

EVALUATION OF THE TRILATERAL SOUTH-SOUTH COOPERATION PROGRAMME BETWEEN THE GOVERNMENT OF BRAZIL & UNICEF

(2013-2018)

EVALUATION REPORT
JANUARY 2020



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ACKNOWLEDGEMENTS

The evaluation team would like to thank the staff members at UNICEF Brazil and the Brazilian Cooperation Agency for their continuous support and commitment to this evaluation process.

EVALUATION COMMISSIONED BY UNICEF BRAZIL COUNTRY OFFICE AND THE BRAZILIAN COOPERATION AGENCY/
MINISTRY OF FOREIGN AFFAIRS OF BRAZIL

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ACRONYMS AND ABBREVIATIONS

ABC – Brazilian Cooperation Agency
BAPA - Buenos Aires Plan of Action
CAC – Centre of Citizen Care of Paraguay
CACEGE – Sewage and Water Company of the State of Ceará/ Brazil
CCT – Conditional Cash Transfer
CEDAW - Convention on the Elimination of All Forms of Discrimination against Women
COARs – Country Office Annual Reports
CRAS – Social Assistance Reference Centre in Brazil
CREAS – Specialized Social Assistance Reference Centre in Brazil
CRC - Convention on the Rights of the Child
CPD – Country Programme Document
DFID – Department for International Development of United Kingdom
FUNASA – National Health Foundation/ Brazil
GoB - Government of Brazil
IDC – International Development Cooperation
IPC-IG – International Policy Centre for Inclusive Growth/UNDP in Brazil
LEAP – Livelihood Empowerment Against Poverty of Ghana
LGBT – Lesbian, Gay, Bisexual and Transgender
LICs – Low-Income Countries
MDS – Ministry of Social Development and Fight Against Hunger of Brazil (former)
MEL – Monitoring, Evaluation and Learning
MICs – Middle-Income Countries
MRE – Ministry of Foreign Affairs of Brazil
MoU – Memorandum of Understanding
NGO – Non-Governmental Organization
PNDR – Rural Development National Plan of Guatemala
PTA - Provider of Technical Assistance
PRODOC – Project Document
SDGs – Sustainable Development Goals
SSC – South-South Cooperation
SSC/HC - South-South Cooperation and Horizontal Cooperation
TSSC – Trilateral South-South Cooperation
ToC – Theory of Change
UNICEF – United Nations Children’s Fund
UNICEF BCO - UNICEF Brazil Country Office
UNICEF CO – UNICEF Country Office
UNICEF RO – UNICEF Regional Office
UNICEF HQ – UNICEF Headquarters Office
UNICEF LACRO – UNICEF Latin America and the Caribbean Regional Office
USAID – United States Agency for International Development
WASH – Water, Sanitation and Hygiene

EXECUTIVE SUMMARY

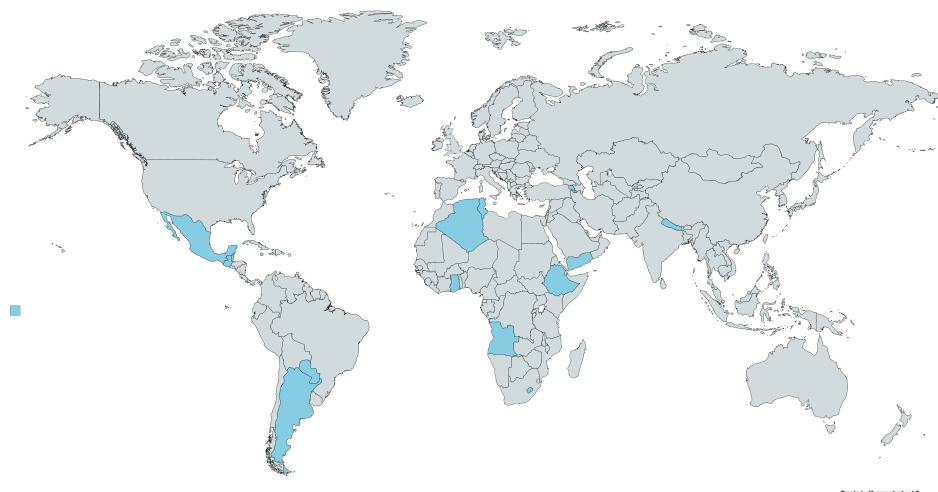
Through the establishment of the Brazil-UNICEF Trilateral South-South Cooperation Programme (hereinafter the Programme) the Government of Brazil (GoB) and the United Nations Children's Fund (UNICEF) have partnered to foster cooperation between Brazil and other developing countries, aiming at promoting the equity agenda for children, adolescents and women.

The Programme seeks to foster a space for policy and technical dialogue among Southern countries, to discuss child-relevant policies, showcasing and adapting Brazilian experiences, technologies and lessons learned. It aims at supporting partners in prioritising the rights of children, adolescents and women, at different policy levels, and their capacity to effectively develop or improve policy frameworks to achieve sustainable results for the most disadvantaged children and young people. It also aims at contributing to champion the child-rights agenda, bolstering political buy-in and commitment to the enforcement of child-rights, as well as mobilising appropriate budgetary and financial resources to achieve sustainable and robust policy frameworks focused on the rights of children, adolescents and women.

The Programme relies on the engagement of Brazilian institutions and public officers who have first-hand experience in tackling development challenges, as well as on the capacity of UNICEF to play a broker and a convener role, enabling access to relevant policy knowledge under its mandate. The Programme emphasises the importance of a horizontal cooperation. Partners are thus expected to play an active role throughout the entire process of engagement as to ensure continuous alignment and responsiveness of the Programme to partner country demands, as well as to foster partner ownership over the initiative. Finally, when it comes to the Programme's financial arrangements, it mainly provides 'seed-money' to fund study tours (either isolated or under the scope of a project), and to serve as a trigger for mobilising additional resources.

Between 2013 and 2018 the Programme provided support to 16 countries, sharing Brazilian experience in areas such as Social Protection, Child Protection, Local Governance, Early Childhood Development, Adolescent Health and Water, Sanitation and Hygiene (WASH). Throughout this same time period, the Programme has responded to 20 different demands and promoted 42 study tours. Figure 1 represents the geographical outreach of these initiatives.

Figure 1 The Programme's geographical outreach



The objectives of this external evaluation were both summative and formative. On the one hand, the evaluation aimed at capturing results, explaining how those occurred and reflecting upon how the Programme contributed to given change processes. On the other hand, it sought to identify and come into terms with major challenges and bottlenecks faced by the Programme. It assessed the relevance, effectiveness and efficiency of the programme strategies, including the quality of its activities as well as its contribution to sustainable outcomes in partner countries. It also assessed the engagement of the Programme at the national level in Brazil, with Brazilian implementing agencies as well as within UNICEF globally. As such the evaluation gathered lessons learned on how the Programme functions as well as on its specific contributions to outcomes in partner countries. Building upon the evidences and the analysis of the overall programme strategies, the evaluation also provides recommendations to inform future programme design.

The evaluation looked to provide answers to the following questions:

-
1. How relevant is the work of the Brazil UNICEF TSSC Programme?
 2. How effective was the Brazil-UNICEF TSSC Programme in supporting countries to strengthen their capacities in order to achieve positive results for women and children, with a focus on girls and vulnerable populations?
 3. What is the likelihood of sustaining the positive results over time?
 4. To what extent has the management of the Programme ensured timelines, quality of outputs and an efficient utilization of resources aiming at achieving its objectives?
-

In order to answer these questions, the methodological approach of the evaluation was built upon three intertwined assumptions regarding the nature of the Programme, namely: (i) the Trilateral South-South Cooperation (TSSC) principles, which underpin the overarching Programme's strategies; (ii) the characteristics of its capacity development support work; and (iii) the perspective on Equity for Children and Gender Equality. In this regard, the evaluation is essentially qualitative, reflecting the capacity development approach of the Programme as well as the diversity of partner countries and their various forms of engagement with the Programme. In order to engage the main primary users of this evaluation, namely UNICEF BCO and ABC, the evaluation framework was constructed based on a close dialogue with these two stakeholders.

The evaluation covered the period from 2013, when ABC first transferred funds to UNICEF for programme implementation, up to and including December 2018. A total of 78 semi-structured interviews were conducted with partner countries, UNICEF Country Offices (COs), UNICEF Headquarters (HQ), UNICEF Regional Offices, UNICEF Brazil's staff, and representatives from the GoB (implementing agencies and ABC representatives). The evaluation team also carried out an extensive desk-review as well as one evaluation mission to a partner country. The evaluation findings are based on the inputs gathered from 15 out of the 16 partnerships developed within the period assessed.

FINDINGS

The Programme has proved itself a relevant TSSC channel to all partners engaged. Its main value is to be an innovative vector to foster policy dialogue on child-sensitive policies, using Brazilian experiences as a starting point. The Brazilian experiences that were shared throughout implementation were pertinent and considered as an important source of inspiration and learning to partner countries as well as to the wider UNICEF system.

The evaluation assessed that the Programme was effective on supporting the improvement of policy frameworks and raising awareness on rights-based approaches to social policies that bring positive impact on vulnerable children. The Programme has managed to leverage resources and reach important policy results, demonstrating its value for money. It also contributed to strengthen and improve Brazilian and UNICEF practices in TSSC.

Against this positive backdrop the evaluation also assessed promising future areas of improvement. This includes knowledge management as well as strategic adjustments in the overall programme design and methodologies. Attending to such proposed adjustments, the Programme will be better placed to bolster its capacity to support partner countries and, at the same time, renew its relevance in tandem with shifting contexts and priorities in Brazil and within UNICEF.

In order to provide a comprehensive overview of the findings and conclusions the following subsections provide a crosscutting analysis of the main contributions and challenges of the Programme. The section is followed by a text-box that provides further specific findings with regards to each evaluation criteria.

MAIN CONTRIBUTIONS

Supporting partners' capacity development

There is strong evidence on the Programme's contribution to significant outcomes in a number of partner countries. These contributions are linked to the enhancement of policy frameworks, instruments and protocols; deep changes in mind-set regarding a rights-based approach to social policies for vulnerable children; and the development of child-oriented inter-sectorial policy agendas. Furthermore, in the countries where the Programme managed to secure a longer-term collaboration, contributions have also been witnessed with regards to increased technical know-how among partners on policy design and implementation.

To achieve these important results, two sets of enablers were identified. The first one refers to the strongest set of programme elements, namely (i) the high quality and well-tailored study tours; (ii) the capacity to bring together diverse multi-stakeholder delegations, including governmental representatives, lawmakers and civil society, to foster techno-political and inter-sectorial mobilisation; (iii) the diversification of the Brazilian implementing agencies engaged in the exchanges, through an effective mobilisation of subnational actors in Brazil; (iv) the horizontal character of the implementation where similarities and empathy among public officers fostered more effective forms of knowledge exchange; (v) the capacity to leverage resources; and (vi) the engagement of embassies to assist in political mobilisation of partners and to raise the political relevance of the exchanges.

The second set of enablers refers to more conjunctural factors that contributed to a fertile ground for implementation. These are (i) the capacity to timely respond to political windows of opportunity, notably regarding on-going government-led policy efforts; (ii) a good matchmaking between the availability of Brazilian experiences, partner-country priorities, and the ability of UNICEF CO to screen and channel demands; (iii) the value of having programme activities contributing to larger government-led programmes where UNICEF, the Brazilian SSC and/or other international development actors were also strongly involved.

Return on investment

The Programme proved itself a great value for money. It contributed to the results in partner countries with a considerable small investment of its own funds, while leveraging its budget 3.5 times within UNICEF alone. Moreover, the Programme contributed to resource mobilisation strategies of partner countries, leveraging resources from other development

partners to support implementation or to scale-up initiatives that were under the cooperation with Brazil. The Programme's budget thus fed into a much larger amount of resources dedicated to support partner country initiatives.

Supporting Brazilian and UNICEF's TSSC

The Programme contributed to strengthen and improve Brazilian and UNICEF practices in TSSC. On the Brazilian side, the Programme contributed with the set-up of clear methodologies and instruments that were mainstreamed to other TSSC initiatives of Brazil. On the UNICEF side, Brazil is seen as a pilot experience of a structured partnership with a Southern government, and it contributed greatly to the organizational guidance on SSC. The Programme also contributed to practical learning among UNICEF COs on how to apply TSSC principles to programme work, particularly the principle of horizontality.

MAIN CHALLENGES

Supporting partners' evolving priorities and contexts

The evaluation also assessed partnerships that did not yield substantial results, identifying important challenges that hindered the Programme from being more assertive regarding partners' priorities and contexts. Those challenges affected the relevance and effectiveness of the Programme and had a negative impact on partners' ownership of programme activities.

The first challenge relates to the constantly evolving nature of partner priorities and the insufficient capacity of the Programme to adapt to such changes. From the time of an initial formal request from a partner country, demands often evolved, either due to further consolidated understandings on how the Programme could contribute to address the specific needs, or due to shifts in partners' political contexts and political priorities. Further on the latter, conjunctural challenges led to changes in political leadership, high turnover of counterparts, financial restrictions, and changes in policy priorities; all of which made the Programme less relevant.

The second challenge relates to the fact that, in many cases the Programme overly relied on demands that were formally aligned with UNICEF Country Programme Documents (CPDs). However, even when responsive to agreed priorities of CPDs, some demands represented UNICEF influencing priorities and were met with only a feeble commitment from the government. Thus, in these cases programme implementation did not feed into sustained government-led efforts.

The fast-paced context in partner countries requires further capacities in governance, as to forge greater liaison with national government counterparts and ensure continuous relevance of programme activities. This can be enhanced through greater political mobilisation and presence on the ground, aiming at securing high-level engagement and, at the same time, providing timely updates on how processes in partner countries are unfolding. This also means identifying windows of opportunity, such as unfolding policy or programme reforms that have a strong political leadership from national government counterparts. In these changing political landscapes, it is important to ensure that the Programme is able to align itself with long-term inspirational visions and objectives of partner countries. At the same time, on the short term, it needs to respond to more immediate needs and target specific policy improvements. In both cases, the Programme needs to be equipped to provide more continuous support and further enhance its follow-up capacity.

Programme's design

The *seed-money* and *open-portfolio* approaches have allowed the Programme to be flexible enough to take advantage of context-specific opportunities and have proven themselves to be

key assets of the Programme. Nevertheless, those approaches also have limitations. In half of the cases, the Programme had an *ad hoc* and scattered character, promoting limited and circumscribed exchanges with no structured methodology for follow-up. This hindered the Programme from moving beyond the sensitising effect of study tours as to promote more meaningful contributions to relevant changes. Furthermore, when partners are unable to mobilise additional funds, the contribution of the Programme is very discrete. Considering the amount of partnerships that the Programme entails, this fragmentation represents a risk to its effectiveness, as partners may not perceive the Programme as strategic. This points to the need for a clearer theory of change for each partnership and commitment to more lasting exchanges, backed by corresponding appropriate fund allocation.

Hence, by welcoming a wide range of demands the Programme contributed to a portfolio of loose and unstructured partnerships that were not always backed by a commonly agreed strategic thinking on the added value of each party to each context, nor on the expected outcomes. In that sense, there is an increased recognition of the need to complement the demand-driven nature of the TSSC with more focused and strategic thinking on how to enhance the supply side of the Brazilian experiences. This requires different levels of strategic definitions and decision-making, such as whether to keep an open portfolio or invest in a sector-wise specialisation. Further thought is also required with regards to the balance between, on the one hand, investing on several ‘one-off inspirational visits’ to Brazil or, on the other hand, downsizing the Programme’s portfolio to focus on less but more continuous and comprehensive technical exchanges.

Knowledge management

Knowledge and evidence generation about the Brazilian experience are important parts of the Programme’s theory of change, as well as an area of work laid down by the MoU signed between the GoB and UNICEF in 2011. This area has, however, not been fully explored by the Programme. The underlying reason to this is that the management of the Programme has prioritised the allocation of human resources towards the implementation of the TSSC exchanges rather than knowledge management. Nevertheless, it is worth highlighting that the budget of the Programme allowed room for more sustained efforts also in the knowledge stream. Moreover, knowledge management is a comparative advantage, considering TSSC arrangements with UN agencies, as it can bring an international perspective to this exercise and support more contextualised and qualified policy sharing with other countries.

Assuring benefits for Brazilian counterparts

Another area for improvement pertains to putting strategies in place to assure that the TSSC is delivering on mutual benefits and mutual learning to all parties and, particularly, that it is generating outcomes for Brazilian counterparts. There is a risk that, if mutual benefits and learning are not ensured, technical partners may be discouraged from engaging further with the Programme. Due to its extensive work within Brazil, UNICEF BCO is well positioned to foster a two-way dialogue between Brazil and partner countries. For UNICEF BCO this would also bring programmatic coherence, given that its current CPD sets out indicators for TSSC in both directions – for/in Brazil, and for/in partners outside Brazil. Improvements on fostering and deepening this two-way relation will not only help to strengthen the Programme but will also be a major contribution to Brazilian SSC practices.

Box. Summary of specific findings by evaluation criteria

Relevance

1. There is significant evidence on the relevance of the Programme to the full range of partners engaged, namely partner countries, the Brazilian domestic implementing agencies and the Brazilian foreign policy priorities, as well as to UNICEF BCO and UNICEF's global advocacy agenda. However, the evaluation also assessed a relevant number of cases where, while abiding by a formal alignment with CPDs, the Programme overly relied on it to set the scope for the partnerships. In so doing, the Programme was not fully capable of adapting to the partners' rapidly evolving political contexts, which led to feeble commitments from some national counterparts.
2. The Programme supported the children's and women's rights agenda, mainly by sharing social protection policies that address vulnerability conditions mostly affecting those groups. To a lesser extent, it supported policies that specifically targeted vulnerable children and girls. It also targeted children and gender issues during the planning and implementation stages of its activities, however this was not mainstreamed, and there are no formal mechanisms in place to assure this is systematically tracked.
3. Regarding the design of the Programme, the evaluation assessed that its seed-money and open-portfolio approaches allowed it to be flexible enough to take advantage of context-specific opportunities. Nevertheless, these approaches also led to an ad hoc engagement with partners, based on isolated study visits, which were not enough to promote sustainable capacity development. Finally, the current design does not systematically use the TSSC exchanges to improve technical capacities in Brazil as to assure a two-way exchange.

Effectiveness

4. There is strong evidence on the capacity to mobilise the right political and technical stakeholders in partner countries. The Programme was also able to reach out to a range of diversified Brazilian stakeholders that contributed with appropriate know-how. The engagement of Brazilian and partner country embassies mattered politically and logistically and contributed to the effectiveness of partnerships. Nevertheless, this potential was not systematically explored.
5. There is significant evidence on the effectiveness of the South-South exchanges regarding the sharing of knowledge among partners. This was mainly due to the quality of its planning and organisation as well as the fact that they were mainly based on exchanges among public officers who have first-hand knowledge on the issues under cooperation. Knowledge disseminated was relevant and adequate and provided appropriate information to support knowledge adaptation. Despite having evidence generation as a key strategy, the Programme did not prioritise this stream, which could have further supported the exchanges.
6. There is evidence on the contribution to raise awareness regarding child-sensitive policies in half of the partnerships assessed. This has occurred through (i) tackling the negative and stereotyped image of the most vulnerable groups and strengthening a rights-based approach to social policies; and (ii) fostering the adoption of child- and women-sensitive programmatic options within the existing policies in partner countries.
7. The evaluation retrieved evidence of increased technical know-how among participants in those countries that have established a more continuous exchange with the Programme, whereas in the case of those countries that only had a one-off visit to Brazil, it was not possible to establish such a direct relation. A final set of unintended and positive results relates to the institutional learning within UNICEF on how to work in TSSC.
8. When it comes to the contribution to an increased commitment of relevant stakeholders to child-sensitive policies, the evaluation assessed that the Programme contributed to reinforce

commitment where some level of commitment was already in place. In other cases, there was no evidence of increased commitment due to several reasons, including political instability; de-prioritisation of the agenda; and the limited interaction of several countries with the Programme.

Sustainability

9. The evaluation has found significant outcomes regarding improved policy frameworks and instruments in 8 out of the 15 countries assessed. The Programme has also contributed to generate sustainable inter-institutional and inter-sectorial arrangements in 6 countries. Regarding financial commitments, the evaluation retrieved significant results in five countries.
10. The evaluation has found evidences of the Programme leveraging resources to scale-up its planned initiatives within UNICEF as well as with other international development actors. The most expressive support came from the UNICEF system itself, which provided an amount 3.5 times greater than that of the initial programme budget.
11. The Programme contributed to enhancing relations among partners as follows: (i) strengthening UNICEF and Brazil's relations with partner countries; (ii) strengthening the relations between the GoB and UNICEF BCO and (iii) favouring SSC initiatives among other countries, as an unintended and positive result.

Efficiency

12. The Programme offered good return on investments and was cost efficient. The financial resources mobilised by the Programme were low and have enabled significant results. Nevertheless, the Programme also had a low level of execution, and it could have financially invested more on knowledge management activities, or on providing further support for partner countries and to enhance Programme effectiveness.
13. The evaluation assessed an important management challenge: the lengthy negotiation processes, which hindered the potential for seizing windows of opportunity to engage in partners' processes, or to access additional earmarked funds.
14. Preparatory work was efficient and supported the mobilization of the right stakeholders to participate in study tours and, at the same time, supported the narrowing down of the scope of such tours, in order to better respond to the needs of partner countries. However, the downside identified refers to the need for a more in-depth briefing of Brazilian experts engaged in in-country technical visits, particularly concerning the contexts of partner countries.
15. Follow-up activities were limited. The evaluation retrieved few examples of effective remote follow-up actions to provide further technical support. This was shown to be important to achieve results in terms of adopting new policy frameworks and instruments. Finally, the evaluation assessed a pressing need for a more systematic engagement of UNICEF COs and Brazilian implementing agencies in follow-up activities.
16. The Programme procedures and arrangements provided partner countries with clarity on how to engage with the Programme in a timely manner. Although useful and clear the procedures established require a considerable amount of work from partner countries and contribute to the abovementioned lengthy negotiation processes.
17. Partnership governance was deemed overall participatory. Nevertheless, the evaluation retrieved cases where activities were left mainly to be dealt with by UNICEF COs, with little participation of government stakeholders. Moreover, Brazilian implementing agencies are often-times not directly involved in the communication with partner countries.
18. The activities were in synergy with UNICEF in-country efforts as well as with Brazilian SSC and other development partner initiatives. The Programme has successfully fed into on-going development efforts in partner countries, which has further bolstered its capacity.

LESSONS LEARNED

1. The design of the Programme needs to be more flexible and move beyond the one-off study tour model, as to be able to respond to partners' needs and to further support capacity development and policy processes in a more comprehensive manner.
2. Partners' demands have different rationales, such as lesson-drawing through specific knowledge or broad inspirational exchanges, and need different types of responses.
3. Alignment with CPD priorities does not guarantee government ownership.
4. Contributions of Brazilian embassies and UNICEF COs are key to preparatory work, monitoring, follow-up and political intelligence support.
5. Increasing the pool of evidence on Brazilian policies and programmes, including through the documentation of subnational practices in Brazil, can benefit external dissemination across-countries and also promote exchanges of good practices and lessons learned within Brazil.
6. In-country presence is key to contextualise exchanges and further support partners' capacity development and policy processes.
7. Complementarity with other projects is key to enhance effectiveness and sustainability, including through leveraging resources.
8. Structural elements that impact the governments' capacity to advance in child- and gender sensitive policies, such as financial capacity, need to be integrated in planning processes.
9. The horizontal and participatory nature of the Programme is an important asset that needs to be further enhanced.
10. Preparatory work is crucial to the quality and effectiveness of the exchanges but needs to be more efficient.
11. The definition of stakeholders to be engaged and mobilised was a crucial aspect for the effectiveness of the TSSC exchanges.
12. High turnover in partner countries imposes challenges and requires mitigation strategies.
13. Communication of programme arrangements needs to be always and explicitly upfront.

RECOMMENDATIONS

Recommendations are all addressed to the Programme itself, which means they should be considered by UNICEF BCO and ABC jointly.

1. Promote a new round of strategic planning and programming to discuss the design of the Programme.
Priority: High; Time-frame: Short; Budget implication: Low
2. Spell out the Programme's child- and gender sensitive approach.
Priority: High; Time-frame: Short; Budget implication: Low
3. Develop tools and criteria to identify the best-bets through which the Programme can mobilise more efforts and support further results in terms of partners' capacity development.
Priority: High; Time-frame: Medium; Budget implication: Low
4. Enhance programme capacity to tailor initiatives according to demands. .
Priority: High; Time-frame: Medium; Budget implication: Low
5. Enhance the knowledge management component.
Priority: High; Time-frame: Long; Budget implication: High
6. Refine follow-up actions to improve sustainability.
Priority: High; Time-frame: Medium; Budget implication: Low
7. Support UNICEF CO engagement and responsiveness to TSSC.
Priority: Medium; Time-frame: Medium; Budget implication: Low
8. Enhance the Programme Monitoring, Evaluation and Learning component.
Priority: Medium; Time-frame: Medium; Budget implication: Medium

1. INTRODUCTION

The Government of Brazil (GoB) and UNICEF have partnered, through the establishment of the *Brazil-UNICEF Trilateral South-South Cooperation Programme* (hereinafter, the Programme), to foster horizontal cooperation between Brazil and other developing countries, based on the premise that countries striving for better quality of life for their citizens can learn from one another to develop and improve the conditions of children, women, families and communities. The Programme is committed to promote the rights of children and women, having provided support to 16 countries in the period from 2013 to 2018.

In order to explore and communicate the Programme's main results and lessons learned, this external evaluation assessed the relevance, effectiveness and efficiency of the Programme strategies, including the quality of its activities, as well as the Programme's contribution to sustainable outcomes in partner countries. The evaluation aimed at not only capturing the Programme results, but also explaining how these results occurred, reflecting upon the Programme's contribution to the resultant changes, as well as the main challenges and bottlenecks faced. Building upon the evidence and the analysis of the Programme strategies, the evaluation also provides recommendations to inform future developments of the Programme, including within the context of the forthcoming UNICEF Brazil Country Programme (2022-26).

The structure of the present Evaluation Report is the following:

- Chapter 2 provides the background and an overview of the Brazil-UNICEF TSSC Programme;
- Chapter 3 presents the evaluation objectives and methodology;
- Chapter 4 describes and analyses the main findings for each of the evaluation questions and indicators;
- Chapter 5 presents the main conclusions;
- Chapter 6 brings specific recommendations for the Programme;
- Annexes bring a detailed description of activities, as carried out under the Programme, as well as a list of the interviewees and protocols used during the evaluation.

2. THE BRAZIL-UNICEF TSSC PROGRAMME: OVERVIEW

2.1. BACKGROUND

This section aims to contextualise the Programme. Firstly, it presents the global discussions over the concept of South-South Cooperation (SSC), its foundations and principles. Secondly, the Brazilian SSC frameworks and guidelines are introduced, for a clear picture on how the GoB conceives the South-South and Trilateral Cooperation that shapes the Programme. Thirdly, UNICEF frameworks for South-South and Horizontal Cooperation are presented. Lastly, it provides an overview of UNICEF BCO's work on SSC, where the Programme is embedded.

South-South Cooperation: History, Principles and Definitions

Since the mid-twentieth century, SSC has evolved both as a concept and a political practice. Its historical evolution shows it is a disputed concept guiding heterogeneous practices to promote global development. National, regional and international economic and political contexts have influenced countries' perceptions, positions, values and priorities related to SSC.

The earliest debates on SSC emerged as part of the liberation struggles and the anticolonial movements from Southern societies, and were influenced by the ten principles proclaimed in the Bandung Conference (1955): *respect for the sovereignty and territorial integrity of all nations; abstention from intervention or interference in the internal affairs of another country; abstention by any country from exerting pressures on other countries; refraining from acts or threats of aggression, or the use of force against the territorial integrity or political independence of any country; promotion of mutual interests and cooperation, among others*¹.

Although SSC emerged from counter-hegemonic ideals during the Cold War, its importance under the International Development Cooperation (IDC) landscape gained a strong push in 1978, during the UN conference held in Buenos Aires, with 138 participating countries, largely dedicated to technical cooperation among developing countries, also known as technical cooperation among developing countries. Its outcome document, the Buenos Aires Plan of Action (BAPA)², is a detailed blueprint for major changes in approaches to development assistance, and for a dramatically heightened emphasis on national and collective self-reliance among developing countries, as foundations for a new international economic order.³

In 2019, the Second High-Level United Nations Conference on South-South Cooperation, celebrated the 40 years of Buenos Aires Plan of Action (BAPA+40), and its outcome document emphasizes that SSC and its agenda have to be set by Southern countries and should continue to be guided by the principles of *respect for national sovereignty, national ownership and independence, equality, non-conditionality, non-interference in domestic affairs and mutual benefit*. These principles are followed by the acknowledgment of the voluntary, participative and demand-driven nature of SSC, born out of shared experiences and sympathies, based on countries' common objectives and solidarity.

¹ Final Communiqué of the Asian-African conference of Bandung (24 of April, 1955).

² The full document is available at <https://www.unsouthsouth.org/bapa40/documents/buenos-aires-plan-of-action/>

³ UN Office for South-South Cooperation. Available at <https://www.unsouthsouth.org/bapa40/documents/buenos-aires-plan-of-action/>

SSC refers to combined and overlapping practices, including coalition-building to strengthen the bargaining power of developing nations in multilateral negotiations; trade and investment flows; scientific technological cooperation; regional integration and technical and financial cooperation, comprising grants and loans from developing countries targeting major global developmental problems⁴. Recently, during the BAPA+40, SSC has been framed as a practice “conducted among countries of the South, including but not limited to the economic, social, cultural, environmental, and technical domains, that can take place in bilateral, regional or interregional contexts, for developing countries to meet their development goals through concerted efforts based on the principles of SSC”.⁵

The concept of “triangular cooperation”, in turn, first emerged in the Independent Commission on International Development, the so-called Brandt Report (1980), even though this kind of arrangement existed before the term was coined. According to the UN Office for South-South cooperation, triangular cooperation is “a collaboration in which traditional donor countries and multilateral organizations facilitate South-South initiatives through the provision of funding, training, management and technological systems, as well as other forms of support”⁶. Triangular cooperation is understood as a means to complement and add value to SSC, allowing developing nations to source and access a broader range of resources, expertise and capacities to meet their national development goals and internationally agreed sustainable development goals. It specially considers the role to be played by the United Nations development system, which should be reinvigorated in order to support and promote South-South and Triangular Cooperation.

Brazilian South-South Cooperation

Through the 2000’s, Brazil has experienced a period of economic growth with social inclusion, which has contributed to forge an international image and reputation for being a paradigmatic case of successful development policies and programmes. Concurrently, Brazilian SSC has re-emerged with new vigour in the beginning of this century. This resurgence results not only from a political priority, at that time, but also from an international context that enabled and valued South-South exchanges of best practices in the context of the Millennium Development Goals, and more recently, the Sustainable Development Goals (SDGs). Social development projects are a central component of Brazilian technical cooperation, together with agricultural, health and vocational education projects⁷. Great emphasis is given to technical cooperation, aiming at strengthening institutions, and developing capacities in partner countries’ in order to increase their autonomy to pursue their own developmental goals. Brazilian technical cooperation prioritises knowledge transfer, through technical assistance, skills transfer and capacity building. Nevertheless, it also highlights the importance of adaptation processes, by recognising local experiences and adapting the Brazilian experiences to other local institutional, economic and cultural settings.

Brazilian official resources for development cooperation increased progressively between 2005 and 2012. Despite a downward trend since 2013, as a result of economic austerity and political instability, Brazil development cooperation currently mobilizes more than 120 implementing agencies, including national ministries and public companies, subnational

⁴ BOBIASH, D. (1992) *South-South Aid: how developing countries help each other*. St. Martin’s Press, New York.

⁵ UN (2019). Resolution A/Conf.235/3 <https://undocs.org/en/A/73/L.80>

⁶ UNOSSC (2019) website <https://www.unsouthsouth.org/about/about-sstc/> Last accessed 29 January 2019

⁷ COSTA LEITE, I.; SUYAMA, B.; TRAJBER WAISBICH, L. and POMEROY, M. with CONSTANTINE, J.; NAVAS-ALLEMÁN, L.; SHANKLAND, A. and YOUNIS, M. (2014) *Brazil’s Engagement in International Development Cooperation: The State of the Debate*, IDS Evidence Report 59, Brighton: IDS

governments, universities, and non-governmental organizations⁸. As part of the Ministry of Foreign Affairs of Brazil (MRE), the Brazilian Cooperation Agency (ABC) is the entity legally responsible for coordinating Brazilian technical cooperation (both received and provided). Moreover, ABC is responsible for negotiating, coordinating, implementing and monitoring Brazilian technical cooperation programmes, with bilateral, regional and multilateral partners⁹.

