FINAL ASSESSMENT REPORT

January 2023

ASSESSMENT OF THE UNITED NATIONS ROAD SAFETY FUND (UNRSF) PROJECT

Strengthening road traffic enforcement in the state of Pará, Brazil

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ACRONYMS

ACRONYM	DEFINITION
ASPAMOTO	Association of Motorcyclists of Pará (Associação Paraense de Motociclistas)
CETRAN-PA	State Traffic Council of the State of Pará (Conselho Estadual de Trânsito do Estado do Pará)
DETRAN-PA	Traffic Department of the State of Pará (Departamento de Trânsito do Estado do Pará)
ECLAC	Economic Commission for Latin America and the Caribbean
GSRRS	Global Status Report on Road Safety
NGOs	Non-governmental organizations
PNATRANS	Brazilian National Plan for the Reduction of Traffic Deaths and Injuries (Plano Nacional de Redução de Mortes e Lesões no Trânsito)
SDGs	Sustainable Development Goals
SENATRAN	National Traffic Secretariat (Secretaria Nacional de Trânsito)
UNRSF	United Nations Road Safety Fund

EXECUTIVE SUMMARY

I. OVERVIEW OF THE ASSESSMENT SUBJECT

1. This report presents the assessment of the project "Strengthening road traffic enforcement in the state of Pará, Brazil" ["the project"]. The assessment was undertaken between November 2022 and January 2023, commissioned by the Economic Commission for Latin America and the Caribbean (ECLAC) in accordance with the General Assembly requirement that programmes be assessed on a regular, periodic basis, covering all areas of work under their purview. This is therefore a discretionary internal assessment managed by the Programme Planning and Evaluation Unit (PPEU) of the ECLAC Programme Planning and Operations Division.

II. OVERVIEW OF THE PROJECT

2. The project was a US$ 708,000 initiative implemented by the Traffic Department of the State of Pará (DETRAN-PA) with the participation of ECLAC and total funding of US$ 321,000 from the United Nations Road Safety Fund (UNRSF). The project was designed as a contribution to the goal of reducing road traffic deaths in line with the Brazilian National Road Safety Plan 2019–2028.

3. The project started in August 2020 and ended in December 2022.[1] According to the project document, the project objective was to "contribute to decreasing road traffic deaths and injuries by means of technical assistance to support and to strengthen ongoing road traffic enforcement activities enhancing the capacity of a core group of traffic officers at the Pará state level".

4. The project strategy was to enhance the capacity of traffic officers at the state level to implement targeted and coherent enforcement of by-laws, focusing on areas where the risks of accidents and injuries were most prevalent. It involved activities such as the establishment of a Data Analysis Commission, a series of training sessions and the development of a State Protocol on Road Traffic Enforcement. These were to lead to the following results in relation to road traffic operations and enforcement: (a) correction and improvement of practices and approaches, (b) implementation of new coherent enforcement procedures, (c) increased confidence in traffic law enforcement practices and (d) the development of a state protocol guide,[2] the ultimate goal being a reduction in road traffic deaths and injuries. A summarized version of the project logic framework is presented in annex 6.

III. ASSESSMENT METHODOLOGY

5. The assessment covered all project activities implemented between August 2020 and December 2022. It examined the results obtained and the benefits accruing to the various stakeholders from the implementation of the project, as well as the sustainability of these and the key lessons learned from the project. It also assessed the extent to which human rights, gender and disability inclusion were

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[1] The original estimated end date was 30 August 2021, according to the project document.
[2] According to the project document.

incorporated into the project activities and outputs and the degree to which they contributed to the achievement of the Sustainable Development Goals (SDGs).

6. The assessment was guided by a set of evaluation questions organized by the evaluation criteria of relevance, effectiveness, cross-cutting themes, and sustainability. These are presented in the evaluation matrix (see annex 2), which synthesizes the methodology, showing both the evaluation questions and subquestions to be addressed and the performance indicators, information sources and data collection methods used for triangulation.

7. The sampling strategy used to select key informants was purposeful and gender-responsive, being based on a stakeholder map prepared during the inception phase. The assessment took into consideration the need to include representatives of all project activities in the key informants list, as well as representatives of the voices of women, vulnerable populations and persons with disabilities. The assessment also took account of the need to use gender and human rights "lenses" to undertake data analysis. Detailed information about the methodology and a detailed profile of the assessment are included in the extract of the inception report presented in annex 1.

8. The desk review covered project documents, progress reports, agendas of training events, lists of participants, post-training surveys and Internet searches carried out to validate the information. Key informant interviews were conducted with 8 of the 16 people originally identified as key informants through the stakeholder mapping exercise, 4 of them male and 4 female (see List of Key Informants in annex 4). Despite many attempts to contact them, about half these individuals did not respond to our invitation for an interview. No senior DETRAN-PA official was interviewed.

9. A key challenge for the evaluation was the limited number of stakeholders in Brazil willing to be interviewed, as mentioned, which meant that additional Internet searches were required to validate information and triangulate data sources and that the post-training surveys undertaken by the project and other project documents had to be examined in greater detail.

10. Notwithstanding certain challenges and limitations, the primary and secondary data gathered enabled the information to be triangulated and validated for some of the project beneficiaries and project participants and ultimately meant that contributions to the goals and objectives of the project and its activities could adequately assessed.

IV. KEY FINDINGS

11. The assessment findings reflect the views of the evaluation consultant and are presented in response to the evaluation questions, organized by the evaluation criteria: relevance, effectiveness, cross-cutting themes, and sustainability. The findings are stated below and fully substantiated in section 4 of this report.

Relevance

12. *Finding 1:* The training outputs were designed to fill a gap in the limited offer of professional courses, and their design was based on consultations with DETRAN-PA traffic officers. The overall project design was informed by expertise on Brazilian road safety and previously identified priorities relating to the capacity needs of Brazilian traffic officers.

13. *Finding 2:* The project was aligned with Brazilian priorities for reducing traffic deaths and injuries and took account of the resources available in the DETRAN-PA Multi-year Budgetary Plan.

14. *Finding 3:* Alignment of project activities with ECLAC activities and programmes of work was limited, and there were few synergies or complementarities with other work done by ECLAC in the region.

Effectiveness

15. *Finding 4:* Training-related outputs have been completed, with good capacity-building results. Work is still needed to complete outputs related to the institutionalization of practices and procedures, and in the area of data collection and analysis.

16. *Finding 5:* There is evidence that the project has made major contributions to road traffic enforcement activities (outcome 1) as a result of the capacities built in a critical mass of traffic officers in the state of Pará, who individually have been able to make changes to the daily operations in which they take part.

17. *Finding 6:* Progress in reducing road traffic deaths and injuries (outcome 2) has been slow, and since a number of factors besides project interventions contribute to such reductions, it is not possible to attribute these results to the project activities.

Cross-cutting issues

18. *Finding 7:* The project design was aligned with road safety-related SDG targets 3.6 and 11.2 but did not incorporate gender or human rights perspectives. Although isolated efforts were made to empower women in training sessions, the project missed opportunities to make major contributions to the empowerment of female traffic officers in the state of Pará.

Sustainability

19. *Finding 8:* The individual capacities developed by the project are likely to survive as traffic officers continue to apply the knowledge gained, assuming that DETRAN-PA provides support for operations and ensures that the remaining project activities are completed.

20. *Finding 9:* Completion of the remaining project activities including the protocol and the availability of data on accidents and injuries are critical to the sustainability of the results.

