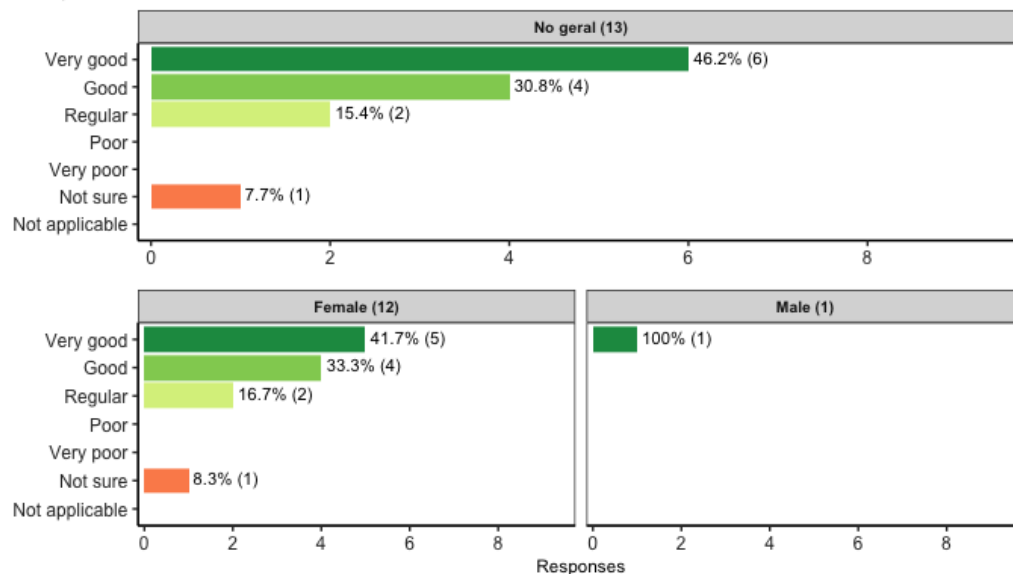
n = 13 responses



Considering the joint approach to achieving results, to the question “To what extent has the Joint Fund’s joint approach to the SDGs facilitated the achievement of results?”, approximately 77% of people answered that it was Very Good (46%) or Good (31%), with 15% assessing that the joint approach was Regular.

**To what extent did the joint approach of the joint fund facilitate the achievement of results?**

n = 13 responses

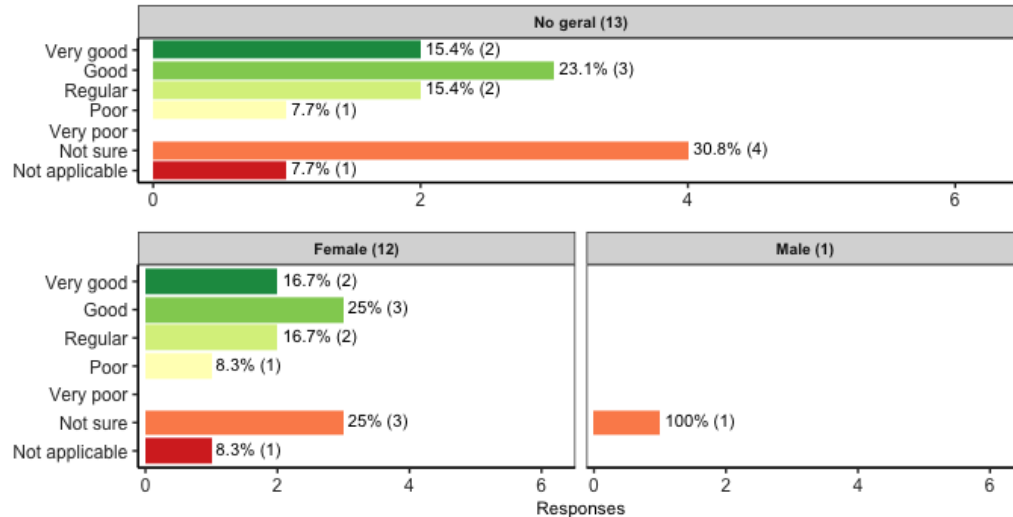


When asked about participation and inclusion of rights and duty bearers “To what extent participation and inclusiveness of rights holders (individuals and organisations) and duty

bearers (state institutions) was maximised in the interventions planning, design, implementation and decision-making processes?”, about 53% of people answered Good (23%), Very Good (15%), or Regular (15%), with the remainder answering Not Sure (31%), Poor (8%), or Not Applicable (8%).

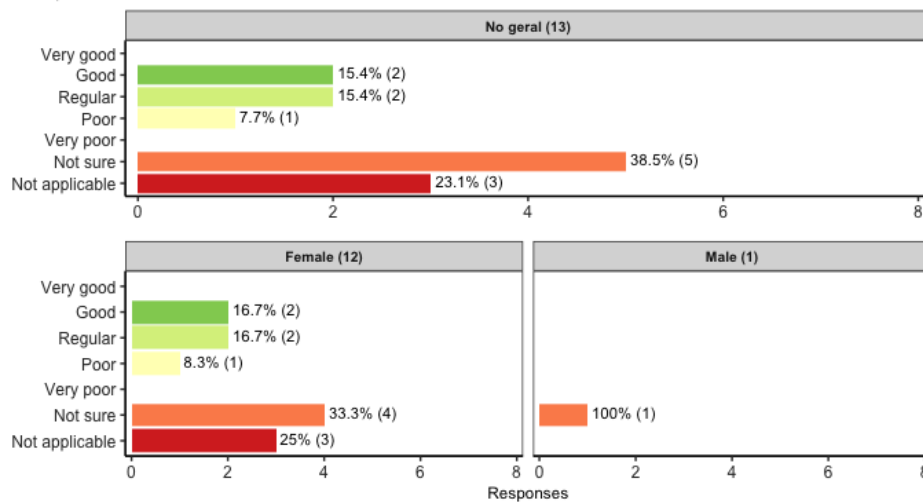
**To what extent participation and inclusiveness of rights holders (individuals and organisations) and duty bearers (state institutions) was maximised in the interventions planning, design, implementation and decision-making processes?**

n = 13 responses



Considering the aspect related to information management/knowledge of deficiencies, expressed by the question “To what extent did support to data collection and analysis, registries, and information systems feature disability? (via Washington group short set or similar)”, the participants evaluated it as Good (15%), Regular (15%), and Poor (8%).

n = 13 responses

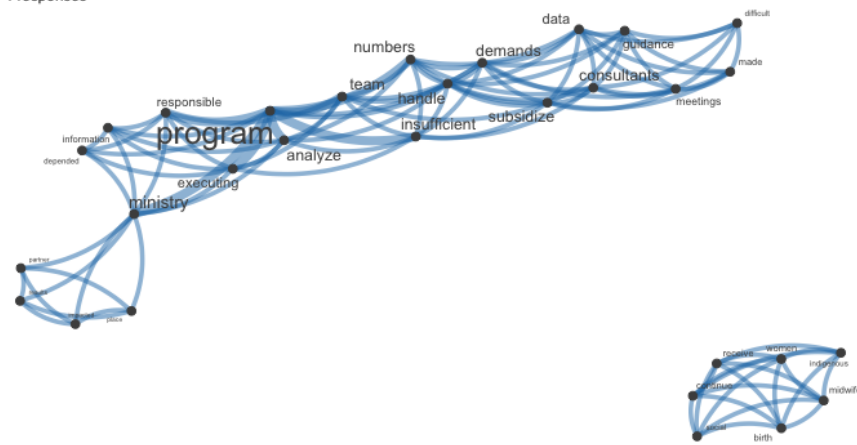


To analyse the open answers, a natural language processing technique called, text co-occurrence network was used. This technique generates graphs that show relationships between words that appear together in the same responses (co-occurrence). Words with a higher frequency (number of times the word occurs) appear with a larger font size. The thickness of the lines shows the degree of co-occurrence with other words. Words that occur more frequently together are grouped in nodes.

The following chart presents the results of a text co-occurrence network regarding the open question on the main factors that influenced the achievement of the objectives and expected results of the Joint Fund. The responses obtained are presented immediately below. The results indicate that the pandemic, staff capacities, priorities and institutional changes in the Ministry of Citizenship affected the performance of the Joint Fund.

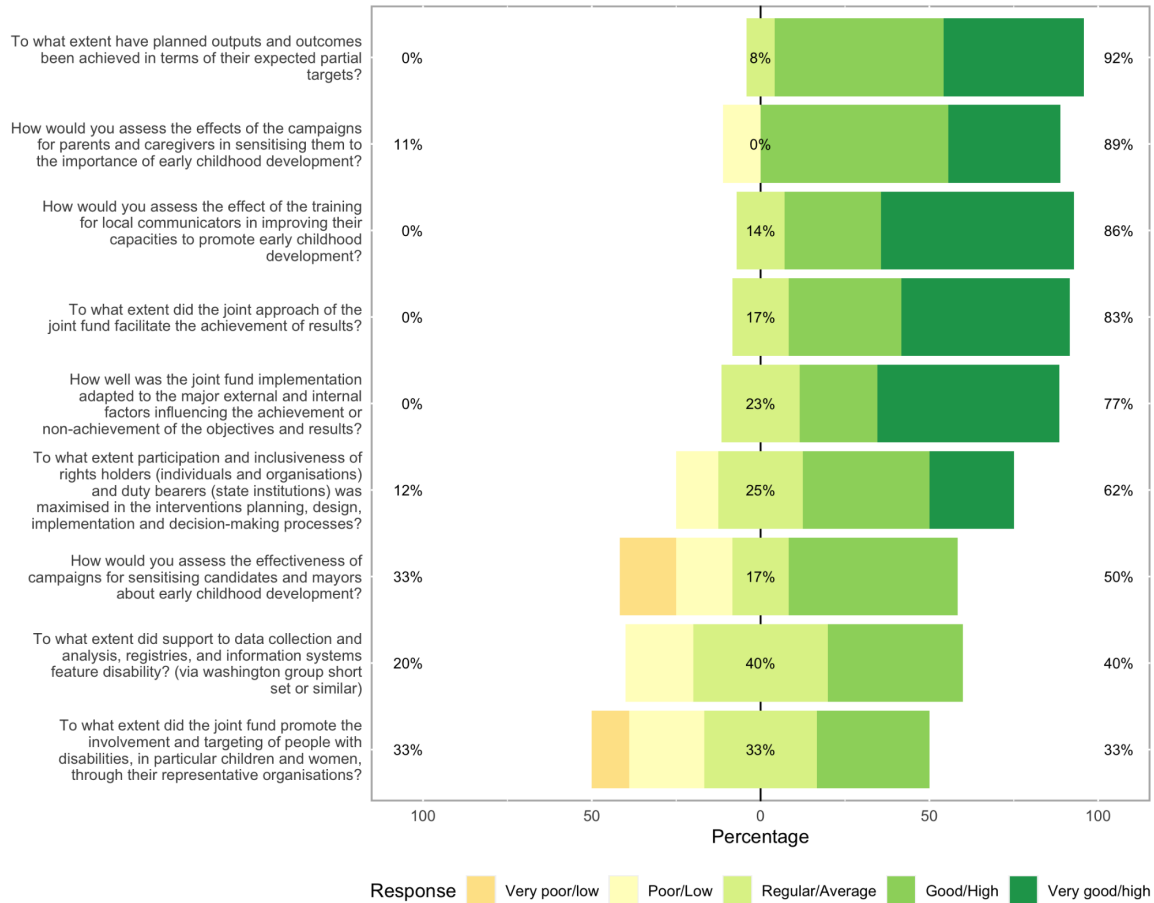
If any, what have been the major external (e.g. covid pandemic, political factors, etc.) and internal factors influencing the achievement or non-achievement of the objectives and results of the joint fund?

n = 4 responses



### Evaluation of the key likert questions regarding Effectiveness.

*\*Exclude responses 'Not sure' and 'Not applicable'; Online survey.*



The overall mean Likert scale score for the group of key questions in the ‘Effectiveness’ criterion from the online survey was 2.02, which represents a Good/High evaluation.

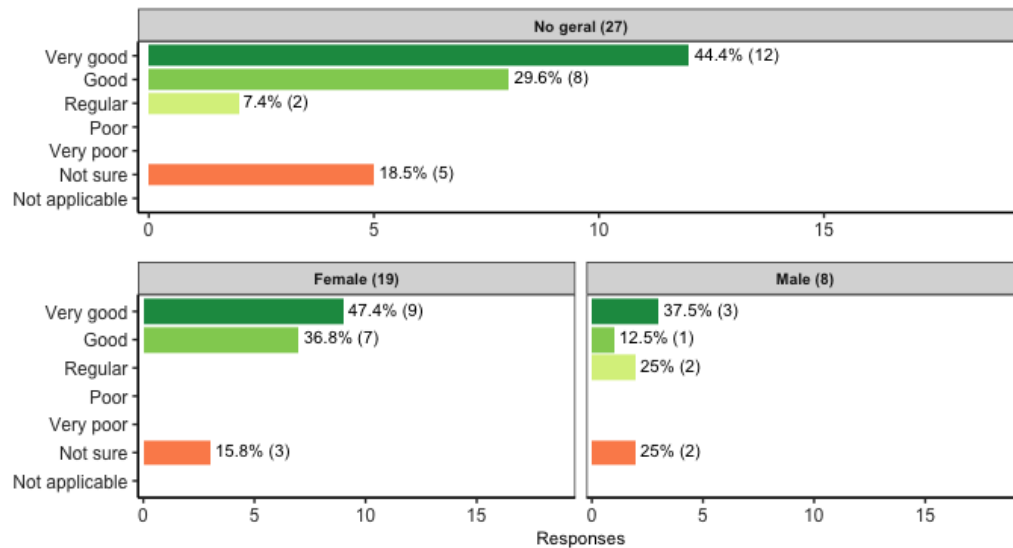
#### 10.4.3.2 Structured interviews

For the question on outputs and outcomes achieved, “To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?”, approximately 74% of people answered that this achievement was Very Good (44%) or Good (30%), with the remainder answering Not Sure (18%) and Regular (7%).



**To what extent have planned outputs and outcomes been achieved in terms of their expected partial targets?**

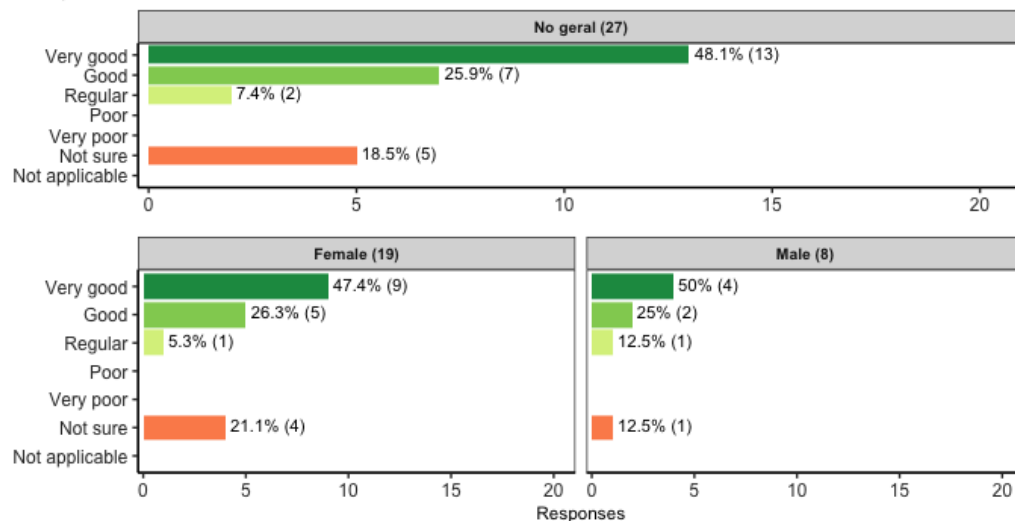
n = 27 responses



To the question “How well was the joint fund implementation adapted to the major external (e.g. covid pandemic, political factors, etc.) and internal factors influencing the achievement or non-achievement of the objectives and results?”, about 74% of the people answered Very Good (48%) or Good (26%), the rest being Not Sure (18%) and Regular (7%).

**How well was the joint fund implementation adapted to the major external (e.g. covid pandemic, political factors, etc.) and internal factors influencing the achievement or non-achievement of the objectives and results?**

n = 27 responses

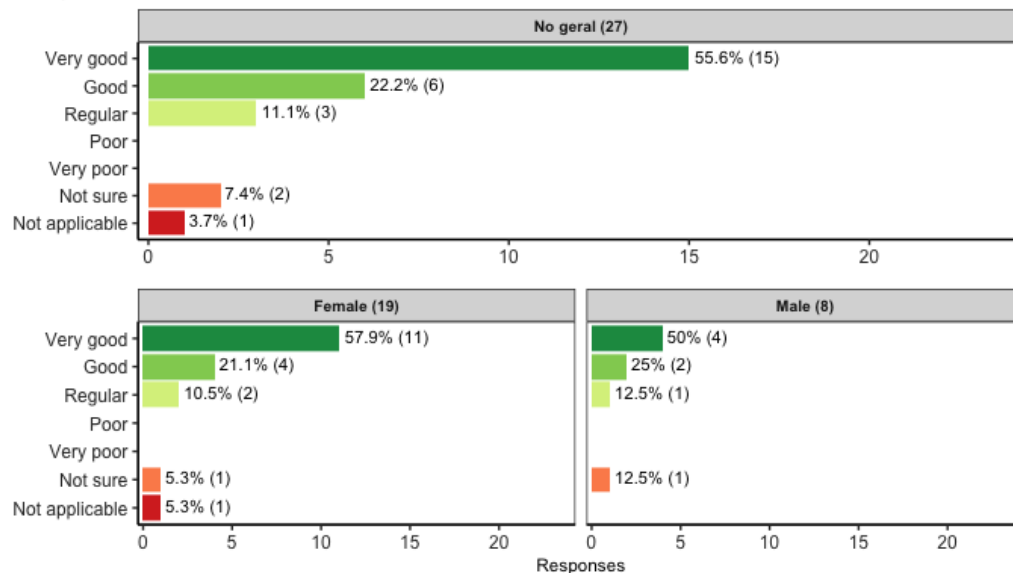


For the assessment related to the joint approach, asked through the question “To what extent did the joint approach of the joint fund facilitate the achievement of results?”,

approximately 78% of people answered that the joint approach was Very Good (56%) or Good (22%), with the remainder being Regular (11%) and Not Sure (7%).

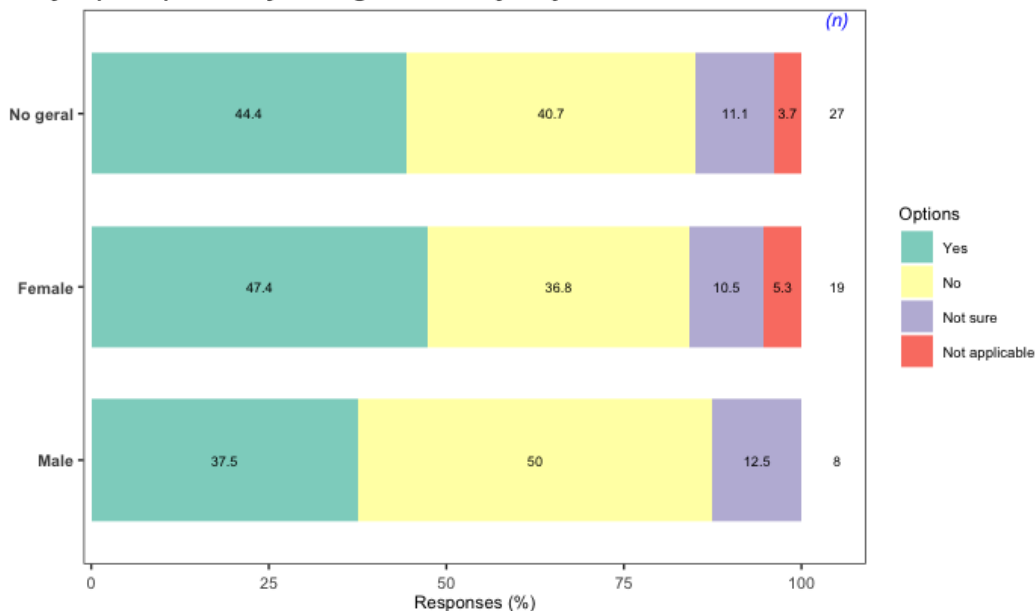
**To what extent did the joint approach of the joint fund facilitate the achievement of results?**

n = 27 responses



About 44% of people answered 'Yes' to the following question, "Have you participated in any training facilitated by the Joint Fund for SDGs?", as presented in the following graph.

**Did you participate in any training facilitated by the joint fund?**

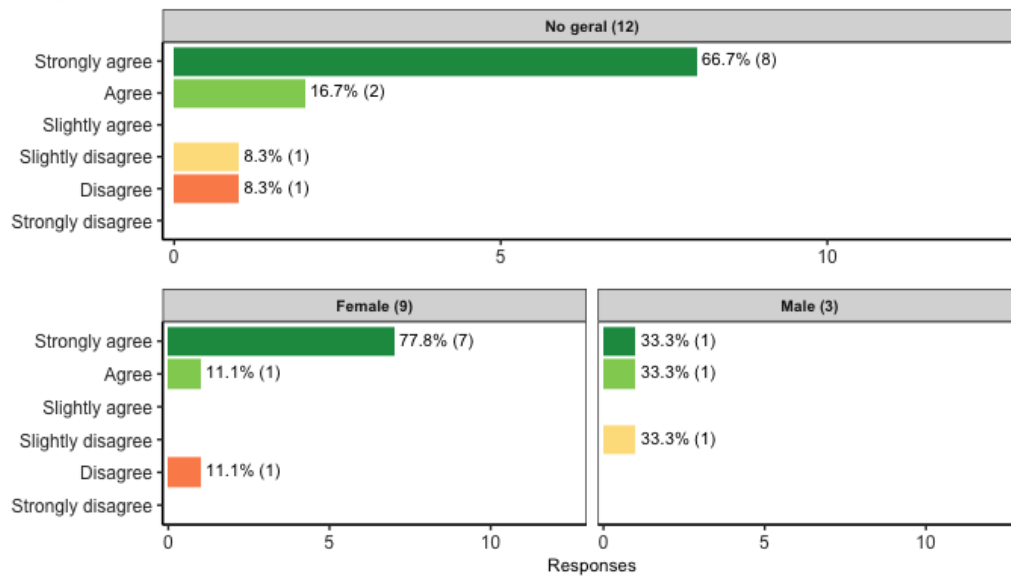


The results suggest that those who participated in training provided by the JF consider them mostly necessary and sufficient. 87% of people stated 'Strongly agree' (67%) or 'Agree' (17%) to the question "The training delivered by the Joint Fund was necessary." For

the question “The training provided by the Joint Fund was sufficient.”, 91% rated as ‘Strongly Agree’ (50%) or ‘Agree’ (33%), ‘Partially Agree’ (8%).