Brazil does not see itself as a “donor”, which would imply incorporating the asymmetries embedded in the traditional field of official development assistance, preferring to refer to itself as a partner in/for development. As a partner, Brazilian cooperation aims to foster *horizontality* in the way it is operationalized, through joint negotiation, design and planning. Also, by respecting the *demand-driven* principle and by avoiding a donor-driven agenda, Brazil aims to promote more horizontal forms of cooperation. *Solidarity and non-interference in partners’ domestic affairs* are also a guiding principle of Brazilian SSC, leading to practices of *non-conditionality*. *Mutual benefits* are expected from the engagement in international cooperation, either as learning from other countries, or as economic benefits in the medium and long-term, as consequences of closer ties.

To bolster its bilateral efforts, the GoB has been increasingly engaging in Trilateral South-South Cooperation (TSSC) to scale-up and improve the impact of its SSC initiatives, through partnering with traditional donors, such as International Organizations and developed countries. Brazilian cooperation emphasizes the terminology “trilateral cooperation” rather than the more widely used “triangular cooperation”, since it implies horizontal partnerships among equals where, despite the different roles to play, partners operate on a consensual basis at every stage of the project negotiation and throughout implementation with shared governance responsibilities and pooling technical, human and financial resources¹⁰. TSSC has been gaining prominence in the Brazilian SSC agenda: funding through trilateral cooperation with international organizations increased significantly, from US\$2.7 million in 2010, to US\$16.9 million in 2014.¹¹ This trend is aligned with outcomes set by the United Nations

⁸ IPEA, ABC (2018). *Cooperação Brasileira para o Desenvolvimento Internacional: 2014-2016*.

IPEA, ABC (2016) *Cooperação Brasileira para o Desenvolvimento Internacional: 2010-2013*.

IPEA, ABC (2013) *Cooperação Brasileira para o Desenvolvimento Internacional: 2010*.

IPEA, ABC. (2011) *Cooperação Brasileira para o Desenvolvimento Internacional: 2005-2009*.

⁹ See: CÂMARA DOS DEPUTADOS (2012). *Nota Técnica n.27/12. Consultoria de Orçamento e Fiscalização Financeira, Núcleo de Integração Nacional e Meio Ambiente, dec.* For more information on Brazilian SSC institutional and legal framework see: COSTA LEITE, I.; SUYAMA, B.; TRAJBER WAISBICH, L. and POMEROY, M. with CONSTANTINE, J.; NAVAS-ALLEMÁN, L.; SHANKLAND, A. and YOUNIS, M. (2014) *Brazil's Engagement in International Development Cooperation: The State of the Debate*, IDS Evidence Report 59, Brighton: IDS

¹⁰ To harmonize concepts and practices around TSSC, ABC has published the “General guidelines for the design, coordination and management of trilateral technical cooperation initiatives”. The document presents the Brazilian government’s vision based on its lessons learned and provides practical instructions to the different partners involved in such type of cooperation. It emphasizes the main TSSC features, such as its horizontal and participative approach; the importance of understanding the local context to ensure sustainable tailoring of the Brazilian knowledge and experience; the commitment and direct, effective and meaningful involvement of Brazilian institutions; its focus on capacity development and mutual learning and technical complementarity. It also presents the mandatory legal framework to support TSSC initiatives. Besides the Basic Agreement on Technical Assistance between Brazil and the United Nations (1964), a technical cooperation agreement between Brazil and the organization as well as between the requesting country and the international organization are required. Finally, the “Guidelines” present governance and operational arrangements to ensure horizontality and ownership, as well as clarifying the financial and technical aspects of TSSC. See: AGÊNCIA BRASILEIRA DE COOPERAÇÃO. (2019). *General Guidelines for the Design, Coordination and Management of Trilateral Technical Cooperation Initiatives*. Brasília: ABC/Ministry of Foreign Affairs.

¹¹ SUYAMA, B; WAISBICH, L; and I. LEITE (2016) *Brazil as a development partner under Lula and Dilma: Shifts and continuities*. In Shankland, A; Chenoy, A; and J. Gu (Org) *The BRICS and International Development*. London: Palgrave

Development Assistance Framework (2012-2015)¹², which aimed to support the expansion of the Brazilian SSC agenda.

The current United Nations Sustainable Development Partnership Framework (2017-2021) highlights Brazil's new demands in relation to international cooperation. First, it recognises the contribution of international cooperation to the reduction of inequalities, both within Brazil and between countries. It sets out, as an expected contribution from the United Nations System, the search for solutions to the country's internal inequities, as well as the identification of good practices that can be shared and redesigned to collaborate in solving similar challenges in other developing countries. Second, it recognises the need to expand the nature of the partners involved, in order to move away from cooperation focused mainly on the Federal Government, and extend it to states and municipalities, as well as to other relevant actors in the country's development, such as the private sector, civil society and academia. Finally, it defines the promotion of gender and racial equality as guiding principles for these efforts¹³.

UNICEF's engagement in South-South Cooperation

UNICEF is increasingly engaging in SSC, bringing the focus on children to the development cooperation initiatives in the global South. The UNICEF approach to SSC is a crosscutting strategy that contributes to accelerate progress towards achieving sustainable development for the most disadvantaged children and young people. UNICEF adopts the expression 'South-South and Horizontal Cooperation' (SSC/HC), aiming at the "promotion of cooperation, the sharing of lessons learned and good practices, and the fostering of innovation and partnerships between two or more countries and across regions, involving Governments, Parliamentarians, civil society, private sector partners, the academia, and young people's organizations".¹⁴

UNICEF sets the fundamentals to its engagement in SSC/HC as follows: the Framework of operational guidelines on UN support to South-South and triangular cooperation (SSC/19/3); the UN Quadrennial Comprehensive Policy Review (QCPR); and the UNICEF Strategic Plan (2018-2021). Moreover, it responds to the recommendations of the UNICEF Executive Board to facilitate Horizontal Cooperation, when engaging with countries transitioning from middle to high-income status.

SSC/HC is one of the change strategies applied by UNICEF to support the implementation of its Strategic Plan, under the hypothesis that "effective exchange of knowledge, know-how and good practices among countries, especially those facing similar challenges or from similar development contexts, and support to the growing aspirations of Governments to become Providers of Technical Assistance (PTA) contribute to enhanced achievement of specific SDG results for children; and to reduced inequalities and improved safeguarding of the rights of vulnerable children"¹⁵. It is expected that UNICEF-supported SSC/HC initiatives lead to national policies informed by improved evidence, know-how and experience; improved national capacity for implementation of child-related programmes, and stronger leadership of governments, especially in the global South, in championing the cause of children.

To support SSC/HC, UNICEF works as a *knowledge curator*, enabling efficient access to relevant examples of policy and practice; as a *broker* of partnerships for knowledge exchange,

¹² UNITED NATIONS (2011) United Nations Development Assistance Framework (2012-2015) Brazil

¹³ UNITED NATIONS (2016) United Nations Sustainable Development Partnership Framework 2017-2021 Brazil.

¹⁴ UNICEF. (2017). *Guidance Note on South-South and Horizontal Cooperation* [Working Draft] Division of Data, Research and Policy, July 2017

¹⁵ Ibidem

as a *convener* of different stakeholders and partners; as a *supporter* of South-South relations; and as an *influencer* seeking to increase the child-focus of development cooperation¹⁶. Those roles are pursued in complementary ways and at different levels, such as the country level, the regional level and at the headquarters level¹⁷.

Within UNICEF, the most common modalities used for SSC/HC are study tours and international conferences often within a region. In addition, SSC/HC activities such as capacity development workshops and virtual knowledge exchanges are also mentioned. The initiative thematic areas vary by region. Overall, the most commonly reported areas for SSC/HC are child protection, social protection, health, and education. The adoption of SSC/HC, in many cases, was relatively recent and many of the activities, in particular study tours and conferences, are still very exploratory. However, there is a clear intention to build more formal agreements and long-term partnerships from these study tours and conferences, which should be tracked over time to better inform the results/achievements reached through SSC/HC partnerships.¹⁸

UNICEF BRAZIL COUNTRY OFFICE AND SOUTH-SOUTH COOPERATION

UNICEF BCO has been a pioneer of TSSC within UNICEF. It experienced an increase in demands from developing countries that wished to learn about Brazilian experiences and its development trajectory. In coordination with the ABC, UNICEF BCO positively responded to this by engaging in a constantly growing partnership with several key Brazilian governmental agencies. It has not only moved forward on structuring the technical cooperation Programme under evaluation, but it has also promoted international advocacy activities, sharing the Brazilian experiences abroad or/and supporting Brazil's government participation in regional/global events. UNICEF BCO have also engaged strategically in Humanitarian Cooperation in partnership with the former General Coordination of International Actions against Hunger (CG-Fome)/MRE. Finally, prior to the establishment of the TSSC Programme, UNICEF BCO carried out a flagship TSSC initiative called Laços Sul-Sul, in partnership with the Brazilian Ministry of Health¹⁹.

¹⁶ Ibidem

¹⁷ At country level, where the government is a Provider of Technical Assistance, the responsibility is to assist the Government in identifying its comparative advantages. This involves identifying, documenting, validating and sharing good practices that successfully address child- and women's rights issues, with focus on equity and in line with international standards. In country offices, where the government is a Recipient of Technical Assistance, the responsibility is to promote the use of the SSC/HC modality in accessing the relevant knowledge and expertise needed in the country, encouraging the use of available institutional, technical and human resources from other countries where there are comparative advantages. At the regional level, UNICEF Regional Offices (ROs) are expected to identify and validate good practices proposed by COs, provide guidance and support to COs as needed, assess regional trends and needs emerging from regional institutions and inter-governmental bodies; facilitate match-making and knowledge-exchange, integrate relevant SSC/HC principles in regional meetings and facilitate SSC/HC in the region, including the addressing of region-specific children's rights and well-being issues. Headquarters, in turn, are responsible for providing a framework and guidance for overall UNICEF's engagement in SSC/HC; facilitating matchmaking of demand and supply in support of knowledge sharing across regions; setting institutional mechanisms for validating good and promising practices in place, leading the development of tools and cooperation agreements; leading strategic global initiatives promoting SSC/HC in support of UNICEF programme priorities; monitoring and reporting on results of UNICEF's contributions to SSC/HC, representing UNICEF in global UN Inter-Agency networks on SSC and triangular cooperation, and identifying opportunities for inter-agency collaboration on children's rights to improve synergy of UN agencies contributions and increase the support for the SDGs for children.

¹⁸ UNICEF. (2016). Report on South-South and Triangular Cooperation of UNICEF: Based on Country Office Annual Reports 2016. Division of Data, Research and Policy, 16 March 2016.

¹⁹ The LSS was launched in 2004. For further information, please refer to the 2016 publication on this initiative, accessible at: <https://www.unicef.org/brazil/relatorios/rede-lacos-sul-sul>

In 2011, SSC was included in the UNICEF Brazil Country Programme Document (CPD) for the period 2012-2016 as a specific result area, and throughout this period the Office had a South-South Cooperation Unit that responded directly to the UNICEF Representative in Brazil, with exclusive and specialized staff. Aligned with the current UN Partnership Framework for Brazil, in the current CPD (2017-2021) SSC has been conceived as a crosscutting strategy that should support other CPD thematic results. The change in the last CPD was also followed by a structural change in BCO, which led to the merge of SSC with two other areas, resulting in the creation of the Social Policy, Monitoring & Evaluation and South-South Cooperation Unit.

2.2. THE PROGRAMME INSTITUTIONAL AND CONCEPTUAL FRAMEWORK

Against this backdrop, in 2011 the GoB and UNICEF formally agreed on a Global Memorandum of Understanding (MoU) with the overarching objective of promoting the equity agenda for children, adolescents and women through TSSC. The MoU served as a starting point for the *Brazil-UNICEF TSSC Programme*. Following the 2011 MoU, UNICEF BCO signed a Cooperation Agreement with the ABC in 2013, followed by two amendments in 2016 and 2017, which together have set out the terms, objectives and financing for the Programme. A third amendment was signed on May 2019, aiming to extend the cooperation agreement through December 2020.

The Programme builds upon UNICEF and GoB comparative advantages, priorities, principles and practices of SSC and seeks to disseminate good practices and lessons learned, with the aim to adapt these to the context and needs of developing countries through a process of mutual learning and knowledge exchange. The Programme emphasizes the importance of horizontal cooperation, which means joint implementation and coordination of activities. Thus, all partners are expected to play a direct and active role in all stages of the process.

The 2011 MoU sets up as an objective the development of an inventory of good practices based on global norms and standards, which may be the subject of cooperation, as well as the development and maintenance of a quality-assured database of national institutions, which could provide technical expertise related to (i) analytical capacities to monitor the situation of children, adolescents and women; (ii) knowledge and data on the areas and drivers of inequity; (iii) legal and judicial aspects to the Convention on the Rights of the Child (CRC); (iv) institutional strengthening and capacity-building of human-resources; (v) communication, awareness raising and mobilisation; (vi) development of programmes to support activities related to the equitable advancement of children's, adolescents' and women's rights²⁰.

It also lays out the six types of activities to be developed under the Programme: (i) systematisation and dissemination of validated good practices (both within Brazil and internationally), evaluation of public policies and their capacity to reach the most disadvantaged, promotion of behaviour and social change through evidence-based advocacy for inclusive pro-child, gender and race-sensitive policies, communication to improve quality reporting on the situation of the most vulnerable children; (ii) development of relevant studies; (iii) advisory actions aimed at the design and mobilisation strategies and institutional strengthening; (iv) training of public managers and representatives from organisations in Brazil or in countries involved in the initiative; (v) study tours (either in Brazil or in-country) to

²⁰ UNICEF and BRAZIL. (2011). Memorandum of Understanding between the United Nation Children's Fund and the Government of the Federative Republic of Brazil for the Implementation of South-South Cooperation of Children Development and Equity.

respond to demands for cooperation from developing countries; (vi) advisory actions for developing, implementing, monitoring and evaluating programmes²¹.

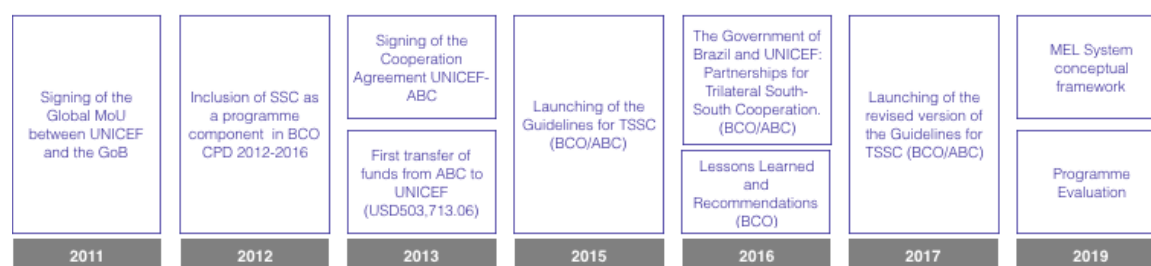
ABC acts as the coordinator and is responsible for negotiating and monitoring the programme signed and implemented with UNICEF. UNICEF, on the other hand, facilitates horizontal exchanges by connecting supply and demand for knowledge, expertise, and development innovation between Brazil and other developing countries in the major areas of the UNICEF mandate. UNICEF provides technical and operational support to TSSC arrangements, including by mobilising partners and resources.

Upon receiving a demand, ABC assesses the availability of Brazilian experiences in the sector of interest, as well as other SSC initiatives between Brazil and the requesting country in the area of interest, in order to avoid duplicity. In turn, UNICEF BCO liaises with UNICEF CO in the requesting country in order to consider the alignment of the request to the Country Programme Action Plan agreed between UNICEF and national authorities, in addition to other national efforts related to the CRC and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).²²

In 2015, the Guidelines for the Trilateral South-South Cooperation Initiatives drafted by the ABC and BCO were first launched to provide step-by-step guidance and tools for the identification and joint formulation of TSSC initiatives with UNICEF and Brazil²³. These guidelines were revised in 2017 in order to better place the TSSC Programme within the new global development context of the SDGs.

In 2015-2016 an assessment of the Programme was carried out by UNICEF BCO to take stock on progress and to draw out lessons learned from the experiences of cooperation developed under the Brazil-UNICEF TSSC Programme²⁴. A publication was also developed throughout the same time period as to give visibility to the Programme and its key results so far.²⁵ One of the key recommendations coming out of the assessment was to develop a Monitoring, Evaluation and Learning (MEL) system, aiming to allow for a more systematic recording and sharing of progress results, challenges and lessons, which in turn would help evaluating, systematising and communicating the outcomes and improving programme quality over time. A conceptual framework for the MEL system was developed in 2019 and is expected to be in place by 2020. Figure 2 represents the timeline of the Programme in terms of institutional developments.

Figure 2 Institutional development of the TSSC Programme



Source: Own elaboration

²¹ ibidem

²² ABC and UNICEF (2017) Guidelines for Trilateral South-South Cooperation initiatives. Second Edition.

²³ Available in Portuguese, English, Spanish and French

²⁴ UNICEF (2016). Trilateral South-South Cooperation: Lessons Learned and Recommendations.

²⁵ ABC and UNICEF (2016) The Government of Brazil and UNICEF: Partnerships for Trilateral South-South Cooperation

Funding

The Cooperation Agreement from 2013 sets out a total of R\$1,568,000.00 (USD 503,713.06) contribution from the Brazilian government to be managed by UNICEF to fund joint Programme activities. Those funds are meant to fund study tours (either isolated or under the scope of a project), and to serve as a trigger for mobilising additional resources, in a ‘seed-money’ approach; whereas operational costs, including UNICEF BCO and ABC dedicated to the Programme are covered through UNICEF core-budget and ABC budget, respectively.

Additional funding was also mobilised within UNICEF, either through UNICEF COs, who also contributed to fund Programme activities (study tours mostly), and through set-aside funds provided by UNICEF Headquarters to support TSSC. Regarding the latter, UNICEF BCO coordinated request efforts with UNICEF COs in Armenia, Algeria and Jamaica to present proposals that could reinforce exchanges between Brazil and those countries. Finally, in Ethiopia a TSSC pilot project is funded mainly by UNICEF Ethiopia, within the scope of the UNICEF ECO partnership with the Ethiopian government on the One Wash-Plus Programme, which also counts on support from the United Kingdom Department for International Development (DFID).

Table 1 below summarizes the funds that were exclusively or partially dedicated to support Programme activities. More detailed analysis of the resources leveraged and cost-effectiveness can be found under section 4 (Main Findings).

Table 1 Funds exclusively or partially allocated to support the Programme

Funding Source	Value	Observation
ABC funds transferred to UNICEF (exclusively)	USD 503,713.06	Exclusively meant to fund Programme activities.
UNICEF COs contribution (exclusively)	USD 258.507,08	Amount reported by COs to fund Programme activities for the 2014-2015 biennium (study tours) ²⁶
Set-aside funds for UNICEF BCO (partially)	USD 301.500,00	To fund UNICEF BCO engagement in TSSC initiatives with the GoB, but not exclusively under the scope of the Programme ²⁷
UNICEF BCO staff dedicated to TSSC 2012-2018 (partially)	USD 1,702,477.00	Information provided by BCO based on the dedication of their staff along the period mentioned
Set-aside funds for UNICEF Armenia CO (partially)	USD 250.000,00	To strengthen the TSSC between the Government of Armenia and Brazil and to support the pilot in the Syunik region ²⁸
Set-aside funds for	USD 300.000,00	To support the establishment of a regional hub for

²⁶ This figure refers to funds spent in terms of Programme implementation and does not cover staff-related costs of the respective country offices. The total amount reported was USD 432,439.93. Nevertheless this figure includes USD 62,846.74 from UNICEF Armenia CO and USD 62,379.57 from UNICEF Jamaica CO, which are duplicated with the set-aside funds mentioned before. See UNICEF (2016). Trilateral South-South Cooperation: Lessons Learned and Recommendations.

²⁷ UNICEF (2013) Allocation and Ceiling Tracker Request Preview, Office: Brazil

²⁸ UNICEF (2013) Allocation and Ceiling Tracker Request Preview, Office: Armenia

Funding Source	Value	Observation
UNICEF Algeria CO (partially)		knowledge exchange on social protection between the Middle East and Northern Africa (MENA) and the Latin American regions and to strengthen TSSC between Algeria and Brazil. ²⁹
Set-aside funds for UNICEF Jamaica CO (Partially)	USD 100.000,00	To collaborate with the Government of Brazil to address challenges related to HIV/AIDS among adolescents. ³⁰
Pilot Project in Ethiopia (partially)	USD 581.198,00	To implement the pilot project “Strengthening the Water Supply and Sewage Services in Ethiopia”

Source: Own elaboration

2.3. THE PROGRAMME THEORY OF CHANGE

A Theory of Change articulates the goals, underlying beliefs, and assumptions guiding the Programme’s strategy, all of which are critical for producing change. It puts forward the expected causal relationships between Programme interventions (inputs and outputs) and desired outcomes, thought of as preconditions for the achievement of long-term goal(s). The outcomes state the hypothesis on how strengthened capacities should contribute in the short, medium and long-term to sustainable impacts for children and the most vulnerable. The Programme did not establish a ToC prior to its launching, or during its implementation. In order to guide this evaluation, and in dialogue with the UNICEF BCO and ABC during the inception phase, the evaluation team proposed the ToC represented in figure 3 and explained below.

Due to the Programme’s multi-country intervention characteristic, its ToC reflects the aggregated and crosscutting outcomes that could apply to all partner countries, as well as its knowledge management component.

Ultimately, the Programme aims to support the enforcement of the rights of children, adolescents and women in partner countries, and contribute to the Sustainable Development Agenda, especially to those goals that are relevant to the UNICEF mandate (1 No poverty; 2 Zero Hunger; 3 Good health and well-being, 4 Quality Education; 5 Gender Equality; 6 Clean water and sanitation; 10 Reduced inequalities; 11 Sustainable cities and communities; 16 Peace, Justice and Strong institutions). The Programme’s contribution to SDG 17 (which aims to enhance international support for implementing effective and targeted capacity-building in developing countries) refers to its own TSSC approach, focused on capacity development to support national plans to implement all other SDGs.

The inputs combine financial, knowledge (on Brazilian Social Policies and on TSSC management) and human resources (from Brazilian implementing agencies³¹) to carry out the Programme’s main activities: the TSSC exchanges, either through individual missions, or under the scope of a project (see box 1 on Programme’s modalities). This also entails

²⁹ UNICEF (2013) Allocation and Ceiling Tracker Request Preview, Office: Algeria

³⁰ UNICEF (2013) Allocation and Ceiling Tracker Request Preview, Office: Jamaica

³¹ As mentioned in Section 2, Brazilian SSC cooperation is carried out by public officers who have first-hand experience in developing and implementing policies through their work in line with ministries, public agencies, municipal governments, etc.

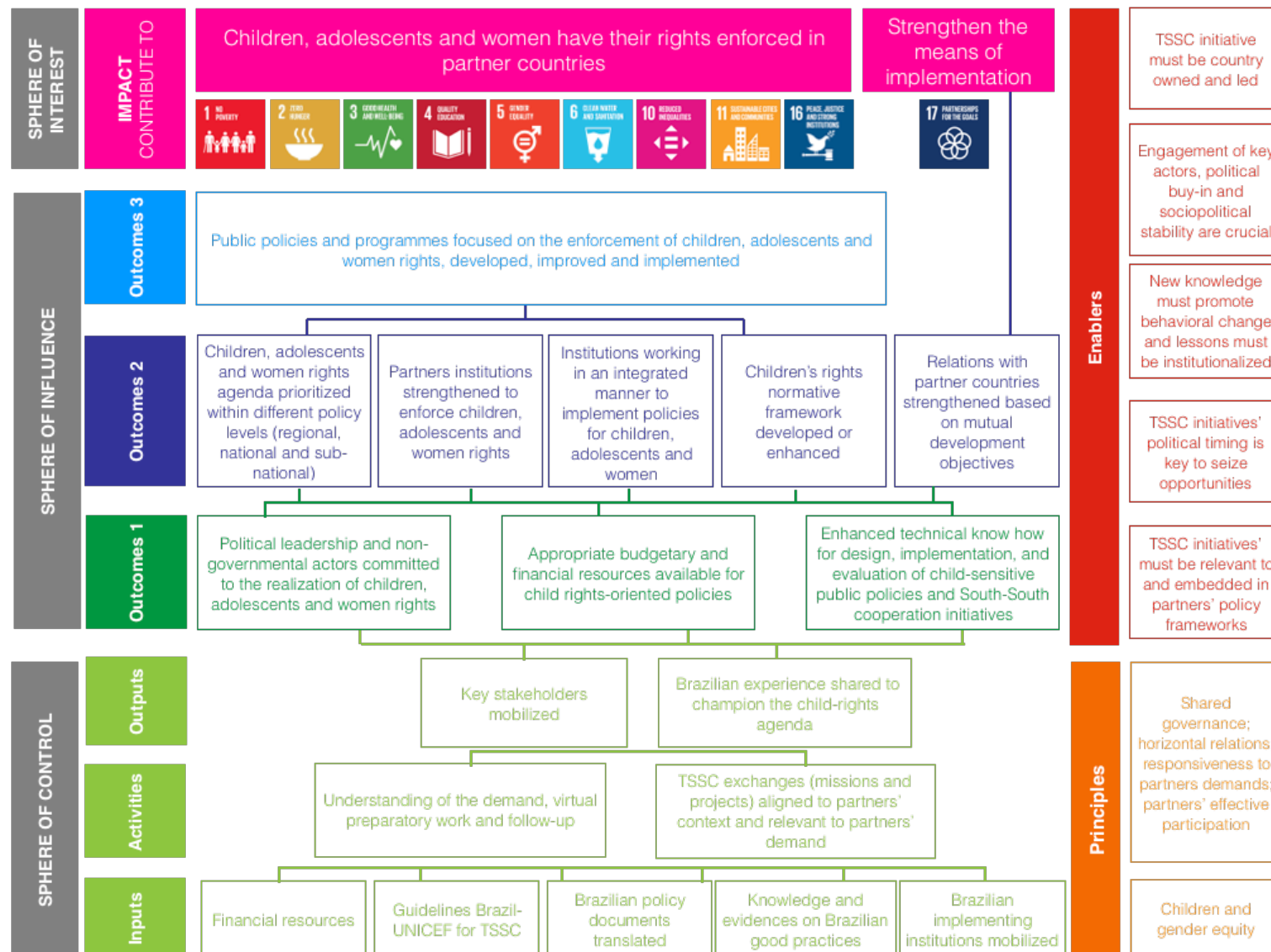
promoting meaningful dialogue to better understand and refine partner countries' demands, as well as preparatory work for the exchanges and, subsequent follow-up actions. The expected outputs of these interconnected activities are: key stakeholders in partner countries mobilized and the Brazilian experience and knowledge shared.

Those outputs aim at enhancing partners' capacities to effectively develop or improve laws and/or policy frameworks and instruments to promote children's rights. Through showcasing the Brazilian experience, the outputs also contribute to champion the child-rights agenda, bolstering political buy-in and commitment to the enforcement of children, adolescents and women's rights, as well as mobilising appropriate budgetary and financial resources to children and adolescent's policies. This enhanced context - technically, politically and financially – aims at ensuring the prioritisation of children, adolescents and women's rights agenda within different policy levels (regional, national and sub-national), the strengthening of partners' institutions, the development and/or enhancement of child rights-oriented normative frameworks, and institutions working in an integrated manner to implement policies. All these outcomes ultimately should lead to more sustainable and enforced public policies frameworks, focused on the rights of children, adolescents and women.

Finally, a complimentary pathway of change is more process-oriented and refers to the importance of increased know-how on TSSC, as to strengthen relations among partners, based on mutual development objectives, as means of implementation of the international development agenda, especially with regards to children's rights.

The underlying principles of the theory refer to TSSC's own nature, as well as to UNICEF's mandate. On the one hand, shared governance, partners' effective participation and horizontal relations are key to ensuring continuous alignment and responsiveness to partners' demands, as well as to fostering partners' autonomy and ownership over the initiative. On the other hand, children's rights and gender equity are crosscutting principles that should guide each path of the theory. Finally, to hold the theory true, a set of enablers of success has been identified: TSSC initiatives must be embedded in partners' policy framework and be country owned and led; high-level political engagement is crucial, lessons must be institutionalised, and political timing is key to seize opportunities.

Figure 3 The TSSC Programme Theory of change



Source: Own elaboration

Box 1 Programme modalities³²

The Programme relies on two key modalities: study tours and projects. Knowledge management is a crosscutting and supporting strategy for the South-South exchanges, through which the Programme can build on lessons learned and highlight good practices of TSSC and of Brazilian policies.

The **study tours** serve to inspire policy development and strategies to overcome development challenges, as well as to boost programme design and implementation. They are comprised of policy-makers, experts, officials and other representatives of governmental and non-governmental organisations, from partner countries, who visit Brazil to engage in policy dialogue and to share lessons and practices in loco with Brazilian counterparts during approximately one week. They aim to allow participants to exchange knowledge and develop their skills around priority areas, so as to enable them to readily adapt and apply these newly developed capacities in their countries upon their return. They should build upon carefully chosen knowledge and communication methodologies, taking into account the knowledge gaps, learning needs and cultural specificities of participants; relevant training and exchange material, tailored specifically to each TSSC partnership.

The **TSSC projects** aim to promote a longer-term process of capacity development in partner countries (usually one year or more), to formulate and implement policies in priority areas aiming at advancing the rights of children and women. They aim to strengthen partner institutions and technical capacities. The project document then becomes the technical, operational and managerial frame of reference to the TSSC partnership. Collaboration in this modality should be aimed at developing self-sustainable policy, institutional, organizational and networking capacities. The projects unfold through courses, seminars, training and workshops; multi-stakeholder partnership building; development and application of methodologies, technical expertise, strategies and approaches to improve policy processes; (re)designing organisational structures and processes, management methods and administrative tools; technical studies and analyses; guides, manuals, booklets and other technical, knowledge sharing and learning material; provision, procurement and transfer of equipment.

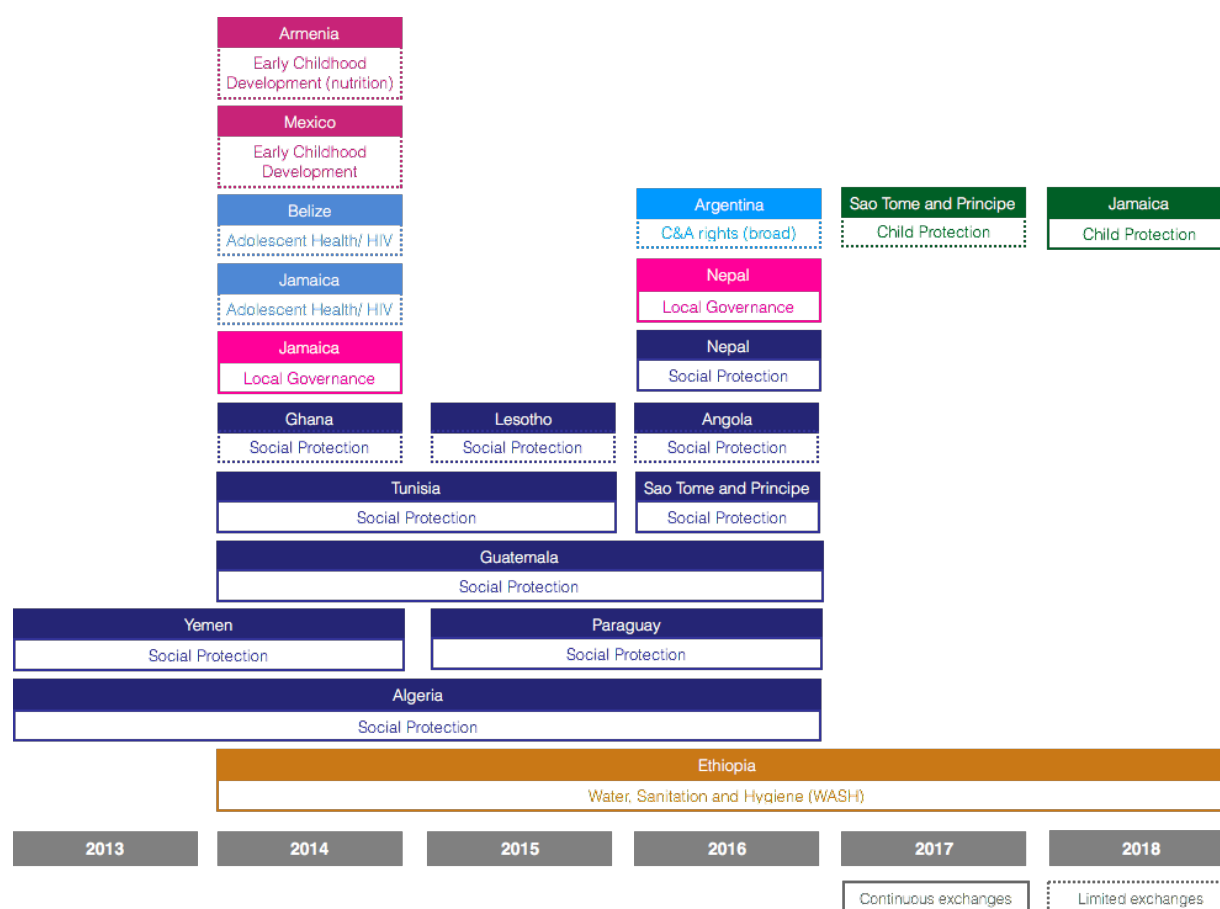
To support its main implementation modalities, the Programme also promoted other kinds of activities, such as videoconferences, e-mail exchanges, translation of policy documents and mutual sharing of other key-documents. Moreover, among the final stages planned for both modalities, the Programme envisaged the communication of lessons learned, aiming at collecting and analysing the main lessons learned and disseminating good practices.