21. *Finding 10:* While a broad approach to sustainability was outlined in the project document, only a few concrete measures were put in place to ensure the sustainability of the project results.

22. *Finding 11:* The sustainability of project results is hampered by limited institutional ownership of the project by DETRAN-PA and other stakeholders.

Conclusions

23. These are the main conclusions of the assessment in respect of each assessment criterion:

24. *Relevance:* The project showed a high level of relevance in terms of alignment with local needs, and the four project outputs and related activities were well aligned with traffic enforcement priorities

in the state of Pará. The project activities were considered vital for addressing three main areas of priorities related to planning and management of traffic enforcement operations in the state. These include the establishment of a training component geared towards creating a critical mass of traffic officers with the capacities to undertake targeted and visible enforcement operations focused on key areas of accident risk; the implementation of the Data Analysis Commission to ensure that recent data on traffic accident trends are in place to inform targeted road traffic enforcement activities; and the development of the State Protocol on Road Traffic Enforcement to ensure that such targeted enforcement operations and operational procedures are institutionalized in the state of Pará. However, more can be done to ensure alignment with ECLAC programmes of work, create synergies with other work done by ECLAC and promote the results within the region, especially considering that a programme of work in the thematic area of Road Safety is not yet in place at ECLAC.

25. *Effectiveness:* The project completed all training-related outputs and progressed towards the establishment of the Data Analysis Commission and the State Protocol on Road Traffic Enforcement.

26. The training provided contributed significantly to capacity-building among a critical mass of traffic officers, who individually have been implementing noticeable changes in traffic enforcement operations in the state of Pará. About 327 traffic agents were trained, including all DETRAN-PA traffic agents, and equipment was provided. This increased the agents' ability to undertake targeted and visible enforcement operations focused on key areas of accident risk. As a result of the different traffic enforcement approaches taught, the traffic agents have been individually able to introduce changes into daily operations, enhancing the efficiency of these, increasing the number of vehicles inspected and targeting their inspections on areas where accidents and injuries are more likely.

27. While these have been important contributions, it is not possible to clearly attribute the reported decrease in road traffic deaths (indicated in outcome indicator 2) to the project activities, since reductions in numbers of deaths and accidents can be associated with a number of other variables besides the improvements in the enforcement of traffic by-laws introduced by the traffic agents trained as part of the project.

28. Work was also done to gather data on traffic accident trends and to institutionalize enforcement procedures and operations in the state of Pará, but some of these efforts were discontinued, will take time to produce results or both. The regional-level Data Analysis Commission created was chaired by DETRAN-PA and involved the key institutions that collect data on traffic accidents in the state of Pará. Initially, the Commission worked well. DETRAN-PA gathered 2020 data from the various institutions in a harmonized fashion and used a special data set pairing methodology to consolidate them into an easily accessible dashboard. The dashboard is useful for planning traffic enforcement operations, including trends on deaths by city, neighbourhood, type and time of accidents, gender, etc. Unfortunately, the work did not get as far as gathering 2021 and 2022 data, since the Commission was discontinued after changes to the senior DETRAN-PA leadership.

29. A draft of the State Protocol on Road Traffic Enforcement was prepared in 2021. It covers a wide range of enforcement topics, consistent with those dealt with in the project training sessions and including legislation, planning of enforcement operations, speeding and the use of helmets, safety belts and mobile phones, as well as polluting emissions, licensing and other topics. The draft protocol has been sent for approval by CETRAN-PA and is expected to be approved in the next few months. It will take some time until it starts to produce results and contribute to better road traffic enforcement in the state.

30. A large majority of project beneficiaries (the traffic officers trained by the project) were satisfied with the training. They considered the instructors excellent and the training very relevant to their professional development. Some areas for improvement include the preparation of training materials and adjustments in the time allocated to practice training.

31. *Cross-cutting issues:* The project was aligned with the road safety SDGs but missed opportunities to make a meaningful contribution in the areas of gender and human rights. Road safety is a basic right of the population, and gender empowerment aspects should have been integrated into the project design and throughout implementation. Even though there were some efforts to advance women and engage in gender-related discussion, the project, in both its training and its protocol and data analysis activities, missed opportunities to build the capacities of traffic agents as duty-bearers[3] and thereby ensure a rights-based approach and consistent application of a gender-based approach in traffic enforcement with a view to empowering not only women drivers but also female traffic officers and ensuring a safe, harassment-free environment for both.

32. *Sustainability:* The overall project strategy contained key elements of sustainability. However, the sustainability of the project has been hampered by delays in institutionalizing new practices, the limited availability of information on recent trends in traffic accidents, and limited institutional ownership of the project. These should all be addressed to enable traffic officers to continue to use the knowledge gained.

33. The senior officials of DETRAN-PA were involved in a high-level workshop held by ECLAC in 2021, but other opportunities could have been used by DETRAN-PA to leverage the partnership with ECLAC in order to build political support, ensure the sustainability of the interventions and create synergies with other ECLAC initiatives and regional networks.

34. ECLAC also missed opportunities not only to broaden its interventions and develop more partnerships in the region through DETRAN-PA and its network of state government officials, but also to push the project forward towards successful implementation of uncompleted initiatives and sustainability goals by carrying out more active ongoing monitoring work and using its political weight to engage in more advocacy and negotiations.

35. Nonetheless, the training activities and methodologies implemented by the project have potential for replication and could be beneficial to other municipalities in the state of Pará, to other regions of Brazil and to other countries.

V. LESSONS LEARNED

36. The assessment identified a number of lessons from the implementation of the project, which can be summarized as follows:

- The involvement of a knowledgeable local champion is key to the successful implementation of a project;
- Institutional buy-in creates the conditions for scalability and enhances the sustainability of results;
- It is vital to have an appropriate results framework to monitor and report project progress;

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[3]   Rights-holders are individuals or social groups with particular entitlements in relation to duty-bearers. Duty-bearers are State or non-State actors with an obligation to respect, protect, promote and fulfil the human rights of rights-holders.

- Timely monitoring and a strong presence in the field are important to help manage critical risks such as political changes at the state or national level of government and to fulfil institutional commitments; and,
- Communication and publicity are important to give visibility to the results achieved.

VI. RECOMMENDATIONS

37. The following are the recommendations of the assessment, based on the consultations and analysis carried out. Since the project has now ended, they have not been prioritized.

Recommendations for DETRAN-PA

Area: Relevance and sustainability   **Linked to Conclusions 1 and 3**

38. *Recommendation 1: Re-establish the Data Analysis Commission and continue the work of data pairing for 2021 and 2022 to produce updated information on traffic accidents and injuries in Pará with the goal of informing targeted and coherent traffic enforcement activities.* The work done so far is important, and comprehensive analysis of data is vital to guide traffic enforcement planning and operations moving forward. DETRAN-PA should work with other institutions to ensure they nominate representatives, establish a workplan to continue the work and provide the resources needed for its completion.

Area: Cross-cutting themes   **Linked to Conclusion 5**

39. *Recommendation 2: Incorporate gender-based and rights-based approaches into the draft protocol and other future training activities and traffic enforcement initiatives to foster a safe, harassment-free environment for women*. The female traffic agents and women drivers of Pará have the right to a safe and harassment-free environment. DETRAN-PA as a duty-bearer has the obligation to fulfil, respect, protect and promote these rights. The training sessions (including the 200 hours of compulsory training) and the protocol are tools to achieve this, to educate the workforce and to empower female traffic agents and drivers. DETRAN-PA should miss no opportunity to use them to make a positive contribution.