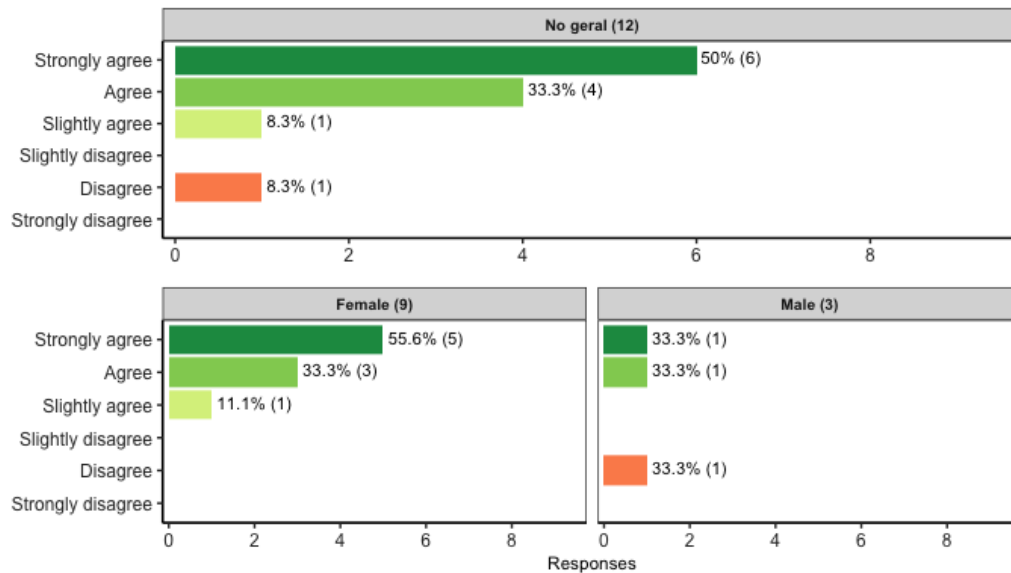
**The training delivered by the Joint Fund was necessary.**

n = 12 responses



**The training delivered by the Joint Fund was sufficient.**

n = 12 responses

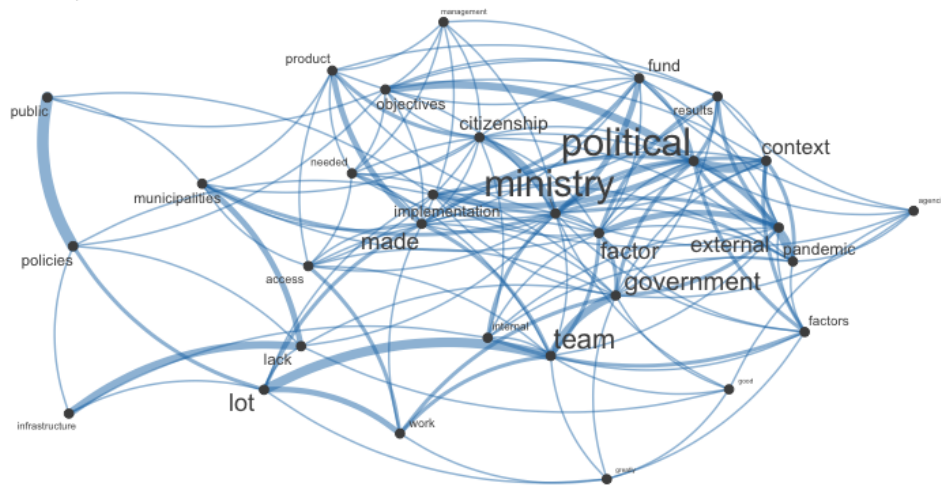


For the open question “If any, what were the main external and internal factors that influenced the achievement or not of the objectives and results of the Joint Fund?”, the 10 most frequent words after processing are ministry (50%), programme (50%), result (50%), analyse (25%), aspect (25%), assistance (25%), scenario (25%), consultant (25%),

consultancy (25%), and account (25%), as can also be seen in the following graph, as well as in the sample of responses obtained, presented below.

**If any, what have been the major external and internal factors influencing the achievement or non-achievement of the objectives and results of the joint fund?**

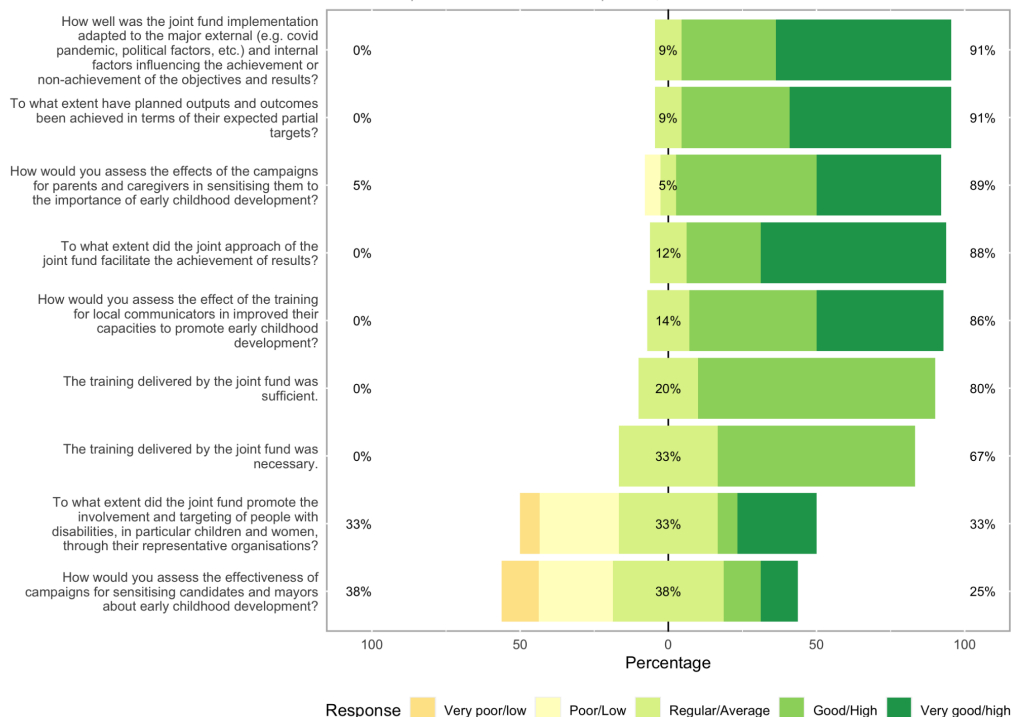
n = 25 responses



The overall average Likert scale score for the group of key questions under the criterion 'Effectiveness' from the structured interviews was 1.58, which represents a Very Good/High assessment).

#### Evaluation of the key likert questions regarding Effectiveness.

\*Exclude responses 'Not sure' and 'Not applicable'; Structured interviews.



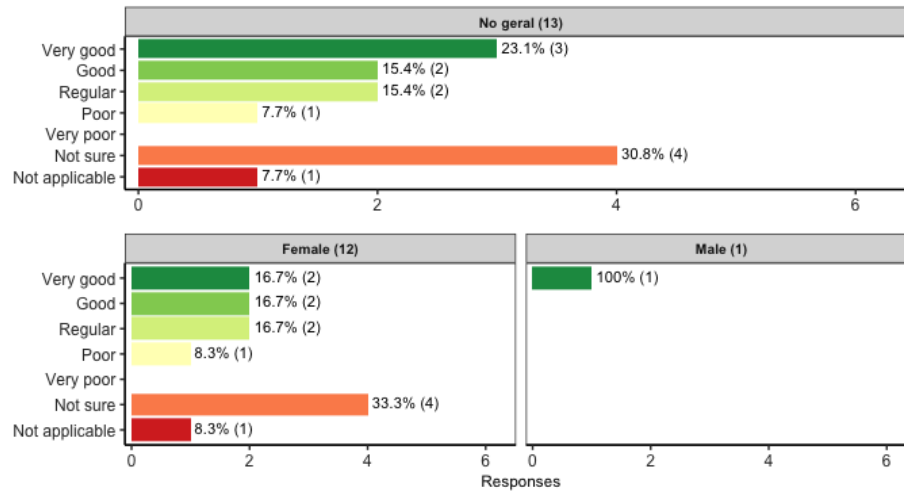
## 10.4.4 Efficiency

### 10.4.4.1 Online survey

When asked about the management of the Joint Fund, the 13 participants who answered to the online survey, assessed the efficiency of the administration of the Joint Fund, in terms of its human and financial resources and organisational structure and governance, as Not Sure (31%) Very Good (23%), Good (15%), Regular (15%), and Poor (8%).

**How efficiently has the joint fund been managed in terms of its human / financial resources and organisational / governance structure?**

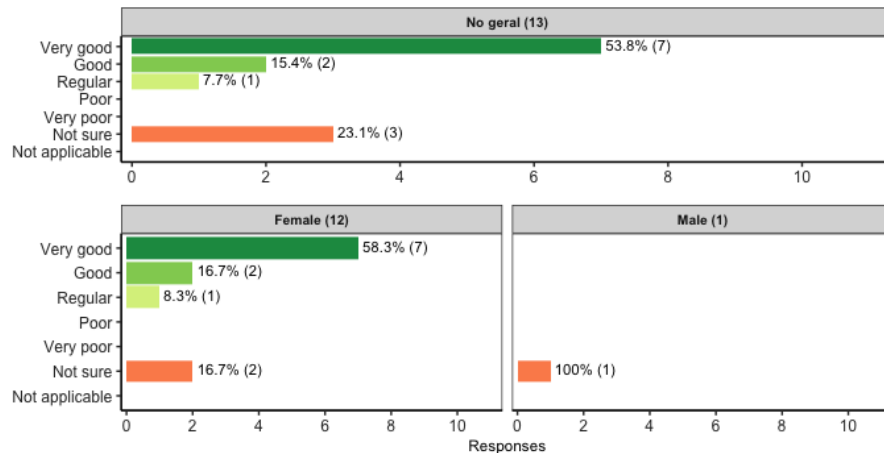
n = 13 responses



For the question “How do you evaluate the participation of the RCO in the monitoring of the programme to promote integration among the agencies and with the Brazilian Government?”, a total of 77% of the people evaluated it positively, with 54% of the answers for Very Good, 15% for Good, and 8% for Regular, while 23% answered Not Sure.

**How do you evaluate the participation of the Resident Coordinator Office (RCO) in the monitoring of the Joint Program to promote integration among the agencies and with the Brazilian Government?**

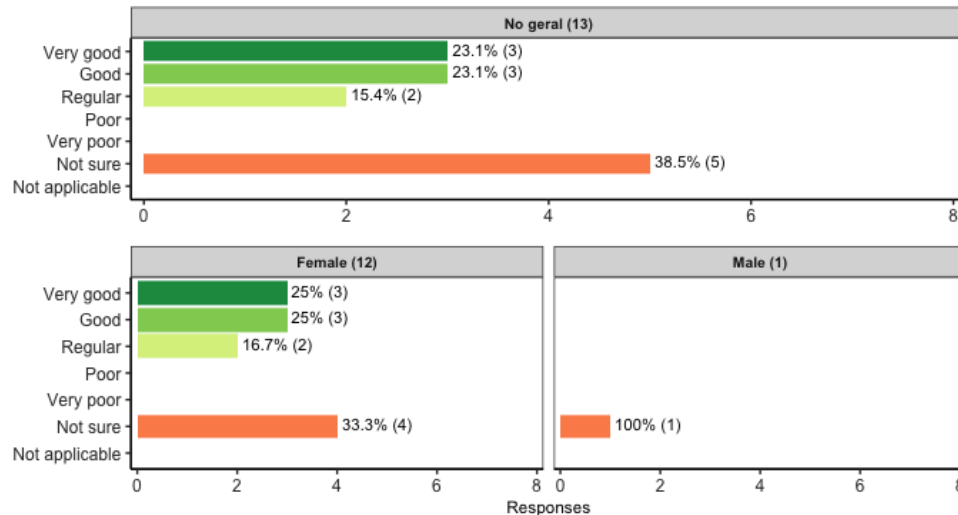
n = 13 responses



Participants also positively assessed the efficiency of the Joint Fund in terms of the provision of inputs. In particular, when asked “How would you assess the degree to which inputs have been provided / available on time to implement joint fund activities?”, 46% of people answered Good (23%) or Very Good (23%), while the remaining 44% assessed it as Regular (15%) or Not Sure (38%).

**How would you assess the degree to which inputs have been provided / available on time to implement joint fund activities?**

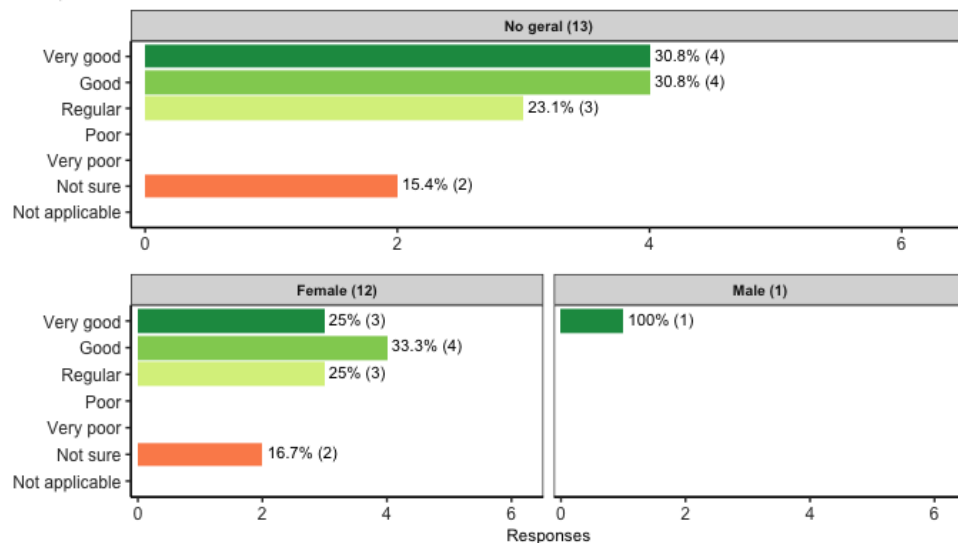
n = 13 responses



When asked about the quality of management and the timeliness of delivery of results, “To what extent the expected outputs have been delivered on time?”, the 13 respondents rated it as Very Good (31%), Good (31%), and Regular (23%).

**To what extent the expected outputs have been delivered on time?**

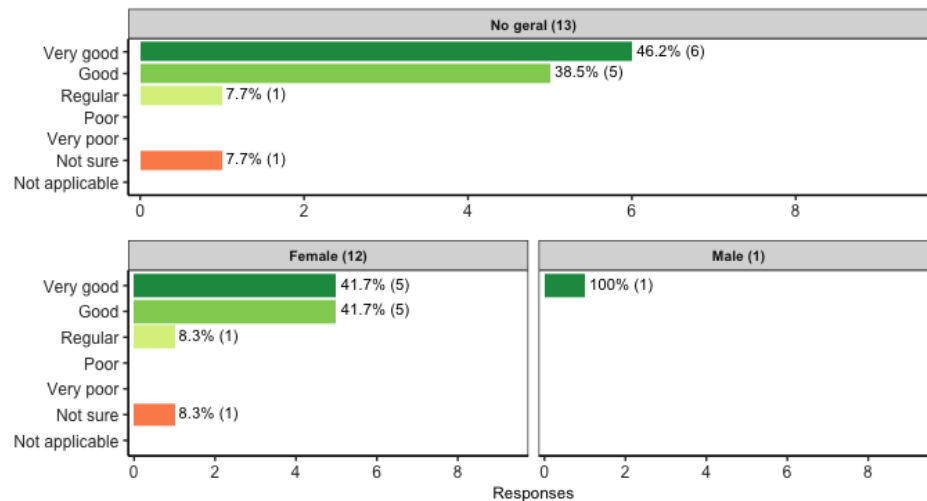
n = 13 responses



For the assessment on the joint intervention approach, when asked “To which degree has the joint approach of intervention been more efficient in comparison to what could have been done through a single-agency intervention?”, approximately 84% of people had a positive evaluation of the joint intervention by rating it as Very Good (46%) or Good (38%).

**To which degree has the joint approach of intervention more efficient in comparison to what could have been done through a single-agency intervention?**

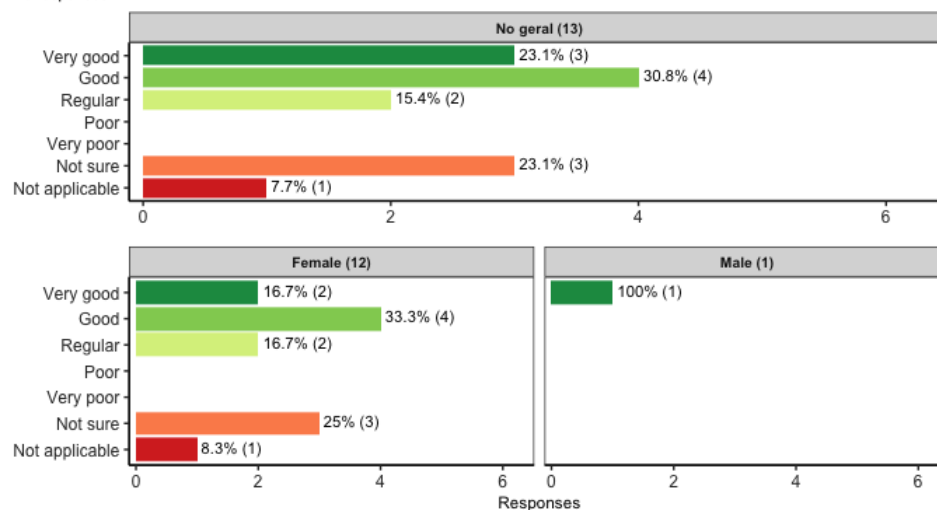
n = 13 responses



Thinking about the internal coherence of the UN team in Brazil, to the question “To what extent did the joint fund contribute to enhancing UNCT (UN Country Team) coherence and UNCT efficiency (reducing transaction costs)?”, the total of 54% of people answered that the contribution was Good (31%) or Very Good (23%), while the remaining 46% of the answers evaluated as Regular (15%), Not Sure (23%), and Not Applicable (8%).

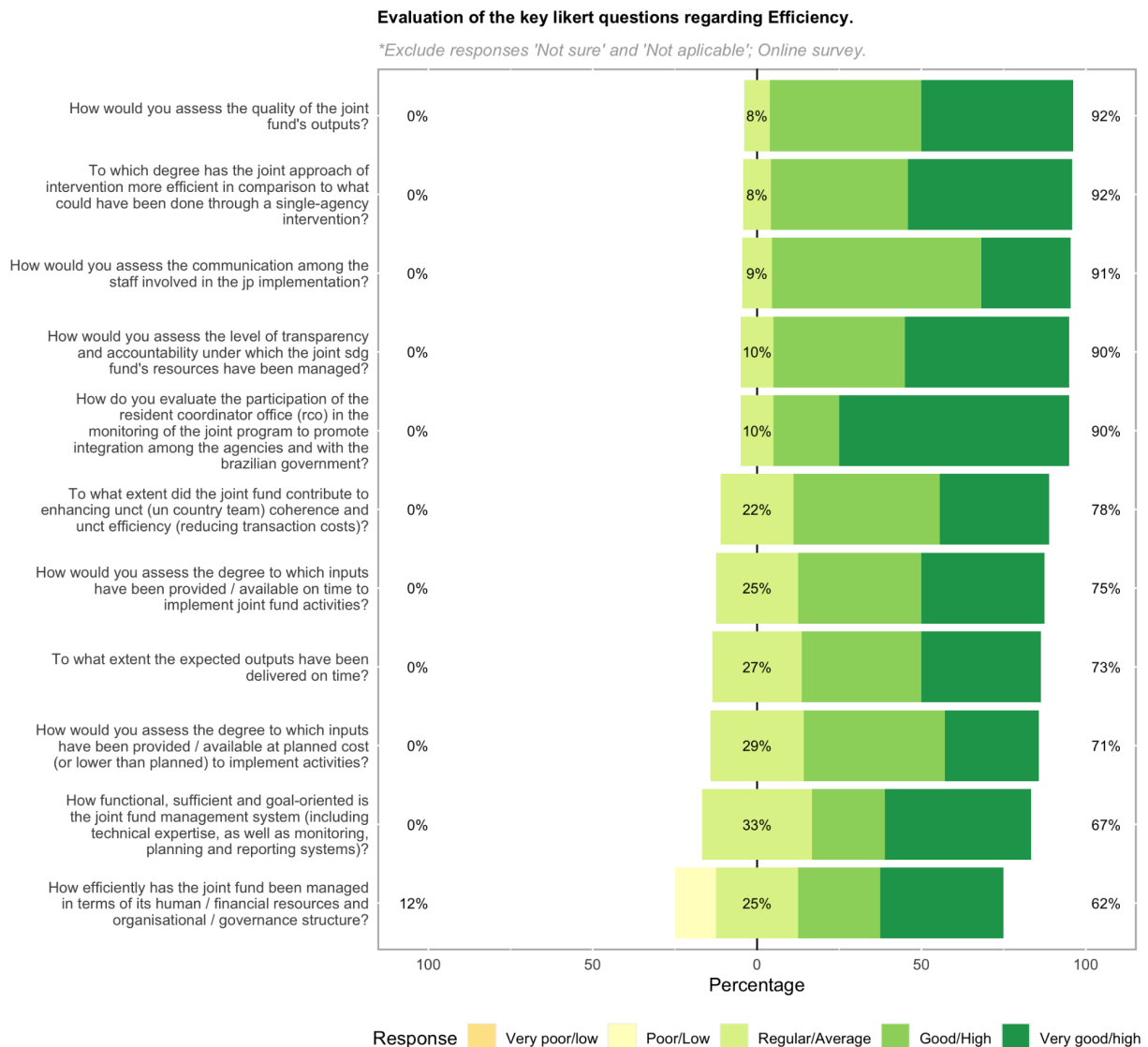
**To what extent did the joint fund contribute to enhancing UNCT (UN Country Team) coherence and UNCT efficiency (reducing transaction costs)?**

n = 13 responses





The overall average Likert scale score for the group of key questions that assessed the 'Efficiency' criterion, according to the online survey, was 1.79, which represents, overall, a Very Good/High assessment.