2.4. PROGRAMME ACTIVITIES BETWEEN 2013 and 2018

The Programme has engaged with **16 countries**, responding to **20 different demands**, and promoting a total of **42 study tours**. The partnerships under the Brazil-UNICEF TSSC Programme are presented in figure 4, which details the thematic area approached with each partner country, as well as providing information on whether they were under a more continuous or limited exchange framework.

³² ABC and UNICEF (2017) Guidelines for Trilateral South-South Cooperation initiatives. Second Edition

Figure 4 Partner countries and thematic areas 2013-2018



Source: Own elaboration

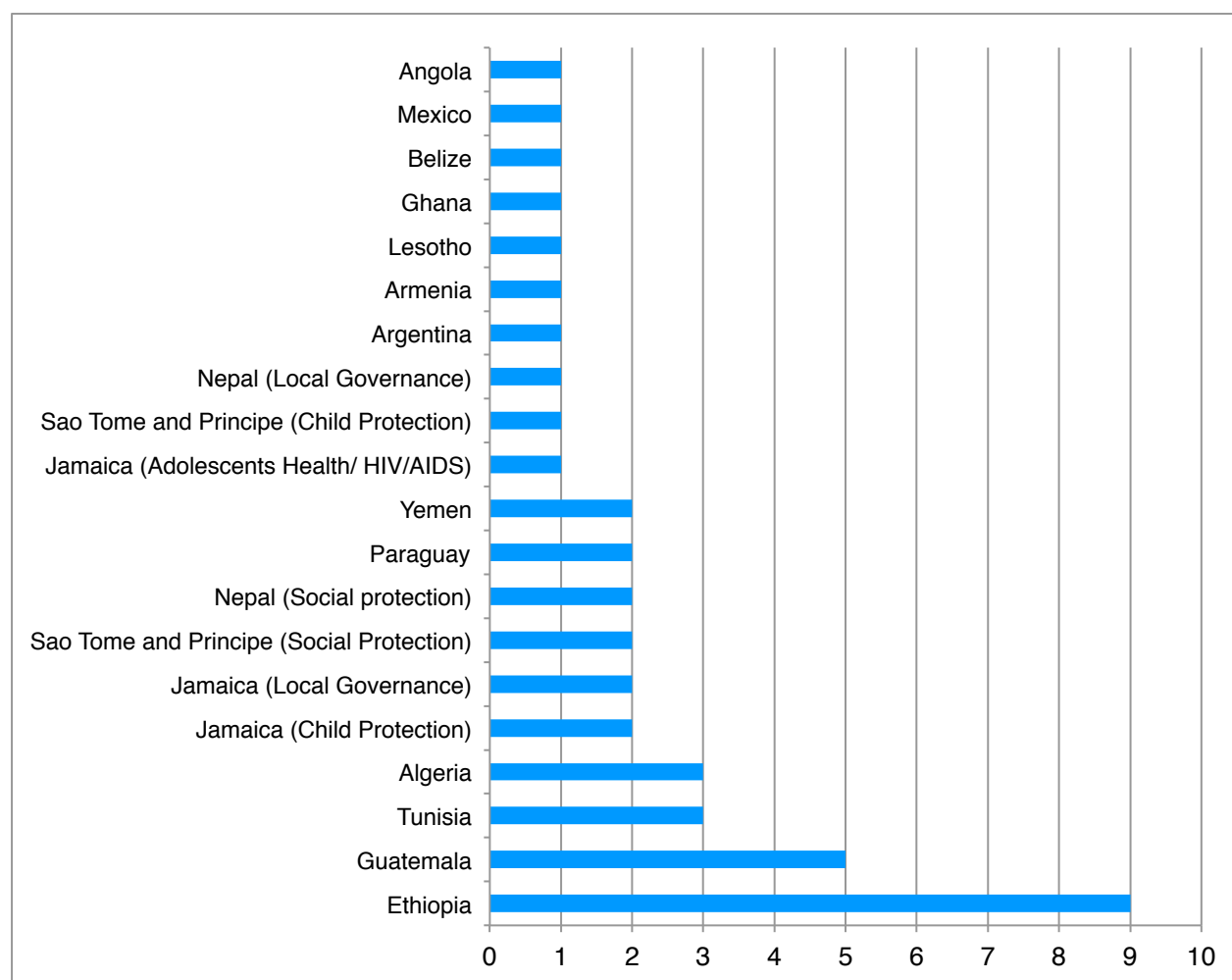
As shown in the figure, the Programme has covered a rather wide spectrum of thematic areas, though Social Protection is by far the most demanded area of cooperation, representing more than 50% of the demands taken into consideration (10 out of 20). It also shows a peak of activities implementation between 2014 and 2016 (32 activities out of the 42 implemented during the whole period assessed).

It is worth mentioning that in some cases, different streams of cooperation with the same country coexisted, since they respond to demands in diverse areas, such as in the case of Jamaica, Nepal, and Sao Tome and Principe. While in others, even under a single thematic area, the programme support has taken different forms, and reached a diversified level of support. For instance, Ethiopia is the only partnership implemented under a project document³³, and a total of 9 study tours (focused on technical exchange) were undertaken to carry out a pilot sewage system in Wukro (Tigray Region), as well as to strengthen the country's regulatory framework to provide basic urban sanitation services. In addition to this single comprehensive project, other partnerships also reached a more continuous character (beyond a single study tour) - although still presenting different levels of support from the Programme - such as the case of Algeria, Guatemala, Yemen, Paraguay, Tunisia, Sao Tome and Principe (on the Social Protection stream); Jamaica (on Local Governance and Child

³³ Other three project documents were under negotiation during this evaluation, but were not considered as such, since they had not been signed: Jamaica (Child Protection/ Juvenile Justice); Sao Tome and Principe (Child Protection) and Angola (Wash).

Protection), and Nepal (on Local Governance and Social Protection). Finally, half of the demands (10) responded to by the Programme unfolded as one single-off study tour, thus consisting in a limited exchange. Partnerships also presented very different patterns regarding their lifespan. In some cases, partnerships went through some years of inactivity and were later resumed. In other cases, partnerships had a steadier pace of activities. Figure 5 brings a more detailed picture on the number of study tours promoted under each partnership, considering the existence of different streams of cooperation within the same country. A complete list of the activities carried out by the Programme in each country can be found in Annex 1.

Figure 5 Number of activities by partner country



Source: Own elaboration

3. EVALUATION OBJECTIVES AND METHODOLOGY

The evaluation process and results are meant to be both summative and formative. In that sense, the evaluation focused not only on capturing results and achievements, both intended and unintended, stemming from the Brazil-UNICEF TSSC Programme, but also on explaining how these occurred, reflecting upon the Programme's contribution to the resultant changes, as well as the main challenges and bottlenecks faced by the Programme in order to bolster a further level of changes. The evaluation assessed the engagement of the Programme within the 16 partner countries, as well as at the national level in Brazil, with Brazilian implementing agencies and within UNICEF globally, particularly its contribution to the global UNICEF SSC strategy. The evaluation covered the implementation period from 2013, when ABC transferred the funds to UNICEF for programme implementation, up to and including December 2018.

The evaluation looked to provide answers to the following questions:

1. How relevant is the work of the Brazil UNICEF TSSC Programme?
2. How effective was the Brazil-UNICEF TSSC Programme in supporting countries to strengthen their capacities in order to achieve positive results for women and children, with a focus on girls and vulnerable populations?
3. What is the likelihood of sustaining the positive results over time?
4. To what extent has the management of the Programme ensured timelines, quality of outputs and an efficient utilization of resources aiming at achieving its objectives?

In order to answer these questions, the evaluation team developed a methodological approach based upon three intertwined assumptions regarding the Programme's nature, namely: the TSSC principles, which underpin its strategies; the characteristics of its capacity development support work; and the perspective of Equity for Children and Gender Equality. Table 2 summarises the main implications of these key assumptions.

Table 2 Evaluation assumptions and main implications

Assumption	Implications
Trilateral South-South Cooperation principles	The evaluation looked to identify and systematise the application and effects of TSSC principles as 'enablers' of quality and effectiveness, as well as to understand how this particular TSSC Programme unfolded. The TSSC principles informed the evaluation in a crosscutting manner and were operationalised through different indicators in the Evaluation Matrix.
Capacity development support	The evaluation looked to understand the effect of this TSSC Programme on capacity development at different levels: 1) individual, 2) organisational, and 3) enabling environment. ³⁴ The capacity development nature of the Programme was regarded as a cross cutting lens to inform: (i) the development of a ToC for the Programme and, therefore; (ii) the Evaluation Matrix. Considering this, the rationale of the evaluation dealt with the

³⁴ Based on ABC, 2013. Manual de Gestão da Cooperação Técnica Sul-Sul and UNICEF, N/D. The ABC's Manual also highlights a fourth dimension – social – which is regarded as long-term political, social, economic, financial and material changes. Nevertheless, it pinpoints that learning derived from technical cooperation exchanges occurs mainly in the other three dimensions.

Assumption	Implications
	Programme's contribution to changes in its 'control dimension', which encompass the 'capacity development intervention' (inputs and outputs), and also its influence dimension (capacities developed). Nevertheless, it did not look at the Programme's sphere of interest (impacts on final beneficiary population).
Equity for Children and Gender Equality perspective	The evaluation strategy and instruments were designed in a sensitive manner to gender, children and the most vulnerable groups, who are represented in the Theory of Change and, consequently, in the Evaluation Matrix and data collection protocols. Consequently, the Programme's results are analysed in terms of promoting equality, mainly through looking at gender related issues within the programme activities as well as within partners' policies frameworks and practices that were supported by the Programme.

To respond to these particular characteristics of the Programme, the evaluation strategy was built upon the following complementary methodological approaches:

The Theory of Change lays out the Programme's understanding of development as an endogenous and multifaceted pathway that includes intangible and long-term aspects. A clear understanding of the relations between activities, outputs and outcomes expected in the short, medium and long-term was crucial to define indicators specific enough to measure the Programme's contribution to each level of the pathways of change. Table 3, at the end of this section, brings the Evaluation Matrix, with the four evaluation questions, covering input, output and outcome levels, as well as the judgement criteria and data collection method for each indicator.

The contribution analysis acknowledges that the Programme does not claim the achievement of development impact; The focus is rather on its contributions to capacity development, understood as changes in the behaviour, relationships, and/or actions of organisations with whom the Programme works directly. In that sense, the evaluation did not aim at measuring the outcomes attributed to the Programme, but rather to demonstrate how it contributed to outcomes while taking into consideration other factors that have also influenced such outcomes.

Utilisation-Focused Evaluation Aligned with TSSC principles, and in order to respond to the formative character of this exercise, the evaluation process looked to engage the Programme's main stakeholders. Moreover, results are presented in this report aiming at enhancing partners' capacities to use the evaluation findings and recommendations to inform decisions and improve performance, identify lessons learned and achieve better results.

Results-Based Evaluation following UNICEF evaluation standards that include: relevance of the intervention; effectiveness; efficient use of resources; and sustainability of the intervention's benefits.³⁵

3.1. METHODOLOGY

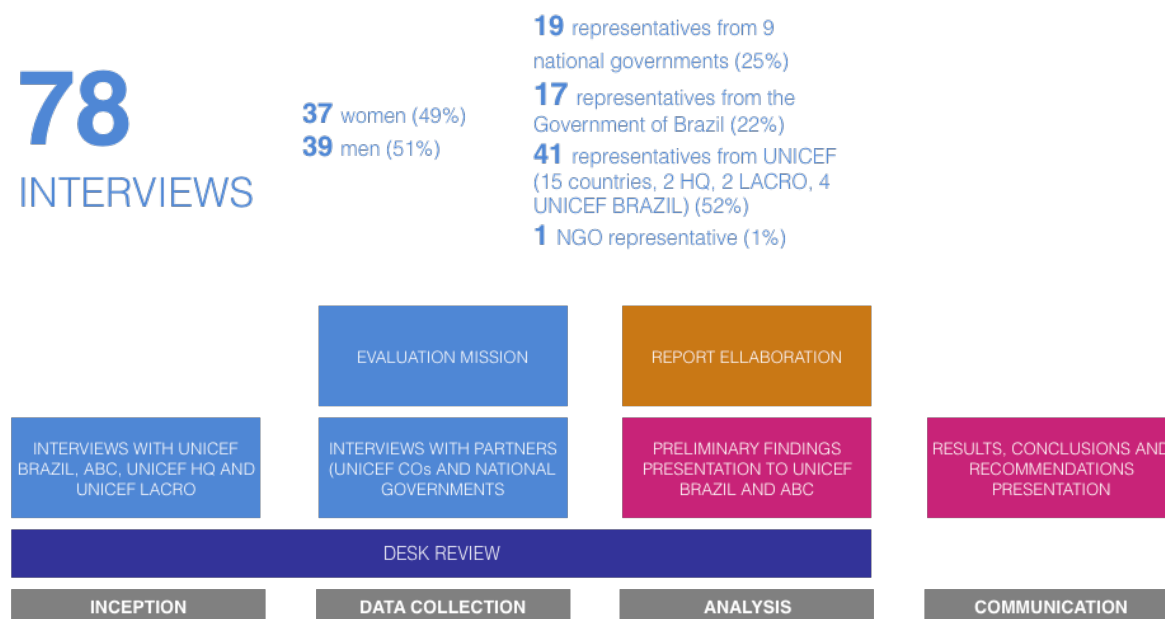
This evaluation exercise is essentially qualitative. This choice reflects the capacity development approach of the Programme, as well as the diversity of partner countries, and the variety of types of engagement they had with the Programme. In order to engage the main

³⁵ UNICEF (2017). *UNICEF-Adapted UNEG Evaluation Reports Standards*.

primary users of this evaluation, namely UNICEF BCO and ABC, the evaluation framework was constructed based on a close dialogue with these two stakeholders.

Data collection was based on two main methods: semi-structured interviews and desk review. Interviews were mainly conducted through remote calls, with stakeholders from the different institutions engaged in the Programme. The team also carried out one evaluation mission to Paraguay, aiming at developing a richer understanding of the activities carried out under the Programme and its contributions³⁶. Figure 6 provides an overall picture of the evaluation process, including the sources of inputs gathered for this evaluation.³⁷

Figure 6 Evaluation process and inputs gathered



Source: Own elaboration

The chosen methods allowed for triangulation of information and evidences. Especially, the high number of stakeholders interviewed was used to tackle the inherent subjectivity of this method, through the triangulation of different stakeholder perceptions. Desk review supported the evaluation to gather more precise information, not only on the activities carried out by the Programme, but also on partners' contexts and their child-sensitive policies relevant to the programme activities. The evaluation mission added important contextual information on

³⁶ Initially, the evaluation methodology envisaged two evaluation missions: one to Jamaica and one to Ethiopia. The criteria to select those countries were: (i) number of activities carried out; (ii) diversity of areas of cooperation, in order to assess a wider spectrum of areas of cooperation under the Programme; (iii) diversity of stakeholders engaged, in order to explore a wider spectrum of institutional arrangements; (iv) different implementation modalities (study tours and PRODOC); (v) geographical diversity; (vi) potential positive results presented in previous assessments and confirmed by UNICEF BCO, and ABC team perception; (vii) availability of informants. Nevertheless, based on initial interviews with all UNICEF COs, the evaluation team proposed Paraguay as an alternative evaluation mission to the Jamaica one, due to (i) availability of UNICEF CO counterparts, and national government counterparts that participated in the Programme's activities; (ii) perception of positive results assessed during interviews. This change was agreed with UNICEF BCO and ABC. Simultaneously, the mission to Ethiopia would provide an assessment of the only project implemented under the Programme. However, UNICEF Ethiopia CO informed at the end of the data collection phase that they would not be able to host the evaluation mission.

³⁷ A complete list of interviewees can be found in Annex 2. The only partnership not assessed was Yemen, due to the ongoing humanitarian crisis at the time of the evaluation. Specific interview guides for each of the profiles mentioned can be found in Annex 3.

developments that are not fully captured through remote interviews. It is also worth mentioning that, although only one evaluation mission was carried out, the evaluation team looked to dedicate additional efforts to those countries with which the Programme established more continuous relations (see Figure 4), through reaching out for a broader number of interviewees and conducting further desk research on partner country contexts.

In order to ensure that key-informants remained anonymous, they were quoted using the following acronyms system: GOV (for partner country representatives); GOV-BRA (for ABC and Brazilian implementing agencies); UNICEF-BRA (for Brazil CO staff); UNICEF (for other CO staff); UNICEF RO (for UNICEF Regional Office staff) and UNICEF-HQ (for UNICEF Headquarters staff).³⁸ The evaluation team opted for not using country examples where findings refer to the Programme relevance, effectiveness and efficiency (questions 1, 2 and 3), since an aggregated view of partners' perceptions was considered to be adequate in providing an accurate assessment of those criteria, without compromising anonymity. The only exception made was in the case of Ethiopia, since it is the only partnership under project implementation, and would stand out for its particularity either way. Conversely, concrete examples of outcomes in partner countries can be found under the Sustainability criterion (question 4), since it refers to concrete outcomes. In this case, no references to interviewees were made. Finally, boxes with the summary of findings and the summary of lessons learned for each evaluation question, as well as with country examples are highlighted throughout this report.

3.2. EVALUATION LIMITATIONS AND MITIGATION STRATEGIES

The evaluation faced important challenges. The main one refers to the availability of stakeholders with first-hand knowledge about the activities carried out, especially from national governments in partner countries. The evaluation team, with the support of UNICEF BCO, UNICEF COs and ABC, employed its best efforts, within the timeframe of this evaluation, to reach out to national counterparts³⁹.

The evaluators managed to interview national government representatives from 9 out of the 15 partner countries consulted for this evaluation (60%). Two complementary factors contributed to this gap. First, an already expected high staff turnover rate in partner countries. Second, in some cases partnerships were not only limited, but also ended years ago, contributing to the challenges in reaching out for the participants of the programme activities. Against this backdrop, the evaluation team managed to reach out to the national government representatives of those partners that had established a more continuous relation with the Programme. Five out of the six national governments not consulted for this evaluation had been involved in one-off study tours. Regarding this type of ad-hoc engagement, which was predominant under the Programme, another six national government representatives were consulted, thus, not compromising the findings regarding this level of engagement. Also, in one case, the interview with the national counterpart counted on the participation of ABC and the Brazilian embassy, compromising impartiality and inserting bias in the stakeholder's

³⁸ Each interviewee is referenced through a particular code composed of three components: Profile of the Stakeholder (GOV or UNICEF), followed by a country code (C + number for partner countries or BRA for Brazilian institutions) and, finally, an individual code.

³⁹ To that end, UNICEF BCO liaised with UNICEF COs asking for their support in providing the contacts for national governments counterparts, while ABC contacted the correspondent Brazilian embassies, which in turn reached out to national governments. In many cases, the evaluation team tried to contact key individuals through multiple means, such as email, Skype, WhatsApp and/or landlines.

responses. The data collected in this interview was used carefully by the evaluation team, with additional triangulation efforts.

Finally, it is worth highlighting that each partnership under the Programme is unique with regards to its objectives and scope, type and number of activities carried out, and stakeholders engaged. Due to the absence of a monitoring system, which would have supported the evaluation with systematized and homogenous information on each partnership, it was not possible to reconstruct – in a detailed manner – a comprehensive history of each partnership, taking into account the richness of the policy processes supported by the Programme. The information gathered by the Programme on these exchanges did not reach the level of granularity needed to assess possible effects of the exchanges with Brazil. In order to mitigate this gap, the evaluation team built a comprehensive table with all activities carried out by the Programme, which can be found in Annex 1, consolidating all the information available in the documents provided and gathered during the evaluation process regarding the scope and focus of the original demand as well as the activities carried out.

3.3. ETHICAL CONSIDERATIONS

The evaluation team followed the principles, norms and standards laid out by the United Nations Evaluation Group⁴⁰ and by UNICEF⁴¹. The evaluation process aimed at ensuring:

Utility: in order to ensure that the evaluation process and its products are relevant to the stakeholder, the evaluation team looked to ensure UNICEF BCO and ABC participation, ensuring consultations throughout the evaluation process to enable ownership. This was mainly done through the feedback on deliverables, as well as through conference calls to help deepening the evaluation team's understanding of the activities carried out and to inform the elaboration of recommendations. Additionally, preliminary evaluation findings were presented to BCO, LACRO and ABC, followed by joint discussions and feedback. On this occasion, the evaluation team also invited the participants to discuss avenues for future work.

Integrity, independence, impartiality and transparency: with the aim to provide transparency and systematised feedback during the evaluation process, the evaluation team provided systematised and written justifications for acceptance or rejection of all comments made on each deliverable. The evaluation team conducted its work impartially, with free access to information on the evaluation subject, and no conflict of interest was identified prior or during the evaluation process. At all stages, the evaluation team ensured objectivity, professional integrity, and absence of bias. All findings were triangulated. The evaluation team also recommends that this final report should be publicly accessible.

Privacy, confidentiality and respect of rights: The stakeholders consulted were duly informed about the purpose of the evaluation, its commissioners, the criteria applied, and the intended use of the findings. Participation in this evaluation was completely voluntary, and all stakeholders consulted were informed that they could withdraw their consent to participating at any time during the process. Records and notes of the interviews were used and consulted exclusively by the independent evaluation team and were not shared with the evaluation commissioners. Stakeholders' contribution was anonymised, and individuals were identified in the transcripts using codes rather than names. The consent forms signed by participants can

⁴⁰ UNEG (2016). Norms and Standards for Evaluation; UNEG (2008) UNEG Ethical Guidelines for Evaluation.; UNEG (2011) Integrating Human Rights and Gender Equality in Evaluation --Towards UNEG Guidance.

⁴¹ UNICEF (2017). UNICEF-Adapted UNEG Evaluation Reports Standards; UNICEF (2011). UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis.

be found in Annex 5 (attached as a separate file).

Fair representation and avoidance of harm: The evaluation team ensured that the evaluation questions were responsive to the sensitivities of participants. The intention was for this evaluation to be a learning exercise, and all activities were conducted bearing this in mind.

Respect for dignity and diversity and right to self-determination: The evaluation team committed to respecting the diversity of stakeholders involved in this evaluation process, taking into consideration the beliefs, manners and customs of their social and cultural environment; human rights and gender equality. The evaluation team respected the rights of institutions and individuals to provide information in confidence, ensuring that sensitive data is protected and cannot be traced to its source.

Credibility: To ensure credibility, the evaluation team guaranteed independence, impartiality, a rigorous methodology, a transparent evaluation process, engagement of relevant stakeholders, and a robust quality assurance system. All evaluation questions were answered through triangulation of qualitative data from multiple sources. The evaluation was peer reviewed by researchers from Articulação Sul.

Compliance with codes for vulnerable groups: No interviews were conducted with indirect beneficiaries or children.

Table 3. Evaluation Matrix

Indicators	Judgment Criteria	Data Sources
1. How relevant is the work of the Brazil UNICEF TSSC Programme?		
Programme's alignment with partners' priorities, contexts and needs	The Programme is aligned to the implementation of partner countries' policy frameworks; Brazil's national priorities and foreign policy goals; UNICEF Brazil's Country Programme and UNICEF's global strategy on SSC. There is a common understanding amongst stakeholders about the expected and actual links between programme results and the selected national priorities	Interviews with partners, UNICEF HQ, UNICEF BCO, Brazilian implementing partners, Brazilian embassies, ABC Desk review
Level of child- and gender responsiveness	The Programme took into consideration the needs of children, in particular girls and the most vulnerable, when planning and implementing interventions. The policies supported by the Programme take into consideration the needs of children, in particular girls and the most vulnerable	Interviews with partners, UNICEF COs, UNICEF BCO, ABC, Brazilian implementing partners Desk review
Adequacy of the programme design	The design of the Programme has been able to adequately address partners' needs and demands	Interviews with partners, UNICEF COs, UNICEF BCO, ABC, Brazilian implementing partners
2. How effective was the Brazil-UNICEF TSSC Programme in supporting countries to strengthen their capacities in order to achieve positive results for women and children, with focus on girls and vulnerable populations?		
# and adequacy of knowledge produced and/or disseminated	The knowledge produced and/or disseminated met partners' needs and gaps and supported domestic processes	Interviews with partners and UNICEF COs Desk review
Adequacy of South-South exchanges' contents	The content of TSSC exchanges was responsive to partners' needs and were identified in reliable assessments. The content of TSSC exchanges supported the adaptation of the knowledge shared to partners' contexts	Interviews with partners, UNICEF COs, UNICEF BCO, ABC, Brazilian implementing partners Desk review
Level of awareness and prioritization of children, adolescents and women rights agenda	The Programme contributed to raise awareness regarding child-sensitive policies, contributing to strengthen national processes. Rights of children, adolescents and women were prioritized within different policy levels (regional, national and sub-national)	Interviews with partners, UNICEF COs Desk review
Level of stakeholder mobilization	The Programme's activities are reaching those stakeholders that can multiply knowledge acquired in TSSC exchanges, raise domestic awareness and/or mobilize partners. The Programme is reaching Brazilian implementing institutions that can contribute with qualified and adequate know-how	Interviews with partners, UNICEF COs, UNICEF BCO, ABC, Brazilian implementing partners

Indicators	Judgment Criteria	Data Sources
Level of participants' technical know-how for design, implementation, and evaluation of child-sensitive policies, programmes and infrastructure	Participants knowledge and skills increased and there are evidences of the knowledge acquired being adapted to bolster the design, implementation, and evaluation of child-sensitive policies, programmes and infrastructure	Interviews with partners, UNICEF COs, implementing partners
Level of commitment of relevant stakeholders to child-sensitive policies	The Programme contributed to stakeholders' increased disposition to act, due to changes in their understanding and attitude towards child-sensitive policies, programmes and infrastructure. The programme contributed to the engagement of high-level actors and the mobilization of technical support. The programme contributed to new or stronger political commitment towards supported policies/ programmes	Interviews with partners, UNICEF COs. Desk review
3. What is the likelihood of sustaining the positive results over time?		
# of Laws/ Policy frameworks/ instruments developed, adopted and/ or improved	The frameworks/ instruments developed, adopted and/ or improved effectively supported improvements in policy planning, implementation and monitoring	Interviews with partners, UNICEF COs Desk Review
Level of interinstitutional coordination between main stakeholders targeted by the Programme	The Programme contributed to an enhanced level of coordination between relevant actors responsible for the policies supported by the Programme. There are evidences of new agreements among stakeholders; increased communication and coordination; common perceptions of roles and responsibilities; new inter-sectorial committees/ groups; jointly produced outputs	Interviews with partners, UNICEF COs Desk Review
Level of financial commitments	Increased resources allocated towards the functioning or scaling-up of the policies/programmes supported by the Programme	Interviews with: partners, UNICEF COs Desk Review
Level of resources leveraged	Resources from new partners were leveraged to scale-up policies/programmes supported by the Programme	Interviews with partners, UNICEF COs, UNICEF BCO, ABC Desk Review
Level of cooperation among partners	The Programme contributed to strengthen Brazil's and UNICEF's relation with partner countries, as well as among partner countries. The Programme is influencing Brazil and other governments to take children's rights into consideration in its international cooperation	Interviews with partners, UNICEF COs, UNICEF BCO, ABC, Brazilian embassies, MRE

Indicators	Judgment Criteria	Data Sources
4. To what extent has the management of the Programme ensured timeliness, quality of outputs and an efficient utilization of resources aiming at achieving its objectives?		
Cost-effectiveness	The resources (financial, systems, time, people) associated with the Programme's activities were allocated timely and with flexibility in order to allow the execution of all activities agreed. The activities considered most relevant and effective by partners coincide with those receiving more technical and financial investments. Stakeholders recognize that there are no alternative ways of minimising costs and/or achieving better results with the same resources	Interviews with partners, UNICEF COs, UNICEF BCO, ABC Desk Review
Quality and timeliness of preparatory work and follow-up	The preparatory work and follow-up of TSSC exchanges (communication, online support, sending additional information/documentation) met partners needs and demands and supported policy adaptation and continuous knowledge exchange	Interviews with partners and UNICEF COs Programme's documents
Clarity of procedures and arrangements	The procedures for requesting and implementing a TSSC initiative, as well as the arrangements established for the partnership are clear and contribute to its implementation	Interviews with partners, UNICEF COs, UNICEF BCO, ABC
Level of partners engagement in TSSC initiatives governance	The TSSC initiatives were planned, implemented, monitored and evaluated with partners participation. They respected the horizontality principle. The management structure supported continuous alignment and responsiveness to partners' needs and demands	Interviews with partners, UNICEF COs, UNICEF Brazil, ABC
Complementarity with other projects	The Programme ensured coordination with similar initiatives in order to bolster synergy and avoid overlapping	Interviews with partners, UNICEF COs, UNICEF BCO, ABC, UNICEF HQ Desk Review

4. MAIN FINDINGS

4.1. HOW RELEVANT IS THE WORK OF THE BRAZIL UNICEF TSSC PROGRAMME?

Box 2. Summary of findings: How relevant is the work of the Programme?

The relevance criterion is comprised of three indicators: (4.1.1) Programme alignment with partner priorities, contexts and needs, (4.1.2) Level of children and gender responsiveness, and (4.1.3) Adequacy of the programme design.

Overall, the Programme has been responsive to all *partners' priorities, context and needs*. The Programme was responsive to the full range of Brazilian domestic stakeholder priorities, particularly Brazilian domestic institutions' willingness to expose their own staff to international experiences, and to use TSSC to raise the profile and support for their policies domestically, and for Brazilian foreign policy priority of sharing Brazilian policies with other developing countries through South-South and Trilateral Cooperation. It also responds to UNICEF BCO's objective of strategically engaging with Brazil to influence its SSC agenda on its approach to children, adolescents and women, which in turn would positively reinforce the global UNICEF advocacy agenda. As a pioneering TSSC initiative within UNICEF, the Programme exerted direct influence on the global UNICEF SSC strategy and was seen as a major source of lessons learned to inform future UNICEF work on TSSC. Finally, to partner countries, the Programme has been considered relevant, since it brings valuable inspiration for conceptual and hands-on policy, learning on child-sensitive policies. Furthermore, the Programme has been aligned with CPD agreements between national governments and UNICEF, providing the link between activities and a broader medium and long-term planning. Nevertheless, due to the fast-paced political environments of partners, priorities agreed in the CPD have not always remained high-ranked in the government agenda, which in some cases led to a feebleness commitment from national counterparts. In sum, the evaluation assessed that, while abided by a formal alignment with CPDs, the Programme overly relied on COs setting the scope for the partnership and had insufficient capacity to understand and adapt to partners' rapidly evolving political contexts.

The Programme has supported responsiveness to children and gender through different channels. First of all, the bulk of the Brazilian policies shared through the Programme addressed vulnerability conditions that affect mostly children, adolescent and women. To a lesser extent, the Programme has supported policies that specifically targeted vulnerable children and girls. Finally, the Programme looked to target children and gender issues during the planning and implementing stage of its activities. However, this was not mainstreamed, and the evaluation found no evidence of formal mechanisms in place to assure this was looked for across all activities.

Regarding the design of the Programme, the evaluation assessed that the *seed-money* and *open-portfolio* approaches allowed it to be flexible enough to take advantage of context opportunities and were key assets of the Programme. Nevertheless, it also led to an *ad hoc* engagement with partners, based on isolated study visits that, albeit highly appreciated for their quality, were not enough to promote sustainable capacity development or policy changes. Consequently, more comprehensive cooperation agreements could have supported more meaningful and sustainable results. The current design does not systematically use TSSC exchanges to also develop and improve technical capacities in Brazil, and there are not enough mechanisms and strategies in place to assure this two-way strategy.

4.1.1. PROGRAMME ALIGNMENT WITH PARTNER PRIORITIES, CONTEXTS AND NEEDS

The judgement criteria for this indicator is *'The Programme is aligned to the implementation of partner countries' policy frameworks; Brazil's national priorities and foreign policy goals; UNICEF Brazil's Country Programme and UNICEF's global strategy on SSC. There is a common understanding amongst stakeholders about the expected and actual links between programme results and the selected national priorities.*

The evaluation findings are presented below for each stakeholder group, namely: partner countries; Brazilian institutions engaged; and UNICEF.

Alignment with partners' demands

The bulk of the analysis under this first indicator assesses and reflects the original demand framed by partners to the Programme, and its adherence to existing national priorities, contexts and needs. It seeks to understand the Programme's relevance to priorities enshrined in formal policy documents and/or officially communicated to the Programme by partner governments, as much as the ways those might have evolved during the collaboration. Alignment of activities developed under the Programme will be assessed further down, under the indicator of *Adequacy of the Programme design*.