Area: Sustainability   **Linked to Conclusion 6**

40. *Recommendation 3: Provide the support needed for traffic agents to undertake enforcement activities on a consistent and ongoing basis.* The DETRAN-PA Technical and Operational Directorate should continue to provide the materials and equipment (e.g. signs for night operations, cones) needed to enable new traffic enforcement techniques to be applied, while also ensuring these materials and equipment are maintained. It is also recommended that DETRAN-PA use the opportunities provided by the establishment of a new career structure for traffic officers and reorganization of the structure of the DETRAN-PA Technical and Operational Directorate to implement the measures needed to institutionalize the procedures taught on the training courses, including provision of materials and equipment consistent with these. The new Multi-year Budgetary Plan (2024–2028) currently being prepared should include the resources needed to implement these measures.

Recommendation for ECLAC and DETRAN-PA

Area: Effectiveness and sustainability   **Linked to Conclusions 3, 4 and 7**

41. *Recommendation 4: Publish the course materials, the data pairing methodology and the road traffic enforcement protocol produced by the project to support knowledge sharing, scalability and replication.* To promote the sustainability of the project and further encourage the replication of practices, ECLAC should publish the teaching materials and the data set pairing methodology developed by the Data Analysis Commission. It could also consider publishing the State Protocol on Road Traffic Enforcement, if it is not approved in the coming months. This could provide an opportunity for ECLAC to publicize these results at its conferences, workshops and other events and continue its efforts to push forward the SDG agenda and disseminate knowledge to its member countries on possible actions in pursuit of SDGs in this area.

Recommendations for ECLAC

Area: Relevance and effectiveness   *Linked to Conclusions 1, 3 and 6*

42. *Recommendation 5: Undertake a programme of work in the thematic area of Road Safety to guide work and promote the results of this project across the region and within Brazil.* ECLAC should have a clear programme of work in the Road Safety thematic area to serve member countries. ECLAC should continue to promote the results of its projects in this thematic area throughout the region and specifically this project's approach, which includes targeted and visible traffic enforcement operations as well as the work of the Data Analysis Commission and the data pairing methodology formulated. These could be promoted through ECLAC publications, specific events or both. These results are likely to be useful for a number of other member countries in the region and for other states in Brazil.

Area: Effectiveness and sustainability   **Linked to Conclusions 6 and 8**

43. *Recommendation 6: Consider building relationships with senior DETRAN-PA management to complete the project and promote its sustainability.* It is recommended that ECLAC use opportunities created by its other projects in the same thematic area, as well as other services and activities, to engage senior DETRAN-PA leaders with these goals and thereby sensitize them and enhance their awareness of the importance of supporting and implementing the measures needed to improve traffic enforcement in the state. ECLAC is well positioned to do so as an independent United Nations entity, and direct contacts with senior ECLAC officials at ECLAC conferences and meetings and on official visits are likely to help push the project agenda forward or advance certain topics.

1. INTRODUCTION

1. This report presents the assessment of the United Nations Road Safety Fund (UNRSF) project "Strengthening road traffic enforcement in the state of Pará, Brazil" ["the project"] undertaken between November 2022 and January 2023. The project was implemented by the Traffic Department of the state of Pará (DETRAN-PA) with the participation of the Economic Commission for Latin America and the Caribbean (ECLAC) and funding from the United Nations Road Safety Fund (UNRSF), formerly the United Nations Road Safety Trust Fund (UNRSTF). The project started in August 2020 and ended in December 2022.[4]

2. This report consists of six chapters, including this Introduction. Chapter 2 presents a quick profile of the assessment with information about the assessment methodology and data collection strategy, and challenges and limitations encountered. The details are provided in the annexes. Chapter 3 provides a brief overview of the UNRSF Project Strengthening Road Traffic Enforcement in the State of Pará, Brazil, its budget, rationale, objective, expected results and key targeted stakeholders. Chapter 4 presents the analysis and main findings of the assessment, looking at project achievements against its planned results. It also presents outcome-level contributions and the key findings in line with the evaluation criteria determined for this assessment (relevance, effectiveness, cross-cutting issues and sustainability). Chapter 5 presents the main conclusions of the assessment drawn from the findings. The lessons learned from project implementation are presented in chapter 6 and the recommendations are included in chapter 7.

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[4] The original estimated end date was 30 August 2021, according to the project document.

2. ASSESSMENT PROFILE

3. The assessment covered all project activities implemented between August 2020 and December 2022. It examined the results obtained and the benefits accruing to the various stakeholders from the implementation of the project, their sustainability and the key lessons learned from the project.

4. The overall objective of the assessment, as outlined in annex 5 of the terms of reference, was:

- To review the relevance, effectiveness and sustainability of the project implementation
- To document the results of the project in relation to its overall objectives and expected results as laid down in the project document
- To identify lessons learned and good practices derived from the implementation of the project, their sustainability and the potential to replicate them in other countries
- To identify lessons learned in the project implementation that could inform future planning and implementation of projects
- To assess the extent to which ECLAC activities and outputs respected and promoted human rights
- To assess the extent to which gender concerns were incorporated into the project: whether its design and implementation incorporated the needs and priorities of women, whether women were treated as equal players and whether it served to empower women
- To assess the project's contribution to the achievement of the SDGs and
- To assess the extent to which disability inclusion was incorporated into the design and implementation of the project and its activities

5. A detailed profile of the assessment will be found in the extract of the inception report presented in annex 1.

6. The methodology used for this assessment was designed to meet the requirements and expectations laid down by ECLAC and made it possible to identify the results attributable to the project, given the range of information and time available. The assessment was undertaken using qualitative methods to measure how the project was progressing and contributing to the achievement of its desired results, as outlined in the project documents. Non-statistical analysis was used to determine results. This involved subjective assessments based on both the information collected and the use of informed judgment and expert opinion. While this typically involves collection of qualitative and quantitative information, the focus of this assessment was on qualitative information, as the time available for data collection was quite limited.

7. Annex 1 also contains details of the sampling strategy used to select key informants, together with information about the gender-responsive methods and approaches used to collect and analyse data, such as compilation of the final list of key informants in the light of the need to include voices representing women, vulnerable populations and persons with disabilities and the use of gender and human rights "lenses" to undertake data analysis.

8. The evaluation matrix presented in annex 2 synthesizes the methodology, showing the evaluation questions and issues to be addressed and the performance indicators, information sources and information collection methods to be used.

9. The data collection strategy was designed to allow findings and conclusions to be arrived at by triangulating evidence collected from primary and secondary sources, with the use of mixed methods.

10. The data collection tools consisted of primary and secondary sources and mixed methods, including document review and key informant interviews. The desk review covered project documents, progress reports, agendas of training events, lists of participants, post-training surveys and Internet searches carried out to validate information. Key informant interviews were conducted with 8 of the 16 people originally identified as key informants through the stakeholder mapping exercise, 4 of them male and 4 female (see List of Key Informants in annex 4). Despite many contact attempts, about half these individuals did not respond to interview invitations. No senior DETRAN-PA official was interviewed.

ASSESSMENT LIMITATIONS

11. A key challenge faced by the evaluation was the limited number of stakeholders in Brazil willing to be interviewed, as mentioned, which meant that additional Internet searches were required to validate information and triangulate data sources and that the post-training surveys undertaken by the project and other project documents had to be examined in greater detail.