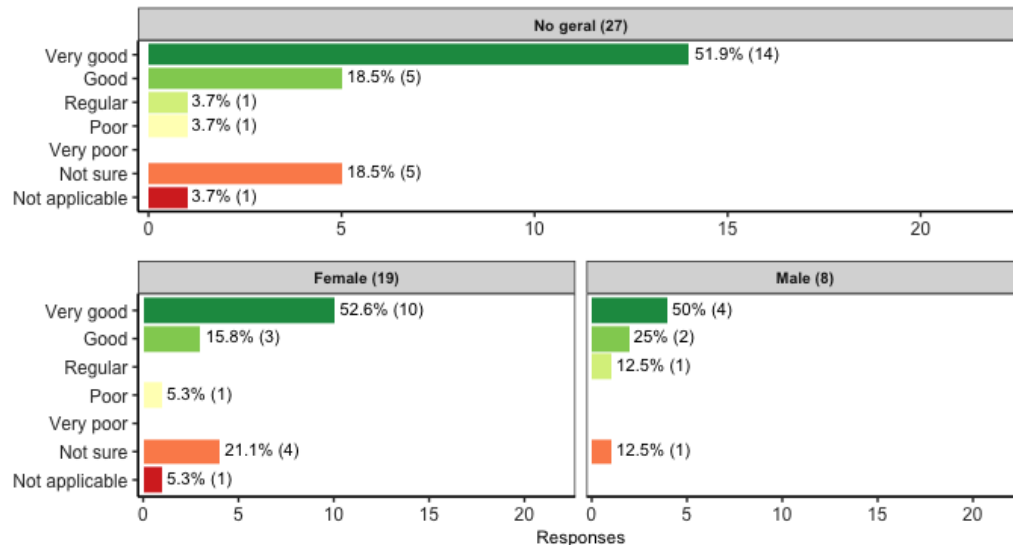
#### 10.4.4.2 Structured interviews

For the question on the quality of management, "How efficiently has the joint fund been managed in terms of its human / financial resources and organisational / governance

structure?”, about 71% of people answered Very Good (52%) or Good (19%), the rest being Not Applicable (4%), Poor (4%), and Regular (4%).

**How efficiently has the joint fund been managed in terms of its human / financial resources and organisational / governance structure?**

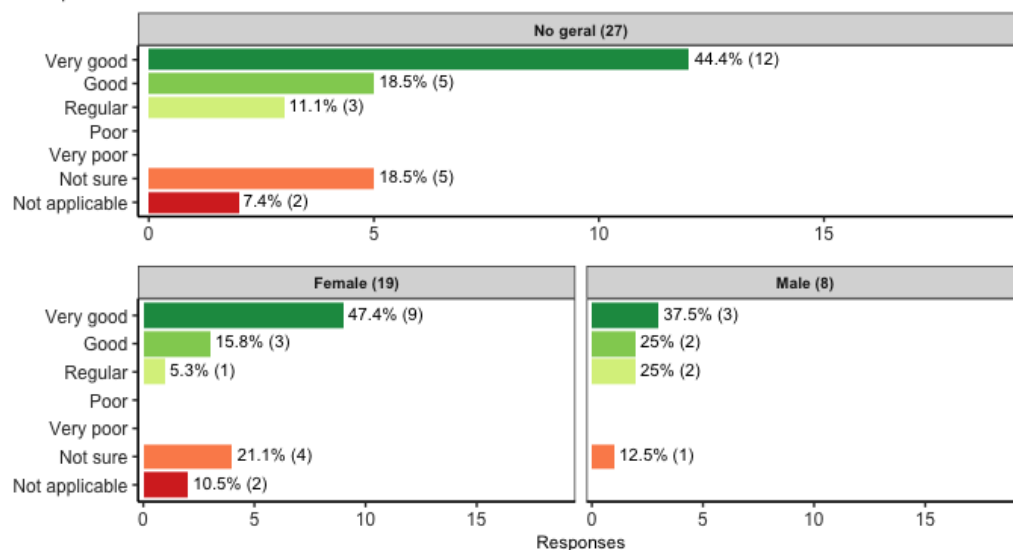
n = 27 responses



The evaluation on **transparency and management of resources**, “How would you assess the level of transparency and accountability under which the joint SDG fund's resources have been managed?”, brings the following responses: Very Good (44%), Good (18%), Regular (11%), Not Applicable (7%), and Not Sure (18%).

**How would you assess the level of transparency and accountability under which the joint SDG fund's resources have been managed?**

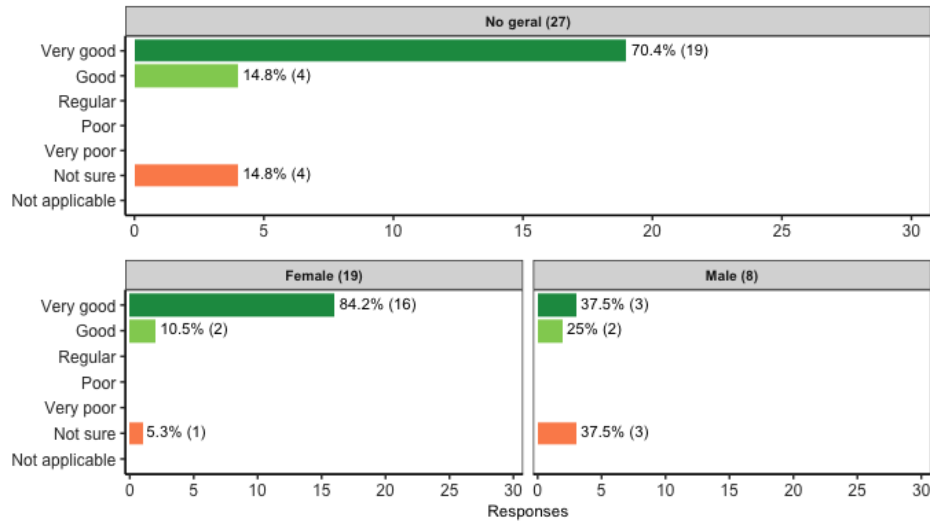
n = 27 responses



For the question exploring the quality of results, “How would you assess the quality of the Joint Fund's outputs?”, a total of 85% of people answered Very Good (70%) and Good (15%).

**How would you assess the quality of the Joint Fund's outputs?**

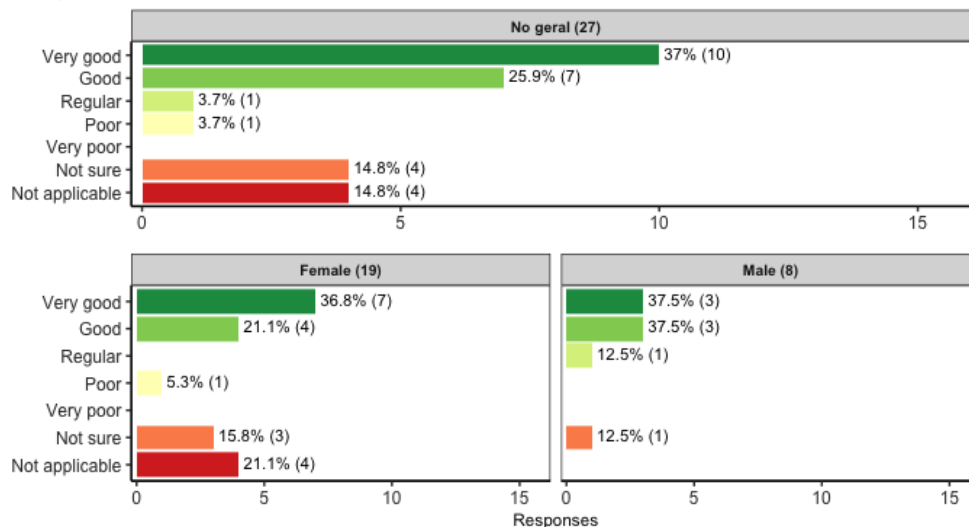
n = 27 responses



The question covering the management system, “How functional, sufficient and goal-oriented is the Joint Fund management system (including technical expertise, as well as monitoring, planning and reporting systems)?”, shows that 63% of people answered that the system was Very Good (37%) and Good (26%), with the remainder being Poor (4%) and Regular (4%). The percentage of Not Sure and Not Applicable answers, added together, total 30%.

**How functional, sufficient and goal-oriented is the Joint Fund management system (including technical expertise, as well as monitoring, planning and reporting systems)?**

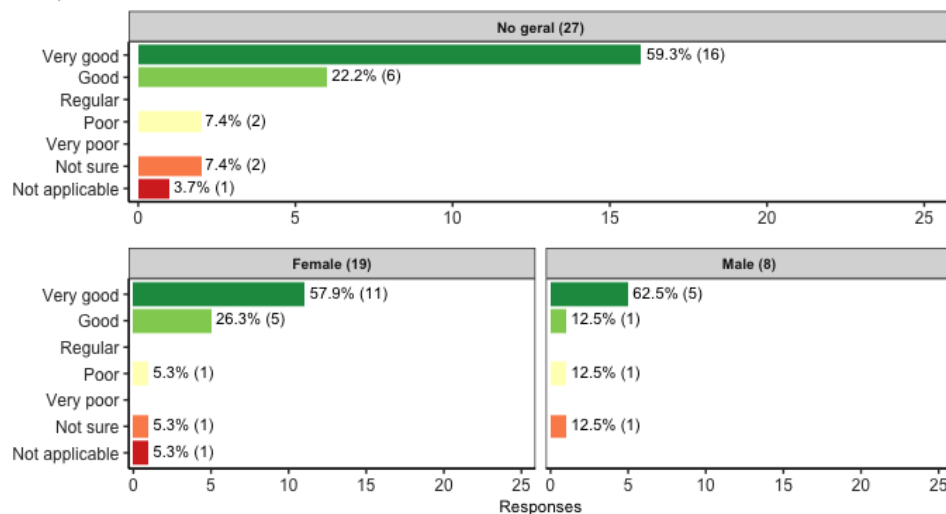
n = 27 responses



When the joint intervention approach was explored, with the question “To which degree has the joint approach of intervention by the UN Brazil team more efficient in comparison to what could have been done through a single-UN-agency intervention?”, 81% of people rated it as Very Good (59%) or Good (22%), with only one response marked as Poor (7%).

**To which degree has the joint approach of intervention by the UN Brazil team more efficient in comparison to what could have been done through a single-UN-agency intervention?**

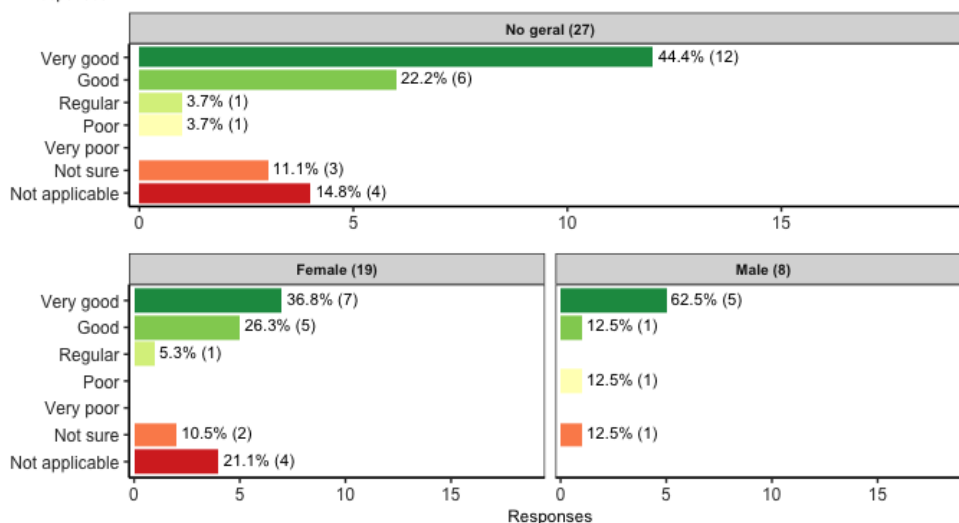
n = 27 responses



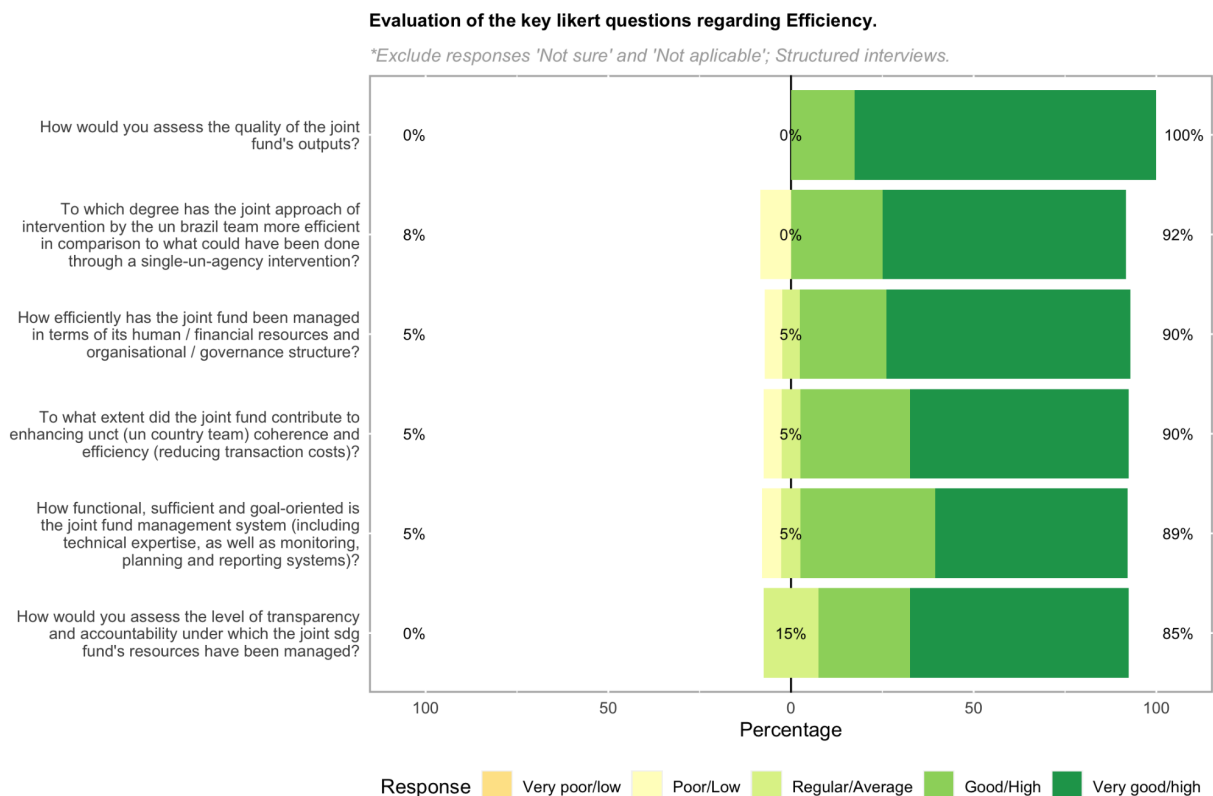
Regarding the internal coherence of the work of the UN team in Brazil, for the question “To what extent did the joint fund contribute to enhancing UNCT (UN Country Team) coherence and efficiency (reducing transaction costs)?”, the participants evaluated as Very Good (44%), Good (22%), Regular (4%), and Poor (4%). Other answers were Not Sure (11%) and Not Applicable (15%).

**To what extent did the joint fund contribute to enhancing UNCT (UN Country Team) coherence and efficiency (reducing transaction costs)?**

n = 27 responses



The overall average Likert scale score for the group of key questions in the criterion 'Efficiency', for the structured interviews, was 1.48, which represents, overall, a Very Good/High evaluation), highlighting the quality of the results generated in the scope of the JF (91%), the benefits of the joint approach compared to a single agency and management efficiency.



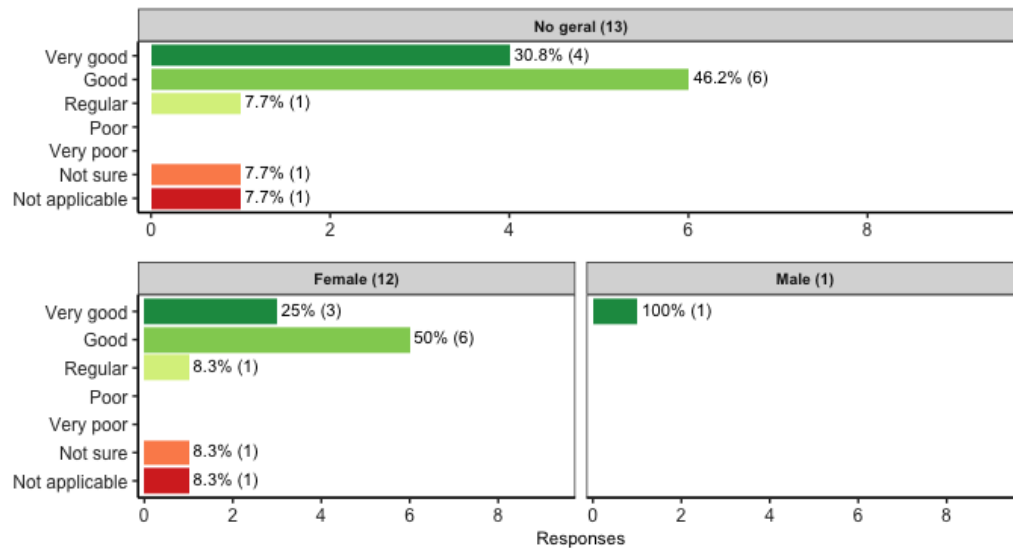
## 10.4.5 Impact

### 10.4.5.1 Online survey

The impact in terms of early childhood development was assessed through the question "How well has the methodologies and tools facilitated by the Joint Fund to the Happy Child programme contributed to promote early child development?" 77% of people assessed the Joint Fund's contribution as Good (46%) and Very Good (31%). Only 8% assessed it as Regular.

**How well has the methodologies and tools facilitated by the Joint Fund to the Happy Child programme contributed to promote early child development?**

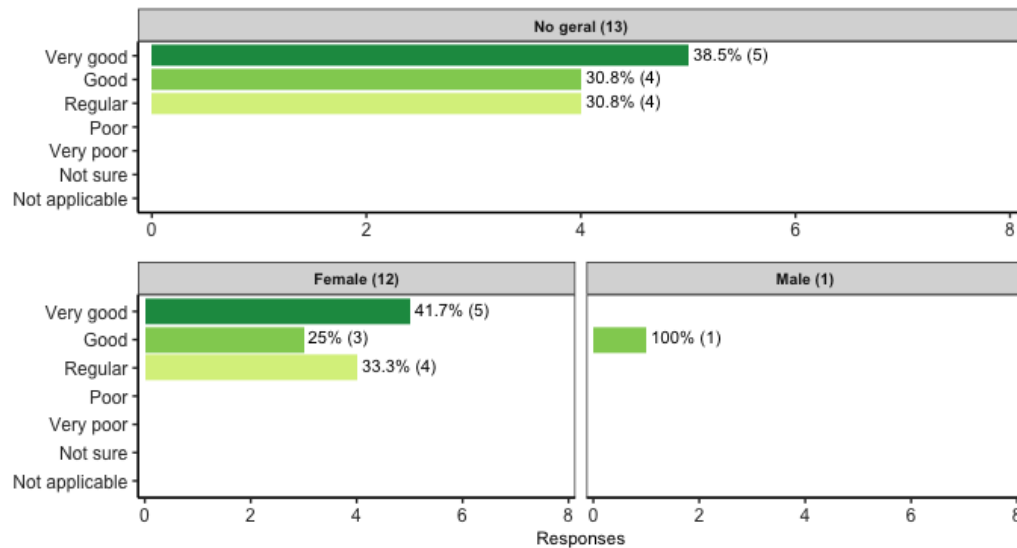
n = 13 responses



When asked about the Joint Fund's contribution to accelerating the Sustainable Development Goals at the national level, 69% of people answered Very Good (38%) and Good (31%), with the remainder being Regular (31%).

**What is your view about the joint fund's contribution to accelerating the Sustainable Development Goals at the national level?**

n = 13 responses

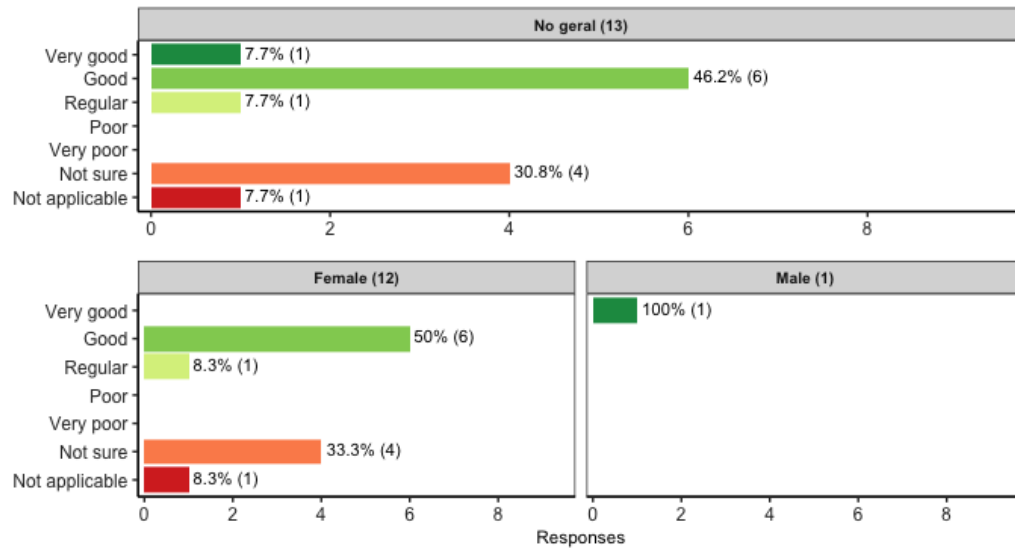


The mobilisation of municipalities was explored through the question “To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of beneficiaries?” Participants

answered that the contribution was Good (46%), Very Good (8%), and Regular (8%), noting a significant percentage of those who answered Not Sure and Not Applicable (38%).