Exchanging with Brazil is considered, by all partner countries, as relevant and broadly fitting their national development priorities and plans. Brazilian policies and experiences are recognised as a valuable inspiration and reference. Brazilian innovations in social policies are seen as sources for conceptual and hands-on policy as well as learning of what could also work in their own contexts (UNICEF-C7-2, GOV-C10-1, UNICEF-C12-1, GOV-C1-1, UNICEF-C10-1, UNICEF-C6-1, GOV-C5-1, UNICEF-C9-1, UNICEF-C14-2, UNICEF-C15-1). There is a wide recognition of a *motivational effect* arising from the exchanges with Brazil. Brazilian policy experiences are inspiring, because they serve as illustrations that achieving meaningful results on a range of child-relevant social policy domains is possible (UNICEF-C2-3, UNICEF-C4-1, UNICEF-C5-1). This recognition is extended to the range of the policy areas covered by the Programme, including: universalisation of social protection, HIV/AIDS youth-sensitive policies and food and nutritional security (UNICEF-RO-1, UNICEF-C9-1, UNICEF-C12-1, GOV-C5-1, GOV-C10-1, UNICEF-C9-1, GOV-C5-1) or decentralised social service delivery (UNICEF-C12-3, GOV-13-1, UNICEF-C13-1).

Alignment with national CPDs is also an important factor in the implementation of programme activities. The vast majority of interviewees from UNICEF consider that TSSC, particularly with Brazil, is a relevant tool and strategy for their in-country activities. UNICEF COs were proactive and eager to identify how their CPD priorities could benefit from the Brazilian experience. As a consequence, TSSC with Brazil was employed as a strategy to support implementation of several CPDs, even if in a limited manner, with capacity building activities in both the social protection and child protection areas. Having CPDs as the main framework anchoring partners' demands entailed both potentialities and challenges to the Programme, as will be further discussed in the next paragraphs.

As UNICEF CPDs are discussed with partner countries, through consultations before their formal approval, targeted areas for collaboration and improvement represent priorities agreed between UNICEF and national governments. The strategic use of TSSC to support CPD implementation – at the country level – also led to TSSC alignment with SDG priorities, as foreseen by the ToC. In practice, it also gave UNICEF CO's a leading role in helping to refine the cooperation demands from partner countries.

Within this scenario, the evaluation retrieved successful cases of matchmaking between UNICEF CPD priorities, partner government's political priorities, and the availability of a

Brazilian experience to match both. Matching occurred, for instance, when cooperation with Brazil was timely mobilised by UNICEF COs to support on-going government-led efforts on particular programmes/ policies ^(UNICEF-C13-1, UNICEF-C11-1, GOV-C8-1, GOV-C4-1, UNICEF-C4-1). In other cases, the tripartite matching worked because UNICEF was seen as a source of expertise, and an added value to an initially broader dialogue between Brazil and its partners, thus narrowing down the focus of the dialogue into a feasible tripartite collaboration ^(UNICEF-BRA-3).

Despite the value of this strategic broker role played by UNICEF COs, the evaluation also retrieved instances where the demands were mostly lead by UNICEF COs and were unmatched by governmental stakeholders ^(UNICEF-C1-1, UNICEF-C2-3, UNICEF-C5-1, GOV-C5-1, UNICEF-C12-2, UNICEF-C14-1). Despite a general understanding, among those managing the Programme, that all UNICEF CPD results from agreements with national governments - and as by virtue of being so, there would be no inconsistencies between what is under a CPD and what the country has as a priority - the evaluation findings show a more complex scenario. In practice, having demands framed in alignment with CPD priorities did not always ensure the necessary commitment on the partner government's side to engaging national institutions and representatives into leading and ownership roles within the Programme ^(UNICEF-C5-1, UNICEF-C9-5, GOV-BRA-4, GOV-BRA-16).

This was particularly acute when the main driver of the cooperation was mostly an 'UNICEF advocacy or influencing one'⁴² which, in some cases, posed challenges to sustainability, as the cooperation ended up lacking political buy-in and national ownership ^(UNICEF-C9-2, UNICEF-C9-4, GOV - C5 - 2). In other occasions, the advocacy objective was narrow and limited to a singular, one-off activity and, as such, the partnership was not meant to evolve to a more comprehensive technical dialogue ^(UNICEF-C12-1).

Another correlated challenge is that – being a strategy for UNICEF COs – the relevance of the cooperation with Brazil risked being easily dropped by UNICEF COs, thus affecting the continuity of the exchanges and, in some cases, generating misunderstandings and frustrations with governments. The evaluation found instances where dropping the partnership with Brazil occurred (from the UNICEF side) due to factors such as: (i) the identification of an alternative partnership that seemed more feasible and appropriate to UNICEF than cooperating with Brazil ^(UNICEF-C5-1); (ii) the mismatch in the timing of exchanges with Brazil and COs' overall programming and budget cycles ^(UNICEF-C14-1); (iii) changes in UNICEF country office and/or regional office de-prioritising the partnership with Brazil ^(UNICEF-C15-1); (iv) downgrading of the SSC agenda by a UNICEF CO in the partner country ^(UNICEF-C11-1, UNICEF-C9-3).

'Topics we chose for TSSC need to be very well thought. It really needs to be on the government agenda. Sometimes the reason the topic was chosen is not clear: a combination of what UNICEF thinks it is a critical area, and the availability of capacity on the Brazilian side. Then, the government was not that sure and there was no strong buy-in from the government'

In sum, this evaluation found that, on the one hand, the CPD is a formal set of priorities signed off between UNICEF and national governments, ^(GOV-BRA-14) which allows for connecting a specific TSSC demand with a broader medium and long-term planning ^(GOV-BRA-15). On the other hand, it is important to recognize the fast-paced and changing political environments of

⁴² The characterisation of the collaboration as 'advocacy-driven collaborations' was a characterisation used by several UNICEF representatives to justify the relevance of engaging with the Programme, however this framing made little sense from a partner country's point of view. Moreover, those at UNICEF COB, deeply involved with the Programme, were also cautious about the ways in which advocacy demands from other UNICEF offices ended up creating vague agreements between governments, as the 'Programme felt it was too difficult to justify UNICEF's intentions to governments' (UNICEF-BRA-1).

partners ^(GOV-BRA-15). Hence, coordinating government priorities, the ‘Brazilian supply’, and UNICEF CO planning cycles (CPD and its unfolding instruments such as the Annual Work Plan) became challenging for the Programme. This was acknowledged by one UNICEF interviewee who highlighted that UNICEF planning doesn’t allow much room for flexibility in the sense of incorporating emergent priorities and strategies ^(UNICEF-BRA-2), such as those arising from a meaningful engagement in TSSC.

Alignment with Brazil’s national priorities and foreign policy goals

The Programme was responsive to a range of Brazilian domestic stakeholders’ goals and to their priorities. First, it aligned itself with the priorities of Brazilian domestic institutions – notably those working on social policies – and their willingness to expose their own technical staff to international experiences, and to use international technical cooperation to raise the profile of and support for their policies domestically. It helped, for instance, Brazilian implementing agencies to have ‘an international know-how and learn how to implement their solutions in another context’ ^(GOV-BRA-9). It also helped some of them to fulfil their mission and vision statements to become national and international references in their field of expertise ^(GOV-BRA-16). At the same time, the Programme promoted the visibility of Brazilian policies abroad, which is perceived, in turn, as contributing to their recognition and legitimacy domestically ^(GOV-BRA-2). In some cases, international visibility and recognition of domestic policies also increased the institutional political leadership support to this kind of international engagement (in SSC and SSTC), something valued by experts at the technical level ^(GOV-BRA-5).

The Programme is aligned with Brazilian foreign policy priorities concerning the sharing of Brazilian developmental policies with other developing countries through SSC ^(GOV-BRA-2). The Programme was also aligned with the Brazil and United Nations Development Assistance Framework (2012-2015), which established SSC as one of the four outcomes, and as a priority area for the collaboration between the UN system and the GoB. Moreover, it is a direct response to a foreign policy resolution of partnering with International Organizations to promote TSSC, in order to scale up Brazilian presence and capacity of providing support to other developing countries ^(GOV-BRA-11). Hence, the Programme supported the streamlining of Brazilian TSSC technical exchanges, at a time when the Brazilian government was facing institutional limitations to respond to all bilateral demands ^(GOV-BRA-1, GOV-BRA-2). The partnership with UNICEF has equally enhanced the diversity of Brazilian TSSC partners, allowing Brazilian policies to reach to non-traditional partners, beyond Latin American and African countries (e.g. Armenia, Nepal and Yemen) ^(GOV-BRA-2).

There were, nonetheless, alignment downsides, on the Brazilian side. Those were retrieved, particularly, regarding the translation of those policy and institutional stated alignments into sustained political commitments – at the highest-level - by key Brazilian agencies (including the Presidency and MRE, but also by key implementing agencies) over time. Commitments to the broader SSC agenda were inconsistent during the period covered by the evaluation (2013-2018). Brazilian political and financial commitments to SSC activities, in general, including by key implementing actors involved in the Programme changed ^(GOV-BRA-2), and decreased significantly (both from ‘implementing agencies fatigue’, but also due to political shifts)⁴³,

⁴³ On academic analysis on the recent macro-dynamics of Brazilian SSC, see SUYAMA, B., WAISBICH, L.T. & LEITE, I.C. (2016) ‘Brazil as a Development Partner Under Lula and Rousseff: Shifts and Continuities’. In: Jing Gu, Alex Shankland, & Anuradha Chenoy (eds.). *The BRICS in International Development*. London, Palgrave Macmillan UK. pp. 25–62. Also see MARCONDES, D. & MAWDSLEY, E. (2017) ‘South–South in retreat? The transitions from Lula to Rousseff to Temer and Brazilian development cooperation’. *International Affairs*. 93 (3), 681–699.

which resulted in a feebleness willingness to commit to new agreements ^(GOV-BRA-7; GOV-BRA-2; GOV-BRA-9). Furthermore, and notwithstanding shifts in the political landscape in Brazil, and their repercussions on the SSC agenda during the period under assessment, a higher level of political prioritisation within ABC and main implementing agencies could have also strengthened the Programme's overall convening role, reducing its dependency on individuals' personal commitment to the Programme ^(GOV-BRA-13, UNICEF-BRA-1).

Alignment with UNICEF TSSC strategy

The Programme builds upon previous TSSC experiences between UNICEF BCO and the GoB and responds to both UNICEF-GoB CPDs that cover the period under assessment (2012-2016 and 2017-2021). For UNICEF BCO, the Programme is also seen as a strategic way of approaching Brazil, as an upper middle-income country⁴⁴, and to influence its SSC agenda regarding its approach to children, adolescents and women, which in turn would positively reinforce the global UNICEF advocacy agenda. The Programme also responded to the growing demands UNICEF BCO was receiving from other COs to share the Brazilian experience ^(UNICEF-BRA-1).

On a different note, as a pioneer TSSC initiative within UNICEF, the Programme exerted direct influence on the global UNICEF SSC strategy⁴⁵, inspiring the elaboration of the UNICEF Global SSC Guidance Note⁴⁶ ^(UNICEF HQ-1, UNICEF-BRA-4, UNICEF-BRA-3). For UNICEF, globally, working with Brazil under this Programme was also a learning experience on how to operationalise TSSC ^(UNICEF-BRA-3). Moreover, the close and structured collaboration between UNICEF BCO and ABC, as well as the clarity on TSSC modalities and procedures, are currently seen as promising models to be mainstreamed within the organization ^(UNICEF-HQ-1). The Programme has fostered TSSC interest in other COs, to further explore TSSC with Brazil and other countries, as a direct follow-up from exchanging with Brazil, as in the case between Belize and Jamaica.

The Programme also has the potential to keep informing UNICEF work on TSSC, since the organization is currently discussing SSC/TSSC priorities and working to develop its own tools. Lessons learned from this Programme are thus expected to support UNICEF future work on TSSC ^(UNICEF-HQ-1). A particularly promising area for future collaboration relates to scaling up the partnership with Brazil to the regional level ^(UNICEF-BRA-3). Regional offices are seen as a potential TSSC matchmaker ^(UNICEF-RO-1, UNICEF-HQ-1) that could prospect experiences that can also, in turn, inform Brazilian TSSC practices in the coming years ^(BRA-GOV-15).

"Brazil has shown what UNICEF can do through SSC"

"The experience in Brazil played a very important role in developing our Global Policy. And every document was sent to us before going to the Executive Director. Brazil was by far the most influential".

4.1.2. LEVEL OF CHILDREN AND GENDER RESPONSIVENESS

The judgement criteria for this indicator was *'the Programme took into consideration the needs of children, in particular girls and the most vulnerable, when planning and implementing interventions. The policies supported by the Programme take into consideration the needs of children, in particular girls and the most vulnerable'*.

⁴⁴ See WB data: <https://data.worldbank.org/?locations=XT-BR>. Retrieved on December, 2019.

⁴⁵ UNICEF. (2018). UNICEF Strategic Plan 2018-2021 – Execute Summary.

⁴⁶ UNICEF Guidance Note on South-South/Horizontal Cooperation: working draft, July 2017.

The Programme has supported responsiveness to children and gender at different levels: (i) through sharing policies addressing the vulnerability conditions that affect mostly children, adolescents and women; (ii) through targeting children and gender issues during the planning and implementing stage of its activities, and (iii) supporting policies that specifically targeted vulnerable children and girls.

Looking across all partnerships developed, dialogue on social policies and/or vulnerability were more common framings in the initial stages of the cooperation with UNICEF and Brazil. Cooperation demands, particularly when related to the wide field of social policies or social protection, were framed broadly, on the lines of ‘learning about’ Brazilian social policies, instruments and methodologies. Brazilian flagship programmes, such as the well-known Conditional Cash Transfer - CCT programme *Bolsa Família* or instruments like the *Cadastro Único* (Single Registry) or the *Unified Social Assistance System* were prominent under the Programme’s portfolio. As a matter of fact, those programmes themselves were not framed by Brazilian social protection experts as exclusively geared towards children and girls, but rather addressing the needs of *vulnerable communities*, where those groups are heavily represented ^(GOV-BRA-2, GOV-BRA-7). The same was observed when talking about the Water, Sanitation and Hygiene (WASH) sector, where both Brazilian domestic experiences, but also the pilot cooperation developed with Ethiopia (see Box 4, under indicator “Adequacy of south-south exchanges contents”) were not perceived as particularly targeting those populations, but rather indirectly benefiting them ^(GOV-BRA-4, UNICEF-C6-2, UNICEF-C6-3, UNICEF-C6-4).

The evaluation retrieved examples where the targeting of child and gender issues was clearly looked for during the planning and implementing stage of activities (15 activities out of 42). Examples include activities geared towards vulnerable children in Sao Tome e Principe and female-head of households, and on vulnerable children in Paraguay. In the case of the pilot in Ethiopia, one of the Brazilian implementing partners (the National Health Foundation - FUNASA) had a specific training role on environmental education focused on vulnerable populations, including children, women and girls. In the case of Paraguay, new women and children-sensitive services were added into the reformed Centres of Citizen Care (CACs) after the technical exchanges with Brazil. However, this concern was not mainstreamed, and the evaluation found no evidence of formal mechanisms in place to assure this was looked for across all activities.

Finally, greater responsiveness to children and gender by the Programme were found when the policies supported by the Programme were specifically targeted to vulnerable children and girls. In Armenia, the Programme developed activities in the Syunik Marz region, considered one with the highest rates of malnutrition among children under 5. In Belize, HIV/AIDS issues disproportionally affect adolescents, and the Programme enabled sharing on youth-sensitive approaches to HIV/AIDS policies. The Ghana Livelihood Empowerment Against Poverty (LEAP) and mainly LEAP 1000 programmes had an explicit child-focus, while in Nepal both streams of cooperation aimed to support child-focused policies. As for Jamaica, one stream of cooperation was on adolescent health - targeting Lesbian, Gay, Bisexual and Transgender (LGBT), and men who have sex with men (MSM) populations - and the other was sharing on child protection policies related to children in conflict with the law. Finally, in Guatemala, the *Mi Bono Seguro*, object of exchanges with Brazilian counterparts, also had a targeted focus on children.

Looking across all the partnerships implemented between 2013 and 2018, the Programme had a portfolio of activities supporting the development, reform or strengthening of complex public policies and interventions with mixed components, some of which explicitly targeted

children and/or gender issues, and some that were universal, but known to sensitively impact those groups (as in the case of WASH and CCT-like interventions).

4.1.3. ADEQUACY OF THE PROGRAMME DESIGN

The judgement criteria for this indicator was *‘the design of the Programme has been able to adequately address partners’ needs and demands.’*

To assess the adequacy of the Programme’s design, vis-a-vis the needs and demands of partners, the evaluation focused on two different levels of analysis: The Programme’s strategic approaches and the Programme’s mechanisms to ensure mutual benefits from capacity building exchanges at the technical level.

Strategic approaches

The evaluation assessed that three major strategic features emerged, evolved and consolidated themselves as Programme *trademarks*, namely: (1) the Programme seeks to foster *spaces for policy dialogue* among Southern countries, with the support of UNICEF and according to Brazilian interests; (2) the Programme’s support is based on an *open-portfolio approach*; (3) the Programme is designed to be *seed-money* support.

For years now, promoting policy dialogue spaces has been a major added value of SSC, globally, and Brazilian SSC in particular. Still, policy dialogue, policy learning and - eventually - policy transfer often raise major adaptation challenges, which the Programme has grown increasingly aware of ⁴⁷.

A second important feature of the programme design is what is called its *‘open-portfolio’*. In other words, the Programme’s initial rationale was not to specialise itself in a particular sectorial policy or set of programmes. Instead, it would facilitate exchanges with Brazil in the range of issues falling under UNICEF’s mandate (see Introduction). In terms of funding arrangements, the Programme provides *‘seed-money’* to serve as a trigger for future exchanges. In most cases, in order to establish more continuous exchange relationships, partners had to mobilise funds, either through UNICEF COs, the governments or third parties. In a few occasions the Programme has supported more continuous exchanges among countries, including through formalized Project Documents (PRODOCs), such as the case of the WASH pilot in Ethiopia. However, the bulk of activities promoted by the Programme consisted in one-off missions to get to know the Brazilian experience and engage in high-level policy dialogues.

As discussed above, under the indicator on *alignment* (see section 4.1.1), establishing policy dialogue with Brazil is highly valued by partner countries. The open portfolio approach, in turn, meant allowing flexibility to meet partners’ demands and to initiate dialogue for future cooperation agreements ^(UNICEF-C1-3, UNICEF-BRA-2). However, there were also downsides to this approach, when it came to operationalising the collaboration. First, the openness of the Programme has led to several partnerships on very different areas that end up being small, one-off and/or limited. In other words, the Programme became scattered. Secondly, with regards to the seed-money approach, in spite of proving itself to be an effective solution to mobilise political support and other resources in some cases ⁴⁸, on other occasions the lack of

⁴⁷ Also see indicator *Adequacy of South-South exchanges* under the *Effectiveness criterion*.

⁴⁸ See indicator on *Level of resources leveraged*.

funding and long-term commitment was seen as a factor that compromised the potential of the Programme⁴⁹.

The three approaches combined led the Programme to have an *ad hoc* nature. The Programme ended up being based on isolated missions, rather than on a more comprehensive agreements with partners to allow for stable and successive interactions. There is a strong consensus among partners that study tours alone were not enough to promote sustainable capacity development or the policy changes they had set as a goal. They were valued as good solutions to get to know and get inspired by the Brazilian experience, but not enough to promote deeper exchanges and develop capacities. There is a general acknowledgment that, in order to bolster domestic processes, continuous exchanges and follow-up would better support the partners' needs (GOV - C5 - 2; UNICEF-C9-1, UNICEF-C12-2, UNICEF-C12-3, UNICEF-C1-1, UNICEF-C15-1).

Even when framing those aspirations against the realities of a seed-money initiative, the Programme struggled to move beyond the inspirational-effect of the visits, since several of the partnerships ended up not moving towards other types of activities. This raised important challenges in terms of striking the right balance between on the one hand having the seed-money identity and open-ended portfolio, and on the other hand being able to structure a more coherent contribution to policy processes in partner countries.

However, the Programme has also evolved in terms of sectorial support – in tandem with Brazil's own institutionalisation of SSC. For instance, on WASH-related demands, Ethiopia was the first country where the Programme engaged in a technology transfer activity for low-cost sewage systems in peri-urban areas, through piloting (see Box 4). A similar model is expected to be replicated with Angola in the coming cycle. To that end, the Brazilian TSSC (facilitated through the Programme) is a small component of larger inter-agency programmes (involving national governments and several international development partners, including UNICEF). This embeddedness increases the prospects of the projects, where Brazil is used as source of learning for the government and other international partners, and/or increases the possibility of being scaled up, if successful.

Formalised agreements, such as MoUs or PRODOCs, are seen, on the one hand, to favour the commitment of partners, even in face of political or programmatic changes, and to bring some longer-term stability and sustainability to the partnership, safeguarding it from political instability at the top (GUA- UNICEF-1, GOV-C8-1). PRODOCs are also seen as important tools for UNICEF in-country mobilisation of additional partners and resources (UNICEF-C15-1). On the other hand, more structured projects might not be the 'silver bullet solution' for more sustained exchanges, since they require additional funds and institutional efforts. Project-based cooperation is a common feature of the international development field and striking this balance on whether to formalise a relationship - and how - remains a pressing challenge for those engaged in TSSC. The need to get this format right, weighting the pros-and-cons of formalisation, is a pressing challenge. Furthermore, it should be considered that partner countries would lean towards other partners and arrangements rather than working together with the Programme to leverage money for fairly limited/small technical exchanges (GOV-BRA-4, GOV-C14-1).

⁴⁹ A detailed discussion on political support mobilization can be found below under the indicator *Level of stakeholder mobilization* (Effectiveness criterion), while resources mobilization can be found under the indicator *Level of resources leveraged* (Sustainability criterion).

‘TSSC has a lot of potential and there is no need to be expensive. It must be built upon a good assessment of the demands. There is a lot of knowledge with agencies, such as UNICEF, which can be used as an entry-door. We are very much interested in the experience coming from Southern countries, since our realities are much more alike’

Mechanisms to ensure technical mutual benefits

The evaluation has found that the current design does not fully address the need to ensure mutual benefits at the technical level. In other words, to systematically make use of the TSSC exchanges to also develop and improve technical capacities in Brazil (GOV-BRA- 2; GOV-BRA-13). Several partners expressed willingness to also share their experiences with Brazil (UNICEF-C1-1, UNICEF-C5-1, UNICEF-C9-1, UNICEF-C9-5, UNICEF-C12-2, UNICEF-C14-1, UNICEF-C14-2). A more systematic use of partners’ experiences could assist BCO in better using TSSC as a strategy to support CPD implementation in Brazil. Nevertheless, the evaluation has not found enough mechanisms and strategies in place to ensure this two-way strategy (GOV-BRA-7, GOV-BRA-13, GOV-BRA-1, UNICEF-BRA-2, UNICEF-BRA-1).

Better prospects for mutual technical learning were found, however, when exchanges were more continuous, as well as when Brazilian experts had the chance to visit partner countries. Learning at the individual level is the most prominent result acknowledged (GOV-BRA-4, GOV-BRA-5, GOV-BRA-6, GOV-BRA-3, GOV-BRA-9, GOV-BRA-8, GOV-BRA-14, GOV-BRA-15). Benefits mentioned include, for instance, new insights on how to deal with similar problems (GOV-BRA-14), hands-on opportunity to come up with new solutions to similar challenges (GOV-BRA-4), and opportunities to develop technical capacities, through the very process of planning and preparing trainings (GOV-BRA-16). However, evidences on technical institutional gains were more uneven across the Brazilian implementing agencies. In institutions such as the former Minister of Social Development (MDS), their participation in the Programme enabled the Ministry to ‘expose the Brazilian model’ with little opportunity to use the TSSC as an information or instrumentation hub to strengthen the Ministry’s programmatic work (GOV-BRA-14). On the other hand, activities such as piloting abroad, results in more institutional benefits for Brazilian implementing agencies including: (i) very concrete international know-how and TSSC cooperation learnings to plan future similar initiatives within the Programme (GOV-BRA-5, GOV-BRA-6), (ii) learning on how to work in a participatory manner and replicate it internally (GOV-BRA-16), (iii) coordinating actions with a broader range of national institutions, (national and state-level agencies, but also public and private actors) (GOV-BRA-16).

4.2. HOW EFFECTIVE WAS THE BRAZIL-UNICEF TSSC PROGRAMME IN SUPPORTING COUNTRIES TO STRENGTHEN THEIR CAPACITIES IN ORDER TO ACHIEVE POSITIVE RESULTS FOR WOMEN AND CHILDREN, WITH A FOCUS ON GIRLS AND VULNERABLE POPULATIONS?

Box 3. Summary of findings: How effective was the Programme?

The effectiveness criterion is comprised of 6 indicators, namely (4.2.1) Number and adequacy of knowledge produced and/or disseminated, (4.2.2) Adequacy of South-South exchange contents, (4.2.3) Level of awareness and prioritization of children, adolescents and women's rights agendas, (4.2.4) Level of stakeholders' mobilization, (4.2.5) Level of participants' technical know-how for design, implementation, and evaluation of child-sensitive policies, programmes and infrastructure, and (4.2.6) Level of commitment of relevant stakeholders to child-sensitive policies.

The knowledge disseminated was relevant and adequate, and provided appropriate information to support knowledge adaptation. Bottlenecks retrieved refer to the unavailability of materials in languages other than English and Spanish, and the need to explore ways to meaningfully disseminate documents. Finally, despite having evidence generation as a key strategy, the Programme did not prioritise this agenda, and it did not produce policy-smart materials that could have further supported the exchanges.

The South-South exchanges were effective in sharing knowledge, since they were well planned and organised, as well as based on exchanges among public officers that face similar challenges and have first-hand knowledge on the issues under cooperation.

The Programme contributed to raise awareness of the rights of children, adolescents and women at two different levels. First, the Programme contributed to tackle the negative and stereotyped images of the most vulnerable groups and to strengthen a rights-based approach to social policies. It also contributed to the adoption of child- and women-sensitive programmatic options within existent policies in partner countries.

The Programme was able to mobilise the right stakeholders. High-level study tours to Brazil contributed to mobilising further support back in partner countries, while in-country missions reached those directly responsible for implementing changes at the technical level. The Programme was able to reach out to a range of diversified Brazilian stakeholders who contributed with appropriate know-how. The engagement of Brazilian and partner countries' embassies mattered politically and logistically; nevertheless, this potential was not systematically explored.

The evaluation retrieved tangible outcomes on increased technical know-how among participants in those countries that have established a more continuous exchange with the Programme, whereas in those countries that engaged in one-off visits to Brazil, a direct relation between activities promoted by the Programme and increased technical know-how could not be confirmed. A final set of positive results relates to the institutional learning within UNICEF on how to work in TSSC.

Regarding the Programme's contribution to increased commitment of relevant stakeholders to child-sensitive policies, the evaluation assessed that, where there was already political commitment in place regarding relevant policies and issues, the Programme contributed to reinforce them. Nevertheless, in other cases there was no evidence of increased commitment by relevant stakeholders due to several reasons, such as political instability in partner countries, the technical scope of the cooperation, persistent legal restrictions regarding the issue at stake, de-prioritisation of the agenda within UNICEF, and very limited interaction of several countries with the Programme.

4.2.1. NUMBER AND ADEQUACY OF KNOWLEDGE PRODUCED AND/OR DISSEMINATED

The judgment criteria for this indicator is *'the knowledge produced and/or disseminated met the partners' needs and gaps and supported domestic processes.'*

The programme has mainly supported dissemination of knowledge on Brazilian public policies through promoting study tours where Brazilian public servants as well as parliamentarians and non-governmental organisations shared their knowledge with partner country counterparts through presentations and discussions. To support these discussions, the Programme has provided translation of Brazilian legislation and other policy-related documents. Nevertheless, the Programme did not produce any kind of knowledge material, such as studies on the policies and programmes shared or policy-smart material to support dissemination and adaptation.

Against this backdrop, the overall assessment from partners regarding knowledge dissemination is very positive. The knowledge disseminated through study tours and documental exchanges prior to visits were considered of high quality and appropriate to partners' demands. The evaluation has found positive results in terms of availability of material on the Brazilian policies ^(UNICEF-C1-1, UNICEF-C9-1, UNICEF-C9-3, UNICEF-C10-1) and on the technical relevance of the knowledge disseminated, which provided appropriate practical and hands-on information to support knowledge adaptation ^(GOV-C4-1, UNICEF-C9-1, UNICEF-C6-3, UNICEF-C14-1, GOV-C13-8, GOV-C13-1, GOV-C13-4, GOV-C13-2). Partners equally recognised that the knowledge shared through the Programme triggered important high-level discussions and played an advisory role for the future policy and regulatory frameworks⁵⁰ ^(UNICEF-C6-3, UNICEF-C7-1, GOV-C10-1, UNICEF-C10-1).

The role of UNICEF as a knowledge broker was also highlighted by partners. The ability of UNICEF to share diverse sets of policy solutions with governments, including the Brazilian ones, was particularly important during key political processes, such as broader social policy reforms, in partner countries.

Alongside this positive assessment regarding knowledge dissemination, the evaluation also assessed that, despite having evidence generation as a key strategy, knowledge management was not prioritised by the Programme due to human resources constraints ^(GOV-BRA-13, UNICEF-BRA-1, UNICEF-BRA-3)⁵¹. Bottlenecks for the Programme's broader knowledge management agenda relate mainly to the content of the available documentation and its usages. Even for the widely known Brazilian flagship programmes, more efforts could have been made to increase the availability of policy-smart material ^(UNICEF-BRA-3). Translation was another retrieved bottleneck. Insufficiencies were pointed out by UNICEF CO representatives, for instance regarding material translated into languages other than English and Spanish, such as Arabic and French ^(UNICEF-C15-1). Brazilian experts also regretted not always having their documents fully translated, so as to share them with visiting partners during their first mission ^(GOV-BRA-10). Finally, the evaluation assessed that only sharing of translated documents was not enough to support partners, and more efforts could have been done to create opportunities to examine the material together, creating space for dialogue among specialists inside both governments and pulling out the relevant knowledge to each reality ^(UNICEF-C9-5; GOV-BRA-4, GOV-BRA-7).

'It is never enough to simply share documents between governments, we have to create opportunities to examine the material among specialists inside governments'

⁵⁰ For further discussion on the stakeholders mobilized by the Programme see the indicator *Level of stakeholders' mobilisation* under the *Effectiveness criterion*.

⁵¹ For further discussion on this see the indicator *Cost-effectiveness* under the *Efficiency criterion*.

4.2.2. ADEQUACY OF SOUTH-SOUTH EXCHANGES CONTENTS

The judgment criteria for this indicator is *'The content of TSSC exchanges was responsive to partners' needs and were identified in reliable assessments. The content of TSSC exchanges supported the adaptation of the knowledge shared to partners' context.'*

Under this indicator the quality of the exchanges and their potential to foster knowledge transfer and adaptation were analysed. To do so, the evaluation thoroughly analysed partners' perceptions and assessments of the *study tours*⁵², considering it as the main implementation modality carried out. A box at the end of this indicator brings an analysis of the pilot project in Ethiopia, as the only example of the Programme's second implementation modality.

In broad terms, TSSC with Brazil is perceived as adding value to existing national efforts and to other IDC initiatives. Partners have expressed their views on Brazilian TSSC being different from a 'top-down teaching' or 'consultancy-like approach' (GOV-BRA-10, GOV-13-1, UNICEF-C13-2 GOV-C14-1, GOV-C14-2), and the participatory and empathic attitude of Brazilian public officers during missions were particularly valued (UNICEF-C4-1, UNICEF-C13-2, UNICEF-C5-1, NGO-1, GOV-C14-1, GOV-C14-2, PAR- GOV- 1). The fact that this TSSC is based on exchanges among public officers from countries that face similar challenges is highlighted as an added value of this modality of exchange. This feature is assessed as better suiting countries' needs than the cooperation provided by consultants or by developed countries that do not share the same development background (UNICEF-C6-3, GOV-C14-1, GOV-C8-1, UNICEF-C13-2).

*'If there is one country where there is horizontality, this country is Brazil.
We had good dialogues with everyone'*

*'The added value was having Brazilian experts to think together with the
government on the possibilities of adaptation and implementation'*

*'Brazilian experts had an active hearing, understood our needs and were
very honest about what worked and what did not work in Brazil'*

Study tours are highly appreciated as an effective modality for sharing knowledge and, particularly, to sensitise participants on crucial aspects of the Brazilian experience (GOV-C1-1, UNICEF-C1-2, GOV-C4-1) and met the overall expectations of partners. Positive highlights from interviewees include: the high quality of planning and organisation of study tours (UNICEF-C12-3, UNICEF-C11-1, UNICEF-C4-1, UNICEF-C10-1, GOV-BRA-8); the high-level and strategic profile of the agendas (UNICEF-C12-2); the importance of the field visits in Brazil to better understand the policies, the contexts and cultures, as well as engaging with subnational actors, since it shows Brazilian diversity and allows one to get closer to where the interventions happen, beyond being presented with the national frameworks (NGO-1, GOV-C14 1, GOV-C14-2, GOV - C5 - 2, NGO-1, GOV-C10-1, UNICEF-C12-3, UNICEF-C4-1, GOV-C14-1 e 2, GOV-C5-1, GOV-C8-1).