12. It was likewise not possible to validate some of the information provided in the project reports (e.g., number of training sessions, number of people trained, quantity and type of equipment provided, etc.), as the evaluator was not provided with detailed information or complete lists. As far as possible, this information was confirmed during interviews.

13. Notwithstanding certain challenges and limitations, the primary and secondary data gathered enabled the information to be triangulated and validated for some of the project beneficiaries and participants and ultimately allowed contributions to the goals and objectives and the activities of the project to be adequately assessed.

3. OVERVIEW OF THE PROJECT

14. The project "Strengthening road traffic enforcement in the state of Pará, Brazil" is a US$ 708,000 initiative implemented by the Traffic Department of the state of Pará (DETRAN-PA) with the participation of the Economic Commission for Latin America and the Caribbean (ECLAC) and total funding of US$ 321,000 from the United Nations Road Safety Fund (UNRSF).

15. According to the project document, in 2018 the Federal Government of Brazil launched the National Road Safety Plan 2019–2028 with the aim of reducing the national road traffic death rate per 100,000 population and per 10,000 vehicles by 50% in the period 2019–2028.[5] The National Plan required Brazil's state traffic departments to implement a number of key road traffic enforcement actions.[6] At that time, the government of the state of Pará had also established its State Road Safety Plan 2009–2019 with the goal of reducing the number of road traffic deaths in the period 2009–2019 by 20% from their 2008 level, with a focus on enhancing enforcement activities.[7] The UNRSF project was an opportunity for DETRAN-PA to seek to strengthen and improve the quality of traffic enforcement operational capacity in line with the goals and activities prescribed by these plans.

16. The project objective was to "contribute to decreasing road traffic deaths and injuries by means of technical assistance to support and to strengthen ongoing road traffic enforcement activities enhancing the capacity of a core group of traffic officers at the Pará state level".[8]

17. The project strategy was to enhance the capacity of traffic officers at the state level to implement targeted and coherent enforcement of by-laws, which in turn would decrease road traffic deaths and injuries. The focus was on improving operational capacity for traffic enforcement in the state of Pará, increasing the efficiency and confidence of traffic officers, reviewing their operational practices and updating these through specific training sessions. Traffic enforcement operations were to be targeted, focusing on areas where accidents and injuries were more prevalent, and aligned with the Brazilian National Road Safety Plan 2019–2028.[9]

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[5] According to the project document, which used figures provided by the Brazilian Ministry of Health, Brazil, with a population of 209 million people and 105 million registered vehicles, 28% of them motorcycles, had 35,375 road traffic deaths in 2017, a decrease of 5.3% on 2016 (37,345 deaths), giving a road traffic death rate of 17.1 per 100,000 population. The main risk factors for these deaths at the time were speeding, drinking and driving and non-use of helmets by motorcyclists.

[6] These included: (a) increase speed camera enforcement by 20% and (b) enhance enforcement activities for: 2.1 use of helmets by motorcyclists; 2.2 speed management; 2.3 driving under the influence of alcohol and drugs; 2.4 prohibited overtaking on single carriageway roads; 2.5 powered two-wheeler vehicles; 2.6 use of seat belts; 2.7 other mandatory equipment and road traffic rules; 2.8 use of child restraints; 2.9 use of mobile phones while driving; 2.10 driving time and rest periods for professional drivers.

[7] In the state of Pará, the number of serious injuries was 13.8% higher in 2017 than in 2016. State regional hospitals in five municipalities dealt with 88% and 90% of these serious injuries, respectively, in 2016 and 2017. Expenditure on hospitalizations in 2017 was US$ 1.7 million.

[8] Project document.

[9] Project document.

18. According to the project document, the project activities, including the establishment of a Data Analysis Commission, the holding of a series of train-the-trainers workshops and training sessions and the development of a state protocol on coherent road traffic enforcement operations, were intended to lead to the following results in relation to road traffic operations and enforcement: (a) correction and improvement of practices and approaches, (b) implementation of coherent new enforcement procedures, (c) increased confidence in traffic law enforcement practices and (d) development of a state protocol guide.[10] These and the establishment of the state protocols would lead to a decrease in road traffic deaths and injuries. A summarized version of the project logic framework is presented in annex 6.

19. The governance of the project was expected to come under the responsibility of the Director General of DETRAN-PA,[11] while the Technical and Operational Directorate of DETRAN-PA was to be responsible for project management.[12] An advisory committee was to be established to oversee project management. Other stakeholders included CETRAN-PA, the Military Police, the Health Secretariat, municipal traffic agencies and civil society.

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[10] Project document.

[11] According to the project document, the responsibilities of the Director General were to include: (a) exercising political-institutional and governance functions by implementing all the administrative acts needed for effective implementation of the project; (b) representing the government of the state of Pará in project-related agendas shared with ECLAC and others; (c) setting up the Advisory Committee responsible for managing the project; (d) approving the annual or multi-year plans and working programme, the budget proposal and the financial programming related to the cofinancing of the project (item 3.1 of the Indicative Budget); (e) implementing all the necessary administrative acts for the effective implementation of the project.

[12] Project management responsibilities, as set out in the project document, included: (a) planning, coordinating and monitoring project-related activities; (b) participating in the coordination of traffic officers' training; (c) continuously and systematically evaluating project-related activities; (d) establishing, together with the Military Police and municipal traffic agencies, the guidelines for joint enforcement operations at the state level; (e) advising the Director General on the effective implementation of the project; (f) drawing up general guidelines and approving the working plan and the support instruments necessary for the accomplishment of enforcement activities.

4. FINDINGS

20. The assessment findings reflect the views of the evaluation consultant and are presented in response to the evaluation questions, organized by the evaluation criteria: relevance, effectiveness, cross-cutting themes, and sustainability.

4.1 RELEVANCE

How well aligned were the activities and outputs delivered with the priorities of the target country?

> **FINDING 1:** *The training outputs were designed to fill a gap in the limited offer of professional courses, and their design was based on consultations with DETRAN-PA traffic officers. The overall project design was informed by expertise on Brazilian road safety and previously identified priorities relating to the capacity needs of Brazilian traffic officers.*

21. The project was structured around four outputs and related activities: (a) the establishment of a Data Analysis Commission *(output 1.1)*, (b) a series of train-the-trainers workshops *(output 1.2)*, (c) training sessions for traffic agents *(output 1.3)* and (d) the development of a State Protocol on Road Traffic Enforcement *(output 2.1).* See the logic framework in annex 6.

22. The training components (outputs 1.2 and 1.3) were designed to address the specific compulsory training requirements for DETRAN-PA traffic officers, since training is a prerequisite for them to obtain and keep their positions. Many traffic agents obtain their positions through competitive public selection and hiring procedures[13] which require candidates to take and pass a 200-hour training course early on in the process.[14] Afterwards, to keep their positions, they are required by the National Traffic Secretariat (SENATRAN) to take a 32-hour course every three years to update and continue their training.[15] According to interviews, there was a limited supply of such courses at the time the project was formulated and the traffic agents of the state of Pará were due to take the compulsory continuing development training. The project training sessions were designed to fill this gap, providing the traffic officers with the training they needed to continue to perform their duties.