**To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of beneficiaries?**

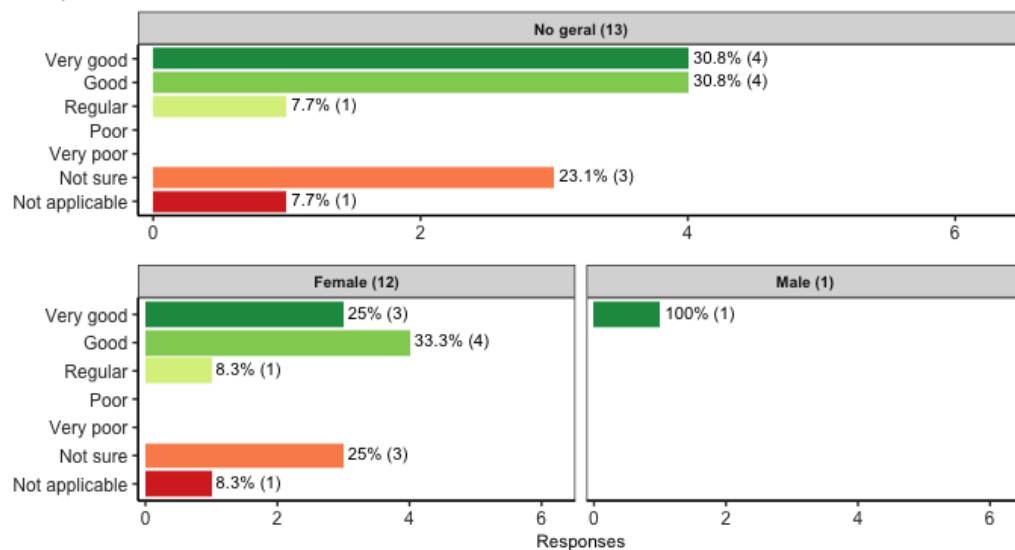
n = 13 responses



Approximately 62% of people evaluated the JF's contribution to mobilising on the subject of early childhood development as Very Good (31%), Good (31%), and Regular (8%). It is worth mentioning that 31% answered not sure (23%) and not applicable (8%).

**To which extent did the joint fund contribute to mobilise municipalities on the topic of Early Childhood Development, and implementing/expanding the Happy Child Programme?**

n = 13 responses

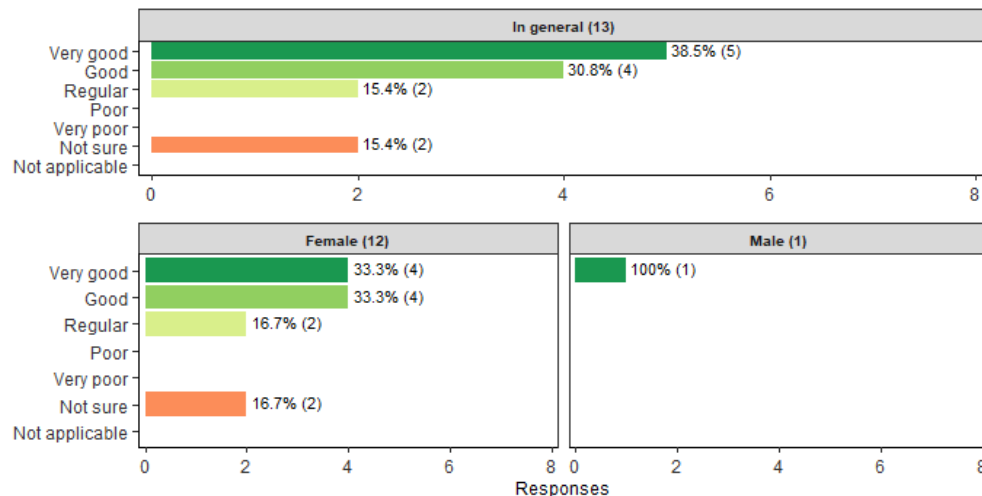




When asked “To what extent has the Joint Fund for SDGs been guided by international (national and regional) normative frameworks relevant to gender equality and women's rights, UN system-wide mandates and organisational goals?”, participants answered Very Good (38%), Good (31%), and Regular (15%).

**To what extent has the Joint Fund for SDGs been guided by international (national and regional) normative frameworks relevant to gender equality and women's rights, UN system-wide mandates and organisational goals?**

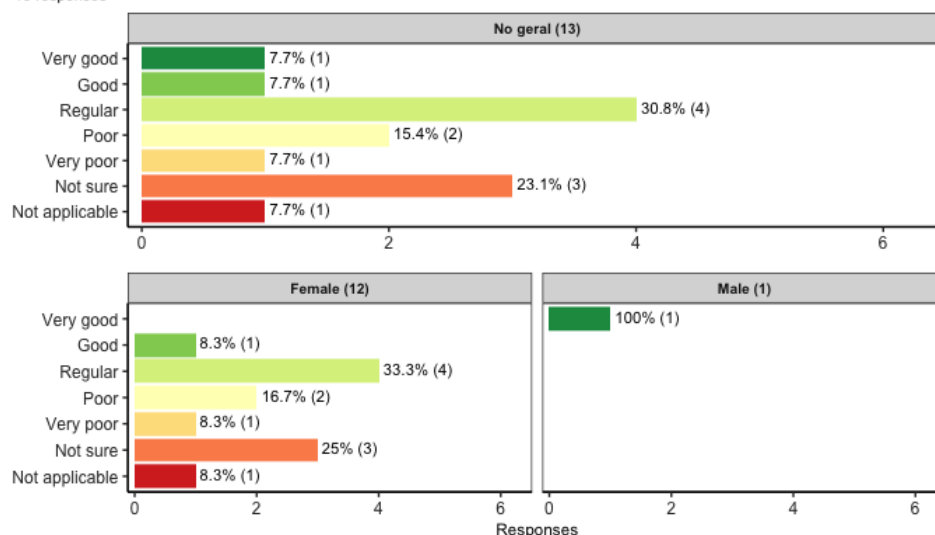
n = 13 responses



Participants in the online survey also assessed issues related to inclusion. The questionnaire included the question, “To which extent did the joint fund contribute to support inclusion of persons with disabilities?” 47% of people answered Regular (31%), Good (8%), or Very Good (8%), with 23% rating it as Poor (15%) or Very Poor (8%).

**To which extent did the joint fund contribute to support inclusion of persons with disabilities?**

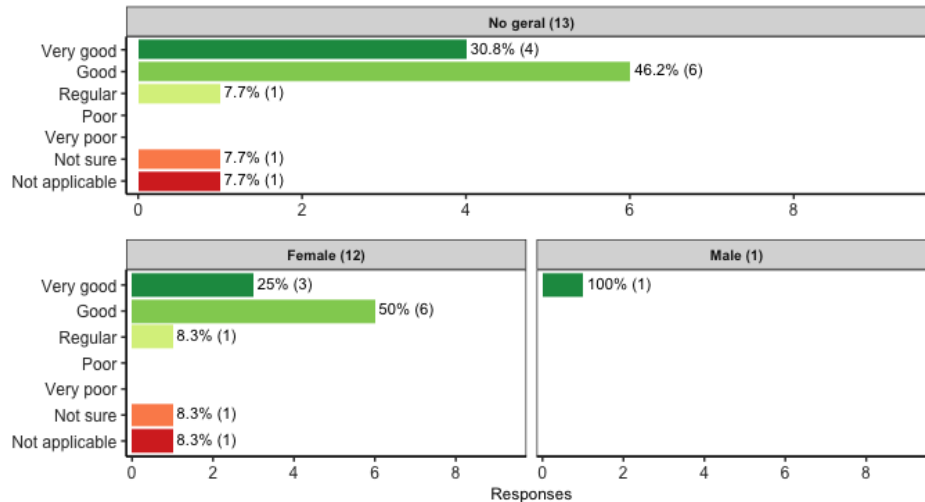
n = 13 responses



The results of the online survey on improving the capacity and quality of multisectoral interventions were quite positive, with the question “To which extent did the joint fund contribute to improved capacities and enhanced quality of integrated multi-sectoral early-childhood development interventions?”, approximately 85% of people answered Good (46%), Very Good (31%), and Regular (8%).

**To which extent did the joint fund contribute to improved capacities and enhanced quality of integrated multi-sectoral early-childhood development interventions?**

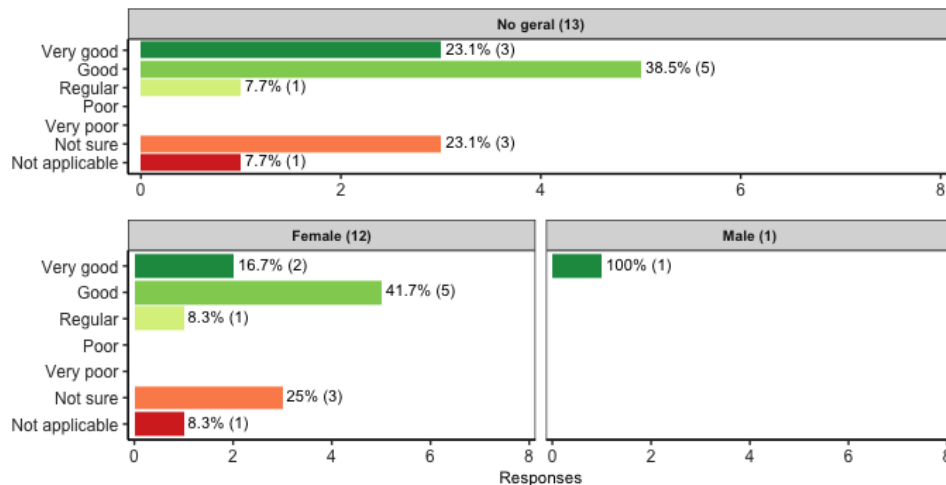
n = 13 responses



To the question “To which extent did the joint fund contribute to improve intersectoral work between the Happy Child Programme and public services offered to children and their families and caregivers, particularly women, at the municipalities?”, about 69% of people answered that the contribution was Good (38%), Very Good (23%), and Regular (8%).

**To which extent did the joint fund contribute to improve intersectoral work between the Happy Child Programme and public services offered to children and their families and caregivers, particularly women, at the municipalities?**

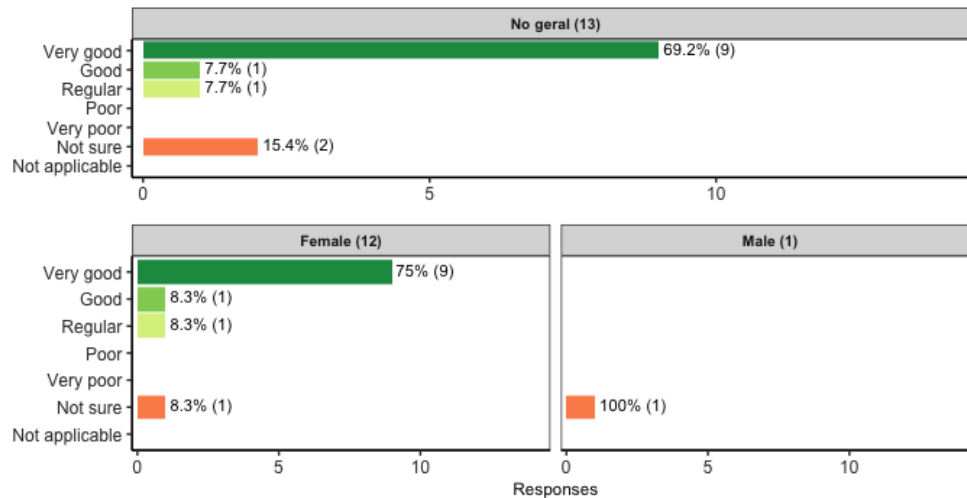
n = 13 responses



On the development of professionals, “To which extent did the joint fund contribute or is likely to contribute to improve competencies and capabilities of professionals from the Happy Child Programme on the Early Child Development?”, the following responses were given: Very Good (69%), Good (8%), and Regular (8%).

**To which extent did the joint fund contribute or is likely to contribute to improve competencies and capabilities of professionals from the Happy Child Programme on the Early Child Development?**

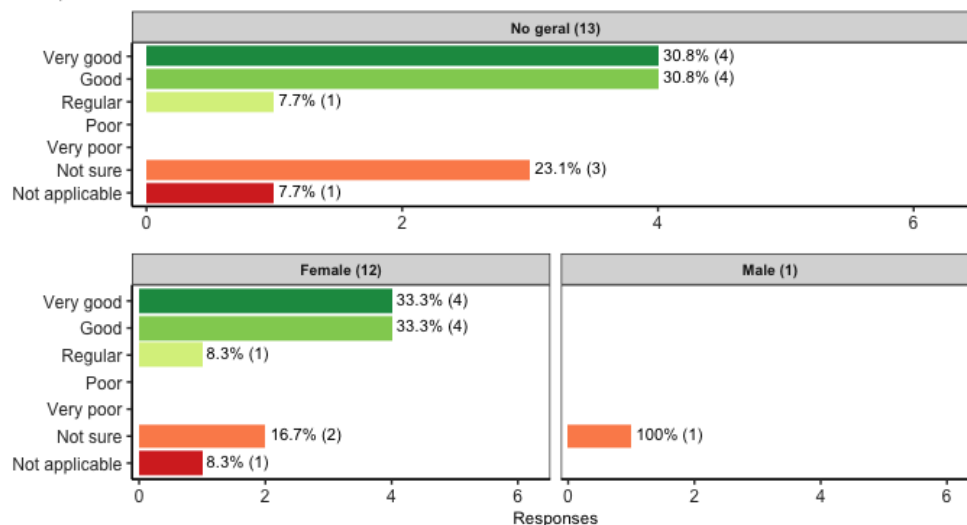
n = 13 responses



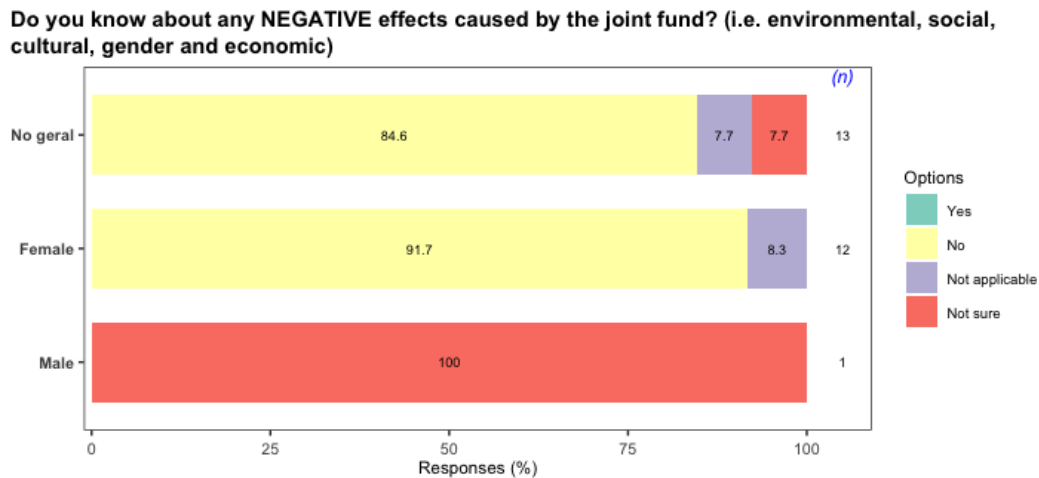
Regarding the question “To which extent did the joint fund contribute to generate ‘good practices’ (improvements in design and processes) of implementation in the Happy Child Programme?”, the majority (70%) answered that the contribution was Good (31%), Very Good (31%), and Regular (8%).

**To which extent did the joint fund contribute to generate "good practices" (improvements in design and processes) of implementation in the Happy Child Programme?**

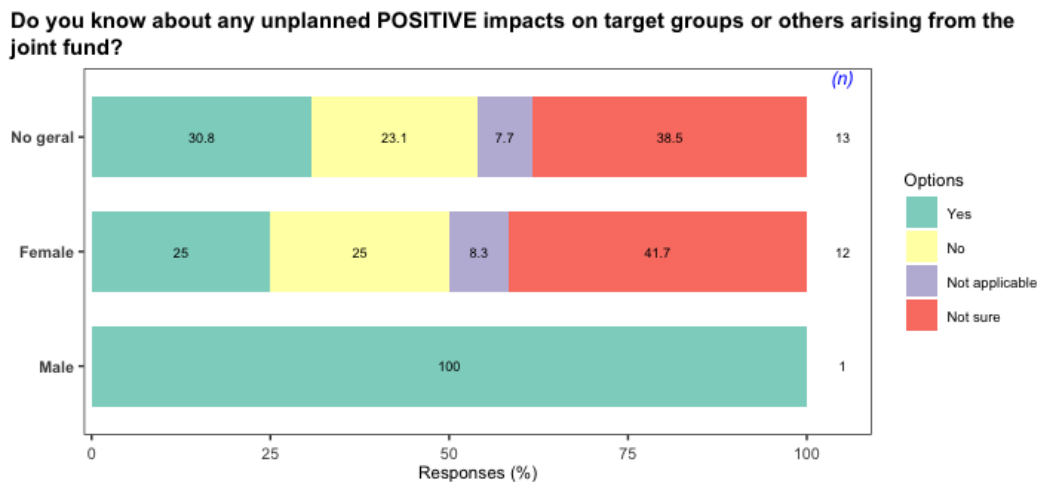
n = 13 responses



Respondents also assessed **unplanned negative effects** by answering the following question: “Do you know about any NEGATIVE effects caused by the joint fund? (i.e. environmental, social, cultural, gender and economic)”. For the question at hand, participants answered No (85%) and Not Applicable (8%).



In contrast, for the question on **positive unplanned effects**, “Do you know about any unplanned POSITIVE impacts on target groups or others arising from the joint fund?”, participants answered Yes (31%), No (23%), and Not Applicable (8%).

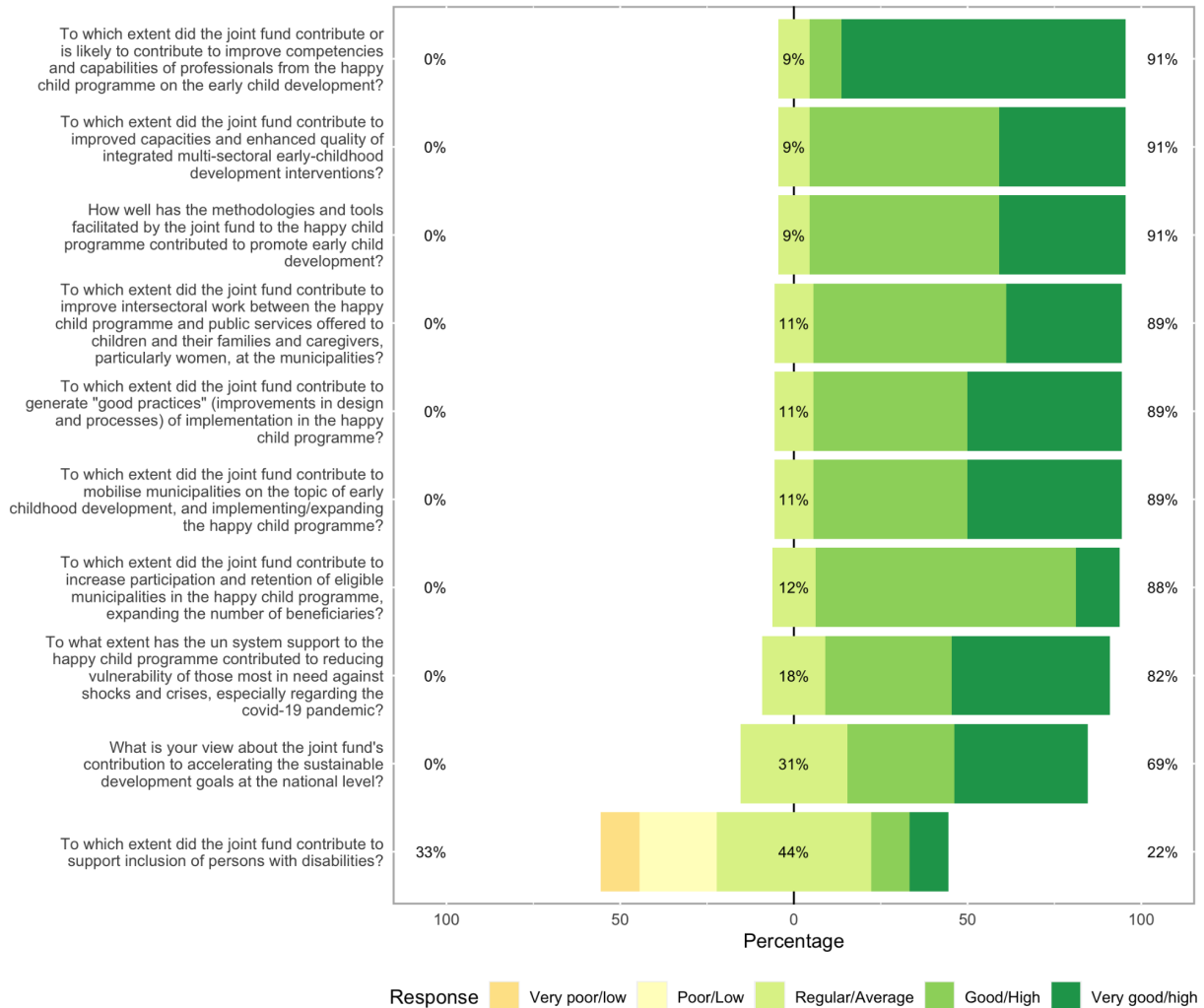


Those who answered ‘Yes’ to this question were also asked to answer the following question, “What were the unplanned positive impacts on target groups or other non-target communities from the Joint Fund for the SDGs?”