Within the visits, MDS Seminars were also seen as a very effective activity for raising awareness and for increasing the knowledge of participants on the repertoire of possibilities (UNICEF-RO-1), considering aspects such as governance of social policies in Brazil and arrangements to assure co-responsibilities within the federative system, inter-sectoriality of social protection policies and coordination with Parliament (UNICEF-C12-2, UNICEF-C12-3, UNICEF-C7-1, UNICEF-C7-2).

⁵² Including MDS International Seminars around Social Policies for Development, which were considered a very important activity. For two countries, Yemen and Angola, the study tours and the Seminar ended up being the core of their collaboration with Brazil. Five other countries had their collaborations starting with visits to Brazil, which included their participation in one MDS Seminar.

'The seminar was appropriate to the assessment we had done. The country was in the early process of structuring its Social Protection Programme, therefore visiting and getting to know the experience of other countries was important'

However, due to their broad dissemination nature, the MDS Seminars were not customised or tailored to each foreign delegation ^(GOV-BRA-7) and, therefore, provided little opportunities for partners to share about their contexts and experiences while in Brazil ^(UNICEF-C5-1). As such, Seminars fall short from promoting two-way policy dialogues ^(GOV-BRA-2, GOV-BRA-3, GOV-BRA-7). In sum, although they were useful for inspiring, Seminars alone resulted in little immediate transformation in partner countries, in terms of increased commitment or more sustainable changes in policy frameworks or national capacities. ^(GOV-BRA-3; UNICEF-C2-1, UNICEF-C7-1).

Study tours from Brazilian institutions to partner countries are usually under the framework of more continuous exchanges. In-country scoping missions are seen as a useful methodology to plan for the cooperation, enabling better understanding by Brazilian stakeholders of the local context and conditions, as well as the most promising areas of collaboration ^(GOV-C9-1, GOV-BRA-10, AR - GOV - 1, UNICEF-C6-1, UNICEF-BRA-2, GOV-BRA-5, GOV-BRA-6; UNICEF-C14-1). In-country trainings or direct technical support allowed for visits to sites in-loco favouring Brazilian experts to be able to draw useful insights that can feed into the technical exchange ^(GOV-13-1, UNICEF-C13-2, GOV-C14-1, GOV-C14-2). In-country trainings were assessed as being very qualified ^(UNICEF-C14-1, GOV-C14-2, GOV-13-1). The profile of the Brazilian experts engaged was highlighted as the ideal one, since they had empathy and first-hand knowledge on the social services under discussion, and contributed with recommendations well fitted to the local reality ^(UNICEF-C13-2, UNICEF-C8-1, UNICEF-C12-1, UNICEF-C10-1, GOV-C13-1;).

As areas for improvement, in-country trainings could have been longer, and could have included more hands-on (practical) knowledge ^(GOV-BRA-8, GOV-BRA-9, UNICEF-C14-1, UNICEF-C7-1, UNICEF-C2-3). Additionally, proper briefing of Brazilian institutions that take part on those trainings was also highlighted to allow for more useful and context-sensitive conversations between countries ^{(UNICEF-C9-5, GOV-BRA-14, GOV-BRA-8) 53}.

Even in face of this overall positive feedback from partners regarding the quality of exchanges, the evaluation found uneven results along the issue of knowledge adaptation. For a few countries, the Brazilian experience was viewed as too far-ahead from their realities and, hence, the 'transferability of Brazilian models' was considered challenging from the get-go ^(UNICEF-C1-3, UNICEF-C9-5, UNICEF-C9-4, GOV-C5-1, UNICEF-C10-1, UNICEF-C2-3). For others, recognising that Brazil was more 'advanced' did not preclude government from learning and adapting ^(GOV-C14-1). Findings point to fewer positive adaptation results when exchanges between countries remained limited to study tours. Partners are aware that lesson-drawing is not about 'copy-and-paste' ^(UNICEF-RO-1), rather it is about the importance of having the means, the time and the space for them to critically filter and translate the Brazilian experiences. That's why successive interactions under the Programme framework were more useful to engage partners both at the political and technical levels ^(UNICEF-C2-3, UNICEF-C7-1, GOV-C13 - 8; GOV-C13-5), with a continuous exchange process helping to further adapt the Brazilian expertise to the local context ^(UNICEF-C15-1, UNICEF-C10-1, UNICEF-C9-1).

'It is important to have a high-level engagement, but at the same time exchanges must contemplate also the technical level. Decision-makers came back from Brazil with many ideas, but if the technical level is not

⁵³ See more under the indicator *Timeliness and quality of preparatory work and follow-up*.

engaged, those ideas do not move forward. The technical level ensures that knowledge acquired is translated into practice.'

Box 4. Piloting in TSSC: the low-cost sewage system in Ethiopia⁵⁴

In May 2015, the Government of Brazil, the Government of Ethiopia and UNICEF signed a cooperation project entitled “Strengthening the Water Supply and Sanitary Sewage Services in Ethiopia”. The Brazil-UNICEF partnership with Ethiopia aimed at building local capacity to enhance the management of water systems and sanitation – a key strategy to reduce infant mortality, as occurred in the case of Brazil. The project lasted for three years (2016-2019)⁵⁵.

This partnership with Ethiopia has focused on two main areas: i) urban sanitation, and ii) regulatory framework for basic urban sanitation services. The main strategies of the project included: capacity development, knowledge sharing and transfer of a low-cost condominium sewage technology through a pilot project in the town of Wukro (Tigray region), which implementation was led by UNICEF Ethiopia WASH Unit. While this box will focus mainly on the support to the pilot sewage system in Wukro and on the Brazilian sewage system technology transfer, reflections on the regulatory stream will be further analysed under indicator 4.3.1 related to laws/ policy frameworks/ instruments adopted and/ or improved.

The low-cost condominium sewage technology, introduced through the Programme, is considered appropriate for the growing urbanisation needs, and a very innovative one in the context of Ethiopia. To Ethiopian stakeholders, the value of piloting it in Wukro was to get the proposed solution ‘to be viewed against the context of Ethiopia and against the local situation’. The low-cost sewage technology introduced through the pilot is flexible and multifaceted and can be adapted to other local contexts in Ethiopia in the future. This adaptability was exactly what the Ethiopian government was looking for when it decided to partner with Brazil and UNICEF. According to UNICEF, this is the first faecal sludge treatment units for a condominium housing complex in East and Central Africa⁵⁶.

Piloting under this Partnership was considered a rewarding but challenging experience to all parties involved. Challenges mainly refer to technical adaptation and management issues.

Technical adaptation challenges include insufficient integration of the particularities of the Ethiopian context (such as severe drought and lower-levels of water than those found in the state of Ceará, in Brazil, where the technology was first introduced, which then generated problems with access to water to make the sewage system work as initially designed^(GOV-BRA-6)⁵⁷). The Brazilian stakeholders engaged credited the extent of the challenges faced during pilot implementation to the local execution of the system and regretted not being given the opportunity to be more involved in the implementation phase, in loco, due to logistical, financial and technical obstacles

⁵⁴ Considering the importance and uniqueness of this UNICEF-Brazil-Ethiopia TSSC pilot, the evaluation team intended to conduct a field-mission to Ethiopia to include this partnership as an in-depth case study for this evaluation (see Methodology section). However, external factors made it impossible to carry on with the intended plans. As a consequence, the assessment and analysis presented here were mostly based on documental analysis and remote interviews with parties involved. The evaluation team gathered a diverse sample of Brazilian stakeholders’ views but did not succeed in capturing the same diversity on the Ethiopian side, including from local actors in Wukro.

⁵⁵ Despite the formal ending of the project implementation period, the project is still under implementation, with some pending activities (mostly in-loco trainings and pending technical issues to be solved with the sewage system)^(UNICEF-BRA-1).

⁵⁶ See UNICEF (2019). WASH Field Note. Urban WASH in Small Towns: The ‘ONEWASH Plus’ Programme in Ethiopia. WASH/FN/23/2019.

⁵⁷ See ABC/UNICEF Ethiopia Project Document, ‘Challenges identified during prospecting mission to Ethiopia in January 2015’ (section 1.1.3, p.7).

(GOV-BRA-9). According to them, in-country presence could have helped to improve the management of the system, taking into consideration the commercial and social viability of the solutions designed. It would have also enabled them to follow the adaptation and to oversee implementation (GOV-BRA-5, GOV-BRA-6). For them, the adaptation challenges were consequent to the fast-paced implementation and to having launched the condominium sewage system when it was not fully ready, and before the conclusion of capacity building activities on how to operationalise the system. (GOV-BRA-15, GOV-BRA-16, GOV-BRA-17, GOV-BRA-9).

In sum, all stakeholders recognised that the pilot faced important management challenges and that Brazilian implementers could have been more actively involved. Brazilian implementing agencies ended up side-lined from the relationship with local actors in Ethiopia and lost track of the overall pilot status and flow of activities (GOV-BRA-5, GOV-BRA-6, GOV-BRA-4, GOV-BRA-10, GOV-BRA-15, GOV-BRA-16, GOV-BRA-17).

4.2.3. LEVEL OF AWARENESS AND PRIORITIZATION OF CHILDREN, ADOLESCENTS AND WOMEN'S RIGHTS AGENDA

The judgment criteria for this dimension is *'the Programme contributed to raise awareness regarding child-sensitive policies, contributing to strengthen national processes. Rights of children, adolescents and women were prioritized within different policy levels (regional, national and sub-national)'*.

Under this dimension, the evaluation looked for evidence on the extent to which the Programme had influenced the agenda-setting among its partners. Besides the inspirational contribution discussed under the *Relevance* criterion above⁵⁸, the contact with the Brazilian experience is reported to have contributed to changes in the mind-set of policy-makers regarding the rights of children, adolescents and women, through new policy ideas in a range of social policies. The evaluation assessed changes in mind-set at two different levels in eight different cases.

A first level consists of deep changes in mind-set regarding the social construction of the so-called 'targeted populations' (in other words, populations to be the object or focus of policies and programmes), and the role social policies can play in upholding a rights-based approach to reducing social vulnerability. To that end, the evaluation assessed the Programme's contribution in four countries, namely the (i) tackling of the negative and stereotyped image of the most vulnerable social groups and strengthening of the view that they need to be prioritised by the state through consistent and concerted public action (UNICEF-C7-1); (ii) strengthening of the view of social protection and social protection services as a right rather than a gift (UNICEF-C13-2); (iii) increasing the awareness of government with regards to treating vulnerable families in a non-client way (GOV-C8-1); (iv) changing of the treatment given to children - discursively in governmental policy debates - within social policies (UNICEF-C2-1).

The second level of changes in mind-set refers to specific programmatic options within existent policies or programmes in four different cases. This includes actions such as the Programme's contribution to raising awareness on universal access to HIV/AIDS services to young people (GOV-C5-1); on 'intersectional vulnerabilities', including meeting the needs of the LGBT population on HIV/AIDS related services (UNICEF-C9-1), and on humanitarian issues (GOV-BRA-1); on less heavy-handed, security-focused approaches to engage teenager offenders (NGO-1).

⁵⁸ See the indicator *Programme's alignment with partners' priorities, contexts and needs*.

4.2.4. LEVEL OF STAKEHOLDER MOBILIZATION

The judgment criteria for this indicator is *‘the Programme’s activities are reaching those stakeholders that can multiply knowledge acquired in TSSC exchanges, raise domestic awareness and/or mobilize partners. The Programme is reaching Brazilian implementing institutions that can contribute with qualified and adequate know-how’*.

High-level study tours to Brazil, including by ministerial-level actors, UNICEF CO representatives and the senior-level at UNICEF BCO, contributed to mobilising further support back in partners’ countries (UNICEF-C7-1, GOV-13-1, UNICEF-C10-1, GOV-C10-1, UNICEF-C9-2, UNICEF-C9-3, GOV-C9-1, UNICEF-C5-1, GOV - C5 - 2, UNICEF-C2-3, UNICEF-C12-2). Mobilising Brazilian senior level stakeholders was as important as mobilizing other key stakeholders in Brazil (such as subnational governments, non-state actors and lawmakers), as this helped to achieve results and guarantee political buy-in from partners (GOV-C13-1, UNICEF-C7-1, UNICEF-C12-2, UNICEF-C10-1). However, high-level stakeholders from both sides were not always engaged, which in turn was seen as a challenge to sustainability (GOV-C8-2, UNICEF-C1-3 UNICEF-C5-1). Moreover, the engagement of partner country embassies in Brazil mattered both politically and logistically. (GOV-BRA-2, UNICEF-C8-1, UNICEF-C9-3, NGO-1, UNICEF-C2-3, UNICEF-C1-3, UNICEF-C6-3, UNICEF-C12-2). On its turn, in-country study tours reached the right stakeholders (those directly responsible for implementing changes at the technical level).

A frequent mobilisation-related challenge that undermined sustainable results was the high turnover of political and technical counterparts. (GOV-BRA-2, GOV-BRA-4, UNICEF-BRA-1, UNICEF-BRA-2, UNICEF-C8-1, UNICEF-C8-2, UNICEF-RO-1, GOV - C5 - 2, UNICEF-C1-3, UNICEF-C7-1, GOV-C9-1, UNICEF-C9-1, UNICEF-C9-5, UNICEF-C9-4, UNICEF-C12-2, UNICEF-C14-2, GOV-C8-1, GOV-C10-1). High turnover is, however, an inherent challenge for SSC, and the Programme has grown aware of the need to be equipped to face it, for instance, by incentivising diversified delegations to study-visits to Brazil. (GOV-BRA-13). Furthermore, the evaluation found more sustainable results in those cases where partners invested efforts in replicating and disseminating knowledge acquired through the TSSC exchanges by sharing this knowledge with other stakeholders once back in their countries. In those cases, reaching a higher number of stakeholders was crucial to sustainability, even in face of political transitions and high turnover-rates. (UNICEF-C7-2, UNICEF-C2-3, GOV-C8-2, UNICEF-C4-1, GOV-13-1, UNICEF-C9-1). However, those dissemination initiatives were mainly led by partner countries and the Programme did not have formal mechanisms or other incentives established to promote this kind of strategy.

Civil society organisations, lawmakers and academia are all identified in the ToC as key and were involved in few of the activities (GOV-C14-2, UNICEF-C4-1, NGO-1, GOV-C9-1, UNICEF-C5-1, UNICEF-C7-1, UNICEF-C10-1, GOV-C10-1). Engagement of NGOs, academia and lawmakers are innovative approaches that can contribute to sustainability in face of high turnover-rates in governments. Nevertheless, due to their limited presence across the different initiatives, this evaluation was not able to assess thoroughly to what extent this engagement supported results or fostered sustainability. Nonetheless, exchanges with a broad range of non-state stakeholders was well regarded by partners, for instance for their potential to enhance knowledge and skills on state-society partnerships (NGO-1, GOV-C9-1, GOV-C5-1, GOV - C5 - 2). A positive outcome retrieved in one country was governmental acknowledgement of the importance of having local NGOs in the delegation that visited Brazil, as the mission helped strengthen the ties between the counterparts (GOV-C5-1, GOV - C5 - 2). In the in the case of Ethiopia non-governmental stakeholder participation was looked for but not fully enacted. While partnerships with the private sector worked (for instance, to build the low-cost sewage system), the participation of academia was lower than expected. Some Brazilian interviewees believed that not getting enough engagement from the local university - as originally intended - was detrimental to the cooperation (GOV-BRA-5, GOV-BRA-9, GOV-BRA-16, GOV-BRA-15), since the university would have had a more constant presence on the ground, compared to the Brazilian actors that only travelled a few times to the pilot sites (GOV-BRA-16).

‘Delegations mixing technical and political profiles are the ones that can combine raising awareness with using and multiplying the knowledge acquired’

‘The selection of individuals who go on the tours was key. To have the key decision-makers able to galvanize support. It reached the right level of officials and also the right institutions. We had the agencies that were able to draw the lessons and the right people to multiply them’

Another important aspect assessed under this indicator is the Programme’s capacity to reach out for the right Brazilian stakeholders; those who can contribute with qualified and appropriate know-how to support partner countries. The Programme was able to identify who could respond to the demands in Brazil and follow the project throughout implementation (UNICEF-BRA-2, UNICEF-BRA-1). Identifying who in Brazil, at the technical level, could better respond to particular and increasingly refined demands also required enhanced efforts from the Programme to reach out to a wide range of Brazilian implementing agencies as well as to negotiate new partnerships - moving beyond the more usually engaged institutions, such as the former MDS. ABC and UNICEF BCO worked together to ‘qualify the Brazilian supply and mobilise sub-national partners in Brazil’⁵⁹. In this regard, the support of UNICEF BCO programmatic areas to mapping potential Brazilian stakeholders, particularly at the subnational level, was an added value, contributing to broaden the pool of Brazilian implementing agencies, which is both - technically and politically - beneficial to diversify and increase Brazilian SSC supply (GOV-BRA-13).

This diversification is particularly important considering the existing challenges in terms of the follow-up capacity of Brazilian implementing agencies, in some cases overwhelmed by the number of international technical demands (UNICEF-C1-2, GOV-BRA-3, GOV-BRA-7).

Engaging Brazilian embassies in partner countries also contributed to activities hosted in partner countries in the sense of assisting the Programme to identify the right stakeholders during in-country missions as well as with logistics (GOV-BRA-6, UNICEF-C12-2, UNICEF-C12-3, UNICEF-C6-3). In at least two cases the personal engagement of Brazilian Ambassadors and their engagement in political dialogue at the highest-levels contributed to ensuring a more high-level political buy-in from partners (UNICEF-C7-1, UNICEF-C9-1, UNICEF-C1-3) and assured political follow-up of exchanges with Brazilian participation in subsequent in-country events, including high-level policy seminars and official launchings of reformed policies/programmes. Brazilian embassies are also recognised as important for in-country monitoring and follow up, ensuring timely procedures and assuring continuity in between activities, as well as for political assessments. Nonetheless, those functions were not consistently explored by the Programme (GOV-BRA-13).

Finally, when it comes to mobilisation at the UNICEF-level, UNICEF COs were important allies to the Programme (GOV-BRA-13). COs have a valuable in-depth knowledge of local stakeholders and, as such, their involvement was key to build policy-relevant diverse delegations to visit Brazil (UNICEF-C15-1, UNICEF-C2-2 GOV-BRA-2). Their sectorial expertise was also important for the identification of appropriate local stakeholders and potentially foster inter-sectorial policy exchanges (UNICEF-BRA-1).

⁵⁹ For instance in the WASH project in Ethiopia with the Brazilian state of Ceará (namely, the Regulation Agency of the State of Ceará/ Brazil – ARCE and the Sewage and Water Company of the State of Ceará/ Brazil - CAGECE). This was also the case of the partnerships with Paraguay, Jamaica and Lesotho (the Federal District Govt.), Armenia (state of Sao Paulo), Mexico (municipalities of Sao Paulo/SP and Cotia/SP), Jamaica and Belize (municipality of Fortaleza, the states of Ceará and of Rio de Janeiro, State Government of Bahia, the Municipal Government of Salvador and the Municipal Government of Paulo Afonso), Nepal (municipality of Arapiraca/AL and of Maceió/AL)

4.2.5. LEVEL OF PARTICIPANTS' TECHNICAL KNOW-HOW FOR DESIGN, IMPLEMENTATION, AND EVALUATION OF CHILD-SENSITIVE POLICIES, PROGRAMMES AND INFRASTRUCTURE

The judgement criteria for this indicator is *'participants' knowledge and skills increased and there are evidences of the knowledge acquired being adapted to bolster the design, implementation, and evaluation of child-sensitive policies, programmes and infrastructure'*.

In the cases where the Programme managed to secure longer-term collaborations it was able not only to sensitise officials but it also contributed to increased technical and operational know-how on child-sensitive policies among participants. Examples retrieved include: (i) the implementation of a ministerial annual operational and budgetary planning for social programmes⁶⁰(GOV-C8-2, GOV-C8-1); (ii) the design of a new enhanced Ministry of Social Development and its programmes^(GOV-13-1); and (iii) increased understanding of the WASH sector in Ethiopia, including the country regulatory needs, which led to expanded cooperation with Brazil and the drafting process of a future legislative framework at federal and regional levels.

A final set of positive results under this indicator relates to UNICEF's own institutional learning outcomes. In several cases, UNICEF in-country staff credited the Programme for offering an opportunity to learn - in practice - how to engage in TSSC. Capacity development gains included, for instance, learnings on how to work horizontally and on the importance of consistently engaging national counterparts in the project design phase^(UNICEF-C14-2, UNICEF-C14-1), as well as thoroughly discussing expectations and roles in the partnership^(UNICEF-C6-3).

On the other hand, for those countries that participated in single-off study tours, although stakeholders suggested that the learning served to influence decisions and practices, they had difficulties in establishing a direct causal relation between knowledge exchanges with Brazil and concrete changes in their own or their counterparts' technical know-how and skills. The evaluation has also retrieved more visible outcomes at the institutional level, which will be further explored under the next evaluation question⁶¹.

Two main factors that help understand the uneven results under this indicator are as follow: (i) the fragmented and one-off nature of programme activities (in ten out of 20 cases); and (ii) the high turnover of political and technical counterparts in both governmental institutions and within UNICEF COs, as also mentioned in under previous indicators. Not only do these continuous changes hinder knowledge dissemination and multiplication at the individual level, they also make it difficult to apply knowledge, in a sustainable manner, at the institutional level.

4.2.6. LEVEL OF COMMITMENT OF RELEVANT STAKEHOLDERS TO CHILD-SENSITIVE POLICIES

The judgment criteria for this indicator is *'the Programme contributed to stakeholders' increased disposition to act, due to changes in their understanding and attitude towards child-sensitive policies, programmes and infrastructure. The programme contributed to the engagement of high-level actors and the mobilization of technical support. The programme*

⁶⁰ However, this know-how on how to plan for social policies was not yet fully translated into effective governmental financial commitment to the agenda due to the existing budgetary disputes in the country.

⁶¹ See the indicator *Number of laws/ policy frameworks and instruments developed, adopted and/or improved*.

contributed to new or stronger political commitment towards supported policies/programmes’.

The rationale behind this indicator is very much related to the Programme’s advocacy strategy of using Brazilian experience to foster goals of UNICEF CPDs by raising awareness on particular issues relevant to the child-rights agenda and supporting buy-in from relevant stakeholders. Notwithstanding the importance that this advocacy strategy has in the ToC, this evaluation assessed uneven outcomes across partner countries.

The evaluation found strong evidences of increased commitment in five partner countries, regardless of their level of engagement with the Programme (GOV-C4-1, UNICEF-C4-1, UNICEF-C13-1, GOV-13-1, GOV-13-2, UNICEF-C7-1, UNICEF-C7-2, UNICEF-C12-1, UNICEF-C12-2, UNICEF-C12-3, GOV-C10-1, UNICEF-C10-1). It is worth noting that in at least four of these cases the evaluation also assessed that there was already political commitment in place and that the Programme contributed to reinforce such commitments, thus, favouring further advances in targeted national policies⁶². Finally, in two of those cases a larger bilateral SSC framework between the partner country and Brazil preceded and coexisted with the exchanges under this Programme. Additionally, in the case of one country technical and political level authorities were sensitised and committed to future actions, however due to political instability and staff turnover the momentum was lost (GOV-C8-1, UNICEF-C8-1). Although the end results may vary, these examples are all successful cases of good matchmaking between UNICEF CO advocacy priorities, government demands, and the availability of relevant Brazilian experiences⁶³. Good matching favoured higher level buy-in and political commitment of relevant stakeholders.

Nevertheless, in seven out of the 15 countries assessed, there was no evidence of increased commitment of relevant stakeholders (UNICEF-C11-1, UNICEF-C15-1, GOV-C14-1, UNICEF-C9-1, UNICEF-C9-2, UNICEF-C1-3, UNICEF-C3-1, GOV - C5 - 2). The underlying reasons to why this is so vary from one initiative to another and can be summarised as per the following: (i) the scope of the cooperation was mainly technical, with little possibilities to impact on political mobilisation of key actors (GOV-C14-1); (ii) serious structural limitations, such as persistent legal restrictions regarding the issue at stake, which would require more sustained efforts – including from the Programme - to be able to significantly affect the political commitment of key stakeholders (UNICEF-C9-1); (iii) de-prioritisation of the agenda within UNICEF CO or UNICEF RO, which contributed to the national governments dropping the agenda (UNICEF-C11-1, UNICEF-C15-1, UNICEF-C14-1 e UNICEF-C14-2); and (iv) very limited interaction under the Programme (GOV-C1-1).

⁶² A more comprehensive discussion on synergies will be further explored under the next evaluation question.

⁶³ On the matchmaking, see the indicator on *Alignment*.

4.3. WHAT IS THE LIKELIHOOD OF SUSTAINING POSITIVE RESULTS OVER TIME?

Box 5. Summary of findings: What is the likelihood of sustaining positive results over time?

The sustainability criterion is comprised of 5 indicators, namely (4.3.1) Number of Laws/Policy Frameworks/Instruments developed, adopted and/or improved; (4.3.2) Level of interinstitutional coordination between main stakeholders targeted by the Programme, (4.3.3) Level of financial commitment, (4.3.4) Level of resources leveraged, and (4.3.5) Level of cooperation among partners.

This evaluation has found significant outcomes regarding improved policy frameworks and instruments in 8 out of the 15 countries assessed. Contributions to relevant policy frameworks was acknowledged in Armenia, Ethiopia, Ghana, Guatemala, Jamaica, Lesotho, Nepal, and Paraguay.

The Programme has also contributed to generate sustainable inter-institutional and inter-sectorial arrangements in Armenia, Belize, Ethiopia, Guatemala, Lesotho and Paraguay. The Programme was able to convey this message to stakeholders and to create the political will to act towards greater inter-institutional and inter-sectorial communication and coordination.

Regarding financial commitments the evaluation retrieved significant results in five countries, namely Armenia, Ghana, Lesotho, Nepal and Paraguay. It is also worth noting that except for Paraguay the other initiatives benefitted from other existing international development cooperation arrangements.

The evaluation found evidence of the Programme leveraging resources to scale-up its planned initiatives within UNICEF as well as with new partners, including other international development actors. The most expressive support came from the UNICEF system itself, either through set-aside funds from UNICEF Headquarters to support TSSC with Brazil or through financial support from Country Offices to fund visits to and from Brazil. Finally, resources were also leveraged among other development partners, including multilateral development banks, to fund TSSC-related activities and to support implementation or to scale-up initiatives that were under cooperation with Brazil.

Finally, the Programme contributed to strengthening cooperation among partners in the following complementary ways: it strengthened UNICEF's and Brazil's relations with partner countries as well as the relations between the GoB and UNICEF BCO. Moreover, the evaluation found examples of positive spill-over effects, favouring SSC initiatives among other countries.

4.3.1. NUMBER OF LAWS/ POLICY FRAMEWORKS/ INSTRUMENTS DEVELOPED, ADOPTED AND/ OR IMPROVED

The judgment criteria for this indicator is '*The Laws/ Policy frameworks/ instruments developed, adopted and/ or improved effectively supported improvements in policy planning, implementation and monitoring*'.

This evaluation has found significant outcomes regarding improved policy frameworks and instruments in at least eight countries. Contribution to relevant policy frameworks was acknowledged in Armenia, Ethiopia, Ghana, Guatemala, Jamaica, Lesotho, Nepal, and Paraguay.

— **Armenia:** professional guidelines and standard protocols on infant and young child feeding were drafted and approved by the Ministry of Health as national standards to be followed by the whole country. Special Training of Trainers workshops were carried out to reach out to health providers and to ensure the use of these guidelines. Stakeholders also reported a successful experience with UNICEF Armenia assisting the government (through the Ministry of Health) to pilot parental educational centres related to child nutrition following exchanges with Brazil⁶⁴. This pilot experience in Syunik informed changes at the policy-institutional level with new protocols, a revised national nutrition strategy and the adoption of a budget line for nutrition under the Ministry of Health.

— **Ethiopia:** Brazilian technicians have peer-reviewed the governmental Urban WASH Strategy, ensuring the strategy's quality and integration. The Strategy is now finalised and approved. The exchanges with Brazilian experts in Brazil have contributed to set an agenda for a WASH regulation component. Possible frameworks for regulation are currently being discussed both sub-nationally and nationally. However, so far no final framework has adopted on this matter⁶⁵. Moreover, Brazil has also assisted in defining the scope of the future WASH governance structure in Ethiopia. Additionally, as part of the pilot in Wukro, many smaller outputs were generated in order to assist local partners in implementing the system designed by Brazilian technicians, including guidelines on work safety and technical guidelines on sewage system maintenance. The low-cost sewage management technology introduced by Brazil is also seen as a potential contribution to improve waste management across the country and has been cited as reference in official documents regarding Urban WASH.

— **Ghana:** Following the high-level visit to Brazil, the Social Protection Framework was sent to the Cabinet and the country approved its National Social Protection Strategy in 2015.

— **Guatemala:** Brazilian direct technical assistance informed the design of *Mi Bono Seguro* (today *Mi Bono Social*) and the revision of the Rural Development National Plan (PNDR). Regarding *Mi Bono Seguro*, exchanges with Brazil helped to develop technical norms to improve the policy targeting and to develop a single registry system for beneficiaries. As for the PNDR, the Brazilian technical support included a revision of the Plan, clarifying some technical points related to the local production-purchase chain of the home-grown school feeding model, improving some of its strategies such as the *Centros de Acopio*. The Plan is

⁶⁴ Although not funded by Brazil, the pilot counted on set-aside funds from Headquarters to promote SSC.

⁶⁵ The Ethiopian Ministry of Water, Irrigation and Energy has decided to hire a consultant to do the final drafting of the national law, which is expected to be supervised and advised by the Brazilian team of experts. This update was shared with the Brazilian government in the high-level meeting of March 2018. See Brazil. 2018. MRE Cable: Official Letter n. 59 from April 2nd, 2018.

however on hold, due to the political instability that started in 2015. In the end, improvements remained at the draft-level as no legal or policy change was formally adopted.

— **Jamaica:** The ‘Teen hub’ established by the Ministry of Health and the Ministry of Youth in 2017 is reported as being inspired by the exchanges with Brazil in 2014. As an unintended result of the joint study tour of Jamaica and Belize to Brazil, a team from Jamaica (Ministry of Health and the National Family Planning Board) subsequently travelled to Belize to support the completion of their national HIV/Aids adolescent strategy.

— **Lesotho:** Shortly after visiting Brazil, in 2015, the Minister of Social Development personally committed to make the Cabinet approve the new Social Protection Strategy, which had already been drafted by the previous administration.

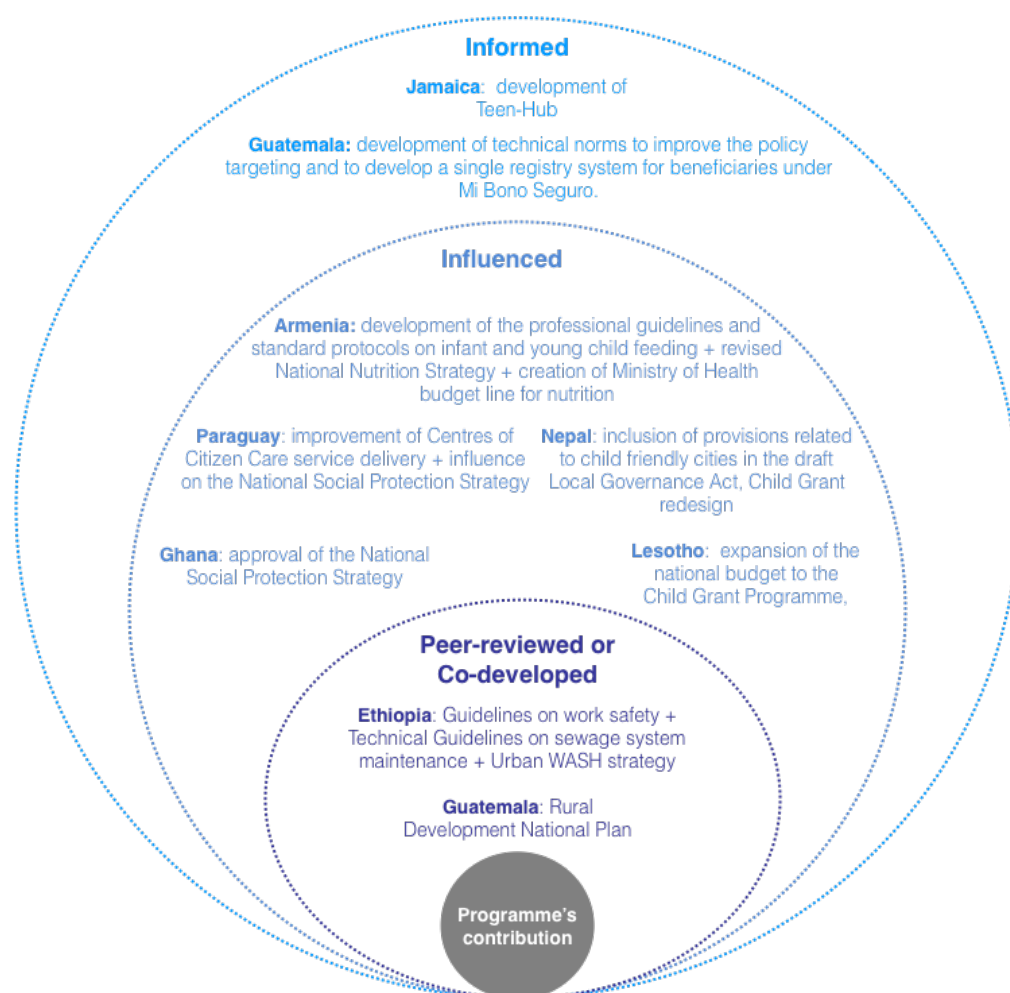
— **Nepal:** Provisions related to child friendly cities were included in the draft of the Local Governance Act, which was approved in 2017. As for the exchanges on social protection, exchanges with Brazil reinforced the commitment of Nepal’s government to expand the Child Grant. The exchanges under the Programme’s framework supported political buy-in from the government, as well as from traditional donors to make the expansion of the Child Grant possible. Finally, the Brazilian experience with *Bolsa Família* inspired the design and support of the universal expansion of the Child Grant.