23. The training programme was informed by a Training Needs Assessment undertaken in the early stages of project implementation, which involved direct consultations with DETRAN-PA traffic officers through an online survey to identify their training needs. The survey, containing about 40 questions, was sent to approximately 280 DETRAN-PA traffic agents. About 25% of the agents responded

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[13] In Brazil, traffic agents are hired by state governments to enforce Brazilian Traffic Code by-laws and regulations. The competitive recruitment process for municipal positions requires candidates to have specialized technical knowledge, including some knowledge about the National Traffic System, the Brazilian Traffic Code, public safety and public service, as well as a secondary education diploma. Candidates may take advantage of preparatory courses offered by different organizations to gain such knowledge. Candidates also undergo physical and psychological medical assessments and physical capacity tests and are required to pass a professional training course held by the National Traffic Secretariat (SENATRAN) of the Brazilian Ministry of Infrastructure.

[14] The 200-hour training course covers traffic legislation; traffic engineering and road signalling; ethics and citizenship; psychology; the agent's role in education; the Portuguese language; traffic operation and enforcement; and operating practices.

[15] See National Traffic Secretariat, "Portaria N° 94" [online] https://www.gov.br/infraestrutura/pt-br/assuntos/transito/arquivos-senatran/portarias/2017/portaria0942017.pdf.

(72 responses), providing information vital to the design of the training sessions, which were tailored to their capacity needs, as articulated by key informants.

24. The overall project design, including the outputs and activities related to data collection and harmonization (Data Analysis Commission) and the development of a State Protocol on Road Traffic Enforcement, was informed by several other initiatives implemented earlier and participated in by the DETRAN-PA Project Coordinator, an expert on road safety in Brazil, according to key informants. In addition to authoring studies such as a 2018 review and analysis of Brazilian road safety legislation[16] conducted jointly with the Pan American Health Organization and the United Nations Office for the Coordination of Humanitarian Affairs,[17] the DETRAN-PA Project Coordinator participated as an instructor in Global Road Safety Partnership capacity-building programmes in Brazil in 2013 and 2014.[18] Funded by Bloomberg Philanthropies Initiative for Global Road Safety,[19] this was one of the first training programmes designed to enhance the capacities of Brazilian professionals so that they could better enforce road safety laws on the basis of best international practice in the field. About 71 participants from more than 20 cities across Brazil participated in the initiative to build their capacity in road safety leadership and specific evidence-based interventions. The experience provided the DETRAN-PA Project Coordinator with key insights into the capacity needs of Brazilian traffic officers and fed into the formulation of both the UNRSF project and the training sessions designed subsequently for this project.

> **FINDING 2:** *The project was aligned with Brazilian priorities for reducing traffic deaths and injuries and took account of the resources available in the DETRAN-PA Multi-year Budgetary Plan.*

25. The project was also aligned with the 2018 Brazilian National Plan for the Reduction of Traffic Deaths and Injuries (PNATRANS), which set a target of reducing the number of deaths per 10,000 vehicles and per 100,000 people by at least 50% in 10 years. The project was designed to contribute towards one of the six pillars of the plan, related to traffic enforcement, which aims at enhancing compliance with traffic regulations and at eliminating high-risk behaviour by road users through more effective sanctions, through traffic enforcement operations that are non-predictable, unavoidable, omnipresent, continuous, integrated, data- and evidence-based and supported by technology, and through application of the penalties provided for in by-laws.[20]

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[16] The study focused on key road safety risk factors, following the criteria adopted by the Global Status Report on Road Safety (GSRRS) 2015, and concluded that the Brazilian Traffic Code (Código de Trânsito Brasileiro—CTB) was comprehensive in relation to the GSRRS criteria for the risk factors of drinking and driving, non-use of seat belts, child restraints and helmets, and prohibition of mobile phone use and texting while driving, but efforts were needed to improve the country's road safety legislation where the speed risk factor was concerned.

[17] See L. Miranda, R. Pavarino and R. Colombo, "Brazilian Road Safety Legislation: review and analysis 1998–2017", 2018 [online] https://ssrn.com/abstract=3300788.

[18] According to its website, the Global Road Safety Partnership (GRSP) is a non-profit organization created in 1999. The organization plays a role in capacity-building and training of road safety practitioners and traffic police, engages actively in advocacy at all levels, provides road safety programme coordination at the global level and is a recognized expert source of road safety knowledge and good practice. For more information, see [online] https://www.grsproadsafety.org/about/about-us/. GRSP and John Hopkins University also collaborated during 2019 to deliver a bespoke "mini" version of the Global Road Safety Leadership Course (GRSLC) with partners in Fortaleza, Brazil.

[19] See [online] https://www.bloomberg.org/public-health/improving-road-safety/initiative-for-global-road-safety/.

[20] See Brazilian Ministry of Infrastructure, "Plano Nacional de Redução de Mortes e Lesões no Trânsito (PNATRANS)" [online] https://www.gov.br/participamaisbrasil/revisao-pnatrans.

26. The project was also aligned with the DETRAN-PA 2020–2023 Multi-year Budgetary Plan and took into consideration the availability of resources as provided for by the institution's budget for the in-kind contributions planned.

> **FINDING 3:** *Alignment of project activities with ECLAC activities and programmes of work was limited, and there were few synergies or complementarities with other work done by ECLAC in the region.*

27. UNRSF finances projects by issuing calls for proposals designed according to specific priorities and parameters. To participate in these processes, governments, international organizations, NGOs, research institutes and the private sector need to partner with participating United Nations organizations to prepare concept notes. ECLAC has long had expertise in the area of road safety and participates in the initiative by involving itself in the issuing of concept notes, but no road safety-related programme of work is currently in place.

28. Alignment with ECLAC activities was limited to the call by ECLAC for concept notes, to which the DETRAN-PA Project Coordinator responded by submitting a proposal worth US$ 321,000 for this project.

29. The project was supervised by the Infrastructure Services Unit of the International Trade and Integration Division of ECLAC,[21] which also supervised another road safety project with a similar time frame (July 2020 to January 2023 originally, further extended to July 2023) in Argentina. The goal of this project was "to reduce the number of speed-related fatalities and serious injuries on urban and rural roads in Argentina through the introduction of speed management programmes". While there are references in the project document to the creation of synergies between the two projects, these did not materialize, according to interviewees, since the projects were in different areas of work, with the one in Argentina focusing on speed reduction. Nonetheless, in November 2021, the Latin American countries implementing projects funded by UNRSF, including Argentina, Brazil, Chile and Colombia, participated in a road safety conference[22] held by ECLAC. The DETRAN-PA Project Coordinator participated as one of the experts. The conference was part of the programme of work of the ECLAC Infrastructure Services Unit.

4.2 EFFECTIVENESS

To what extent did the project achieve the expected results at the country level?
To what extent did the project contribute towards the outcomes outlined in the project document?

> **FINDING 4** *Training-related outputs have been completed, with good capacity-building results. Work is still needed to complete outputs related to the institutionalization of practices and procedures, and in the area of data collection and analysis.*

30. All planned activities for all four project outputs have been implemented, but contributions to expected project results have been variable. While the training-related outputs (output 1.2 and output 1.3) were completed with good capacity-building results as planned, progress with the Data

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[21] As established in the project document, DETRAN-PA was the implementation agency, while the role of ECLAC was limited to supervision as a member of the project's advisory committee and follow-up and permanent monitoring of activities involving implementation of international and United Nations recommendations.

[22] This was the first part, titled "Speed", of the Ibero-American Conference on Risk Factors.

Analysis Commission (output 1.1) and the State Protocol on Road Traffic Enforcement (output 2.1) has been slow.

31. The project succeeded in implementing all planned actions with a financial execution rate of 98%, according to those interviewed. Most of the US$ 321,000 funded by UNRSF was spent on per diem payments, equipment purchases, production of material, and travel for dissemination purposes. The DETRAN-PA in-kind contribution of US$ 387,000 was spent on staff costs, travel and equipment.