### Evaluation of the key likert questions regarding Impact

*\*Exclude responses 'Not sure' and 'Not applicable'; Online survey.*



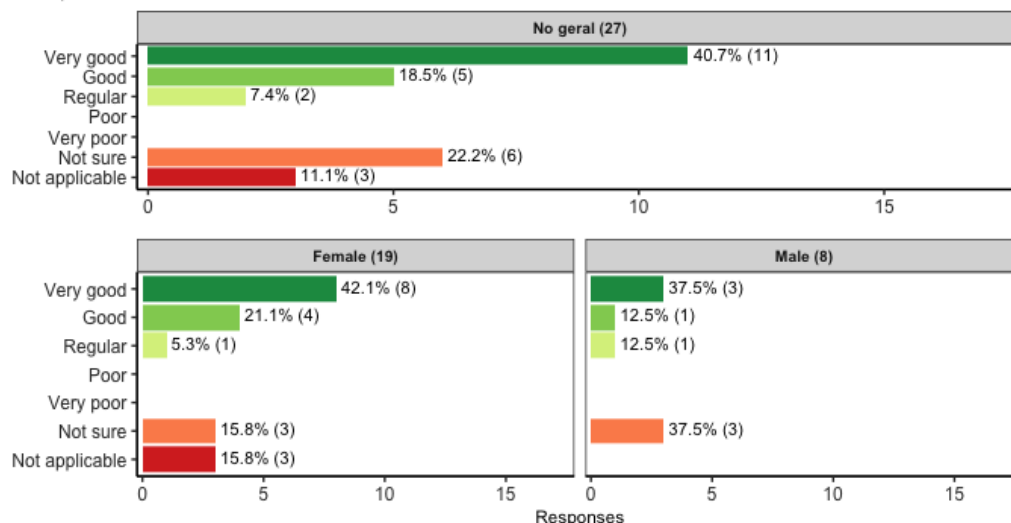
The overall average Likert scale score for the group of key questions in the 'Impact' criterion, to the online survey responses, was 1.86, which represents a Good/High evaluation.

#### 10.4.5.2 Structured interviews

For the evaluation of the impact of the results on the Programme, a series of questions were used. When participants were asked "To which extent did the joint fund contribute to increase **participation and retention of eligible municipalities** in the Happy Child Programme, expanding the number of beneficiaries, contributing to accelerate the achievement of SDGs in Brazil?", about 78% of people answered Very Good (41%), Good (19%), Not Applicable (11%), and Regular (7%).

**To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of beneficiaries, contributing to accelerate the achievement of SDGs in Brazil?**

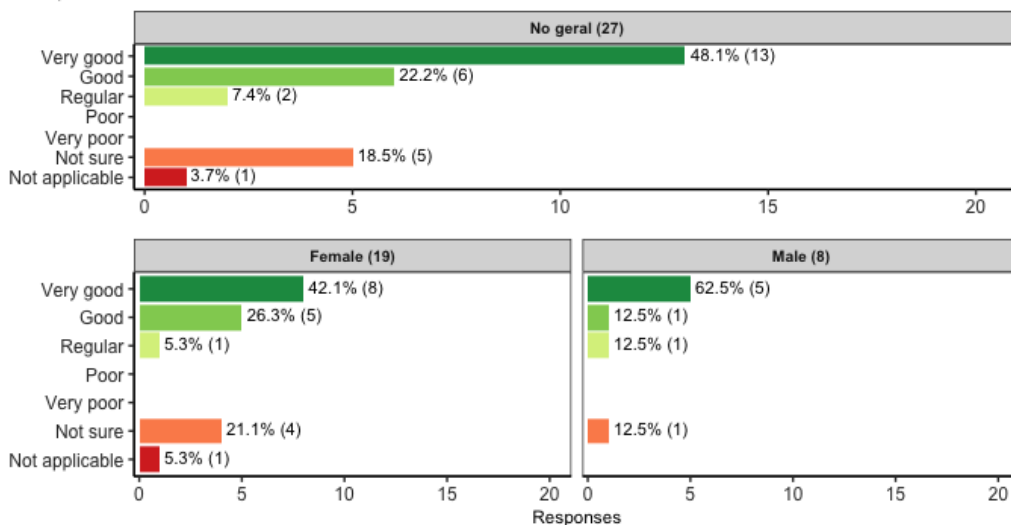
n = 27 responses



For the question “To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of achievement, contributing to accelerate the beneficiaries of SDGs in Brazil?”, about 81% of people answered Very Good (48%), Good (22%), Regular (7%), and Not Applicable (4%).

**To which extent did the joint fund contribute to increase participation and retention of eligible municipalities in the Happy Child Programme, expanding the number of beneficiaries, contributing to accelerate the achievement of SDGs in Brazil?**

n = 27 responses



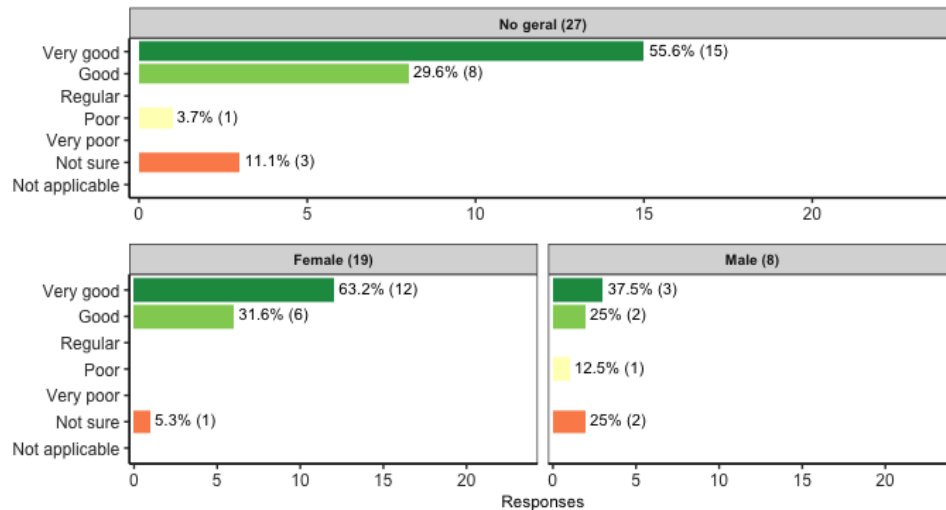
On the question “To which extent did the joint fund contribute to improved capacities and enhanced quality of integrated multi-sectoral early-childhood development interventions?”,



89% of people answered that the contribution was Very Good (56%), Good (30%), with the rest being Poor (4%).

**To which extent did the joint fund contribute to improved capacities and enhanced quality of integrated multi-sectoral early-childhood development interventions?**

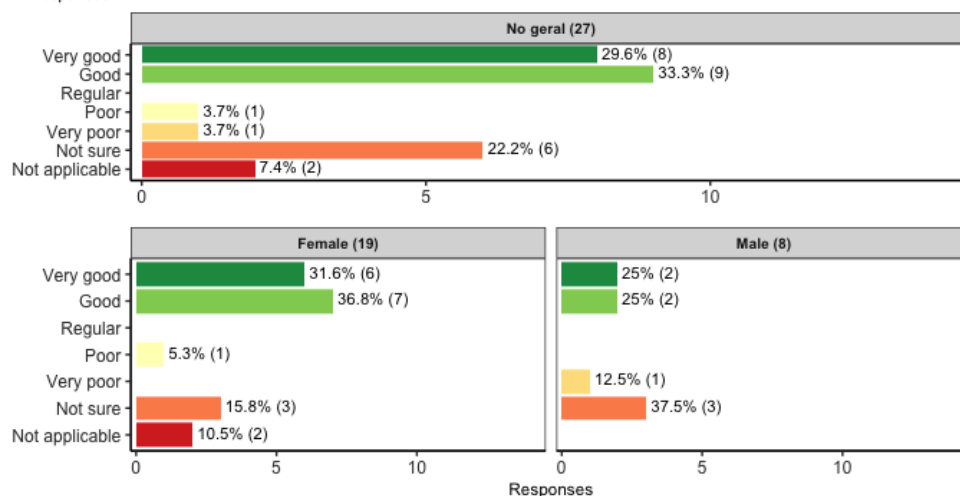
n = 27 responses



The results of the structured interviews on improving the capacities and quality of multisectoral interventions and of HCP professionals were also positive. When asked “To which extent did the joint fund contribute to improve intersectoral work between the Happy Child Programme and public services offered to children and their families and caregivers, particularly women, at the municipalities?”, approximately 63% of people answered Good (33%) or Very Good (30%), with the remainder being Not Applicable (7%), Very Poor (4%), and Poor (4%).

**To which extent did the joint fund contribute to improve intersectoral work between the Happy Child Programme and public services offered to children and their families and caregivers, particularly women, at the municipalities?**

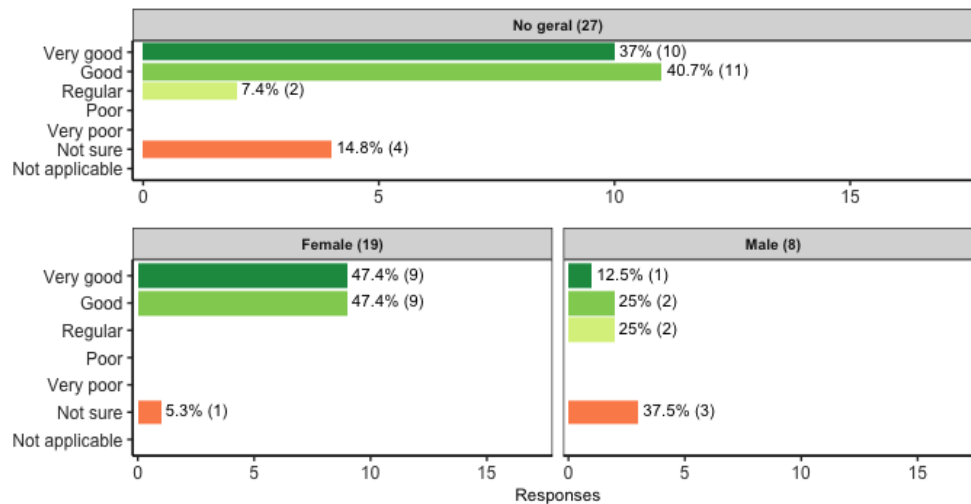
n = 27 responses



For the question “To which extent did the joint fund contribute or is likely to contribute to improve competencies and capabilities of professionals from the Happy Child Programme on Early Child Development?”, the participants evaluated as Good (41%), Very Good (37%), and Regular (7%).

**To which extent did the joint fund contribute or is likely to contribute to improve competencies and capabilities of professionals from the Happy Child Programme on the Early Child Development?**

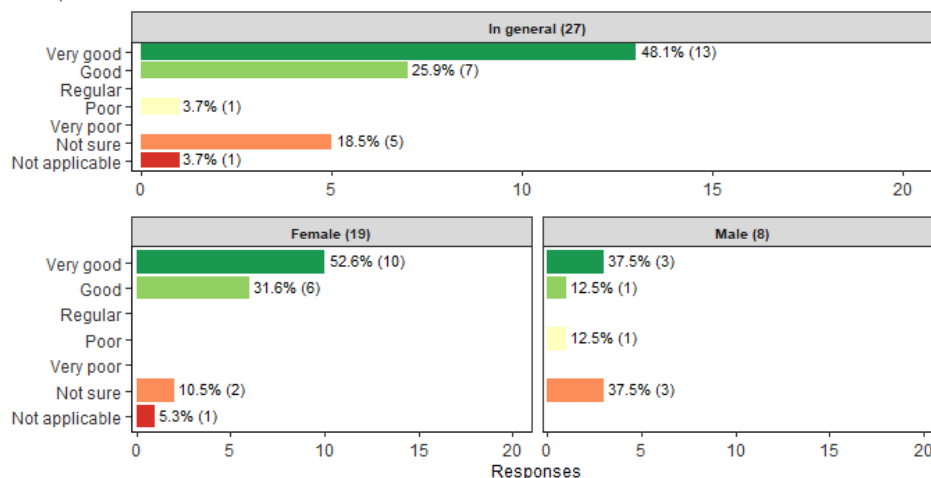
n = 27 responses



On the contribution of the Joint Fund to generate good practices, considering the question “To what extent has the Joint Fund for the SDGs contributed to generate “Best practices” (improvement in design and processes) in the implementation of the Criança Feliz Programme, recognized by the UN system?”, the participants answered that the contribution was Very Good (48%), Good (26%), Not Applicable (4%), and Poor (4%).

**To what extent has the Joint Fund for the SDGs contributed to generate “Best practices” (improvement in design and processes) in the implementation of the Criança Feliz Program, recognized by the UN system?**

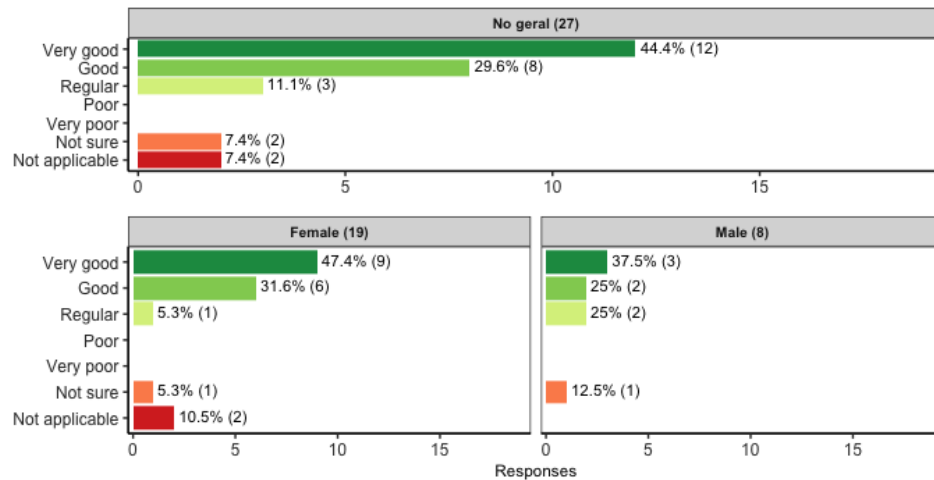
n = 27 responses



For the more direct question on COVID-19, “To what extent has the UN system support to the Happy Child Programme contributed to reducing vulnerability of those most in need against shocks and crises, especially regarding the COVID-19 pandemic?”, approximately 85% answered Very Good (44%), Good (30%), Regular (11%), and only 7% reported Not Applicable.

**To what extent has the UN system support to the Happy Child Programme contributed to reducing vulnerability of those most in need against shocks and crises, especially regarding the COVID-19 pandemic?**

n = 27 responses



For the open-ended question on main results of the Joint Fund, “In your opinion, what were the main results achieved by the joint fund so far, if any?”, the 10 most frequent words after processing are childhood (33%), first (33%), programme (33%), government (22%), materials (22%), visitor (22%), joint (19%), training (19%), importance (19%), and policy (19%).

**In your opinion, what were the main results achieved by the joint fund so far, if any?**

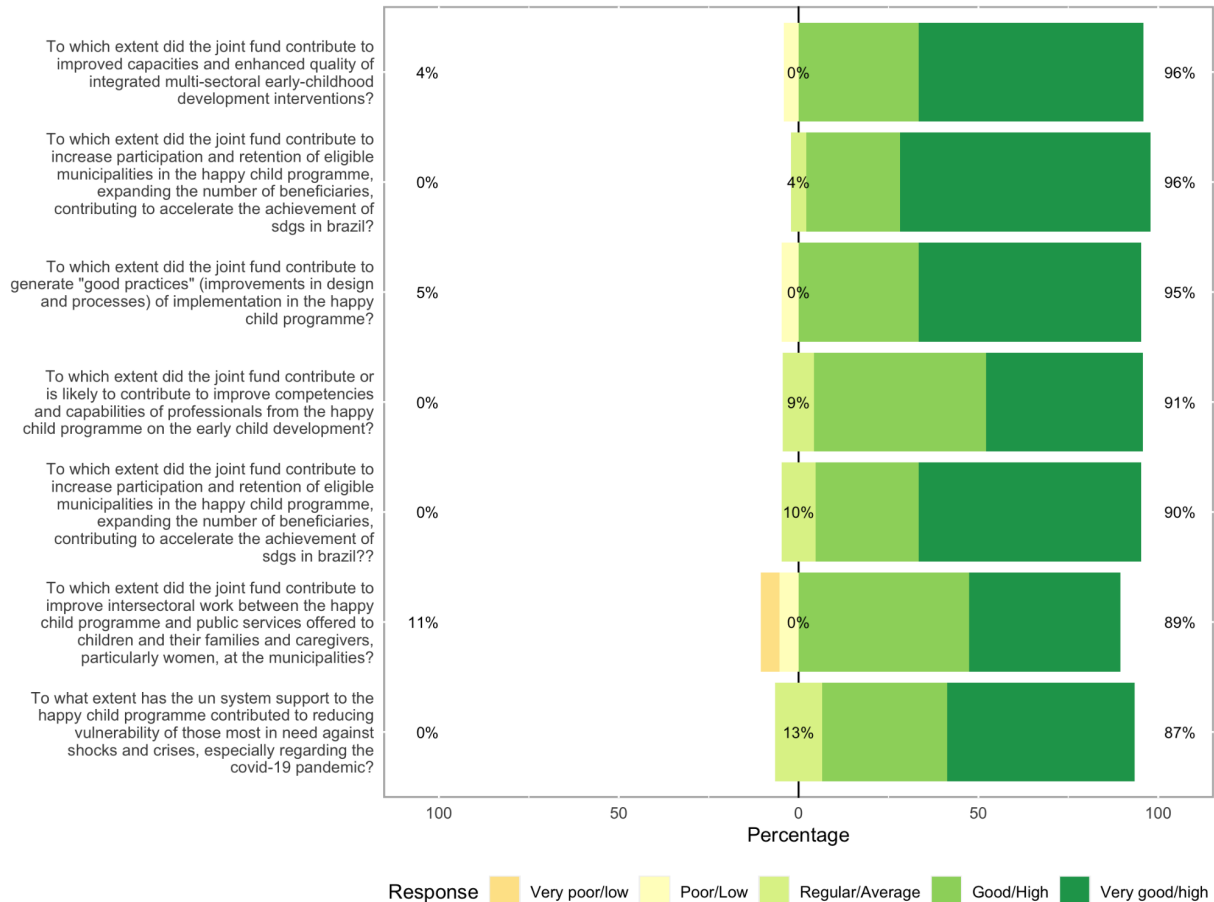
n = 27 responses





### Evaluation of the key likert questions regarding Impact

*\*Exclude responses 'Not sure' and 'Not applicable'; Structured interviews.*



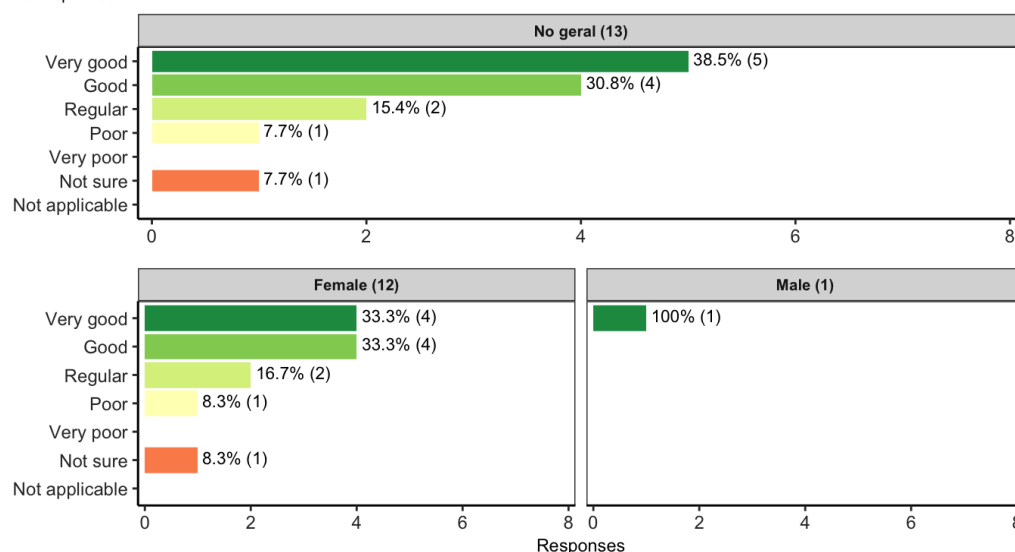
## 10.4.6 Sustainability

### 10.4.6.1 Online survey

For the assessment of the question “To what extent has the strategy adopted by the joint fund contributed to the sustainability of results, especially in terms of ‘leaving no one behind’ and the social protection system?”, the the participants provided the following answers: Very Good (38%), Good (31%), Regular (15%), and Poor (8%).