— **Paraguay:** Exchanges with Brazil immediately contributed to the enhancement of the design and the implementation of a decentralised social service delivery with a sensitive approach towards vulnerable-children and gender. Following recommendations made by Brazilian technicians improvements have been made to the newly created Centres of Citizen Care (CAC - *Centros de Atención Ciudadana*). These improvements included the hiring of psychologists and social workers and training of professionals to adjust the family care according to new service protocols, the creation of spaces for children’s recreation, the provision of meals, the support to women in situations of domestic violence, the creation of Mobile Citizens Care, and the mobile service care for families in the territory covered by the CAC's staff. With the transition to a new government in 2019 a new initiative was designed. The Regional Social Support Centres (CLAS - *Centros Locales de Atención Social*) are part of the national social protection strategy⁶⁶. This new model encompasses a wider range of services and more inter-sectorial perspective than the original CACs. The new concept is seen as clearly and strongly influenced by the TSSC with Brazil and it is perceived as a more similar version of the Brazil’s Reference Centre for Social Assistance (CRAS - *Centro de Referência de Assistência Social*). A ministerial administrative decision to have this formalized is currently being drafted.

Figure 7 retrieves the examples raised by this evaluation on enhancement of policy frameworks in partner countries.

⁶⁶ This information was retrieved from an official document by the Government of Paraguay entitled “Reestructuración de las ofertas programáticas del MDS”, shared with the evaluation team.

Figure 7 Programme contribution to the enhancement of partners' Policy Frameworks



Source: Own elaboration

Box 6. Enablers of positive outcomes: the case of Paraguay

In 2005 the Conditional Cash Transfer programme Tekoporã was launched in Paraguay. The Brazilian experience in social protection has been a benchmark for Paraguay from the very outset of this programme, along with other successful social policy frameworks within Mercosur. Regional policy dialogue and learning networks were extremely relevant to inform the design of the programme as well as to achieve the necessary political support and to convince the public opinion on its potential impact on poverty reduction.

The TSSC between Paraguay and Brazil under this Programme took place between in 2015 and 2016, a decade after Tekoporã inception. The general objective of this cooperation was to enhance Tekoporã, and the specific objective was to improve its processes' implementation, qualify and enhance the fulfilment of the demands of the population through territorial decentralisation, generating a decentralised social service delivery. In the case of Paraguay, it is interesting to note that the influence of the cooperation can have both short and longer-term effects. In the short run, knowledge will be adapted to the country's scale and possibilities, with contributions to the refinement of strategies that are already underway. In the longer-term, as social protection grows as a priority for national

governments, it might influence the design of new, bolder and more permanent legal and institutional frameworks.

The findings show that whereas there was indeed a genuine interest on the Paraguayan side to learn from the Brazilian experience, both at technical and political levels, other elements also helped generate results. These include availability of background information on Brazilian policies, openness to collaborate on both ends, and available resources to absorb recommendations and adapt policy in terms of applying new knowledge into on-going efforts. In sum, the identified overall key enablers for success were as follow:

- (i) Cooperation with Brazil took place in a period of economic growth, when there were resources to implement the policy;
 - (ii) there was a genuine interest of the high-level stakeholders in the cooperation;
 - (iii) there was previous accumulated knowledge about the Brazilian experience and its effectiveness, which helped to refine the demands;
 - (iv) from the initially stated objectives, the demand was refined through joint work between UNICEF and the Secretary of Social Assistance (ranked as a Ministry at the that time). They had the opportunity to go to Brazil on a preparatory mission that provided them with information on the range of offers that Brazilian cooperation could provide;
 - (v) the definition of a specific demand on the experience of CRAS and Reference Centre for Specialised Social Assistance (*CREAS - Centro de Referência Especializado de Assistência Social*) occurred at the time when Paraguay had just opened a regional office of the Secretariat of Social Assistance, in the countryside, in Coronel Oviedo. Brazil's in-country mission brought concrete, reality-based recommendations to help qualify the centres of citizen attention (CACs), a service that was already under testing;
 - (vi) the profile of Brazilian technicians was appropriate to meet the demand. They had hands-on experience in the field, practiced active listening, and established an empathic and horizontal approach in a sense that favoured the adaptation of the knowledge and recommendations;
 - (vii) the people mobilized to participate in the trainings in Paraguay were directly responsible for implementing changes;
 - (viii) even with the government transition in 2018 many people who participated in the cooperation with Brazil remained in the government and the Brazilian experience remains as a reference for the programmatic redesign of the institution. The Secretariat of Social Assistance was merged into the Ministry of Social Development and as a higher-rank institution the policies and programs, inspired by the Brazilian social protection policy, may have greater impact, scale and sustainability.
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4.3.2. LEVEL OF INTERINSTITUTIONAL COORDINATION BETWEEN MAIN STAKEHOLDERS TARGETED BY THE PROGRAMME

The judgment criteria for this indicator is *'the Programme contributed to an enhanced level of coordination between relevant actors responsible for the policies supported by the Programme. There are evidences of new agreements among stakeholders; increased communication and coordination; common perceptions of roles and responsibilities; new inter-sectorial committees/ groups; jointly produced outputs'*.

The evaluation has found significant examples of partnerships where the Programme has contributed to generating sustainable inter-institutional and inter-sectorial arrangements. Those were Armenia, Belize, Ethiopia, Ghana, Guatemala, Lesotho and Paraguay. It has also found evidence of the Programme being able to convey this message to stakeholders and to create the political will to act towards greater communication and coordination. Study tours to Brazil were important ways through which this message was conveyed, both because

delegations could see inter-sectorial action put in practice in Brazilian policies, but also because delegations were carefully formed having this concern in mind and were themselves diverse and inter-sectorial ^(GOV - C5 - 2; UNICEF-C12-3). Moreover, in Belize, Lesotho and Paraguay the recommendations made by Brazilian technicians during country missions were also important in the design of inter-sectorial arrangements, either immediately or years after the exchanges with Brazil.

— In **Armenia**, Brazilian experiences helped to integrate efforts. An inter-sectorial working group was created. However, actions ended up being overly concentrated in the Ministry of Health. For instance, the pilot designed after the exchanges with Brazil only took up in the health sector, while the agriculture component (namely, to include a home-grown-school feeding component) was never implemented. Looking back, one interviewee pointed out that inter-sectorial action was not given proper attention at the time of the cooperation but started to make more sense afterwards, opening venues for new rounds of exchanges between the countries under a potential new cycle.

— In **Ethiopia**, the pilot in Wukro has enabled an inter-institutional collaboration both in terms of inter-sectorial action (health, urban development, WASH), but also across-governmental levels (federal, regional, municipal governments), and between public-private actors. Bridging all those actors was an intended feature of the cooperation with Brazil. While interviewees recognised some coordination mechanisms in the WASH sector predated and were already working before the cooperation, they also deemed that cooperation with Brazil reinforced the importance of the coordination mechanisms.

— In **Ghana**, the Parliament created a Standing Committee on Employment where social protection is included.

— In **Guatemala**, the original demand related to the National Rural Development programme was already inter-sectorial (agriculture and social development). The mission to Brazil was organised to make sure the technical level would learn from the Brazilian experience on this aspect. The cooperation is seen as having strengthened the links between both ministries to achieve implementation. However, the PNDR was later abandoned due to the political changes in the country that started in 2015. Interviewees agreed that the Single Registry adopted after exchanges with Brazil, and learning from the Brazilian experience, had an important inter-institutional effect, since the government started to combine the registering of the beneficiaries of its programmes (for instance, school feeding, microcredit, *Un Vaso de Leche*, *Mi Bono*, etc.) currently hosted under different ministries (such as Social Development, Education, Agriculture).

— In **Lesotho**, after the approval of the National Social Protection Strategy and the policy, inter-sectorial subcommittees were formed to assist in its implementation. The establishment of a sub-committee was also a requirement of the World Bank performance-based loan used to expand the Child Grant coverage.

— In **Paraguay**, the visit of Brazilian technicians broadened the view on the possibilities of inter-sectorial arrangements at the Centres of Citizen Care - CACs, based on the multiple vulnerabilities of assisted children and women. As a response, a cooperation agreement was made with the Women's Ministry and a protocol was drafted for the care of women victims of domestic violence, which resulted in the creation of a specific care space for women within the CACs and the follow up by the Women's Ministry. The new Centres are being designed

with an inter-sectorial perspective that intends to integrate food and nutritional security, health, and social housing⁶⁷.

— In **Belize**, the government reported that an inter-sectorial working group on youth health – the so-called ‘adolescent health working groups’ created in 2017 and led by the Ministry of Health – was influenced and inspired by the TSSC.

4.3.3. LEVEL OF FINANCIAL COMMITMENT

The judgment criterion for this indicator was *‘increased resources allocated towards the functioning or scaling-up of the policies/programmes supported by the Programme’*.

The evaluation found significant results regarding financial commitment in five countries, namely Armenia, Ghana, Lesotho, Nepal and Paraguay.

— In **Armenia** the pilot experience in Syunik was crucial to show results and to build political support for further investment, which resulted in the Ministry of Health creating a separate budget line for nutrition.

— In **Ghana**, since the beginning of the cooperation with Brazil, the Ministry of Finance committed to expanding the LEAP 1000 (in partnership with the United States Agency for International Development - USAID). According to UNICEF records ‘the LEAP coverage has expanded from 77,006 households in 2014 to 143,552 households in 2015, representing an 86.4% increase’⁶⁸.

— In **Lesotho** the mission to Brazil helped securing more financial commitment to the social protection agenda, as the government decided to increase its budget on the matter, including through the expansion of the Child Grant Programme.

— In **Nepal** collaboration with the Programme was a key first step for UNICEF to encourage government buy-in on expanding the Child Grant. The programme has since then expanded with the Nepalese government increasing its resource allocation and with support from DFID to implement this expansion.

— In **Paraguay** the Programme’s support to piloting the CACs was instrumental in building political buy-in for further public investment in multiplying and decentralising citizen care centres as part of the new social protection strategy. Governmental representatives reported that, so far, there is budget secured for 4 new units. The Ministry’s intention is to further ensure the implementation of at least 1 CLAC in each of the country’s 254 districts.

⁶⁷ The more recent outcomes regarding the reform of the CACs, under the new administration, who came into power in 2019, were communicated to the evaluation team during the fieldwork mission to Paraguay, in November 2019.

⁶⁸ UNICEF & ABC. (2016). The Government of Brazil and UNICEF: Partnerships for Trilateral South-South Cooperation.

Beyond country-specific cases, it is worth noting that in Armenia and Ghana the programme supported activities within a broader framework of Brazilian cooperation activities with those countries.⁶⁹

4.3.4. LEVEL OF RESOURCES LEVERAGED

The judgement criterion for this indicator was '*resources from new partners were leveraged to scale-up policies/programmes supported by the Programme*'.

This evaluation found evidences of the Programme leveraging resources to scale-up its planned initiatives within UNICEF as well as with new partners, including other international development actors.

The most expressive support came from the UNICEF system itself. The Programme was able to leverage its initial budget within UNICEF at least 3.5 times. Being a strategy for UNICEF funding for TSSC activities with Brazil was often leveraged within the UNICEF system through two main sources: set-aside funds from the Headquarters and COs own programme budgets. This evaluation could not disaggregate the exact amounts channelled through the Programme itself, since the information available did not differentiate UNICEF BCO TSSC engagement with the government of Brazil in general from the engagement in TSSC under ABC's coordination, which is the scope of the Programme.

- **UNICEF Headquarters** launched a call for proposals for set-aside funds on TSSC in 2013. In response to this opportunity UNICEF BCO coordinated request efforts with UNICEF COs in Armenia, Algeria and Jamaica to present proposals that could reinforce exchanges between Brazil and those countries, which were at that time on initial discussions. From that call, a total of USD 951.500,00 was cleared for TSSC: USD 301.500,00 for UNICEF BCO to engage in TSSC initiatives with the Government of Brazil exclusively, USD 250.000,00 for UNICEF Armenia CO for the support of the pilot in the Syunik region; USD 300.000,00 for UNICEF Algeria CO for the establishment of a regional hub for knowledge exchange on social protection between the Middle East and Northern Africa (MENA) and the Latin American regions; and USD 100.000,00 for UNICEF Jamaica CO to collaborate with Brazil and address adolescents' health and HIV/AIDS challenges. While all these set-aside funds had a broader scope, they all explicitly mentioned that the funds should support cooperation activities with Brazil.
- Regarding **Country Offices'** financial support for cooperation with Brazil, a previous assessment made by UNICEF for the years of 2014-2015 points to a total contribution

⁶⁹ In Armenia, programme activities were aligned with other bilateral SSC exchanges between Brazil and the country, namely the financial and technical support of the former General Coordination of International Action against Hunger from the Ministry of Foreign Affairs (*Coordenadoria Geral de Ações contra a Fome - CG-Fome/MRE*) and the technical support of the International Policy Centre for Inclusive Growth (IPC-IG). Additionally, UNICEF Armenia received financial support from UNICEF Headquarters through set-aside funds for SSC with Brazil. In Ghana, Brazil-Ghana partnerships (for instance on specific exchanges on *Bolsa Família* and the LEAP) started in 2007. In parallel to the Programme both governments continued to exchange bilaterally on those issues and Ghana received technical cooperation missions from other Brazilian public institutions, although those were not formally integrated into the Programme. The LEAP has been managed by the Department of Social Welfare of Ghana and its design and implementation was supported by the Africa-Brazil Cooperation Program on Social Development. See NIÑO-ZARAZÚA, M., BARRIENTOS, A., HICKEY, S. & HULME, D. (2012) 'Social Protection in Sub-Saharan Africa: Getting the Politics Right'. *World Development*. 40 (1), 163–176.

of USD 258,507.08. This amount is based on COs' self-reported contributions to mainly fund the missions to and from Brazil.

- Another important illustration is the case of UNICEF **Ethiopia** that has funded the low-cost sewage pilot in Wukro under their partnership with the government for the One WASH Plus Programme on urban sanitation⁷⁰. In this project the Government of Ethiopia contributed, through UNICEF, with USD 581,198.00. Furthermore, for the pilot in Wukro, some Brazilian implementing partners - such as FUNASA - financially contributed to some of the activities they were involved in with their own resources (GOV- GOV-BRA-16). The evaluation also assessed that in some cases Brazilian embassies also supported activities with logistics on the ground, local transportation, etc (GOV-13-1, GOV-BRA-16, UNICEF-C8-1, UNICEF-C9-1).

In other cases UNICEF COs have negotiated with external partners to include some TSSC activities within existing (or even) new agreements with other development partners:

- In **Angola** the visit to Brazil helped liaise with Brazilian former high-level officials and consultants. World Bank and UNICEF Angola later funded visits from Brazilian experts (technical and political level) to promote a more continuous exchange with the government.
- In **Ghana**, a high-level continued partnership with a former Brazilian Minister of Social Development resulted in another high-level mission to Ghana with the support from the World Bank and USAID.

Finally, resources from other development partners were also leveraged to support the implementation or to scale-up initiatives that were under the cooperation with Brazil:

- In **Armenia** the pilot was scaled-up to other administrative regions with funds from other partners, such as USAID, which followed similar sets of interventions. For instance, the polyclinics (health education centres) were scaled up from four centres in Syunik to 40 centres in the same region and 101 centres in total across the country.
- In **Ghana** by the end of 2014 UNICEF and USAID signed an agreement to support the expansion of LEAP 1000, which UNICEF representatives believe have benefitted from inputs from the visit to Brazil as well as from the training by a Brazilian expert who had previously worked for the Brazilian MDS.
- In **Guatemala** the World Bank financed the implementation of the information technology systems needed to operationalise a single registry for the country, designed and budgeted during exchanges with Brazil along the lines of the Brazilian Cadastro Único system.
- In **Lesotho**, after the visit to Brazil, the World Bank agreed to a loan to fund the expansion of the Child Grant coverage.
- In **Nepal**, once the Child Grant scheme was established by the Government, DFID supported its expansion.

4.3.5. LEVEL OF COOPERATION AMONG PARTNERS

The judgment criteria for this indicator was *'the Programme contributed to strengthen Brazil's and UNICEF's relation with partner countries, as well as among partner countries. The*

⁷⁰ One WASH Plus is a national program from the Government of Ethiopia in partnership with development partners, like DFID that has UNICEF as a major implementing partner.

Programme is influencing Brazil and other governments to take children's rights into consideration in its international cooperation'.

This evaluation has found evidence of Programme's contribution to strengthening cooperation among partners in the following complementary ways: First, it contributed to strengthening UNICEF's and Brazil's relations with partner countries. Second, it contributed to strengthening the relations between the GoB and UNICEF BCO. Finally, the evaluation found examples of positive spill-over effects, favouring relations among other countries and other TSSC initiatives.

For Brazil and partner countries, the cooperation is seen as having succeeded in strengthening their political ties ^(UNICEF-C6-3; UNICEF-C7-1; UNICEF-C7-2; GOV-C4-1; GOV-C8-1, UNICEF-C12-3), particularly in contexts where embassies got involved in the cooperation exchanges. In several partnerships governments from both sides have identified future areas to deepen cooperation ^(UNICEF-C6-4, UNICEF-C13-1, GOV-13-1, GOV-13-2, GOV-C4-1, UNICEF-C2-2).

UNICEF has also improved its relations with national counterparts ^(UNICEF-C9-2, UNICEF-C9-1, GOV-C8-2, UNICEF-C6-3). The Programme helped to foster mutual understandings between UNICEF COs and national counterparts. It has helped UNICEF COs to develop a better sense of needs and installed capacities in the countries they operate. At the same time it has fostered firmer understandings within national governments around the UNICEF mandate ^(UNICEF-C9-1).

The Programme has also positively impacted on the relations between UNICEF BCO and ABC, contributing to the work of UNICEF BCO in Brazil ^(UNICEF-BRA-1). According to both governmental and UNICEF interviewees in Brazil, the Programme also helped to strengthen partnerships between UNICEF BCO and a range of Brazilian governmental institutions, namely Brazilian line-ministries (where the TSSC worked as an additional entry-door to UNICEF BCO dialogue with national counterparts) and subnational governments and institutions ^(UNICEF-BRA-2, GOV-BRA-3, UNICEF-BRA-1, UNICEF-BRA-3).

ABC also recognises the benefits of partnering with UNICEF, including learnings on setting-up clear methodologies and instruments to guide the trilateral cooperation (such as Guidelines, Theory of Change, Programme Logframe, and the MEL system) and on the need to jointly define objectives and how to achieve them. Those ways of doing trilateral cooperation were initially piloted under the partnership with UNICEF and have since been expanded to other partnerships between Brazil and International Organisations ^(GOV-BRA-11, GOV-BRA-12).

Finally, the evaluation found examples of the Programme having unexpected results in terms of positioning TSSC as a viable strategy for countries to promote policy dialogues about what they have learned and/or implemented after the cooperation with Brazil, creating other development cooperation opportunities with or without UNICEF and even without Brazil. Cases retrieved were: (i) Salvador and Kingston became twin-cities⁷¹; (ii) the Nepalese city of Sunol and the Brazilian city of Arapiraca started a similar conversation, but the process was never completed; (iii) Jamaica and Belize established a bilateral exchange following their visit to Brazil; (iv) Guatemala exchanged with the Dominican Republic on money transfer instruments after exchanges with Brazil and; (v) Russia has expressed interest in the Armenian experience supported by the Programme.

⁷¹ Twin-cities or sister-cities are a form of legal and/or political agreement between to foster cultural, political and commercial ties.

4.4. TO WHAT EXTENT HAS THE MANAGEMENT OF THE PROGRAMME ENSURED TIMELINES, QUALITY OF OUTPUTS AND AN EFFICIENT UTILIZATION OF RESOURCES AIMING AT ACHIEVING ITS OBJECTIVES?

Box 7. Summary of findings: How efficient was the Programme?

Under the efficiency criterion there are 5 indicators, namely (4.4.1) Cost-effectiveness, (4.4.2) Quality and timeliness of preparatory work and follow-up, (4.4.3) Clarity of procedures and arrangements, (4.4.4) Level of partners engagement in TSSC initiatives governance, and (4.4.5) Complementarity with other projects.

The Programme offered good return on investments and was cost efficient. The financial resources mobilised were relatively low, and have enabled significant results, pointing to the potential of the innovative funding arrangement proposed by the Programme's seed-money approach towards achieving important results for partners. Nevertheless, the Programme has also had a low level of execution and it could have financially invested more on knowledge management activities or on timely tackling opportunities in partner countries to enhance effectiveness. Beyond financial execution partners have also pointed to important management challenges that hindered better cost-effectiveness results, especially the lengthy negotiation processes, which hindered the potential for seizing windows of opportunity to engage in partners processes or to access additional earmarked funds.

Preparatory work was efficient and supported the mobilization of the right stakeholders to participate in study visits and, at the same time, supported narrowing down the scope of the latter, so it would be better responsive to country-partner needs. However, the downside identified by the evaluation refers to the need of more in-depth briefing of Brazilian experts engaged in in-country technical visits regarding the partners' contexts and conditions.

Follow-up activities, in turn, were limited. Usually they consisted of exchange of study visit reports and non-systematic online conferences. The evaluation retrieved a few examples of effective remote follow-up actions to provide further technical support. These examples showed the importance that good follow-up has for achieving results in terms of adopting new policy frameworks and instruments. Finally, the evaluation assessed a pressing need for a more systematic engagement of UNICEF COs and Brazilian implementing agencies in follow-up activities.

The Programme procedures and arrangements, described in the TSSC Guidelines, provided partner countries with clarity on how to engage with the Programme in a timely manner. Although useful and clear the procedures established by the Programme require considerable amount of work from partner countries and could be streamlined in order to rationalise efforts from all sides.

Regarding partners' engagement in governance processes the evaluation found uneven results. On the one hand, governance was deemed overall participatory and horizontal, with the engagement of all stakeholders in all cooperation phases. On the other hand, the evaluation retrieved cases where activities were left mainly to be dealt with by UNICEF COs, with little participation of national government stakeholders. Moreover, there is a clear room to improve governance when it comes to the engagement of Brazilian implementing agencies, as they are often excluded from decision-making processes and ongoing dialogues with partner countries.

Lastly, the programme has proven itself as capable of feeding into other ongoing development efforts in partner countries. In that sense programme activities were in synergy with other UNICEF in-country efforts as well as with Brazilian SSC and initiatives of other development actors. Those synergies have enhanced the results of Programme.

4.4.1. COST-EFFECTIVENESS

The judgment criteria for this indicator was *'the resources (financial, systems, time, people) associated with the Programme's activities were allocated timely and with flexibility in order to allow the execution of all activities agreed. The activities considered most relevant and effective by partners coincide with those receiving more technical and financial investments. Stakeholders recognize that there are no alternative ways of minimising costs and/or achieving better results with the same resources'*.

The Programme offered good return on investment and was cost efficient. Financial resources mobilised were relatively low and have enabled relatively significant results ^(UNICEF-C8-1, UNICEF-C12-1, GOV-13-1, UNICEF-C13-2, GOV-13-3).

'High returns, without any doubt. I am not aware of any other initiative that has delivered as many results with so little invested'

The Programme resources were significantly complemented by UNICEF COs, set-aside funds from UNICEF Headquarters, and to a lesser extent by some Brazilian implementing agencies as well as in some cases by Brazilian embassies, for instance in supporting local logistics and translation costs. However, it is difficult to quantify the total amount of resources mobilized by the Programme since costs incurred by UNICEF COs, Brazilian implementing agencies and UNICEF BCO could not be disaggregated. Even in the face of this challenge, some figures can be drawn in order to better understand the Programme's financial execution and its cost-effectiveness. Brazilian funds available to the Programme amount to a total of USD 503,713.06, of which only USD 142,776.49 (28.3%) have been executed during the implementation years (2013-2018). Although this is an extremely low level of execution, it must be analysed against the level of the other resources it mobilised: UNICEF COs reported a total amount of USD 369,563.00 contributed to fund the Programme's activities for the 2014-2015 biennium and UNICEF BCO has invested a total amount of USD 537,733.07 for TSSC with Brazil (2012-2018), which also funded part of the Programme's activities. In Ethiopia the project budget comes to a total amount of USD 641,198.00⁷². Finally, it is important to highlight that some initiatives under the current portfolio are on hold, due to political changes in Brazil or partner countries ^(UNICEF-BRA-2). Once resumed, these initiatives need to be reflected in the total amount of execution.

Figure 8 shows that the Programme's executed budget fed into a much larger amount of resources dedicated to partner country initiatives.

⁷² The PRODOC foresees a total financial contribution of USD 591.198,00 and a total in-kind contribution of USD 50.000,00. Regarding financial contribution, the Government of Ethiopia contributes with USD 581.198,00 and the Government of Brazil with USD 10.000,00. See: ABC/ Government of Ethiopia/ UNICEF (2016). Strengthening the Water Supply and Sewage Services in Ethiopia. Project Document. Also, additional resources have been allocated towards this initiative after to the signature of the project document, amounting to USD 40.000 as per the ABC-UNICEF Joint work plan (information provided by BCO).

Figure 8 Programme budget vis-à-vis other financial resources leveraged



Source: Own elaboration

Altogether these figures raise important reflections on cost-effectiveness. On the one hand, the figures indicate an innovative funding arrangement that allowed the Programme to take advantage of the seed money provided by the Brazilian government and, at the same time mobilise resources within UNICEF to support Brazilian TSSC for children. On the other hand, the Programme's low level of execution also raises important questions on alternative strategies that could have been explored further, and that might have had a considerable impact on furthering the Programme's implementation and results.

A more flexible use of resources, and a greater level of execution to move beyond missions, would also have helped to achieve more results and greater impact (GOV-C13-2, GOV-C13 - 8, GOV-C5-1, GOV-BRA-9, GOV-BRA-16). It is also noticeable that the Programme could have financially invested more on knowledge management activities (as already discussed under the indicator '*Number and adequacy of knowledge produced and/or disseminated*'). Furthermore, available resources could have been mobilised to timely tackle opportunities in partner countries, enhancing programme effectiveness. . This last point brings to the fore the possible adjustments to be done regarding the so-called seed-money approach adopted by the Programme. As noted by one interviewee, the Programme 'ended up with resources spread out across countries: little money allocated to many countries' (UNICEF-BRA-1).

In order to explain this scenario it is important to take into consideration that the Programme faced important constraints that hindered its overall financial execution capacity. Insufficient human resources, both in ABC as well as in UNICEF BCO, especially from 2017 and

onwards⁷³, as well as the constant political changes in Brazil and partner countries during the period under assessment were raised as important stumbling blocks. This scenario affected not only the possibilities of enhancing implementation of agreed initiatives but also the prospects of taking the Programme to another level, namely to increase the number of activities and in-country missions, and to be more proactive and strategic on moving from one-off activities to more continuous partnerships (UNICEF-BRA-1, UNICEF-BRA-2, GOV-BRA-13, UNICEF-RO-1, GOV-BRA-2, GOV-BRA-7).

Beyond financial execution partners have also pointed to important management challenges that hindered better cost-effectiveness. Delays in responses from all partners, constant back-and-forth of agreements and documents, bureaucracy on all ends and intense consultations with a wide range of Brazilian implementing partners are all some of the transaction costs mentioned which negatively impacted programme execution. Additionally, high translation costs were also mentioned (GOV-C4-1, UNICEF-C5-1, GOV-BRA-2, UNICEF-C15-1, GOV-BRA-5, GOV-BRA-6, UNICEF-C12-1, UNICEF-C12-2, UNICEF-C6-3, GOV-BRA-16, GOV-BRA-15, UNICEF-C9-4, UNICEF-C13-2). While management challenges are often acknowledged as being part of the TSSC transaction costs (UNICEF-C6-3, UNICEF-C13-2, GOV-C13-1, GOV-BRA-13, GOV-BRA-11) for a range of stakeholders this is an area where the Programme could improve, especially with regards to the lengthy negotiation processes (UNICEF-C6-2, GOV-C9-1, UNICEF-C9-3, UNICEF-C14-1, UNICEF-C14-2, GOV-13-4).

‘The time between the activities was too long. We didn’t even feel that the cooperation existed’

Important consequences of those transaction costs are, on the one hand, the potential loss of political timing or opportunity windows to engage in partners processes and, on the other, the impossibility to use additional UNICEF CO funds, which are earmarked, thus negatively affecting the very resources mobilisation dimension that is needed to get the TSSC going (UNICEF-BRA-1, UNICEF-C14-2, GOV-C13-4, GOV-C13-3). On the mobilisation of UNICEF CO funds it is important to balance this finding with the one pointing to the current low-flexibility within the UNICEF system to engage and respond to the ways of working and timings of TSSC (UNICEF-BRA-3, UNICEF-C6-3). Elevated transaction costs ended up also affecting the capacity of UNICEF COs to engage in TSSC, since they also have small teams to follow-up on a number of initiatives. Another important dimension of current UNICEF engagement is that the very UNICEF BCO has deprioritised TSSC and downsized its human resources in its most recent CPD (2017-2021) (UNICEF-BRA-1). Those changes on UNICEF’s side, paired with ABC’s small staff availability for the Programme, imposed important challenges to the Programme’s capacity to follow-up on the current portfolio and respond to new demands.

4.4.2. QUALITY AND TIMELINESS OF PREPARATORY WORK AND FOLLOW-UP

The judgment criteria for this indicator was *‘the preparatory work and follow-up of TSSC exchanges (communication, online support, sending additional information/documentation) met partners needs and demands and supported policy adaptation and continuous knowledge exchange.’*

⁷³ As for the institutional structure of BCO, from 2012 to 2016 the Office counted with a South-South Cooperation Unit that responded directly to the UNICEF’s Representative with exclusive and specialized dedicated staff. The change in the last CPD was followed by a structural change in BCO and SSC was moved to and consolidated with two other thematic areas under the Social Policy and Monitoring & Evaluation Section.

While crafting and adjusting the design of the Programme UNICEF and the Brazilian government were particularly sensitive to the need to tailor knowledge exchanges and adapt support modalities to each type of partnership. Most of the activities were based on preliminary assessments: either studies previously carried out by partners, or the Terms of Reference thoroughly discussed among all partners during the preparatory phase. This has helped to refine the mutual understandings around the demands and align expectations on what the cooperation could deliver⁷⁴.

Preparatory work was valued as a means to tailor exchanges to the local context. Although preparatory work was considered lengthy by some, because it requires multiple stakeholders engagement (UNICEF-C13-1, GOV-C13-4, UNICEF-C14-1, UNICEF-C9-1), it was well regarded by most of the partners as an effective strategy to (i) refine understandings of the scope of the cooperation; (ii) narrow down the demand; (iii) promote joint diagnosis to support the preparation of the activities; (iv) identify participants to participate in study tours' and; (v) draw out lessons learned on what worked and what did not work in Brazil (UNICEF-C14-1, GOV-C8-1, UNICEF-C2-3, GOV-C14-1, UNICEF-C10-1, UNICEF-C12-3). Preparatory work was considered beneficial to the cooperation, particularly when involving horizontal exchanges between partners to narrow-down the demands. Governmental involvement at this stage was seen as key to ensure alignment and political buy-in from a range of relevant stakeholders. This perception was particularly strong among Brazilian implementing agencies, which highlighted the need for this co-construction as a constitutive element of their SSC (GOV-BRA-3, GOV-BRA-1, GOV-BRA-5, GOV-BRA-6). Regarding preparation, UNICEF COs also played an important role, assisting partner governments in planning the visit based on their own specific needs and planning follow up in light of country priorities (UNICEF-C12-3).