32. Progress towards outcome 1 (Improving and strengthening road traffic enforcement activities through coherent traffic enforcement) involved implementing three outputs, including the establishment of a Data Analysis Commission (output 1.1) to produce reliable data for use in planning or targeting enforcement activities, a series of train-the-trainers workshops (output 1.2) and training sessions for traffic agents (output 1.3).

Data Analysis Commission

33. Where completion of output 1.1 is concerned, according to the 2020 Annual Project Report, a regional-level Data Analysis Commission was created by a CETRAN-PA official resolution on 20 August 2020.[23] Chaired by DETRAN-PA, it was made up of the key institutions collecting data on traffic accidents in the state of Pará, including the state government authorities responsible for public health and for public security and crime prevention, the military and civil police services, and research institutions and NGOs.[24] According to the project reports, the Commission was given responsibility for analysing traffic mortality and morbidity data in the state of Pará; for establishing indicators, baselines and benchmarks; and for producing monthly newsletters to support, review and update operational enforcement practices in line with the National Road Safety Plan 2019–2028.

34. Initially the Commission worked well and enabled DETRAN-PA to gather data from the various institutions in a harmonized fashion. Much effort was put into consultations and negotiations with each entity, led by a small group of DETRAN-PA statisticians and analysts. They gathered data on the previous year (2020) from all entities and prepared spreadsheets integrating data sets from the nine institutions. This work included the development of baselines and methodologies to integrate the data sets, using coding, programming and probability methods, as well as various steps necessary for data pairing, which involved cleaning up data and identifying common variables so that the data sets could be linked for more comprehensive data analysis. The data are now presented in a dashboard containing information likely to be useful for planning traffic enforcement operations, including trends on deaths by city, neighbourhood, type and time of accidents, gender, etc.

35. Unfortunately, the work did not progress as far as gathering 2021 and 2022 data, as the Commission was discontinued after changes to the senior DETRAN-PA leadership. According to key informant interviews, these changes also led to alterations in the representation of the Data Analysis Commission, and work to raise awareness of and gather support for the initiative was discontinued. Nevertheless, the methodology developed for linking the data sets is transferable, according to interviews, and could be made available to other projects and institutions. The establishment of the

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[23] State Traffic Council (CETRAN-PA), "Resolução N° 01/2020", *Diário Oficial*, No. 34.320, Belém do Pará, 2020.
[24] These include (a) the State Secretariat of Public Security and Social Protection (SEGUP), (b) the State Secretariat of Public Health (SESPA), (c) the Department of Traffic of the State of Pará (DETRAN-PA), (d) the Military Police, (e) the Civil Police, (f) the "Renato Chaves" Centre for Scientific Expertise (CPC), (g) the Military Fire Brigade (CBM-PA), the Mobile Emergency Service (SAMU) and the Association of Motorcyclists of Pará (ASPAMOTO).

Commission and the work done so far also serve to illustrate what can be achieved when leadership and political support are in place.

Training of traffic officers

36. Regarding the training of traffic officers, the original design was for two sets of training sessions, including the holding of train-the-trainer workshops (output 1.2) to train 20 DETRAN-PA traffic officers as trainers (multipliers), followed by regular training sessions (output 1.3). In the end, key informants confirmed that there was no differentiation between these two sets of training sessions, and train-the-trainer sessions were not formally implemented. Some individuals who participated in the first two workshops had previous experience as instructors, and thus were involved in subsequent related training. For example, two traffic officers trained by the project in these initial sessions were appointed as instructors on the 200-hour training course as part of the competitive hiring process for traffic officers, leading to improvements in the quality of this compulsory training, according to interviewees.

37. Because of the COVID-19 pandemic and restrictions in the state of Pará, implementation of face-to-face training sessions started only in 2021. The project called for all DETRAN-PA traffic officers to participate. Participation was compulsory. This training was also a requirement for the traffic officers hired later, through the public recruitment process held that same year (2021).

38. In the initial phase, the training was conducted with fewer people in each session as a COVID-19 precaution. From January 2021 to September 2022, 14 training sessions were held and 327 traffic officers were trained, including all DETRAN-PA officers, as well as a smaller number of traffic officers working for municipal traffic agencies in a few municipalities of the state, along with a representative of ASPAMOTO (civil society), who attended all sessions as an observer.

39. Post-training surveys undertaken for 13 of the 14 training sessions as part of the assessment found that the traffic officers were satisfied with the training provided. About 33% of all participants completed the survey, and while this response rate is low and not representative of the entire universe of respondents or the 310 traffic officers trained by the project, it provides some perspective on beneficiaries' level of satisfaction. Regarding the training in general, a large majority of survey respondents considered it "excellent" (56%) or "good" (43%), while 2% considered it "acceptable". When asked about the relevance of the training to their professional development, almost all respondents (98%) said that they considered it "very relevant". A large majority of survey respondents also rated the instructors' knowledge of the topics presented as "excellent" (92%) or "good" (16%). The key informant interviews bore out these figures.

40. The post-training surveys also flagged a few areas in which the training provided could be improved, including a need to increase the time allocated for training and for the practice modules in particular and the need to make course teaching materials and grading more didactic, so that participants could identify areas of improvement.

41. Most training sessions were conducted face-to-face, as sessions consisted of two modules, a theoretical one and a practical one in which the knowledge acquired in the first module was applied on the ground. The sessions totalled 30 hours, including 18 hours for the practical module. The theoretical module covered the following topics: (a) road safety and Brazilian and international legislation; (b) mortality, morbidity and risk factors; and (c) blood alcohol content enforcement and

speed management. The practical module consisted of nine hours of traffic surveillance and policing practices on urban roads and nine hours of traffic surveillance and policing practices on highways.

42. A few sessions were led by two instructors, but most were led by only one, the DETRAN-PA Project Coordinator. After the theoretical instruction, the traffic officers organized themselves to undertake traffic operations and enforcement using the new approaches learned. The training sessions were held in Belém (the capital of Pará), Marabá and Santarém.

43. According to those interviewed, the project funds were also used to purchase 2 speed guns, 9 breathalysers and 900 breathalyser mouthpieces to be used for the practical aspects of the training and assist traffic officers in their enforcement operations.[25] The plans also provided for the purchase of variable message sign (VMS) panels, which are smart electronic display panels for road traffic management combining variable text and graphic messages. Public tender processes were set up to purchase these, but in the end it was not possible to find a supplier in Brazil that met the pricing requirements established by both ECLAC and DETRAN-PA. According to interviews, other equipment, such as 138 fixed speed cameras, was purchased by DETRAN-PA as part of its in-kind contribution and installed in 33 municipalities in the state of Pará.[26]

44. The training activities and equipment purchases made important contributions to road traffic enforcement activities, as described in more detail in the following sections of this report.

State Protocol on Road Traffic Enforcement

45. Where progress on outcome 2 (progress in reducing road traffic deaths and injuries) through the establishment of a State Protocol on Road Traffic Enforcement was concerned, this involved the completion of only one output, the development of a coherent State Protocol on Road Traffic Enforcement (output 2.1).