**To what extent has the strategy adopted by the joint fund contributed to sustainability of results, especially in terms of “leaving no one behind” and the social protection system?**

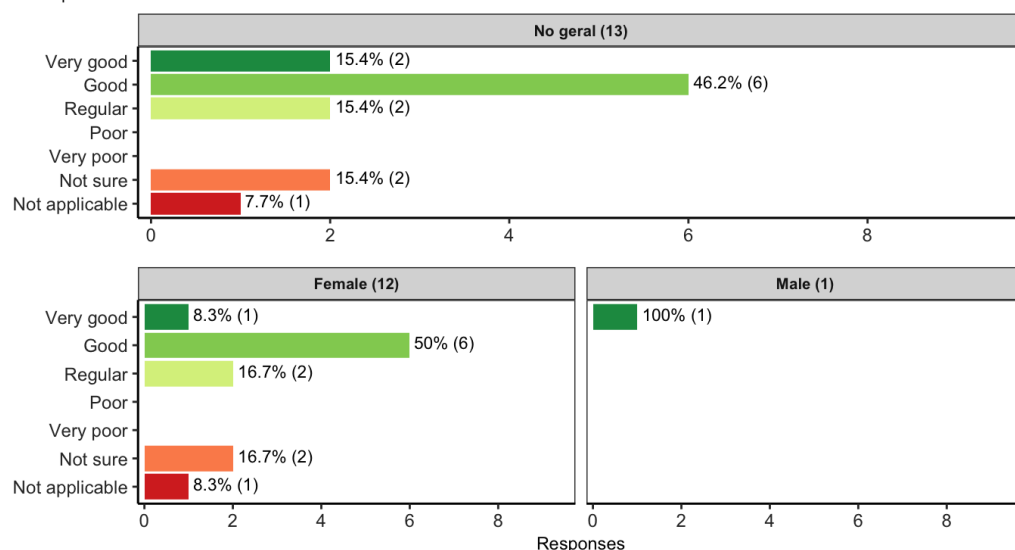
n = 13 responses



Participants in the online survey also assessed the topic of government leadership and ownership. When asked “To what extent has the joint fund supported the long-term buy-in, leadership and ownership by the Government and other relevant stakeholders?”, the answers given were Good (46%), Very Good (15%), and Regular (15%).

**To what extent has the joint fund supported the long-term buy-in, leadership and ownership by the Government and other relevant stakeholders?**

n = 13 responses

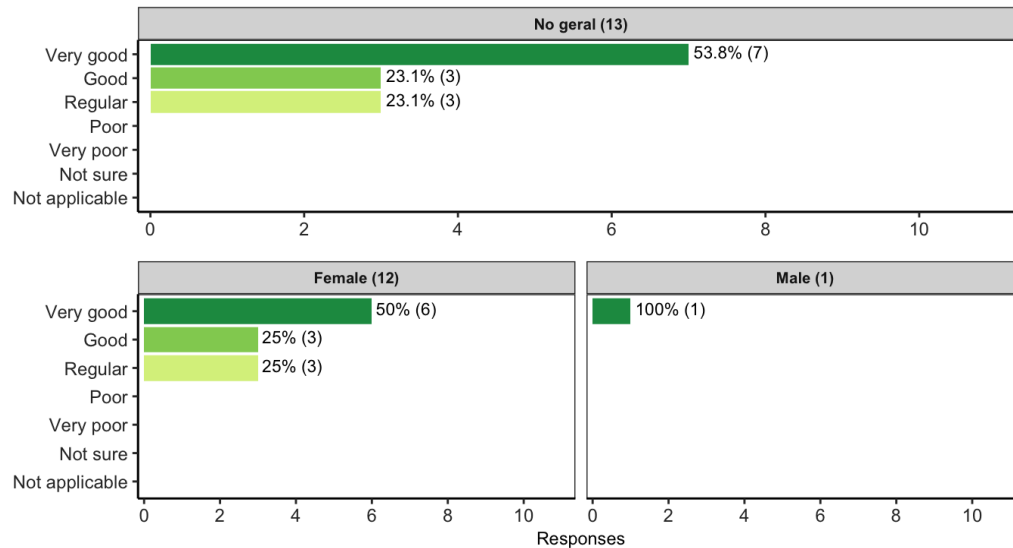


Considering the **likelihood of sustainability of the Programme results**, for the question “How likely will the results be sustained beyond the joint fund through the action of

Government and other stakeholders and/or UN Brazil Team?”, most people (77%) answered Very Good (54%), Good (23%), and 23% answered Regular.

**How likely will the results be sustained beyond the joint fund through the action of Government and other stakeholders and/or UN Brazil Team?**

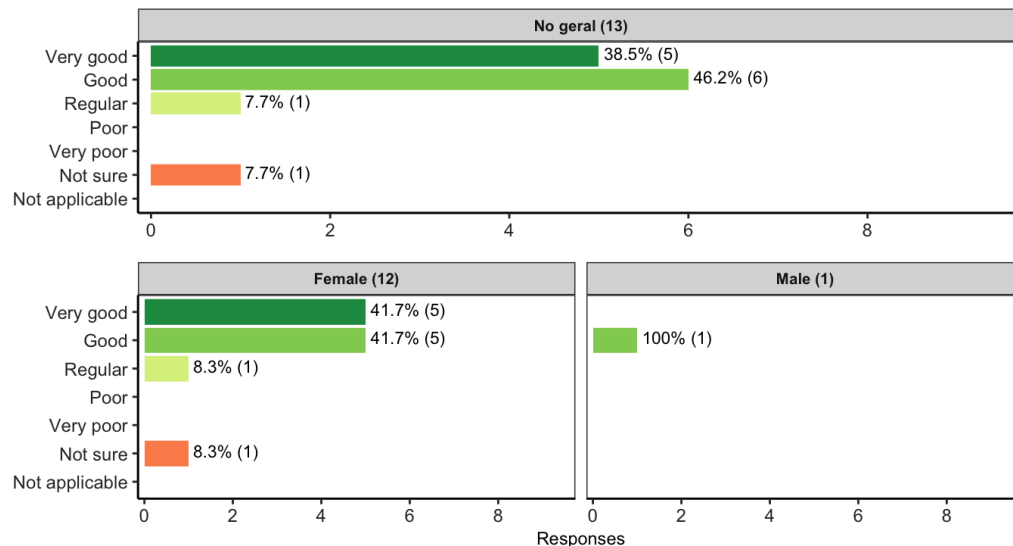
n = 13 responses



For the question on capacity development “How well is the project contributing to the institutional and management capacity of local partners?”, the ratings were Good (46%), Very Good (38%), and Regular (8%).

**How well is the project contributing to the institutional and management capacity of local partners?**

n = 13 responses



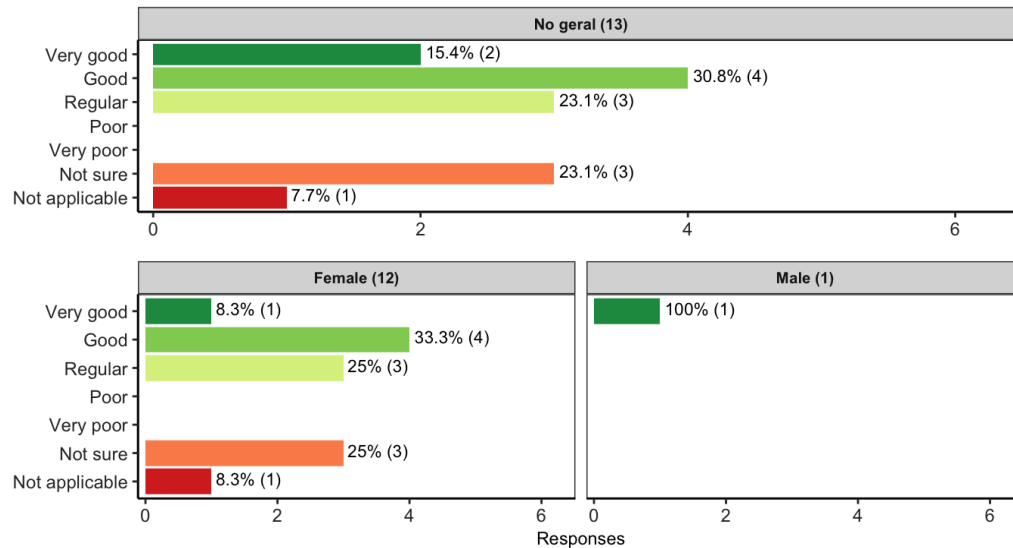
For the question on women’s rights when asked “To what extent empowerment and capacity building of women and groups of rights holders and duty bearers contributed to



sustainability of joint fund results?”, the responses were divided into Good (31%), Regular (23%), Very Good (15%), and Not Applicable (8%).

**To what extent empowerment and capacity building of women and groups of rights holders and duty bearers contributed to sustainability of joint fund results?**

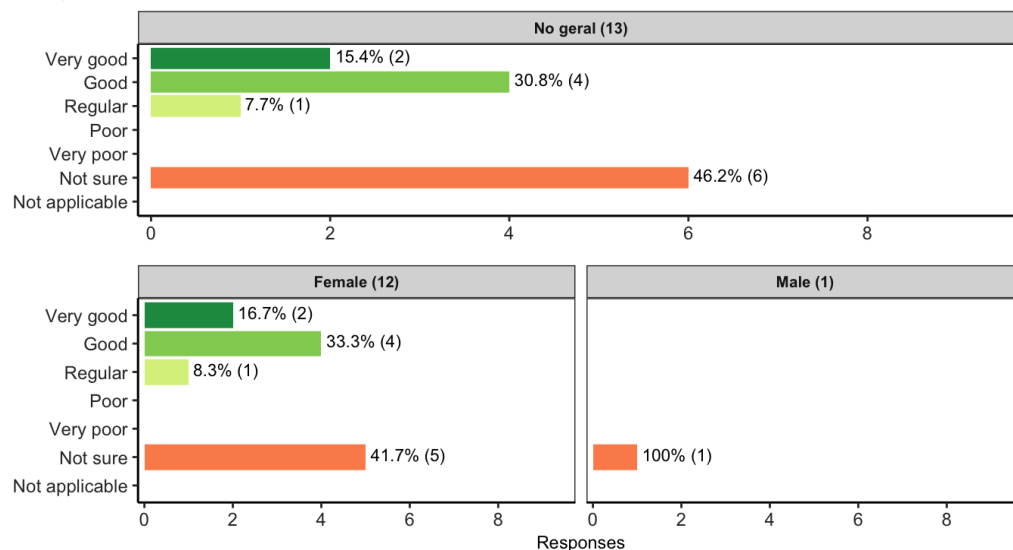
n = 13 responses



For the evaluation of the question regarding the exit strategy: "What is your assessment concerning the joint fund's exit strategy or approach, including involvement and agreement of key stakeholders?", participants answered Good (31%), Very Good (15%), and Regular (8%).

**What is your assessment concerning the joint fund's exit strategy or approach, including involvement and agreement of key stakeholders?**

n = 13 responses



Participants also recorded their assessments of lessons learned. When asked “What would have been the top three lessons learned during the implementation of the Joint Fund, if any?”, the top 10 most frequent words after processing are common (33%), joint (33%), building (33%), different (33%), effective (33%), foundation (33%), implementation (33%), intersectorality (33%), slow (33%), and partnership (33%).

For the question regarding improvement “What would be your three main suggestions for improvement?”, the 10 most frequent words after processing are communication (75%), joint (50%), consultant (50%), consultancy (50%), child (50%), demand (50%), action (25%), application (25%), support (25%), and act (25%).

**What would be your three main suggestions for improvement?**

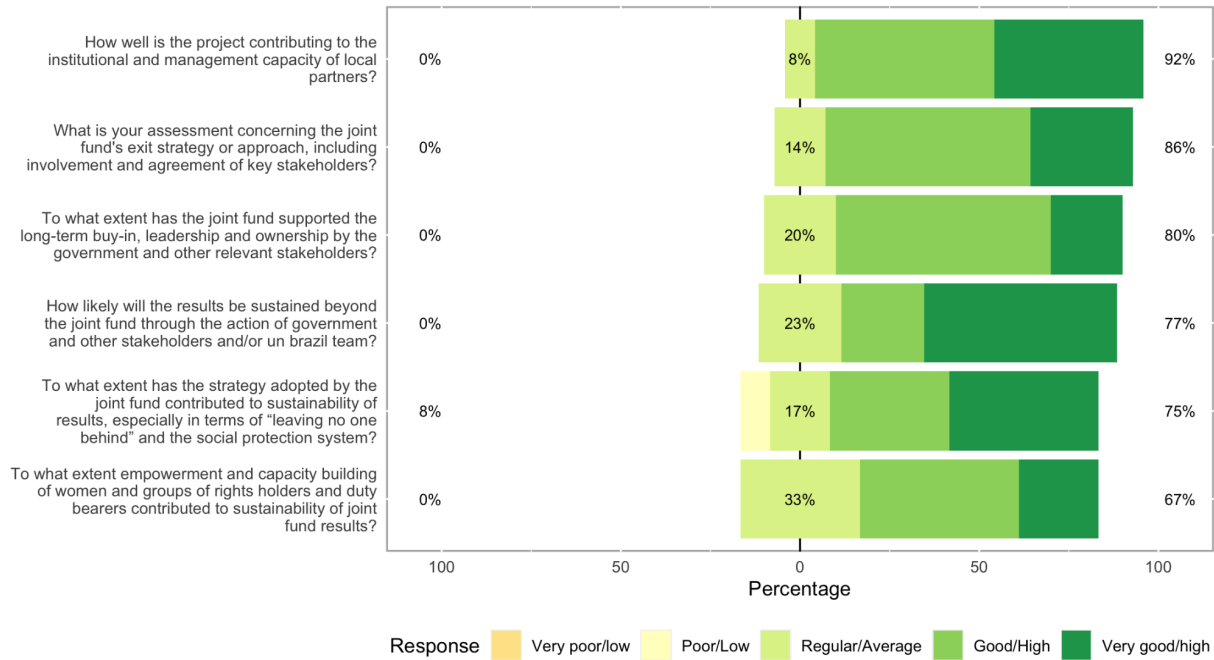
n = 21 responses



The overall average Likert scale score for the group of key questions in the ‘Sustainability’ criterion for the online survey was 1.88, which represents an assessment as Good/High.

### Evaluation of the key likert questions regarding Sustainability.

*\*Exclude responses 'Not sure' and 'Not aplicable'; Online survey.*

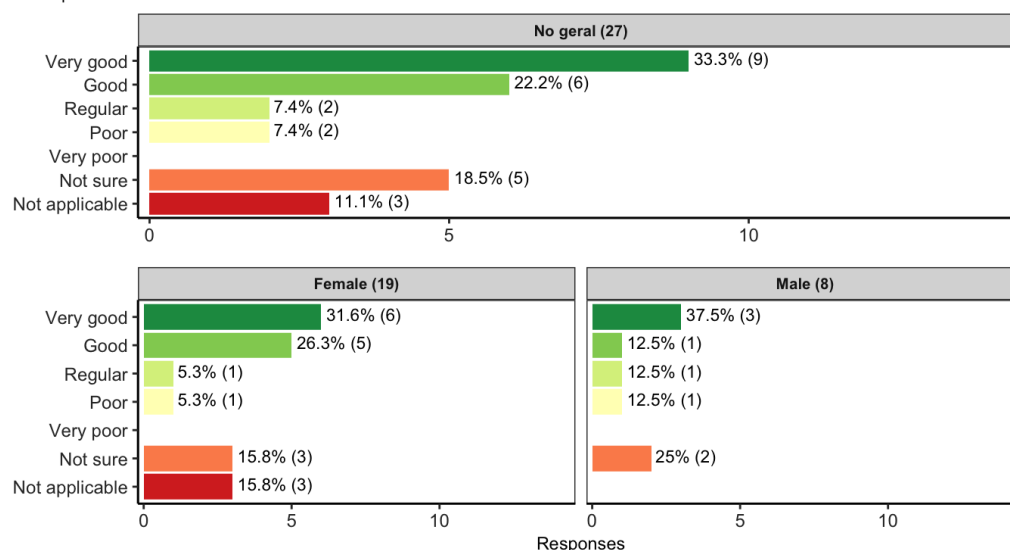


#### 10.4.6.2 Structured interviews

For the question “To what extent has the joint fund supported the long-term buy-in, leadership and ownership by the Government and other relevant stakeholders?”, approximately 62% of people answered Very Good (33%), Good (22%), or Regular (7%), with two people responding Poor (7%).

**To what extent has the joint fund supported the long-term buy-in, leadership and ownership by the Government and other relevant stakeholders?**

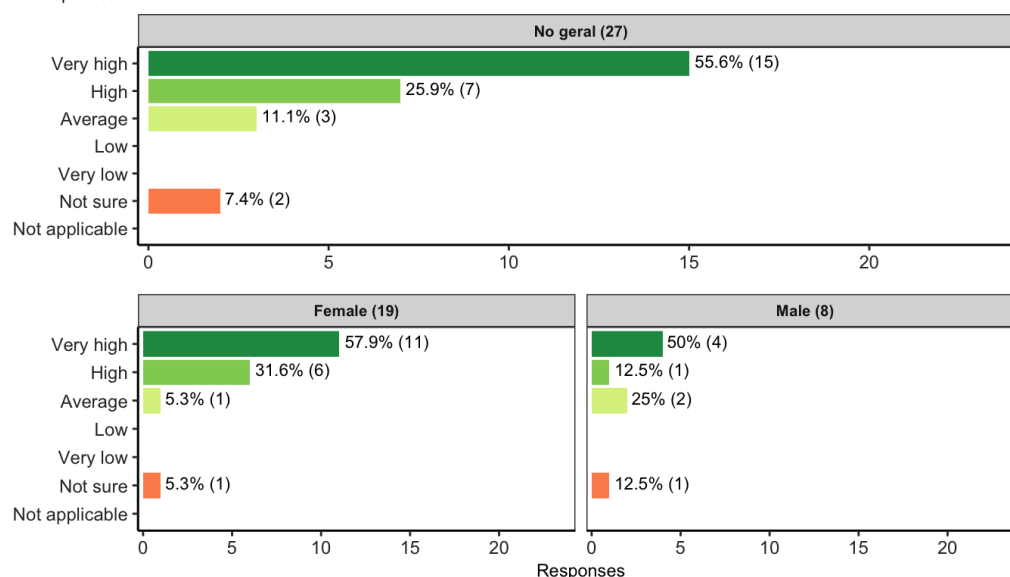
n = 27 responses



For the question regarding satisfaction, when asked “How satisfied are you with the work of the joint SDG fund?”, participants answered that their satisfaction was Very High (56%), High (26%), and Medium (11%).

**How satisfied you are with the work of the joint SDG fund?**

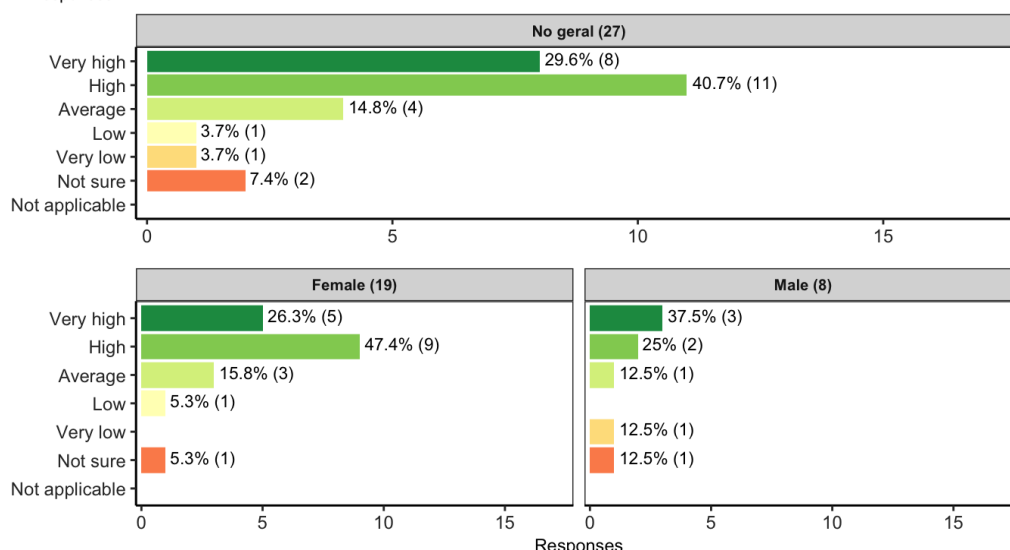
n = 27 responses



Considering the question of sustainability of results “How likely will the results be sustained beyond the joint fund through the action of Government and other stakeholders and/or UNCT?”, about 71% of people answered High (41%) or Very High (30%), with the rest being Medium (15%), Low (4%), and Very Low (4%).

**How likely will the results be sustained beyond the joint fund through the action of Government and other stakeholders and/or UNCT?**

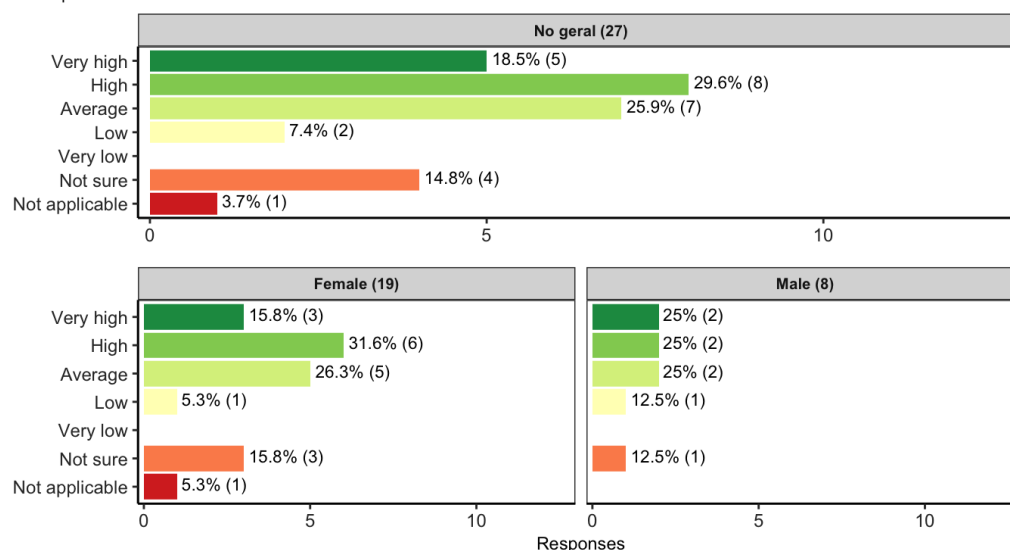
n = 27 responses



For the question on capacity development, “To which extent is the Joint Fund contributing to the institutional and management capacity of the Brazilian Government?”, about 75% of people answered High (30%), Medium (26%), Very High (19%), with the rest being Low (7%) and Not Applicable (4%).