However, while the Programme has developed and improved its methodologies in terms of preparatory work both Brazilian implementing agencies and partner countries have pointed to an important area in need of improvement namely: a more consistent and in-depth briefing of Brazilian experts engaged in in-country technical visits about partners' contexts and conditions (GOV-C1-1, GOV-BRA-14, GOV-BRA-15, GOV-BRA-8, GOV-BRA-14, UNICEF-C9-5, GOV-BRA-10). This includes current policy and political debates taking place in partner countries as well as an overview of policy and regulatory frameworks in place, so the Brazilian counterpart can tailor their inputs in a more strategic way and better engage with partners' issues.

'It is about building upon my own experience and, in a careful way, to engage in a dialogue or to ask partners questions that will help them reflect and to make the link between what is being presented and what they have on the ground'

Follow-up activities, in turn, were deemed limited. Those were usually restricted to online communications (GOV-C4-1, GOV - C5 - 2, GOV-C8-2, UNICEF-C9-2, UNICEF-C9-3, GOV-C13-8) and sharing of mission reports (UNICEF-C12-3, GOV - C5 - 2, GOV-C4-1, GOV-C13-8). The evaluation assessed uneven results regarding virtual follow-up. On the one hand, the evaluation retrieved a wide range of bottlenecks regarding this kind of follow-up, such as: (i) logistic challenges and requirements for virtual exchanges, including poor internet connectivity, time zones differences, language barriers and difficulties to coordinate videoconferences (UNICEF-C6-3); (ii) lack of a formalised and structured follow-up plan in some cases, which could have fostered commitment among UNICEF COs (UNICEF-C11-1, GOV - C5 - 2, GOV-C13-2), since this has been proven effective in other cases (UNICEF-C14-1); (iii) feeble commitment with the follow-up plan agreed from the different counterparts (UNICEF-C7-1, UNICEF-C11-1, UNICEF-C4-1); and (iv) political changes in either or both partners countries (GOV-C8-1, GOV-C8-2, GOV-C9-1). On the other hand, effective remote follow-up actions to provide further technical

⁷⁴ See the indicator 'Alignment with partners priorities, contexts and needs'.

support have proven important to achieve results in terms of adopting new policy frameworks and instruments, such as in the case of Paraguay and Guatemala.

While assessing the quality and timeliness of follow-up activities, the evaluation gathered very important considerations on the strategic role of UNICEF COs in following up on the TSSC exchanges, since they have direct access to and almost daily engagement with the partner government. Nevertheless, this information was not always conveyed to the Programme or, in the cases it was, it did not always reach all governmental partners involved in the Programme's activities (GOV-BRA-2, UNICEF-C5-1, GOV-BRA-7, GOV-BRA-16).

Although in many cases Brazilian implementing agencies were overwhelmed by cooperation initiatives, which caused difficulties in coping with the demands and following-up processes, they were rarely kept in the loop on how the partnerships were evolving (GOV-BRA-2, GOV-BRA-3, GOV-BRA-7, GOV-BRA-8, GOV-BRA-9, GOV-BRA-14, GOV-BRA-16, GOV-BRA-5, GOV-BRA-4, GOV-BRA-10). Brazilian implementing agencies clearly expressed their interest in being more informed regarding developments in partner countries (GOV-BRA-7, GOV-BRA-9, GOV-BRA-14, GOV-BRA-16) and recognised the pressing need of Brazil being more technically and politically present throughout the cooperation cycle, including in the meetings involving work plans and strategic decision-making (GOV-BRA-15, GOV-BRA-16, GOV-BRA-17, GOV-BRA-4, GOV-BRA-10, GOV-BRA-9).

Overall, there is a wide recognition of the importance of follow-up and the importance of enhancing it, since there were visible positive results when follow-up activities managed to timely engage all the relevant stakeholders (GOV-C13-1, UNICEF-C8-1, GOV-BRA-4).

4.4.3. CLARITY OF PROCEDURES AND ARRANGEMENTS

The judgment criterion for this indicator was *'the procedures for requesting and implementing a TSSC initiative, as well as the arrangements established for the partnership are clear and contribute to its implementation'*.

The evaluation assessed that the existence of a structured and organised Programme, with dedicated staff and clear procedures on how to engage with it, was an important asset for Brazil and UNICEF to provide timely answers to initial cooperation demands, and to work towards narrowing and tailoring them into feasible issues to be addressed through the collaboration.

The Programme has since its formal inception worked towards establishing and improving its governance tools and procedures, which are thoroughly described in its Guidelines, first published in 2015 (UNICEF-BRA-2, GOV-BRA-11, GOV-BRA-12). Those guidelines and procedures were overall perceived as clear and useful (UNICEF-RO-1, UNICEF-C10-1, UNICEF-C12-3, GOV-C1-1) but also demanding a considerable amount of work from partner countries to follow them. Moreover, some UNICEF representatives felt they could be streamlined to reduce paperwork and the back-and-forth of documents and agreements (UNICEF-C13-1, UNICEF-C14-1, UNICEF-C12-2). The Programme representatives are aware of the need to balance those rationalisation needs without compromising the participatory nature of its construction (UNICEF-BRA-2), with the bottleneck of human resources both in ABC and UNICEF BCO (UNICEF-BRA-2, UNICEF-RO-1).

'Governance arrangements were clear and effective'

'ABC is very serious and has the right tools and proceedings to activate the cooperation'

Important aspects of the Programme's identity also raised governance issues that need further reflection on the part of the management of the Programme. The seed-money approach was not always fully understood by other partners, particularly throughout the first

years of the Programme (UNICEF-C13-1, UNICEF-C14-2). Brazilian SSC characteristics, such as not being a donor, means that funds go to technical cooperation and to support study tours, and that funds are not earmarked or for budget support. This was deemed unusual by some partner countries. It was also not clear, in the beginning, whether UNICEF COs would also have to invest resources. With time it seems like this aspect became clearer to all parties, but not without frustrations, particularly when it comes to Brazil not being able to fund further exchanges or to inform the arrangements the Programme could offer to countries with similar developmental levels (UNICEF-C15-1, GOV-C1-1, UNICEF-C14-2). Regarding this aspect, the evaluation has found cases where UNICEF COs could not cover for follow-up activities beyond the study tours – particularly in so-called Middle-Income Countries (MICs) – and felt it was difficult to convince governments to fund loose TSSC exchanges rather than longer, structured projects.

4.4.4. LEVEL OF PARTNERS ENGAGEMENT IN TSSC INITIATIVES GOVERNANCE

The judgment criterion for this indicator was *‘the TSSC initiatives were planned, implemented, monitored and evaluated with partners participation. They respected the horizontality principle. The management structure supported continuous alignment and responsiveness to partners’ needs and demands.’*

As discussed above, negotiation and planning under this Programme were deemed overall participatory and horizontal, even if in some cases the high-number of participants from the Brazilian side made its operationalisation and communications more difficult (UNICEF-C9-3). Likewise, the variety and extent of stakeholders to be engaged in partner countries equally demanded a lot of work and caused constant back and forth on the agreements (UNICEF-C14-1, UNICEF-C9-5).

The major and leading role played by UNICEF in several of the partnerships also brought challenges in terms of partner countries’ participation. While in some countries, interviewees have emphasised governmental participation in all phases, in other contexts this was left mainly to be dealt by UNICEF BCO and UNICEF COs (UNICEF-C14-1, GOV-C5-1). For instance, in one case, the lack of participation of technical staff, those directly involved with the implementation, in the planning of missions was pointed as a bottleneck. In this particular case, having the governance based on high-level decision makers was beneficial to assure sustained political support, however there is a feeling of a lack of participation in the decisions from the part of those who are directly involved in implementation (GOV-C3-2, GOV-C13-8). Furthermore, Brazilian implementing agencies, although recognising that the Programme had very scarce human resources (both at UNICEF and ABC), also pointed to management challenges, which led them to feeling excluded from the decision-making process and from the relation with partner countries (GOV-BRA-16).

4.4.5. COMPLEMENTARITY WITH OTHER PROJECTS

The judgment criteria for this indicator was *‘the Programme ensured coordination with similar initiatives in order to bolster synergy and avoid overlapping.’*

This evaluation has found a series of complementarities between programme activities and other initiatives in partner countries. This includes initiatives involving UNICEF, initiatives involving Brazil, and initiatives involving other development actors. In short, those synergies are perceived by partners themselves, and backed by the evidence raised by this evaluation, as having enhanced the results of the exchanges promoted by the Programme.

- In **Angola** the International Policy Centre for Inclusive Growth/UNDP in Brazil (IPC-IG) had supported trainings for the Angolan government staff and in terms of the organization of operational procedures for the Comprehensive Social Action Centres (CAS/S).
- In **Armenia** the Programme fed into a wider exchange between Brazil and the country, including (i) a humanitarian cooperation initiative between UNICEF and the Government of Armenia, with technical and financial support from Brazil, which tackled the nutritional emergency situation affecting Armenian children and (ii) a IPC-IG mission to Armenia on community-based child nutrition, to give technical support to the national pilot programme in the Syunik province, through assessing the feasibility of the implementation of a structured demand program of smallholder farmers and the nutritional status of children under 5 years old.
- In **Ethiopia** the cooperation with Brazil was embedded in UNICEF's role as a major implementing actor in the One WASH Plus Programme, the urban component of the larger national One WASH Program, implemented in partnership with DFID since 2013⁷⁵.
- In **Nepal**, the partnership with Brazil supported the Local Governance and Community Development Programme that is implemented by the Nepalese government in partnership with multilateral and bilateral agencies and the UN, through the Joint Programme, which brings together the activities of five UN agencies – the United Nations Development Programme, UNICEF, the United Nations Fund for Population, United Nations Volunteers, and the United Nations Capital Development Fund⁷⁶.
- In **Ghana** the LEAP Programme received support from DFID and the World Bank. LEAP has also benefited from the technical support of the Government of Brazil, particularly in its inception phases, around the years of 2005-2008. UNICEF has also supported LEAP in its 2016 impact evaluation⁷⁷ and continues to receive UNICEF support to improve child-related matters.
- In **Sao Tome and Principe** UNICEF supported the government in its National Policy of Social Protection and the National Policy in Child Protection. The partnership with Brazil served to improve the workings and practices in conditional cash-transfers (CCTs) and service delivery, whereas an existing partnership with the World Bank helps in expanding coverage.
- In **Lesotho** the National Social Protection Strategy harboured the Child Grants Programme, implemented by UNICEF with funds from the European Union⁷⁸. The World Bank was also involved in the Child Grant, currently funding its expansion.
- In **Paraguay** the cooperation took place in a context of intense regional exchanges within Mercosur, and particularly Mercosur Social focused on the promotion of regional collaboration in social policies. The design of the CACs was also influenced by cooperation with Argentina, Uruguay and Chile, which took place in parallel and also after the cooperation with Brazil. Such experience revealed the potential for regional cooperation networks in

⁷⁵ See WASH Field Note FN/23/2019. Also see Learning Note n.1 (2015)

⁷⁶ UNCDF. (2017). Local Governance and Community Development Programme Project Document in Nepal, at See <https://www.uncdf.org/article/425/local-governance-and-community-development-programme-lgdp-project-document> and UNICEF. (2018). Country Programme Action Plan 2018-2022, at <https://www.unicef.org/nepal/media/191/file/CPAP%202018-2022.pdf>

⁷⁷ UNICEF. (2016). Ghana LEAP 1000: overview of study design, at See <https://www.unicef-irc.org/publications/851-ghana-leap-1000-impact-evaluation-overview-of-study-design.html>

⁷⁸ Social Protection.org. (2017). Lesotho Child Grants Programme: from donor pilot to government programme. See <https://socialprotection.org/discover/blog/lesotho's-child-grants-programme-donor-pilot-government-programme>

promoting more horizontal and cost-effective cooperation. In Paraguay previous partnerships with the World Bank and the Inter-American Development Bank made the insertion of Paraguay in international networks dedicated to dialogue on CCTs possible. They were key to build the necessary political support for social protection policies in the country. High level dialogues on the possibilities of formal cooperation between Paraguay and Brazil based on *Bolsa Família* were initially raised under those networks, paving the way for UNICEF BCO TSSC.

An important unexpected finding, considering that the Programme has been built as a complementary strategy for UNICEF in-country work, is the Programme's contribution to enhance UNICEF's in-country activities, especially in larger programmes that also counted on other development partners' support.

Furthermore, findings point to a contribution to on-going strategic dialogues between Brazil and its partners in multi-actor settings and regional blocs. These happened within the Programme's umbrella or even in conversation within the Programme as much as outside the Programme through Brazilian autonomous participation in other networks. Although this remains a challenge to Brazilian SSC management and effectiveness, particularly when moving beyond awareness-raising and seeking to engage in more continuous and results-oriented exchanges, coordination by the Brazilian side was not expressed as a real challenge by partners, since initiatives were all seen as Brazilian SSC, regardless of who were the institutional Brazilian counterparts.

Finally, there were also some evidence of direct coordination between the Programme and other development actors, mainly in contexts where UNICEF COs had strong in-country work and networks. In the case of Guatemala, for instance, UNICEF's participation at the coordination body for development partners (the '*Mesa técnica de cooperación*') has strengthened programme activities and liaisons with a range of different partners, including the World Bank and other UN agencies. In Ghana UNICEF also participates in a similar development coordination arrangement on social protection with the government and other international partners.

5. CONCLUSIONS

This external evaluation revisited and assessed the first implementation cycle of the Programme (2013-2018) through four main criteria, namely (i) relevance, (ii) effectiveness, (iii) sustainability and (iv) efficiency. This concluding section aims to briefly revisit the main findings to the four evaluation questions in a crosscutting manner, exploring the main enablers that allowed the Programme to obtain significant outcomes and the challenges that hindered further results.

The Programme has proven to be a relevant TSSC policy-technical dialogue channel to all partners engaged. The Programme contributed to increased capacity among its partners to advance in child-sensitive initiatives, being especially effective on supporting the improvement of policy frameworks and raising awareness regarding a rights-based approach to social policies that should be able to positively impact vulnerable families and children. Based on a seed-money approach, the Programme has managed to leverage a considerable amount of additional resources to achieve those results, demonstrating its value for money. It also contributed to strengthen and improve Brazilian and UNICEF practices in TSSC, exposing UNICEF to the horizontal practices of Brazilian SSC, whilst exposing Brazilian national institutions to a wider range of international experiences and forging new management tools that are informing further TSSC partnerships between the GoB and other development actors.

Against this positive backdrop, the evaluation also retrieved areas of improvement, such as the knowledge management dimension as well as with regards to strategic adjustments in the overall Programme design and methodologies. These improvements are required as to bolster the capacity of supporting partner countries and, at the same time, renew the relevance of the Programme in line with shifting contexts and priorities in Brazil as well as within UNICEF.

The following concluding subsections spell out the key findings of the evaluation as well as identified enablers and challenges of the Programme.

On effectively supporting partners' capacity development

Regarding the effectiveness in supporting partners capacity development to improve policy frameworks and accelerate progress towards achieving sustainable results for the most disadvantaged children and young people, there were strong evidences on the Programme's contribution to significant outcomes in a number of partner countries regarding: the establishment and/or enhancement of policy frameworks, instruments and protocols; deep changes in mind-set regarding a rights-based approach to social policies that impact on children's lives; as well as setting the directions for a more inter-sectorial and child-rights oriented policy agenda.

In the countries where the Programme managed to secure longer collaborations and promote more diversified activities of knowledge exchange it contributed to increased technical know-how for child-sensitive policy design and implementation, most notably on social policy governance and management, legal frameworks and policy instruments. Moreover, the Programme showed a great value for money, since it contributed to these capacity development results in partner countries with a considerable small investment of its own funds, while leveraging its initial budget by at least 3.5 times, only within UNICEF. To this picture, one should add other resources leveraged at country level to support the implementation or to scale-up initiatives that were under the cooperation with Brazil, with other international development partners, of which there is no record.

To achieve these important results, two sets of enablers were identified. The first one refers to the strongest elements of the Programme, namely (i) the well-tailored study tours focused on the Brazilian experience; (ii) the capacity to bring together diverse multi-stakeholder delegations, including lawmakers and civil society, to foster techno-political and inter-sectoral mobilisation and engagement; (iii) the diversification of Brazilian implementing agencies engaged in the exchanges through an effectively mobilisation of subnational and non-state actors in Brazil, both for new sites for policy learning during study tours in Brazil, but also as implementing actors abroad; (iv) the horizontal character of the exchanges promoted by the Programme, in which similarities and empathy among public officers and experts fostered more effective forms of knowledge exchanges; and (v) the capacity to leverage resources within UNICEF and to join efforts and create synergies with other major development actors (including bilateral agencies from the Organisation for Economic Co-operation and Development (OECD) members, UN agencies and multilateral development banks. .

The second set of enablers refers to more conjunctural factors that contributed to a fertile ground for Programme interventions, such as (i) the capacity to timely respond to political windows of opportunity, notably regarding unfolding government-led efforts in partner countries to structure in-country social protection systems and frameworks; (ii) a good trilateral matchmaking between the availability of relevant and appropriate Brazilian experiences, the needs and priorities of country partners, and the ability of UNICEF COs to identify and broker these existing demands; and (iii) the value of having Programme activities contributing to flagship governmental programmes where UNICEF, other Brazilian SSC initiatives and/or other international development actors were also strongly engaged.

Nevertheless, the evaluation has also retrieved cases where partnerships within the scope of the Programme did not evolve to substantial results. When looking closer at the underlying challenges and bottlenecks, a clear pattern can be observed in some cases with regards to the *ad hoc* and scattered character of the Programme, promoting limited exchanges with no structured methodology for subsequent follow-up on domestic processes of partner countries. These limitations hinder the Programme from moving beyond the sensitising and motivational effect of study tours and from promoting more meaningful contributions in terms of change processes, learning, policy development and political gains.

Another important challenge assessed relates to the fact that, in many cases, the Programme overly relied on demands that were formally aligned with the Country Programme Documents (CPDs) to set the scope for the partnerships. However, even while responsive to agreed CPD priorities as well as to influencing priorities of UNICEF, some demands had only a feeble commitment from the government. Thus, in these cases, the Programme responses did not feed into sustained government-led efforts. Additional conjunctural challenges that explain lack of governmental commitment to the Programme refer to political and/or economic instability in partner countries, which in turn led to changes in political leadership and high turnover-rates among counterparts, financial restrictions, and changes in policy priorities. Hence, in order to maintain its relevance, forge stronger liaison with national government counterparts and improve sustainability, the Programme needs to improve its governance capacity with partner countries. This can be enhanced through high-level engagement, greater political mobilisation and stronger presence on the ground (through Brazilian embassies and/or UNICEF COs).

There is also bold evidence on the benefits of promoting synergies between the Programme and other IDC initiatives. This is especially due to the seed-money approach, which implies a relatively small investment capacity. To further generate synergies and to better help advance the child-rights agenda in partner countries the Programme needs to improve its ability to

seize opportunities and feed into existing streams of cooperation and development, including other Brazilian SSC initiatives and existing knowledge networks as well as country strategies of UNICEF and other stakeholders.

Findings also show the importance that time and timing have for TSSC, especially when it comes to capacity development. Whereas institutional transformation needs to be understood as a long-term process (some processes that the Programme has contributed to over the past years are still unfolding), the evidence also points out the correlation between adequate timing and a successful TSSC initiative. The evaluation found that Brazilian experiences in social policies are an important and inspiring response to multiple vulnerabilities related to children and gender. Nevertheless, inspirational and motivational effects, enabled by horizontal trilateral cooperation, are often intangible and with non-quantifiable results. Although there is a strong interest in the Global South to learn from a more systemic experience of social protection (such as the Brazilian one) and a willingness to advance on child-rights oriented social policies, in many cases, required national political and/or financial conditions for a broader reform are not in place. Identifying key windows of opportunity is therefore key. Promising opportunities can take the shape of unfolding policy reforms or even specific programme reforms. Thus, an important challenge for the Programme is to identify possible entry points and ensure that activities are designed in a flexible way that allows for longer-term processes that can inspire policy and capacity transformations as well as short-term engagement in response to more immediate needs of policy improvements. This approach requires more continuous support-efforts of the Programme and enhanced follow-up capacity.

On supporting horizontal Brazilian and UNICEF TSSC

The Programme contributed to strengthen and improve Brazilian and UNICEF practices in TSSC. On the Brazilian side the Programme contributed to ABC's work with the setting-up of clear methodologies and instruments, such as the Guidelines for Trilateral South-South Cooperation Initiatives, and the development of a Monitoring, Evaluation and Learning system for Brazilian TSSC. It also provided an important background, based on a learning-by-doing approach, on how to refine and qualify TSSC demands from partners and find the best expertise inside the country to respond to those. Those learnings and instruments were piloted under the Programme and are being mainstreamed to other TSSC partnerships Brazil is engaged in. The Programme was also valuable to a range of Brazilian national institutions and experts that were given the opportunity to share their knowledge and technologies with peers from other countries and thus had their expertise recognised also internally. On the UNICEF side, Brazil is seen as a pilot experience for a structured partnership with a Southern government to operationalise TSSC. As such the Programme contributed greatly to the organizational guidance on SSC/HC. It also contributed to practical learning outcomes among UNICEF COs on how to work with SSC principles, particularly regarding demand-driven cooperation and horizontality. Finally, and as a spill over effect of the various initiatives, the Programme contributed to enhance relations between UNICEF COs and national governments, including relations between UNICEF Brazil BCO, the ABC and Brazilian implementing agencies, but also between UNICEF COs and governments and lawmakers in other countries.

Against this positive backdrop, a major area for improvement refers to the need to put strategies in place to assure greater mutual benefits and, particularly, greater technical learning for Brazilian counterparts. In that sense and due to its extensive work within Brazil, UNICEF BCO is well positioned to foster a two-way dialogue between Brazilian and partner country stakeholders at national and subnational levels. For UNICEF Brazil this would also

bring programmatic coherence, since it needs to account for TSSC results in its CPD in both directions – for/in Brazil and for/in partners outside Brazil. Moreover, a closer attention to fostering policy, political and technical gains for Brazilian implementing agencies is also needed to sustain their interest in engaging with the Programme. Brazilian counterparts showed great enthusiasm and commitment towards initiatives abroad. But they have also identified several factors that hindered their possibility to give their best during technical exchanges, such as: lack of proper briefing on the specific contexts and demands of partner countries, lack of feedback on their participation and how to improve, lack of information regarding the developments in partner countries. Thus, there is a challenge regarding information management and with regards to the engagement of Brazilian stakeholders. If not addressed, this could risk discouraging technical partners from further engagement. Improvements on fostering and deepening two-way relations will help the Programme advance and improve, not only by strengthening the Programme as such, but also in becoming a major contribution to Brazilian SSC practices.

On knowledge management

Knowledge and evidence generation on Brazilian experiences is an important input foreseen by the Theory of Change of the Programme as well as in the global MoU signed between the Government of Brazil and UNICEF. However, this work stream has not been fully explored by the Programme, mainly because the Programme management prioritised efforts to the facilitation of the study visits. Although an understandable management decision, given the limited human resources of the Programme, it should be noted that the low financial execution and the available budget would allow room for more sustained efforts and investments from the Programme in the knowledge stream as well.

Moreover, knowledge management is a comparative advantage of UN agencies in TSSC arrangements since they can bring an international perspective to this kind of exercise and support policy sharing and adaptation from Brazil across- contexts. The fact that the UNICEF BCO SSC team is currently under the Social Policy and Monitoring & Evaluation division is particularly promising on this regard, since knowledge management can be streamlined to also capture the specific needs of knowledge promotion and adaptation through TSSC. Knowledge about successful policies and experiences at the subnational level in Brazil was highlighted as a particularly promising area where the Programme could add value. Equally relevant, knowledge on Brazilian TSSC practices and lessons learned can also feed into the global work of UNICEF as well as supporting sensitisation of UNICEF COs and Brazilian embassies to the importance of the Programme and to the added value of TSSC arrangements and principles.

On the Programme design and the need for strategic adjustments

The *seed-money* and the *open-portfolio* approaches allowed the Programme to be flexible enough to take advantage of context-specific opportunities and were key assets to the Programme. Nevertheless, those approaches also had their limitations. When partners (including governments and UNICEF COs) were not able or willing to mobilise additional funds, the Programme contribution was very modest. Considering the current amount of countries in the Programme portfolio (more than 16 throughout the period of 2013-2018), this dispersion and fragmentation represent a risk to Programme effectiveness. Without a clear and agreed theory of change and without a strong commitment to more lasting exchanges, backed by appropriate financial means, partners may not perceive the Programme as strategic.

The Programme has grown aware of some of these challenges and has recently invested in moving forward in structuring some of the existing partnerships through formal projects. Nevertheless, so far, the Programme has managed to sign only one project document and there are not enough lessons learned regarding this format to assess its pros, cons and overall effectiveness on moving towards more traditional project-based relationships. Until now, the only lesson learned, regarding projects, is that their negotiation processes are even lengthier than the isolated study tours. This is especially due to the various political changes that Brazil and partner countries have gone through, which affected not only project negotiations but also the overall engagement with the Programme of stakeholders in Brazil and in partner countries. Moreover, the value of setting up projects is not straightforward. On the one hand, formal MoUs or projects can foster commitment and sustainability. On the other hand, they imply significant transactional costs, especially considering their small scale. One of the main challenges for the future cycle is to reflect on when and how an open-portfolio/seed-money based programme can be more strategic and when to move on to more structured projects or other kind of continuous partnerships.

Strategic decisions are also needed as to respond adequately to different demands of different country profiles, including Middle-Income Countries (MICs) and Low-Income Countries (LICs). To work with a country that has financial resources and established policy frameworks is different from working with a country that is in a more incipient stage of looking into how to best design a new programme or policy. Furthermore, apart from the income-divide different countries might enable different potentials for mutual learning and two-way exchanges. Hence, this type of clarity from the Programme side is also important as to answer to the interest of Brazilian implementing agencies around mutual benefits.

Against this backdrop, the decision to welcome and integrate a wide range of demands along the years has contributed to the creation of an innovative TSSC hub. However it has also generated a loose portfolio of partnerships that were not always backed by a commonly agreed strategic thinking on the added value of each party for each context and/or where the Programme should be heading to in terms of overall objectives and expected results. In that sense, there is an increased recognition of the need to complement the demand-driven nature of the TSSC with a more focused and strategic thinking from the managing parties (namely the GoB, ABC, UNICEF BCO) on how to enhance the offer/supply side of the Programme. This would require different levels of strategic definitions, such as whether to remain with an open portfolio or investing in a sector-wise specialisation; and how to strike the balance between investing on several 'one-off inspirational visits' to Brazil and/or downsizing the Programme portfolio to focus on less but more continuous technical exchanges that could support more results and lasting changes. These definitions will inevitably imply further revisions of programme methodologies, such as putting in place tools to foster long-term policy and technology adaptation and developing tools and criteria to identify the best-bets in terms of where the Programme could invest more efforts.

6. LESSONS LEARNED

The lessons learned have focused on areas that, if improved, can bolster the relevance, effectiveness, efficiency and sustainability of the Programme. These include:

- 1. The design of the Programme needs to be more flexible and move beyond the one-off study tour model, as to be able to respond to demands of partners and to further support capacity development and policy processes in a more comprehensive manner.** This can be achieved through more continuous exchanges (under PRODOCs or other type of cooperation arrangements), as well as through enhancing knowledge management.
- 2. Partners' demands have different rationales and need different types of responses:** The demands addressed to the Programme were diverse, both in terms of the expected sectorial collaboration from Brazil and the expected outcome of the partnership. Two main clusters - based on their underpinning logics/rationales - could be identified: (i) Lesson-drawing through specific knowledge exchanges: comprising partners seeking alternative solutions to clearly identified problems, clear advice on specific policy gaps, or even seeking Brazilian specific technical/technological experience to fill clearly identified gaps. Based on those needs, countries might require either sensitization/mobilisation at the political level, or deeper technical exchanges, or both. This kind of demand often generates expectations from partners, in the sense of having strategic (technical) and longer-term exchanges with Brazil. (ii) Lesson-drawing through broad inspirational knowledge exchanges: partners aiming to screen good-practices to adopt or reform existing policies. Partners might seek to generate high-level political mobilisation and increased commitment on a particular issue or UNICEF in-country offices may seek to use Brazilian experiences as an extra 'push' in areas that governments have already broadly prioritised. In such cases partners usually did not expect deeper or longer exchanges with Brazil.
- 3. Alignment with CPD priorities does not guarantee government ownership:** this evaluation has found that, on the one hand, the CPD is a formal set of priorities signed-off between UNICEF and national governments, which allows for the connecting of a specific TSSC demand with a broader medium and long-term planning. On the other hand, alignment with CPD priorities did not always ensure the necessary commitment from the partner government, which in turn brought challenges in terms of ownership within the Programme.
- 4. Contributions of Brazilian embassies and UNICEF COs are key to preparatory work, monitoring, follow-up and political intelligence support,** especially due to their added value of being in the country and being familiar with local stakeholders and context. The programme can take advantage of their local knowledge to better brief Brazilian implementing agencies. Another major area where both actors can contribute further is on the follow-up with the partner government regarding exchanges with Brazil. In order to ensure an effective support for country activities it is important that Brazilian embassies and UNICEF COs have a sustained interest to engage in the TSSC as well as an adequate knowhow of TSSC principles.
- 5. Increasing the pool of evidence on Brazilian policies and programmes, including through the documentation of subnational practices in Brazil, can benefit external dissemination across-countries and also promote exchanges of good practices and**

lessons learned within Brazil. Concretely, this could be achieved through written briefs on the value of existing child-sensitive policies, their targets, the challenges faced to make them operational and a value-based judgment on their strengths and weaknesses, bearing in mind different social, cultural and institutional contexts.

- 6. In-country presence is key to contextualise exchanges and further support partners' capacity development and policy processes:** scoping missions, in-country trainings and continuous exchanges under a PRODOC are modalities that enhanced the quality of the TSSC exchanges and promoted more sustainable Programme results.
- 7. Complementarity with other projects is key to enhance effectiveness and sustainability, including through leveraging resources:** i) by having Programme activities contributing to larger governmental programmes where UNICEF is also strongly involved, ii) by having other development partners contributing to the same initiatives; iii) by having South-South cooperation activities happening either bilaterally or through regional blocs. Considering those multiple actors and potential synergies, the findings point to the fact that the Programme's contribution to on-going strategic dialogues between Brazil and its partners, in multi-actor settings and regional blocs, have a much wider effect than single-off isolated study visits.
- 8. Structural elements that impact the governments' capacity to advance on child- and gender sensitive policies, such as financial capacity, need to be integrated in planning processes,** especially during the initial design process of a given exchange. Notably, the macroeconomic situation of many partners affects the government's financial capacity to sustain or increase social spending, such as external indebtedness, or 'aid dependency', or commodity-dependent economies. This is where UNICEF could play a major role, due to its specific knowledge of partner contexts and policies.
- 9. The horizontal and participatory nature of the Programme is an important asset that needs to be further enhanced,** particularly in ensuring that government representatives (Brazilian implementing agencies and partners) are included in all phases of the project cycle, including in the planning of follow-up activities
- 10. Preparatory work is crucial to the quality and effectiveness of the exchanges but needs to be more efficient** in two complementary ways: it needs to be streamlined in order to be more expedient, and it needs to be enhanced in terms of the briefing of Brazilian implementing agencies regarding partner country contexts.
- 11. The definition of stakeholders to be engaged and mobilised was a crucial aspect for the effectiveness of the TSSC exchanges.** A key learning regarding the definition of stakeholders is that it must be coherent with the objectives of the cooperation and respond to the specific needs for either advocacy/policy development, or technical capacity development, or both.
- 12. High turnover in partner countries imposes challenges and requires mitigation strategies.** Possible strategies to overcome this are: (i) enhancing a close and continuous analysis of the political scenario of partner countries to inform decisions and take timely actions to ensure sustainability; (ii) adjusting implementation plans to match political transitions in partner countries; (iii) fostering the double engagement, at the technical and the political level, to mitigate the impact of political changes, having the technical level contributing to institutional memory, especially if civil servants are involved; (iv) reaching out to a higher number of stakeholders through more continuous exchanges and providing mechanisms or incentives for partners to disseminate key messages and learnings once they are back in their country.

- 13. Communication of Programme arrangements needs to be always and explicitly upfront,** when it comes to its (i) seed-money nature; (ii) possibilities of study-visits unfolding into Projects, and what the criteria are that support this possibility; (iii) understanding if exchanges with MICs, as opposed to exchanges with LICs, require a different set of tools (related for instance to: official governance flows for demands and eventually project formalisation, co-funding agreements and modalities of technical exchange activities). To address these issues would benefit the Programme in its relations with different partners and their needs.

7. RECOMMENDATIONS

The elaboration of the below recommendations was informed by the constant dialogue established between the evaluation team, UNICEF BCO and ABC. Recommendations are all addressed to the Programme itself, which means they should be considered by UNICEF BCO and ABC jointly.