46. A draft of the State Protocol on Road Traffic Enforcement was prepared in 2021.[27] According to a summary of the draft document, its 12 chapters cover a wide range of enforcement topics, including legislation, planning of enforcement operations, speeding, use of helmets, safety belts and mobile phones, polluting emissions, licensing and other topics. According to interviewees, these topics were consistent with those covered in the syllabus of the training sessions. The document refers to alignment with United Nations resolution 74/299 of 31 August 2020 and the 2018 Brazilian National Plan for the Reduction of Traffic Deaths and Injuries (PNATRANS), which, as mentioned, set a target of reducing the number of deaths per 10,000 vehicles and per 100,000 population by at least 50% in 10 years.

47. The protocol document has been submitted for approval by CETRAN-PA, and approval is expected in the next few months. The protocol, once approved, will be applicable to other institutions involved in traffic enforcement in the state of Pará, such as the Military Police and municipal traffic agencies, and will establish practices such as high visibility enforcement and random breath testing in traffic enforcement which, once applied, are likely to contribute to better road traffic enforcement in the state of Pará.

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[25] Invoices and purchase orders were provided to the evaluation team.
[26] 2021 annual narrative report.
[27] 2021 annual narrative report.

> **FINDING 5:** *There is evidence that the project has made major contributions to road traffic enforcement activities (outcome 1) as a result of the capacities built in a critical mass of traffic officers in the state of Pará, who individually have been able to make changes to the daily operations in which they take part.*

48. Regarding contributions to outcome 1, the project reached all intended beneficiaries and built capacities in a core group of traffic officers in Pará which have led to noticeable changes in traffic enforcement operations.

49. According to the project document, prior to the implementation of the training activities, traffic officers "[did] not receive regular training and their priority areas of enforcement [were] not based on incidences of crashes/deaths/injuries".[28] Road traffic enforcement activities (a) gave priority to checks on documentation (vehicle ownership registration, driving licence), overweight and oversized vehicles and passenger capacity; (b) were mostly based on the regulations of the previous 1966 Brazilian Traffic Code (superseded by the current 1997 Brazilian Traffic Code); (c) were undertaken without consistent criteria for the frequency of enforcement operations; and (d) had low visibility; while (e) data were not used efficiently to plan or target enforcement activities.[29]

50. The capacities built have already produced demonstrable improvements in traffic enforcement operations at the level of the individual traffic officers trained. Since the training was compulsory for all 300 traffic officers currently working in the state of Pará, the project was able to build the capacities of a critical mass of traffic officers, who are now applying their knowledge and conducting more effective enforcement operations in the state.

51. The changes in practices are not likely to be consistently applied by all the traffic officers trained. However, according to interviews, traffic enforcement has changed since the training was provided. The training was motivating for traffic officers, who lacked information even about basic practical techniques such as setting up barriers and placing cones. According to those interviewed, there are examples of teams of traffic officers using the practical and theoretical techniques learned to increase the number of vehicles checked threefold with the same number of agents and in the same number of hours as before the training.[30] Also, according to the project reports, there has been a large increase in the number of breathalyser tests carried out, from 2,136 in 2020 to 32,859 in 2021 and 78,221 to July 2022.[31] Some interviewees also mentioned that these changes had been noticed by drivers in Pará. For example, as a result of the changes to traffic enforcement after the training, there was a reduction in the number of drivers refusing to take breathalyser tests.

52. Traffic officers also started to prioritize and target areas of enforcement on the basis of trends in accident, death and injury rates, as statistics were emphasized in the training sessions. It was reported in key informant interviews that after the training, in addition to regular operations to check driving and vehicle licences, the teams also started to target their enforcement operations

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[28] Project document.
[29] Project document.
[30] Project Document. According to the project document, the training programme covered c) the holding of training sessions in selected cities focused on improving and increasing traffic officers' knowledge about: c.1) use of helmets by motorcyclists; c.2) speed management; c.3) driving under the influence of alcohol and drugs; c.4) prohibited overtaking on single carriageway roads; c.5) powered two-wheeler vehicles; c.6) use of seat belts; c.7) other mandatory equipment and road traffic rules; c.8) use of child restraints; c.9) use of mobile phones while driving; c.10) driving time and rest periods for professional drivers. Use was made of international and regional training elements adapted to the local situation and regulations.
[31] 2021 annual narrative report and updated information from project coordinators.

on five main causes of traffic accidents, including (a) driving under the influence of alcohol and drugs, (b) driving at high speed, (c) use of mobile phones while driving, (d) non-use of seat belts and (e) non-use of child car seats.

53. Road traffic enforcement activities also evolved to reflect the newer regulations of the 1997 Brazilian Traffic Code rather than the old Code used previously. In addition, enforcement operations became more visible. According to those interviewed, trainees are more confident about applying procedures because of the knowledge they have gained about legislation and about new techniques used internationally, such as high visibility enforcement to optimize the use of resources and enhance effectiveness.

54. Overall, the different traffic enforcement approaches taught (e.g., vehicles being approached by two traffic agents, drivers kept inside the vehicle, etc.) also showed that operations could be more efficient, enabling the number of vehicles inspected to be increased at least threefold, and could be targeted on areas where accidents were more likely to occur.

> **FINDING 6:** *Progress in reducing road traffic deaths and injuries (outcome 2) has been slow, and since a number of factors besides project interventions contribute to such reductions, it is not possible to attribute these results to the project activities.*

55. Regarding reductions in road traffic deaths and injuries (outcome 2), the state protocol has not yet been implemented, and progress has accordingly been slow. Even if it were fully implemented, however, it would not be possible to establish clear links between this and any reductions in the number of road traffic deaths and injuries, as the latter depend on a number of variables that are difficult to measure.

56. The 2021 annual narrative report shows that these project performance indicators (in the results framework) met and in some cases even surpassed their targets. However, while some indicators can provide a measure of achievements clearly attributable to the project activities, such as those related to outcome 1,[32] it is not possible to clearly attribute positive results in the form of reduced road traffic deaths (outcome 2)[33] to the project activities. Reductions in the number of deaths and accidents can be associated with a number of other variables besides improved enforcement of traffic by-laws as a result of the project training activities. For example, it is possible that the reduction in the number of accidents was correlated with the lockdowns in place during the COVID-19 pandemic. Even if this positive trend and the trend in the indicator for the number of hospital admissions due to road traffic accidents were maintained over the years following the pandemic, attribution to the project would only be possible if evidence could be found that the presence of traffic agents reduced traffic accidents, and specifically DETRAN-PA agents, given that there are also other entities involved in traffic enforcement in the state of Pará, including the Military Police and municipal traffic agencies.[34]

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[32] Indicator 1: Percentage of traffic officers whose skills and confidence level had improved after the training sessions. Indicator 2: Number of coherent traffic enforcement checks carried out per month. Indicator 3: Increase in the number of breathalyser tests carried out per month.

[33] Indicator 1: Road traffic death rate per 100,000 population. Indicator 2: Road traffic death rate per 10,000 vehicles. Indicator 3: Number of hospital admissions due to road traffic accidents.

[34] The municipal traffic agencies and the Military Police were involved in the project as part of the Data Commission and also because of an agreement that DETRAN-PA has with the Military Police and its institutions.

57. Thus, while this assessment can confirm that the project resulted in stronger road traffic enforcement (outcome 1) thanks to better training of traffic officers, more effective and targeted traffic enforcement operations and an increased number of breathalyser tests, it is not possible to establish clear linkages between the project activities aimed at establishing the State Protocol on Road Traffic Enforcement and the decrease in road traffic deaths and injuries (outcome 2).

4.3 CROSS-CUTTING ISSUES

Have the project managers effectively taken into consideration contributions to the SDGs, human rights, gender issues and disability inclusion in the design and implementation of the project and its activities?