**To which extent is the Joint Fund contributing to the institutional and management capacity of the Brazilian Government?**

n = 27 responses

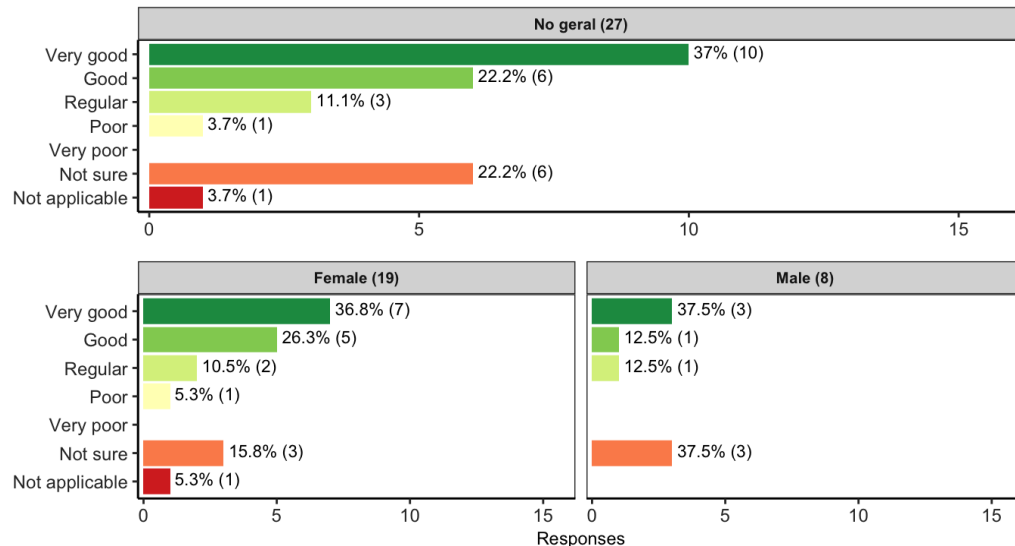


For the assessment on women’s empowerment and rights, with the question “To what extent empowerment and capacity building of women and groups of rights holders and duty bearers contributed to sustainability of Joint Fund results?”, 70% of people answered

Very Good (37%), Good (22%), or Regular (11%), with the remainder Not Applicable (4%) and Poor (4%).

**To what extent empowerment and capacity building of women and groups of rights holders and duty bearers contributed to sustainability of Joint Fund results?**

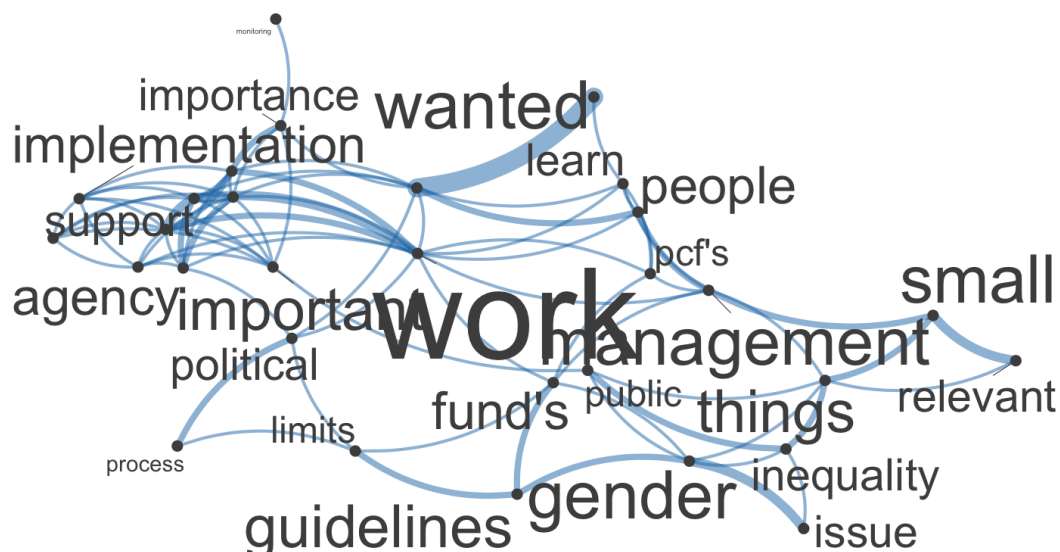
n = 27 responses



As for the question assessing lessons learned, “What would you say have been the three main lessons learned during the joint Joint Fund's implementation, if any?“, the top 10 most frequent words after processing are team (23%), importance (23%), project (23%), all (23%), agency (18%), people (18%), government (18%), better (18%), UN (18%), and work (18%).

**What would you say have been the three main lessons learnt during the joint Joint Fund's implementation, if any?**

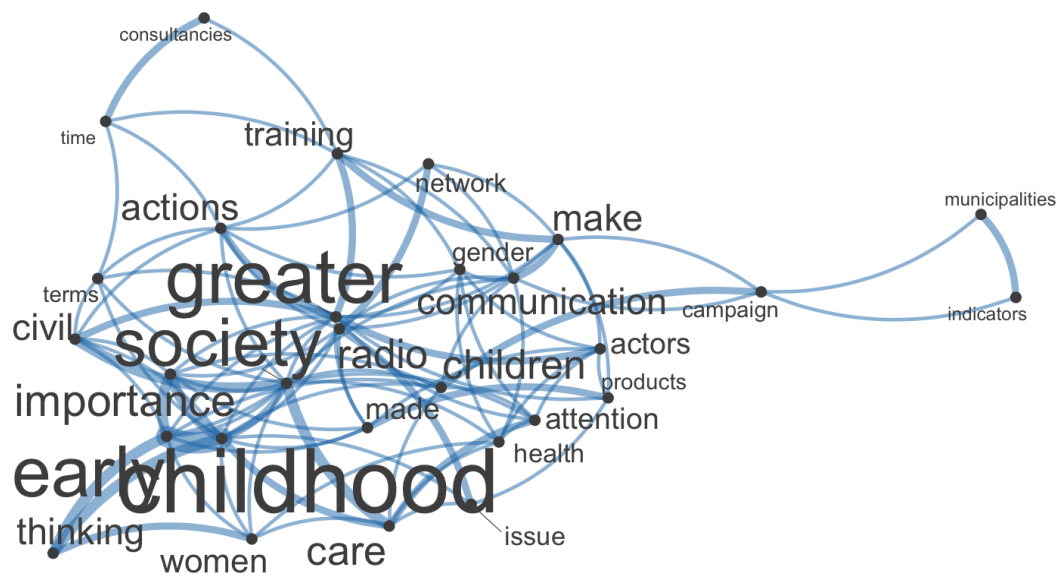
n = 22 responses



For the question “What would be your three main suggestions for improvement?”, the 10 most frequent words after processing are better (38%), childhood (29%), first (29%), output (29%), society (29%), all (29%), communication (24%), child (19%), indicator (19%), and bigger (19%).

**What would be your three main suggestions for improvement?**

n = 21 responses



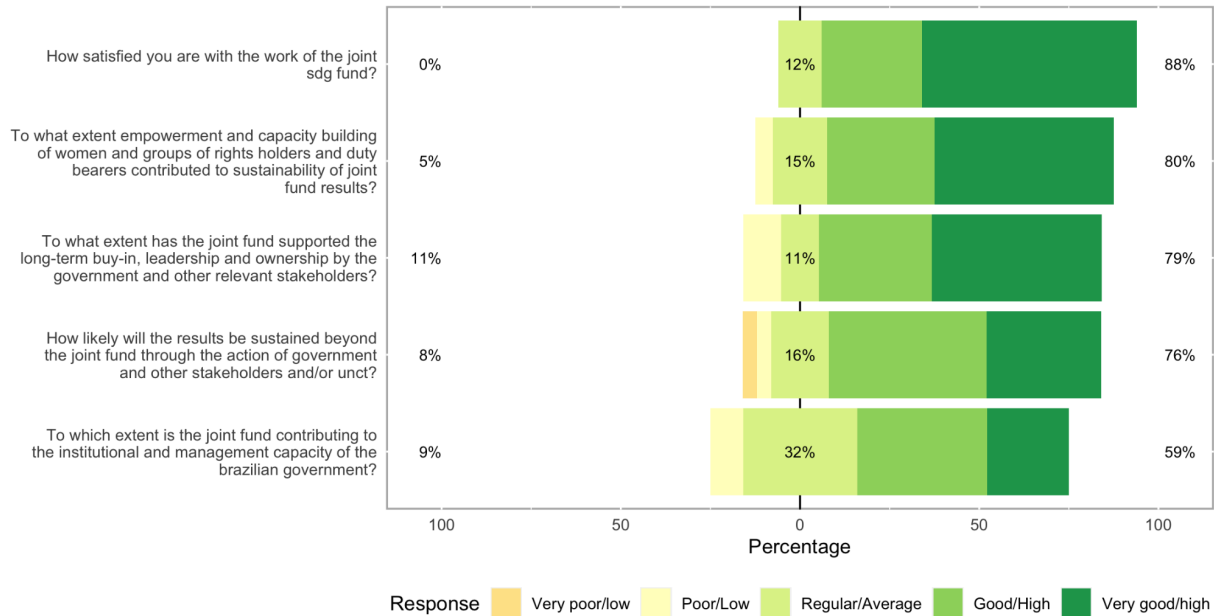
Assessing the question “Any additional comments?”, the 10 most frequent words after processing are government (55%), set (36%), HCP (36%), Brazil (27%), lack (27%), capacity building (18%), embassy (18%), study (18%), experience (18%), and family (18%).

The overall average Likert scale score for the group of key questions in the ‘Sustainability’ criterion for the structured interview was 1.88, which represents an assessment as being Good/High.



### Evaluation of the key likert questions regarding Sustainability.

\*Exclude responses 'Not sure' and 'Not applicable'; Structured interviews.



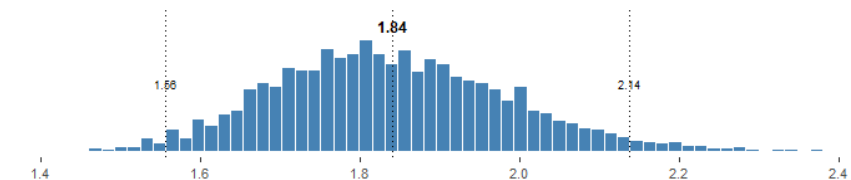
### 10.4.7 Overall score and confidence intervals

A statistical (bootstrap) resampling algorithm was used to estimate the 95% confidence intervals for the average score obtained in the online survey and structured interviews. This technique allows us to generalise the results in a more judicious and statistically valid way.

#### OECD criteria mean score

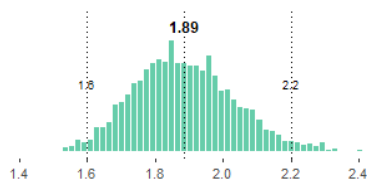
In general

n = 13



Female

n = 12



Male

n = 1

The data points are less than 2

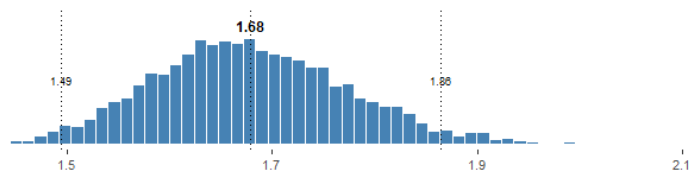
The histogram in the next graph summarises the results of the online survey, which gave a score of 1.88 points ('Good/High') for the JF. Based on the graph, considering the results of the sample in the online survey, we can state with 95% confidence that the average score we would obtain if all the people representing the stakeholders had answered the survey would be between 1.66

and 2.14 points (between very good and good).

#### OECD criteria mean score

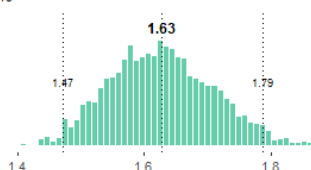
In general

n = 26

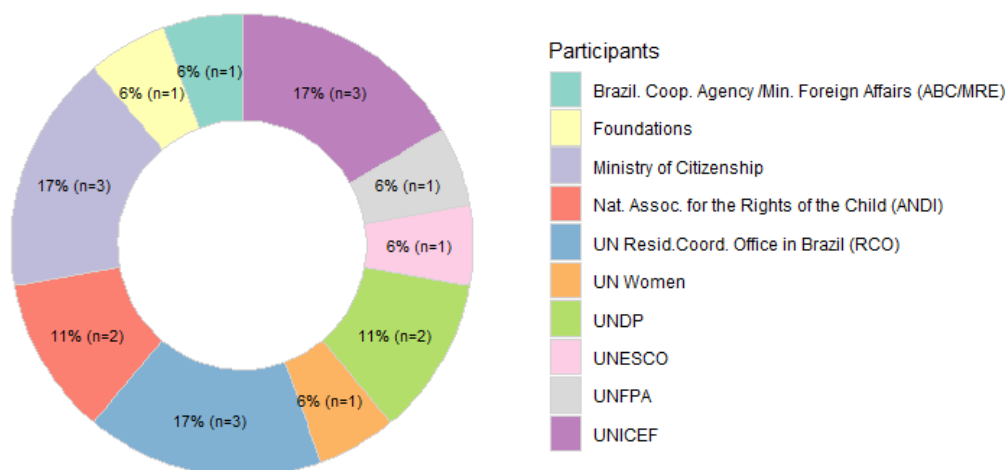


Female

n = 19



**Type of participants (n = 18 ):**

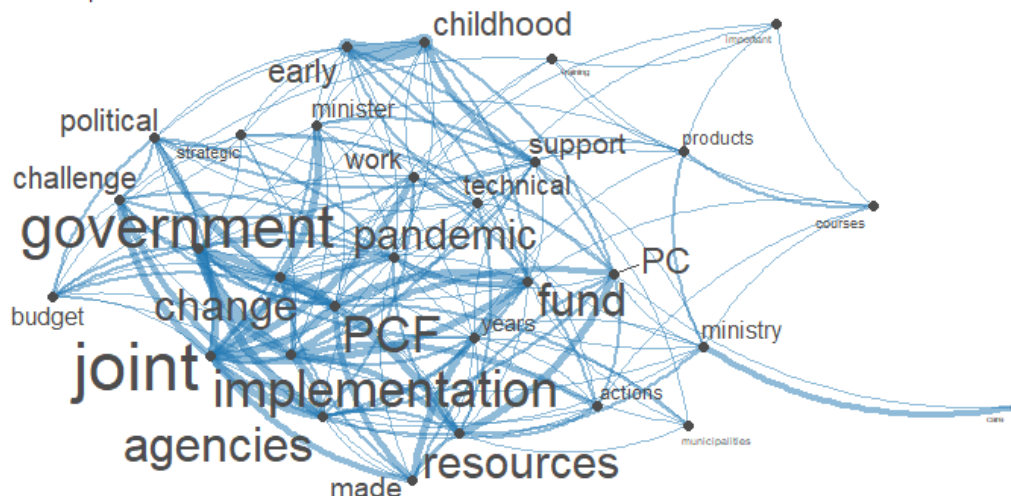


The word clouds for the answers to the questions conducted during the semi-structured interviews will be presented below as an auxiliary tool for a quick visualisation of the possibilities of answers. The graphs present the co-occurrence network of the most frequent words used by the participants to answer the question, after the so-called 'stopwords' have been automatically removed (e.g., articles, prepositions and other words that do not convey significant meaning). The blue lines indicate how often the words occur together. The thicker the line, the more frequently they occur together in the dataset. The graph displays the most frequent words in the centre of the and groups them according to their co-occurrence. Text networks are common tools for natural language processing, i.e. for visualising qualitative data.

In selected cases, wordnets are presented followed by a summary by the evaluation team. Samples of the statements were not presented, considering concerns from the contact persons with the reference group representing the client about the possibility of participants being identified, also considering the small number of participants.

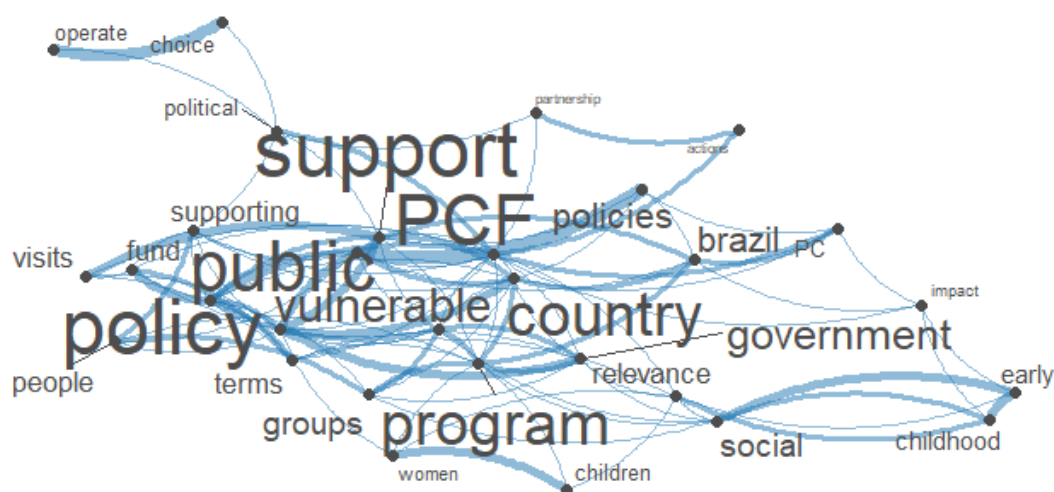
The joint fund has as its main strategy working increasing awareness on early childhood development (ECD) and consequently increasing municipalities enrolment at Happy Child Programme. Could you describe to me how this has been implemented, including any faced challenges and solutions?

n = 18 responses



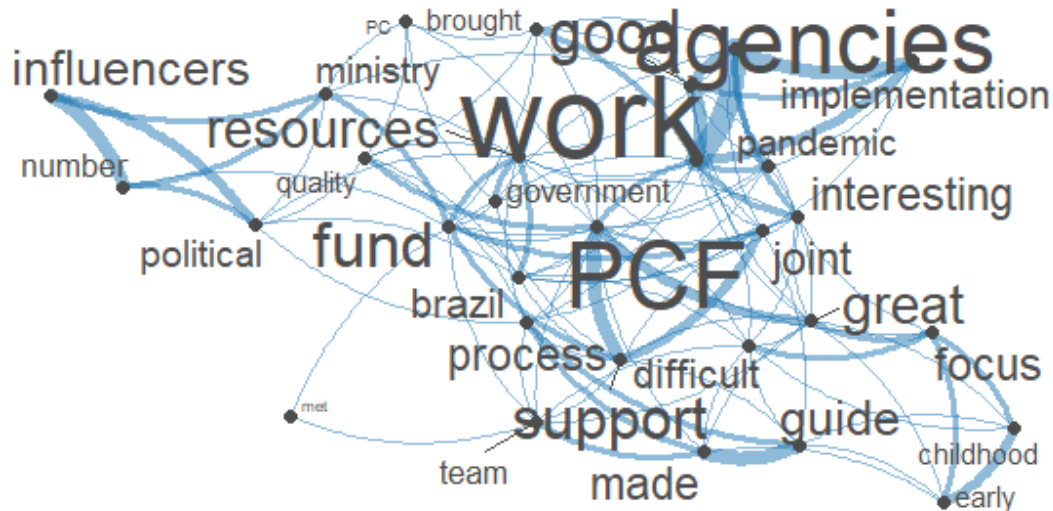
In your opinion, how relevant and appropriate was the joint fund considering the needs and priorities/policies at the national level and to the needs of the main vulnerable groups? Why?