1. **Promote a new round of strategic planning and programming to discuss the design of the Programme.** This should be done in consultation with the wide network of partners, exploring how the Programme can structure itself to (i) be timely mobilised towards more continuous exchanges when opportunities arise (either through projects or new modalities), (ii) have a regional approach through initiatives like multiannual projects that can attract support from other donors and leverage resources, especially in Latin-America given the similar institutional frameworks of Brazil and other countries of this region as well as to the geo-political priorities of Brazil's Foreign Policy; (iii) assess current Brazilian technical cooperation offer/supply - at both the federal and subnational level - with the aim to assist in sector-wise prioritisation and specialization; (iv) reduce the size of the programme portfolio to fit a changing scenario in terms of available human resources and political priorities in Brazil; and (v) better address the different needs and contexts of MICs and LICs.

Priority: High; Time-frame: Short; Budget implication: Low

2. **Spell out the Programme's child- and gender sensitive approach** by developing a clear Theory of Change on how the sharing of policies and programmes impact the lives of the most vulnerable children and women as well as on how the rights of children and women are mainstreamed across programme activities.

Priority: High; Time-frame: Short; Budget implication: Low

3. **Develop tools and criteria to identify the best-bets through which the Programme can mobilise more efforts and support further results**, in terms of partners' capacity development. Those tools and criteria should be informed by lessons learned and should include the following strategic elements: (i) identification of multiple alignments and synergies with other Brazilian SSC initiatives, broader government-led programmes where UNICEF is already a leading implementing partner, and other international development cooperation initiatives prioritized by partners; (ii) alignment with UNICEF planning and budget cycles as well as with planning cycles of partner countries, including throughout the early stages of new administrations - as this would allow time to develop a more continuous exchange, mitigating the risks of turn-over and political changes; and (iii) enhanced political analysis of demands as to ensure that these are backed by strong political commitments of all stakeholders involved, government and UNICEF alike.

Priority: High; Time-frame: Medium; Budget implication: Low

4. **Enhance programme capacity to tailor initiatives according to demands.** This should be done in close dialogue with partners as to align expectations regarding the Programme. To that end, beyond crafting a single study visit, the Programme could work on developing a commonly agreed vision of the expected outcomes of the programme activities. This should be spelled out on the short- medium- and long-term (along the lines of a specific small-scale ToC for each partnership), which in turn would help clarify the kind of learning that is expected by a given partner (i.e. inspirational learning,

broad/specific knowledge on policies and programmes) as well as corresponding results (i.e. sensitisation, mobilisation of political buy-in, capacity development).

Priority: High; Time-frame: Medium; Budget implication: Low

5. **Enhance the knowledge management component.** This should entail the development of a plan for prioritized knowledge outputs as well as allocation of adequate funding on the long-term. Further on this regard, the Programme should consider the following forms of engagement: (i) generation of evidence around the impact that relevant policies have on the lives of women and children; (ii) elaboration of policy-smart materials that extract key lessons learned from relevant policies (i.e. those that the Programme seek to share with partner countries); (iii) partnership-development in order to avoid relying exclusively on in-house capacity to manage the knowledge component (such partnerships could entail universities, civil society organisations, and other knowledge-based international development initiatives); and (iv) liaison and coordination with existing (or set-up of new) “learning communities” around certain public policy areas that are both a priority for the GoB, UNICEF and partner countries.

Priority: High; Time-frame: Long; Budget implication: High

6. **Refine follow-up actions to improve sustainability** by (i) developing a follow-up plan for each partnership and ensuring commitment for implementation from all parties engaged; (ii) establishing monitoring and communication procedures around progress of implementation with UNICEF COs; (iii) engaging embassies to have a more up-to-date, context-sensitive analysis and to support high-level engagement; (iv) encouraging and investing in the development of multiplication methodologies and strategies within partner countries; and (v) providing continuous feedback to Brazilian implementing agencies and promote participatory follow-up actions.

Priority: High; Time-frame: Medium; Budget implication: Low

7. **Support UNICEF CO engagement and responsiveness to TSSC** through working within UNICEF, in partnership with HQ, to mainstream lessons learned and to support capacity development for COs to work under TSSC principles.

Priority: Medium; Time-frame: Medium; Budget implication: Low

8. **Enhance programme Monitoring, Evaluation and Learning.** The starting point for this should be the implementation of the MEL system, which is currently under development. An evaluation of the Brazil-Ethiopia-UNICEF TSSC partnership on WASH should be prioritised, not only to inform the Programme as such, but also to inform future similar WASH pilot initiatives as well as other projects to come. It is also highly recommended to make use of the present evaluation to promote dialogues with key partners (country representatives, UNICEF offices and GoB implementing partners) in the sense of discussing results and lessons learned in a forward-looking way.

Priority: Medium; Time-frame: Medium; Budget implication: Medium

ANNEXES

Annex 1. Complete list of activities carried out under the Programme

Partner country	Demand/area	Type of Activity	Year	Activity detail
Ethiopia	WASH	Study tour	2014	High-level visit of Ethiopia to Brazil - learning visit to explore cooperation opportunities on institutional governance structures in the area of Water and Sanitation purposes
		Scoping mission	2015	Mission of Brazil to Ethiopia to attend a seminar and field visits for an overview of the WASH situation in the country, meetings with local experts and authorities and design of TSSC Project Document
		Technical mission	2015	Mission of Brazil to Ethiopia (Wukro) to implement projects' outcomes 1 & 2 to design the technical project for piloting Wukro sanitary network and identify a management system
		Technical mission	2016	Mission of Brazil to Ethiopia to monitor the sewage system construction (project outcome 2) to draw a work plan for environmental education and monitor the pilot project of a Hayelom condominium sewage system
		Technical mission	2017	Mission of Brazil to Ethiopia (Addis Ababa) to share know how on policy framework and utilities for management and operation of water supply and sanitation services
		Technical mission	2017	Mission of Brazil to Ethiopia (Addis Ababa) to participate in a technical seminar on regulation of sanitation services and discuss with local authorities' service management of basic sewage focusing on regulation
		Study tour	2017	High-level visit of Ethiopia to Brazil (Fortaleza) to visit CAGECE e FUNASA to identify experiences that could be useful in dealing with the Refugee Camps in Ethiopia
		Study tour	2018	High-level visit of Ethiopia to Brazil (Brasília) to present the TSSC partnership on WASH in the World

					Water Forum and to meet with ABC to discuss future cooperation
				Technical mission 2018	Mission of Brazil to Ethiopia (Wukro) to provide technical support on the operation of the sewerage system, train system operators and validate next steps with local authorities
Guatemala	Social Protection			Study tour 2014	High-level visit of Guatemala to Brazil (Brasília) to participate in the MDS International Seminar
				Study tour 2014	Mission of Brazilian experts to Guatemala to participate in the national seminar of the Ministry of Social Development of Guatemala and exchange experiences on social policies
				Study tour 2015	Visit of Guatemala to Brazil to participate in workshops and field visits to CRAS and CREAS on social protection programmes and to design TSSC project
				Study tour 2015	Mission of Brazil to Guatemala to participate in the Week on Agrarian Development at MAGA on territorial development and inter-sectorial territorial development
				Study tour 2016	High-level visit of Guatemala to Brazil to participate in the International Seminar for MDS/Brazil
Jamaica	HIV/Aids & Adolescents Health			Study tour 2014	Visit of Jamaica to Brazil (jointly with Belize) to participate in the Seminar on Adolescents Health and HIV/Aids organized by UNICEF-Brazil, state of Ceará and the city of Fortaleza and field visits to Rio de Janeiro; Salvador and Brasília
Jamaica	Local Governance			Scoping mission 2014	High-level mission of Brazil to Jamaica to link children and adolescent and local governance - Mayor of Salvador and of Paulo Afonso/Bahia and the "Municipal Seal of approval" to support Jamaican "Vision 2030" Programme
				Study tour 2014	Visit of Jamaica to Brazil to visit Urban Platform Programme and Municipal Seal of Approval in view of Children's and Adolescents' issues
Jamaica	Child Protection			Scoping mission 2018	Visit of Jamaica to Brazil to assess Brazilian design and operation of structures to protect the rights of

					children and adolescents and to design TSSC Project Document	
				Study tour	2018	Mission of Brazil to Jamaica to train Jamaica Civil Force (JCF) on child justice guidelines - ‘Stop and search Police Operations: a human rights-based approach’ and ‘guidelines for judicial process involving children’
Sao Tome and Principe	Social Protection	Study tour	2016	Mission of Brazil to Sao Tome and Principe to lead a training in social protection and poverty reduction (Phase I)		
		Study tour	2016	Mission of Brazil to Sao Tome and Principe to lead a training in social protection and poverty reduction (Phase II)		
Sao Tome and Principe	Child Protection	Scoping mission	2017	Mission of Brazil to Sao Tome and Principe to design a TSSC proposal on child protection involving civil society organizations		
Tunisia	Social Protection	Study tour	2014	Visit of Tunisia to Brazil to participate in the MDS Int. Seminar and a learning visit to exchange in the context of a national reform of Tunisian social protection system		
		Study tour	2014	Mission of Brazil to Tunisia to participate in the National Conference on Social Protection		
		Study tour	2015	Mission of Brazil to Tunisia for a dialogue with CRES/MSA and civil society orgs. for the national reform of social protection system of Tunisia		
Paraguay	Social Protection	Study tour	2015	High-level visit of Paraguay to Brazil to visit a CRAS and exchange experiences		
		Study tour	2016	Mission of Brazil to Paraguay to participate in the regional workshop of the Social Action Secretariat of Paraguay and lead a training for Paraguayan public officials		
Nepal	Local Governance & Social Protection	Study tour	2016	Mission of Brazil to Nepal to participate in field visits to share Brazilian experiences and to attend international event		
		Study tour	2016	Visit of Nepal to Brazil to participate in the MDS Int. Seminar on the Integration of Databases and Info Systems and to exchange knowledge on social protection, budgeting for		

				children and local governance
Nepal	Social Protection	Study tour	2016	Mission of Brazil to Nepal to attend a the Forum on Nepal's Child Grant
Algeria	Social Protection	Study tour	2013	Visit of Algeria to Brazil to participate in the MDS Int. Seminar and a meeting to discuss cooperation opportunities on social protection
		Study tour	2014	Mission of Brazil to Algeria to attend a social inclusion seminar on the institutional frameworks for social equity monitoring and improving the effectiveness of public policies
		Study tour	2016	Visit of Algeria to Brazil to participate in the MDS International Seminar
Yemen	Social Protection	Study tour	2013	Visit of Yemen to Brazil to attend MDS Int. Seminar
		Study tour	2014	Visit of Yemen to Brazil to exchange knowledge and experiences between IBGE and CSO experts
Argentina	Multisector (Adolescent health; Juvenile justice; Multidimensional Poverty; Social Investments for children)	Study tour	2016	Mission of Brazil to Argentina to discuss TSSC around child and adolescent rights (9 priority sectors) - UNICEF and government of both countries organized and ministries from both countries were involved
Armenia	Early Childhood Development - nutrition	Study tour	2014	Visit of Armenia to Brazil to exchange experiences on child nutrition and early childhood development with CG-Fome and Centro de Excelência and the government of São Paulo
Lesotho	Social Protection	Study tour	2015	High-level visit of Lesotho to Brazil to learn about social protection system and visit to São Paulo to exchange experiences on the design and local implementation of Brazilian social protection initiatives
Ghana	Social Protection	Study tour	2014	Visit of Ghana to Brazil to participate in the MDS International Seminar and to discuss critical areas for social protection improvements
Belize	HIV/Aids & Adolescents Health	Study tour	2014	Visit of Belize to Brazil (jointly with Jamaica) to participate in the Seminar on Adolescents Health and HIV/Aids organized by UNICEF-Brazil, state of Ceará and the city of Fortaleza and field visits to Rio de Janeiro; Salvador

				and Brasília
Mexico	Early Childhood Development	Study tour	2014	Visit of Mexico to Brazil to assess experience on policies/prog. under the Brazilian Statute of the Child and Adolescent (ECA) with field visit to the municipality of Cotia/São Paulo
Angola	Social Protection	Study tour	2016	Visit of Angola to Brazil to participate in the MDS International Seminar

Annex 2. Interviewees List

	Name	Position	Country/Partner institution
1	Faouzi Amokrane	Chief of Social Studies Division	Algeria - Conseil National Economique et Social
2	Karine Saribekyan	Head of Mother and Child Health Department of the Ministry of Health	Armenia - Ministry of Health
3	Eckert Middleton	Department of Youth Services - Ministry of Education of Belize	Belize - Ministry of Education
4	Carolyn Tucker Codd	Health and Family Life Education National Coordinator	Belize - Ministry of Education, Youth & Sports
5	Fabiano Lira	Engineer	Brazil - Sewage and Water Company of the State of Ceará (CAGECE)
6	Helder dos Santos Cortez,	Director - Business Unit Board	Brazil - Sewage and Water Company of the State of Ceará (CAGECE)
7	Daniela Gois	Coordinator of International technical cooperation	Brazil - National Health Foundation (FUNASA)
8	Michelle Rodrigues Correa	Former Coordinator of International technical cooperation	Brazil - National Health Foundation (FUNASA)
9	Alba de Oliveira Lemos	Biologist	Brazil - National Health Foundation (FUNASA)
10	Joana Mostafa	Former Ministry of Social Development	Brazil - Former Ministry of Social Development and Fight Against Hunger
11	Leticia Tavares	Former Advisor. Department for International Relations	Brazil - Former Ministry of Social Development and Fight Against Hunger
12	João Sigora	Former Advisor, Department for International Relations	Brazil - Former Ministry of Social Development and Fight Against Hunger
13	Márcia Lópes	Former Minister.	Brazil - Former Ministry of Social Development and Fight Against Hunger
14	David Colzani	Police Officer	Brazil -Military Police
15	Alceu de Castro Galvão Junior	Regulation specialist	Brazil- Ceará State Regulatory Agency (ARCE)
16	Marcondes Ribeiro	Manager	Brazil - Sewage and Water Company of the State of Ceará (CAGECE)
17	Mario Monteiro	Tariffs coordinator	Brazil- Ceara State Regulatory Agency (ARCE)
18	Cecília Malaguti do Prado	Coordinator of Trilateral South-South Cooperation with International Organizations	Brazilian Agency of Cooperation
19	Anna Maria Graziano	Former Manager of Trilateral South-South Cooperation with International Organizations	Brazilian Agency of Cooperation
20	Milton Rondo	Former Minister. General Coordination of International Actions against Hunger	Brazilian Ministry of Foreign Affairs
21	Moema do Prado Pereira	Project Analyst	Brazilian Agency of Cooperation
22	Nuredin Mohammed	Director, Water Supply and Sanitation Directorate, Technical cooperation	Ethiopia - Ministry of Water, Irrigation and Electricity.
23	Byron Ariel Pac Sac	Former Planning and Programming Manager	Guatemala - Ministry of Social Development

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24	Edgardo Victorino López de León	Advisor at Planning and Programming sector	Guatemala - Ministry of Social Development
25	Delores Wade	Multilateral Technical Cooperation Unit - External Cooperation Management Division (ECMD)	Jamaica - Planning Institute of Jamaica
26	Letlotlo Molahlehi	Former Minister of Social Development	Lesotho - Ministry of Social Development
27	Jose Magno Soler Roman	Governo MDS	Paraguay - Ministry of Social Development
28	Carolina Sanabria	Former director of Tekoporã programme	Paraguay - Ministry of Social Development
29	Hector Cardenas	Former Executive Minister of the Social Action Secretariat	Paraguay - Social Action Secretariat (actual Ministry of Social Development)
30	Cecilia Crosa	Former Interim Director of the Directorate of International Relations and Cooperation	Paraguay - Ministry of Social Development
31	Laura Barrios	Former Director of Planning and design section	Paraguay - Ministry of Social Development
32	Armando Hermosilla	Head of Minister's Office	Paraguay - Ministry of Social Development
33	Raquel Cáceres	Planning and design section	Paraguay - Ministry of Social Development
34	María Inés Carreras	Former Head of the Department of Citizen Attention	Paraguay - Ministry of Social Development
35	Lisandra Graça	Social Protection, Solidarity and Family Direction	São Tomé and Príncipe - Ministry of Labour, Solidarity, Family and Professional Qualification
36	Clésio	Social Assistance District Coordinator	São Tomé and Príncipe - Ministry of Labour, Solidarity, Family and Professional Qualification
37	Erica Allen	Project Manager	Jamaica- Peace Management Initiative (PMI)
38	Amel Allahoum	Social Policy Specialist	UNICEF Algeria
39	Thomas Davin	Former UNICEF Algeria Representative	UNICEF Algeria
40	Marc Lucet	UNICEF Algeria representative	UNICEF Algeria
41	Glaysen dos Santos	UNICEF Social Protection	UNICEF Angola
42	Tomás López	Head of UNICEF WASH	UNICEF Angola
43	Vincent Van Halsema	Social Policy Specialist (Former)	UNICEF Angola
44	Maria Fernanda Paredes	Social Policy Officer	UNICEF Argentina
45	Mihran Hakobyan	Nutrition Officer	UNICEF Armenia
46	Ivan Yerovi	Former UNICEF Belize Representative	UNICEF Belize
47	Niklas Stephan	South-South Cooperation Officer	UNICEF Brazil
48	Gary Stahl	Former UNICEF Brazil Representative	UNICEF Brazil
49	Adriana Maia Silva	Programme Assistant, Social Policy and Monitoring and Evaluation	UNICEF Brazil
50	Liliana Chopitea	Chief of Social Policy and Monitoring & Evaluation	UNICEF Brazil

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51	Kitka Goyol	Chief of WASH	UNICEF Ethiopia
52	Tamene Gossa	WASH Specialist	UNICEF Ethiopia
53	Michele Paba	WASH Specialist in Ethiopia (former)	UNICEF Ethiopia
54	Corrie Kramer	Emergency Wash Specialist	UNICEF Ethiopia
55	Peter Ragno	Chief of Social Policy (former)	UNICEF Ghana
56	Christiana Gbedemah	Social Protection Officer	UNICEF Ghana
57	Alejandra Contreras	Social Protection Officer	UNICEF Guatemala
58	Juan Quinonez	Social Policy Specialist (former)	UNICEF Guatemala
59	Novia Condell	HIV/AIDS Specialist	UNICEF Jamaica
60	Janet Cupidon-Quallo	Child Protection Specialist	UNICEF Jamaica
61	Mark Connolly	Former UNICEF Jamaica Representative	UNICEF Jamaica
62	Lone Hvass	Former UNICEF Jamaica Deputy Representative	UNICEF Jamaica
63	Mariko Kagoshima	Representative	UNICEF Jamaica
64	Joaquin Gonzalez-Aleman	Regional Advisor Social Policy (former)	UNICEF LACRO
65	Cláudio Santibanez Servat	Senior Advisor for Strategic Partnership	UNICEF LACRO
66	Mirella Hernani	Evaluation Officer	UNICEF LACRO
67	Ousmane Niang	Chief of Social Policy (former)	UNICEF Lesotho
68	Paola Martinez	Education Officer (former)	UNICEF Mexico
69	Maricar Garde	Chief of Social Policy (former)	UNICEF Nepal
70	Thakur Dhakal	Social Policy Specialist	UNICEF Nepal
71	Anjali Sherchan Pradhan	Chief CFLG Unit (Former)	UNICEF Nepal
72	Rosa Elcarte	Former representative	UNICEF Paraguay
73	Andres Osorio	Social Policy and M&E Officer	UNICEF Paraguay
74	Teodora Soares	Social Policy Specialist	UNICEF São Tome and Principe
75	Angela Barros	Child Protection Officer	UNICEF São Tome and Principe
76	Samir Bouzekri	Social Policy Specialist	UNICEF Tunisia
77	Ian Thorpe	Chief, Learning and Knowledge Exchange Unit - Division of Data, Research and Policy	UNICEF HQ
78	Martha Santos	Programme Manager, South-South/Horizontal Cooperation Learning and Knowledge Exchange Unit - Division of Data, Research and Policy	UNICEF HQ

Annex 3. Interviews Protocols

Interview guide 1: Representatives from partner countries

What was your engagement with the Programme?

Relevance

Is the Programme relevant to the implementation of national priorities and frameworks? Which frameworks? How is it relevant?

Did the Programme take into consideration the needs of children, and in particular girls and the most vulnerable, when planning and implementing interventions? How?

Does the policy supported by the programme have a special focus on children, girls and the most vulnerable? How?

Do you think the activities carried out adequately addressed the country's demands? How? If not, why?

Are there alternative types of activities that could have better addressed the country's needs?"

Effectiveness

Was the knowledge produced relevant to support domestic processes? How?

Was the exchanges' content responsive and adequate to the country's needs and context?

Was the exchanges' content planned based in any type of assessments? Which ones?

Was the content shared in a manner that supports the adaptation of the knowledge to local realities? How? If not, why?

Did the Programme contribute to raise awareness regarding child-sensitive policies, contributing to strengthen national processes? How? If not, why?

Was the Children, adolescents and women's rights agenda prioritized politically? How?

Did the Programme's activities reach those stakeholders that were able to multiply knowledge acquired in TSSC exchanges, raise domestic awareness and/or mobilize further partners? Who were those? If not, why?

Did the TSSC initiative contribute to increase its participants' knowledge and skills? If not, why?

If yes, is there any evidence that the knowledge acquired is being adapted to bolster the design, implementation, and evaluation of child-sensitive policies, programmes and infrastructure?

Did the Programme contribute to stakeholders increased disposition to act towards child-sensitive policies, programmes and infrastructure? How?

Did the Programme contribute to the engagement of high-level actors and the mobilization of technical support? How?

Did the Programme contribute to new or stronger political commitment towards the policies/programmes supported? How?

Were there any unexpected results? Which ones?

Sustainability

To what extent has the support provided by the Programme contributed to the development or improvement of legal or policy frameworks? How?

If yes, did the legal or policy frameworks support improvements in policies' planning, implementation and monitoring?

Did the TSSC activities contribute to an enhanced level of coordination between relevant actors responsible for the policies supported by the Programme?

Is there any evidence of this coordination, such as new agreements among stakeholders; increased communication and coordination; common perceptions of roles and responsibilities; new inter-sectorial committees/ groups; jointly produced outputs?

To what extent has the support provided by the Programme contributed to increased resources allocated towards the functioning or scaling-up of child-sensitive policies? How?

To what extent has the support provided by the Programme contributed to leverage resources from new partners? How?

Did the Programme contribute to strengthen Brazil's and/or UNICEF's relation with your country? How?

Are you aware of any other cooperation activity that derived from the TSSC exchanges promoted by the Programme?

Do you think the support provided has the potential to benefit the country in the long term? How?

Efficiency

Do you think the resources available (financial, systems, time, people) rendered results efficiently? Why or why not?

Do you think that there were alternative ways of minimising costs and/or achieving better results with the same resources?

Were the project's follow-up activities (communication, online support, sending additional information/documentation) of partners' processes efficient? Did the follow-up support policy adaptation and continuous knowledge exchange? Why or why not?

Were the procedures for requesting and implementing the Programme, as well as the governance arrangements, clear? Did they contribute to its implementation? Why or why not?

Were the activities planned and implemented with partners participation? Do you think that someone else should have been invited to plan or implement the initiative? Why?

Do you think the relations established were horizontal?

Did the management structure support continuous alignment and responsiveness to partners' needs and demands? How? If not, why?

Were the Programme's activities coordinated with other initiatives? Were they overlapping with any other initiative?

Lessons Learned

What were the main challenges faced by the Programme? And are there any lessons learned that should inform the future of the Programme?

Closure

Is there anything you said which you do not want included as a quote?

Could you please send us the consent form signed?

Interview guide 2: Representatives from UNICEF's Country Offices

What was your engagement with the Programme?

Relevance

Is the Programme relevant to the implementation of national priorities and frameworks? Which frameworks? How is it relevant?

Did the Programme take into consideration the needs of children, and in particular girls and the most vulnerable, when planning and implementing interventions? How?

Does the policy supported by the programme have a special focus on children, girls and the most vulnerable? How?

Do you think the activities carried out adequately addressed the country's demands? How? If not, why?

Are there alternative types of activities that could have better addressed the country's needs?

Effectiveness

Was the knowledge produced relevant to support domestic processes? How?

Was the exchanges' content responsive and adequate to the country's needs and context?

Was the exchanges' content planned based in any type of assessments? Which ones?

Was it shared in a manner that supports the adaptation of the knowledge to local realities? How? If not, why?

Did the Programme contribute to raise-awareness regarding child-sensitive policies, contributing to strengthening national processes? How? If not, why?

Were the Children, adolescents and women's rights agenda prioritized politically? How?

Did the Programme's activities reach those stakeholders that were able to multiply knowledge acquired in TSSC exchanges, raise domestic awareness and/or mobilize further partners? Who were those? If not, why?

Did the TSSC initiative contribute to increasing its participants' knowledge and skills? If not, why?

If yes, is there any evidence that the knowledge acquired is being adapted to bolster the design, implementation, and evaluation of child-sensitive policies, programmes and infrastructure?"

Did the Programme contribute to stakeholders increased disposition to act towards child-sensitive policies, programmes and infrastructure? How?

Did the Programme contribute to the engagement of high-level actors and the mobilization of technical support? How?

Did the Programme contribute to new or stronger political commitment towards the policies/programmes supported? How?

Were there any unexpected results? Which ones?

Sustainability

To what extent has the support provided by the Programme contributed to the development or improvement of legal or policy frameworks? How?

If yes, did the legal or policy frameworks support improvements in policies planning, implementation and monitoring?

Did the TSSC activities contribute to an enhanced level of coordination between relevant actors responsible for the policies supported by the Programme?

Is there any evidence of this coordination, such as new agreements among stakeholders; increased communication and coordination; common perceptions of roles and responsibilities; new inter-sectoral committees/ groups; jointly produced outputs

To what extent has the support provided by the Programme contributed to increased resources allocated towards the functioning or scaling-up of child-sensitive policies? How?

To what extent has the support provided by the Programme contributed to leverage resources from new partners? How?

Did the Programme contribute to strengthen Brazil's and UNICEF's relation with the partner country? How?

Are you aware of any other cooperation activity that derived from the TSSC exchanges promoted by the Programme?

Do you think the support provided has the potential to benefit the country in the long term? How?

Efficiency

Do you think the resources available (financial, systems, time, people) rendered results efficiently? Why or why not?

Do you think that there were alternative ways of minimising costs and/or achieving better results with the same resources?

Were the project's follow-up activities (communication, online support, sending additional information/documentation) of partners' processes efficient?

Did the follow-up support policy adaptation and continuous knowledge exchange? Why or why not?

Were the procedures for requesting and implementing the Programme, as well as the governance arrangements, clear? Did they contribute to its implementation? Why or why not?

Were the activities planned and implemented with partners participation? Do you think that someone else should have been invited to plan or implement the initiative? Why?

Do you think that the relations established were horizontal?

Did the management structure support continuous alignment and responsiveness to partners' needs and demands? How? If not, why?

Were the Programme's activities coordinated with other initiatives? Were they overlapping with any other initiative?

Could you estimate how much the Country Office invested in those activities? Do you have any relevant documents to share in this regard?

Lessons Learned

What were the main challenges faced by the Programme?

And are there any lessons learned that should inform the future of the Programme?

Other

What other stakeholders do you think it would be interesting to interview? Could you facilitate their contacts?

Closure

Is there anything you said which you do not want included as a quote?

Could you please send us the consent form signed?

Interview guide 3: Representatives from ABC

Relevance

Is the Programme relevant to the implementation of Brazil's national priorities and foreign policy goals? Which ones? How is it relevant?

Did the Programme take into consideration the needs of children, and in particular girls and the most vulnerable, when planning and implementing interventions? How?

Do you think the activities carried out adequately addressed the countries' demands? How? If not, why?

Are there alternative type of activities that could have better addressed the countries' needs?"

Effectiveness

Was the exchanges' content responsive and adequate to the partners' needs and context?

Was the exchanges' content planned based in any type of assessments? Which ones?

Was it shared in a manner that supports the adaptation of the knowledge to local realities? How? If not, why?

Did the Programme's activities reach those stakeholders that were able to multiply knowledge acquired in TSSC exchanges, raise domestic awareness and/or mobilize further partners? Who were those? If not, why?

Were there any unexpected results for Brazil? Which ones?

Sustainability

To what extent has the support provided by the Programme contributed to leveraging resources from new partners? How?

Did the Programme contribute to strengthen Brazil's relation with partner countries? How? If not, why?

Do you think that the Programme influenced Brazilian cooperation to consider children rights in its activities?

Do you think the Programme has the potential to benefit Brazil in the long term? How?

Efficiency

Do you think the resources available (financial, systems, time, people) rendered results efficiently? Why or why not?

Do you think that there were alternative ways of minimising costs and/or achieving better results with the same resources?

Were the procedures for requesting and implementing the Programme as well as the governance arrangements clear? Did they contribute to its implementation? Why or why not?

Were the activities planned and implemented with partners participation? Do you think that someone else should have been invited to plan or implement the initiatives? Why?

Do you think that the relations established were horizontal?

Did the management structure support continuous alignment and responsiveness to partners' needs and demands? How? If not, why?

Were the Programme's activities coordinated with other initiatives? Were they overlapping with any other initiative?

Lessons Learned

What were the main challenges faced by the Programme?

And are there any lessons learned that should inform the future of the Programme?

Closure

Is there anything you said which you do not want included as a quote?

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Interview guide 4: Representatives from UNICEF Brazil

Relevance

Is the Programme relevant to the implementation of UNICEF Brazil's priorities? How is it relevant?

Did the Programme take into consideration the needs of children, and in particular girls and the most vulnerable, when planning and implementing interventions? How?

Do you think the activities carried out adequately addressed the countries' demands? How? If not, why?

Are there alternative type of activities that could have better addressed the countries' needs?"

Effectiveness

Was the exchanges' content responsive and adequate to the partners' needs and context?

Was the exchanges' content planned based in any type of assessments? Which ones?

Was it shared in a manner that supports the adaptation of the knowledge to local realities?
How? If not, why?

Did the Programme's activities reach those stakeholders that were able to multiply knowledge acquired in TSSC exchanges, raise domestic awareness and/or mobilize further partners?
Who were those? If not, why?

Were there any unexpected results for UNICEF BCO? Which ones?

Sustainability

To what extent has the support provided by the Programme contributed to leveraging resources from new partners? How?

Did the Programme contribute to strengthen UNICEF's relation with partner countries? How?
If not, why?

Do you think the Programme has the potential to benefit partners (Countries, Brazil and UNICEF) in the long term? How?

Efficiency

Do you think the resources available (financial, systems, time, people) rendered results efficiently? Why or why not?

Do you think that there were alternative ways of minimising costs and/or achieving better results with the same resources?"

Were the procedures for requesting and implementing the Programme, as well as the governance arrangements, clear? Did they contribute to its implementation? Why or why not?

Were the activities planned and implemented with partners participation?

Do you think that someone else should have been invited to plan or implement the initiative?
Why?

Do you think that the relations established were horizontal?

Did the management structure support continuous alignment and responsiveness to partners' needs and demands? How? If not, why?

Were the Programme's activities coordinated with other initiatives? Were they overlapping with any other initiative?

Lessons Learned

What were the main challenges faced by the Programme?

And are there any lessons learned that should inform the future of the Programme?

Closure

Is there anything you said which you do not want included as a quote?

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Interview guide 5: Representatives from Brazilian implementing agencies

Relevance

Is the Programme relevant to the implementation of Brazil's national priorities in your area?
How is it relevant?

Did the Programme take into consideration the needs of children, and in particular girls and the most vulnerable, when planning and implementing interventions? How?

Do you think the activities carried out adequately addressed the countries' demands? How? If not, why?

Are there alternative type of activities that could have better addressed the countries' needs?"

Effectiveness

Was the exchanges' content responsive and adequate to the partners' needs and context?

Was the exchanges' content planned based on any type of assessments? Which ones?

Was it shared in a manner that support the adaptation of the knowledge to local realities?
How? If not, why?

Did the Programme's activities reach those stakeholders that were able to multiply knowledge acquired in TSSC exchanges, raise domestic awareness and/or mobilize further partners?
Who were those? If not, why?

Did the TSSC initiative contribute to increase its participants' knowledge and skills? If not, why?

If yes, is there any evidence that the knowledge acquired is being adapted to bolster the design, implementation, and evaluation of child-sensitive policies, programmes and infrastructure?

Were there any unexpected results for Brazil? Which ones?

Efficiency

Do you think the resources available (financial, systems, time, people) rendered results efficiently? Why or why not?

Do you think that there were alternative ways of minimising costs and/or achieving better results with the same resources?"

Lessons Learned

What were the main challenges faced by the Programme? And are there any lessons learned that should inform the future of the Programme?

Closure

Is there anything you said which you do not want included as a quote?

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Interview guide 6: Representatives from UNICEF Headquarters

Relevance

Is the Programme relevant to the implementation of UNICEF's global strategy on TSSC? How is it relevant?

Efficiency

Do you think the resources available (financial, systems, time, people) rendered results efficiently? Why or why not?

Do you think that there were alternative ways of minimising costs and/or achieving better results with the same resources?

Were the Programme's activities coordinated with other initiatives? Were they overlapping with any other initiative?

Lessons Learned

What were the main challenges faced by the Programme?

And are there any lessons learned that should inform the future of the Programme?

Closure

Is there anything you said which you do not want included as a quote?

Could you please send us the consent form signed?