n = 10 responses



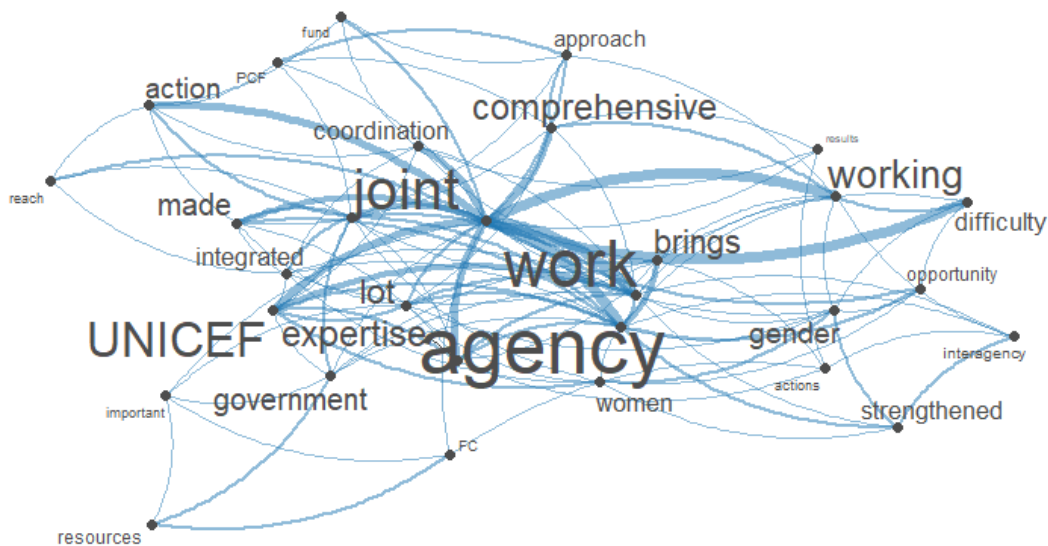
**How helpful was the support of the joint fund and how well did it meet your expectations?**

n = 18 responses



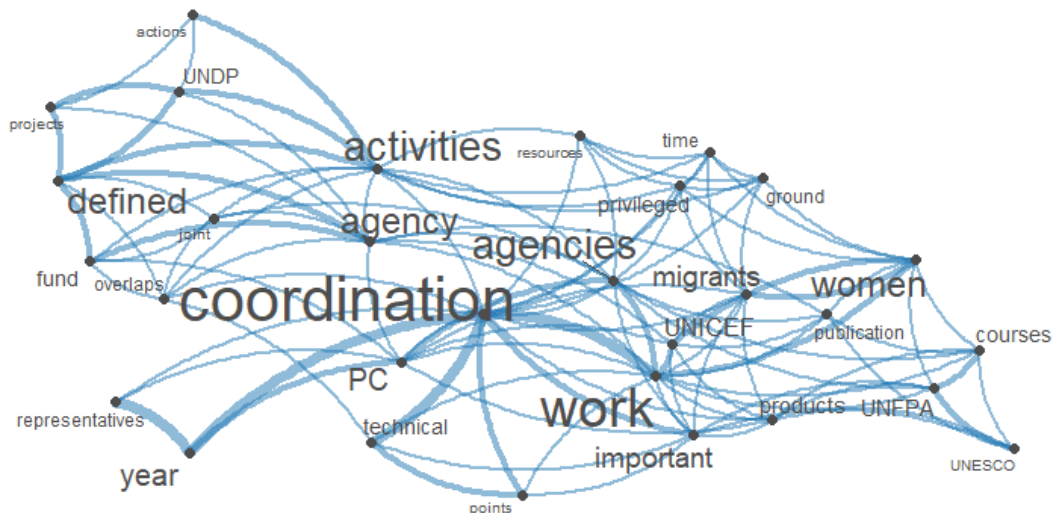
**To which degree has the joint approach of intervention more efficient in comparison to what could have been done through a single-agency intervention?**

n = 18 responses



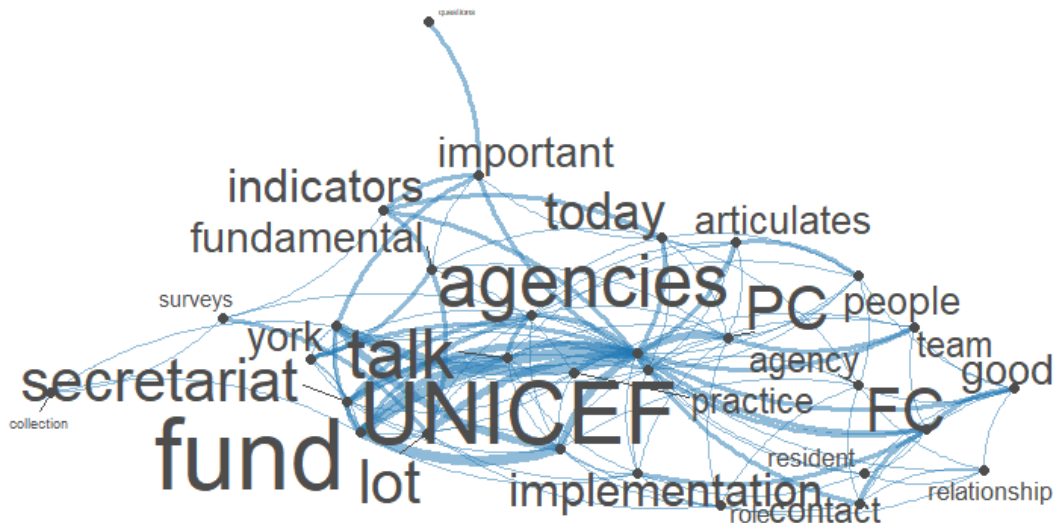
To what extent was the Joint Fund coordinated with development partners and other UN agencies to avoid overlays, leverage contributions and catalyse joint work, contributing to UN reform and coherence of UNCT?

n = 8 responses

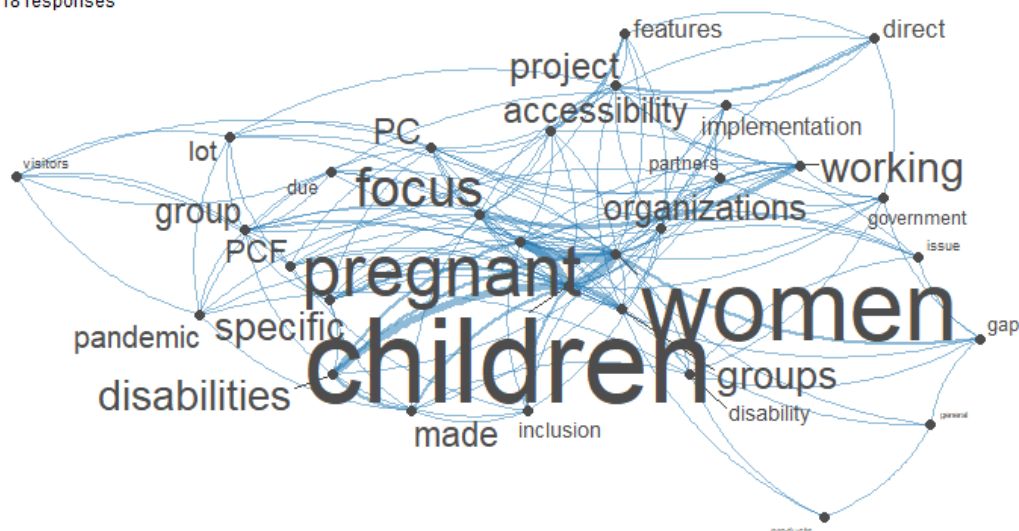


How do you evaluate the participation of the Resident Coordinator Office (RCO) in the monitoring of the Joint Program to promote integration among the agencies and with the Brazilian Government?

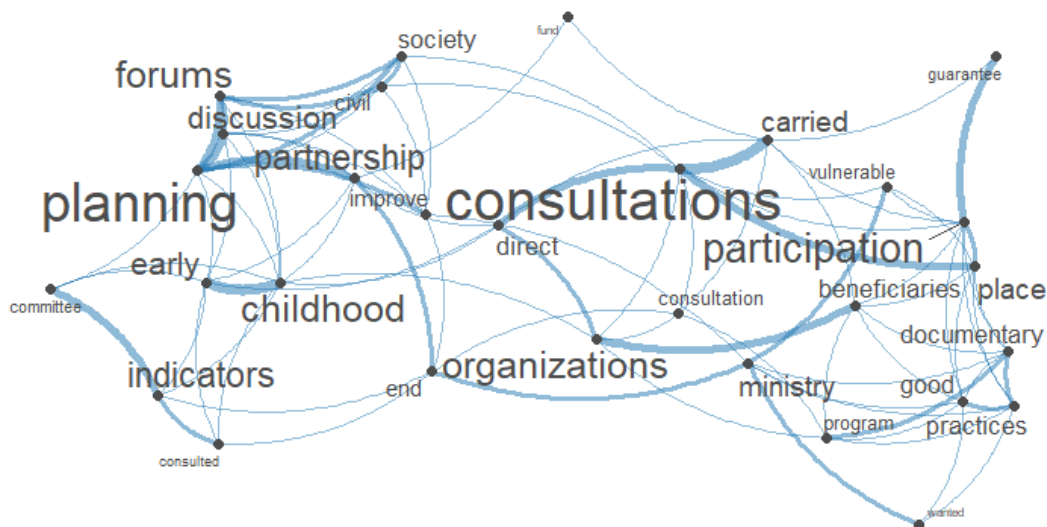
n = 8 responses



n = 18 responses

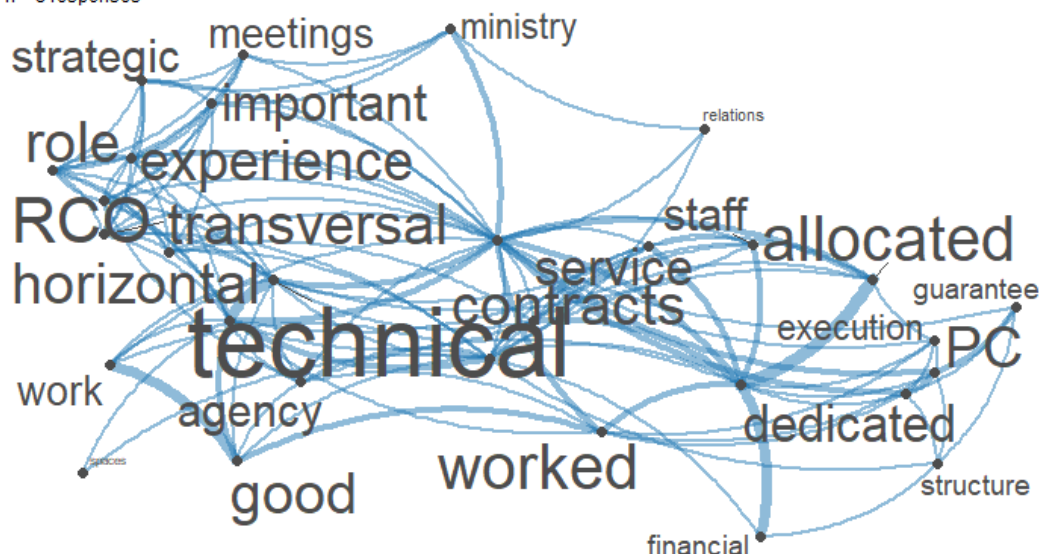


n = 18 responses

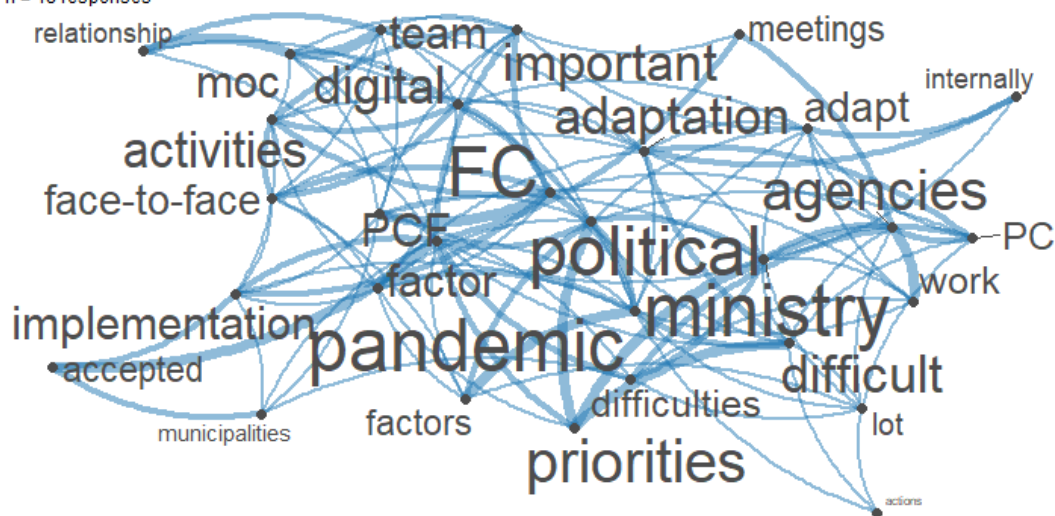




n = 8 responses

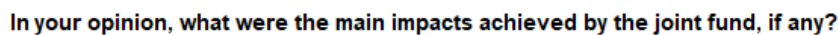


n = 18 responses

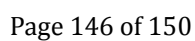




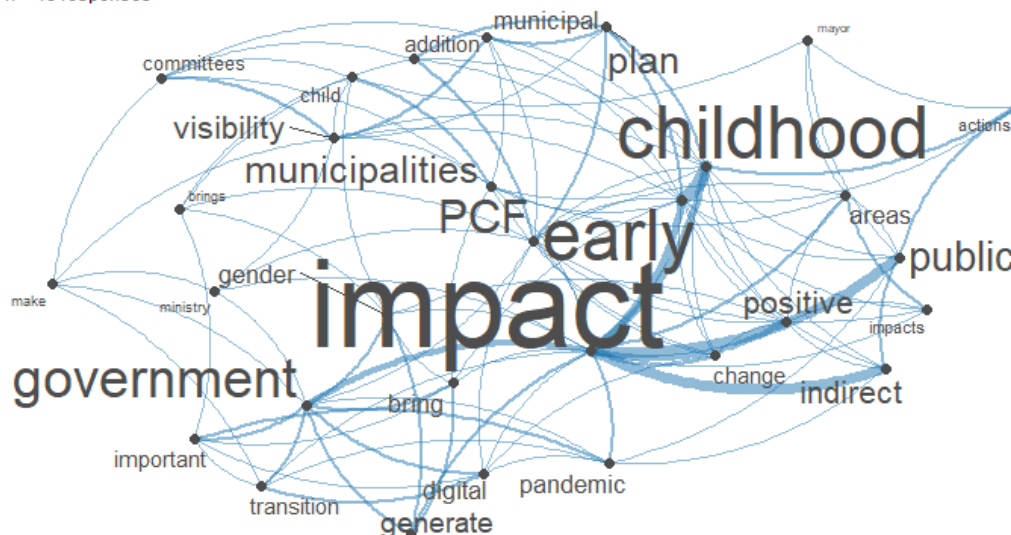
n = 18 responses



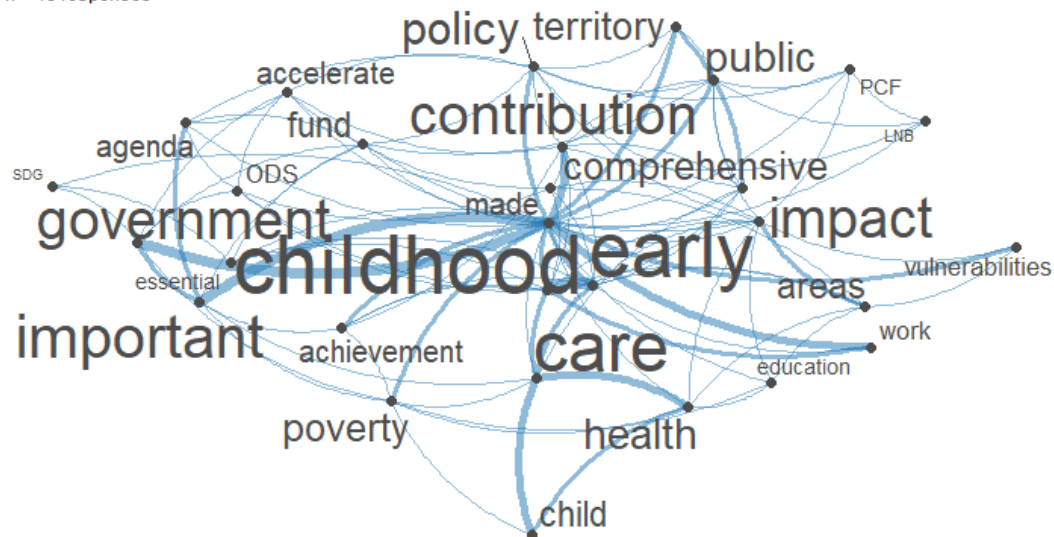
n = 18 responses



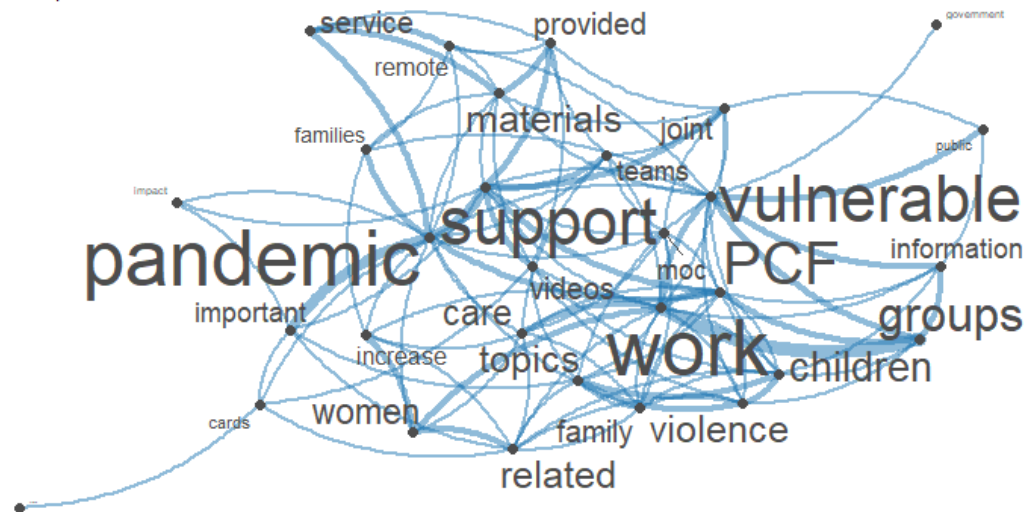
n = 18 responses



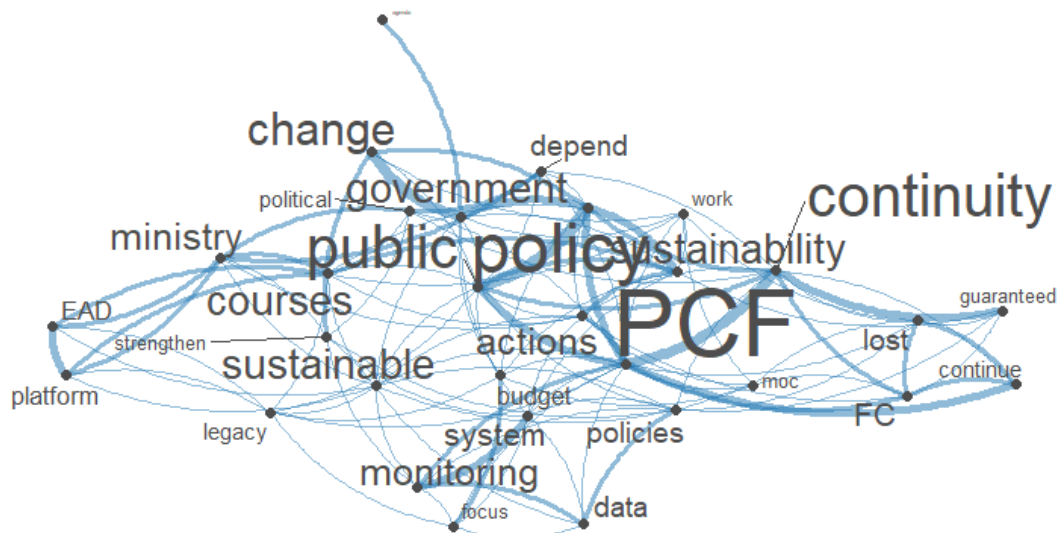
n = 18 responses



n = 18 responses

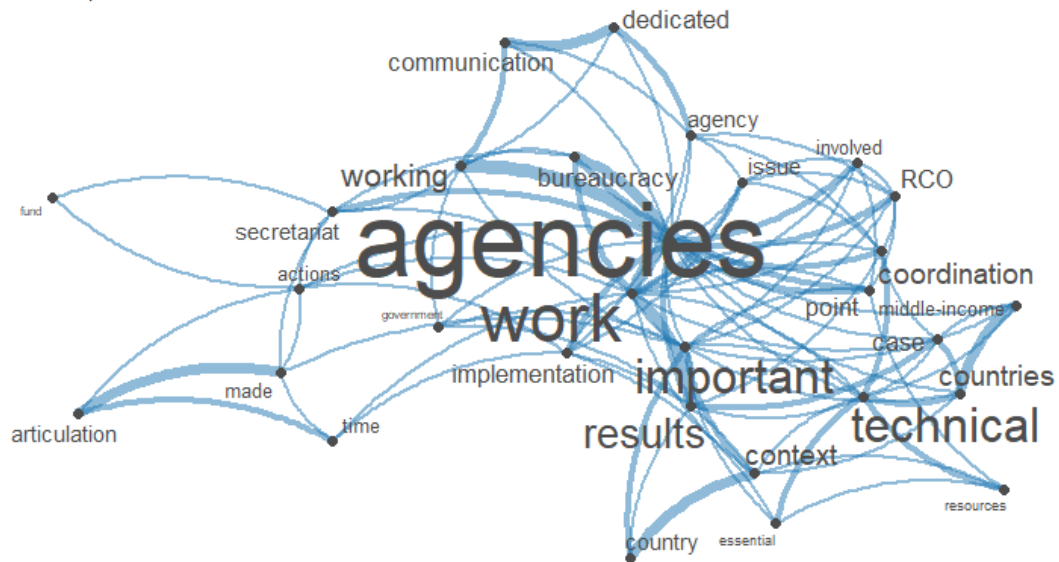


n = 18 responses



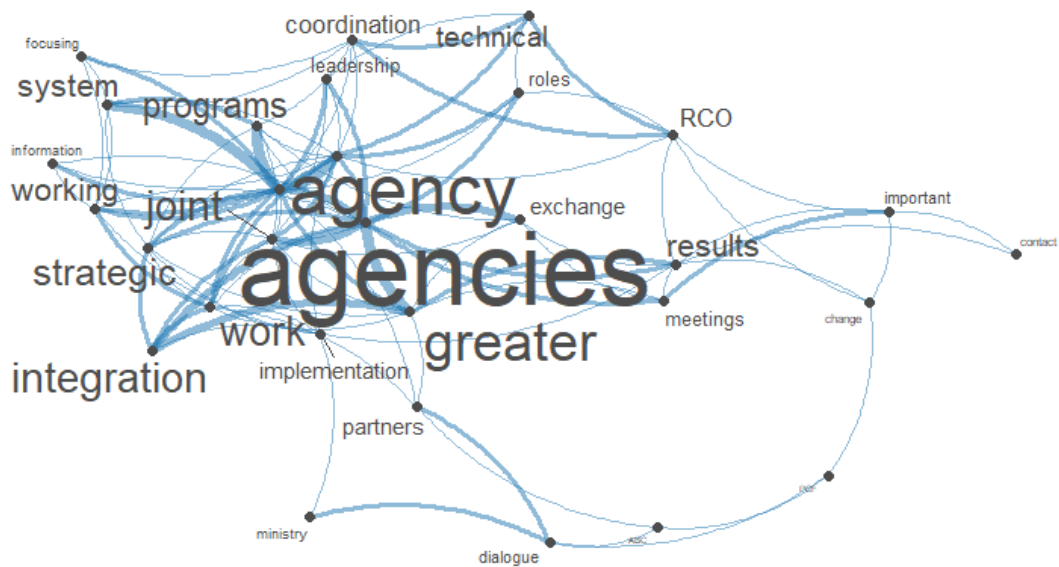
### What would you say have been the main lessons learned?

n = 18 responses



### What would be your three main suggestions for improvement?

n = 18 responses



Any additional comments?

n = 5 responses