> **FINDING 7**: *The project design was aligned with road safety-related SDG targets 3.6 and 11.2 but did not incorporate gender or human rights perspectives. Although isolated efforts were made to empower women in training sessions, the project missed opportunities to make major contributions to the empowerment of female traffic officers in the state of Pará.*

58. Regarding the human rights perspective, even though road safety is a basic right of the population, and human rights issues are involved in the way drivers are approached by traffic officers, the topic was not covered in the project implementation and training sessions or incorporated into the project design, according to key informants.

59. As regards the gender perspective, the project design and implementation likewise did not incorporate gender issues specifically. The training was compulsory for all traffic agents, male and female, and there was no need to provide special support for women's participation in the training provided.

60. According to interviewees, efforts were made during training sessions to highlight the presence of female traffic officers in a male-dominated professional activity. Some interviewees commented that gender considerations might have been included in certain traffic operation strategies demonstrated by the instructors, including, for example, traffic enforcement being carried out by two traffic agents, one male and one female, which helps to empower female traffic agents by providing them with a safer working environment (reducing harassment from drivers) while at the same time showing that, in a male-dominated environment, women are equally capable of performing traffic enforcement duties. It is also possible that the same strategy had positive effects for female drivers, who, according to interviewees, may feel safer and more comfortable being approached by female traffic agents, something that is possible with a pair of agents.

61. As a result of the project and in the context of International Women's Day, ASPAMOTO held discussions between some female traffic officers trained by the project and women motorcyclists, which had a positive effect in creating awareness of the officers' working conditions. The project also sought the advancement of female traffic officers by offering them opportunities to represent DETRAN-PA at international events[35] and by using their images to illustrate training materials. It is possible that this also helped to give male officers greater respect for their female counterparts. The evaluation team did not find significant evidence that the project empowered people with disabilities or other vulnerable groups. Sex- and age-disaggregated data on traffic accidents

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[35] See Government of Pará, "Detran participa de evento internacional do Fundo das Nações Unidas para Segurança Viária", Belém do Pará, 2021 [online] https://agenciapara.com.br/noticia/33628/detran-participa-de-evento-internacional-do-fundo-das-nacoes-unidas-para-seguranca-viaria.

were presented in Data Analysis Commission activities and dashboards, following the normal practice of institutions.

62. Regarding contributions to the SDGs, the project design was aligned with target 3.6 (By 2020, halve the number of global deaths and injuries from road traffic accidents) and target 11.2 (By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons).[36] As noted above, while project activities were also aligned with these goals, attributing results related to outcome 2 (decrease in the number of deaths and injuries) to the project activities is challenging.

4.4 SUSTAINABILITY

How have the project's main results and recommendations been used or incorporated in the work and practices of beneficiary institutions after completion of the project's activities?

What mechanisms were set up to ensure the follow-up of tools and networks created under the project?

FINDING 8: *The individual capacities developed by the project are likely to survive as traffic officers continue to apply knowledge gained, assuming that DETRAN-PA provides support for operations and ensures that the remaining project activities are completed.*

63. The knowledge gained and the capacities built by traffic officers will survive. The training was important to re-energize the teams of traffic officers and their work throughout the state, and the 15 regional centres of DETRAN-PA are likely to continue to introduce changes and improvements in traffic enforcement operations. However, the sustainability of these depends heavily on DETRAN-PA improving the local conditions in which traffic agents work, supporting their traffic enforcement operations through the supply and availability of equipment (uniforms, cones, etc.), participating in the coordination and planning of traffic enforcement operations and providing management and political support for the institutionalization of procedures, traffic-related data collection and analysis, all of which are crucial.

64. According to the post-training survey, challenges faced by traffic officers include the structural and operational management deficiencies of DETRAN-PA, lack of political and senior management support and interest, lack of equipment and materials for enforcement operations, lack of protocols to harmonize procedures and lack of data to guide targeted operations.

FINDING 9: *Completion of the remaining project activities including the protocol and the availability of data on accidents and injuries are critical to the sustainability of the results.*

65. Although this was not clearly articulated in the project document, the project as originally designed included elements of sustainability involving the institutionalization of procedures in the state protocol and the availability of data on accidents and injuries which, together with the training, was supposed to make the project results sustainable. Thus, sustainability depends on the completion of the work initiated by the Data Analysis Commission to collect data and prepare reports on traffic accident

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36 According to the project document and the project logic framework.

trends in 2021 and 2022 and to ensure the protocol is approved by CETRAN-PA, institutionalizing the traffic enforcement procedures.

> **FINDING 4:** *While a broad approach to sustainability was outlined in the project document, only a few concrete measures were put in place to ensure the sustainability of the project results.*

66. Section 4.2 (Partnerships) of the project document stated as a general proposition that the sustainability of programme results was to be secured by working with partners such as municipal traffic agencies (currently present in 63 of 144 cities in the state of Pará) to continue to replicate interventions. Although this was not confirmed in the interviews, it is also possible that the involvement of civil society in the project activities was envisioned as a sustainability measure.

67. The assessment did not find evidence of involvement by municipal traffic agencies beyond the participation of a few traffic officers in the project training activities. Also, only one civil society organization was involved in the project, namely ASPAMOTO, which participated in the Data Analysis Commission activities and training activities, with just one representative of the organization participating in all training sessions. Even though ASPAMOTO played an important role in disseminating information about the situation of traffic officers and generating public awareness, more could have been done to engage civil society and ensure it participated more meaningfully.

68. It is possible that a bill to formalize the professional status of DETRAN-PA Traffic Officer submitted to the Legislative Assembly of the state of Pará may, once approved, help contribute elements of sustainability to the project, such as the new institutional structure to which the proposed new career structure is linked. According to interviewees, the new structure would decentralize the coordination of traffic operations through the creation of this technical position, in contrast to the current centralized system whereby coordination is centralized in Belém.

69. Also, as highlighted in interviews, some traffic officers trained by the project have been involved in thematic discussions related to the National Traffic System, the multi-year budget of DETRAN-PA and the Association of Traffic Officers of Pará and in other activities designed to give continuity to some interventions.

> **FINDING 5:** *The sustainability of project results is hampered by limited institutional ownership of the project by DETRAN-PA and other stakeholders.*

70. According to the project document, the governance of the project was expected to come under the responsibility of the Director General of DETRAN-PA,[37] while the Technical and Operational Directorate of DETRAN-PA was to be responsible for project management.[38] An Advisory Committee

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[37] According to the project document, the responsibilities of the Director General were to include: (a) exercising political-institutional and governance functions by implementing all the administrative acts needed for the effective implementation of the project; (b) representing the government of the state of Pará in agendas shared with ECLAC and others relating to the project; (c) setting up the Advisory Committee responsible for managing the project; (d) approving the annual or multi-year plans and working programme, the budget proposal and the financial programming related to the cofinancing of the project (item 3.1 of the Indicative Budget); (e) implementing all the necessary administrative acts for the effective implementation of the project.

[38] Project management responsibilities, as set out in the project document, included: (a) planning, coordinating and monitoring project-related activities; (b) participating in the coordination of traffic officers' training; (c) continuously and systematically evaluating project-related activities; (d) establishing, together with the Military Police and municipal traffic agencies, the guidelines for joint enforcement operations at the state level; (e) advising the Director General on the effective implementation of the project; (f) drawing up general guidelines and approving the working plan and the support instruments necessary for the accomplishment of enforcement activities.

was to be established to oversee project management. Other stakeholders included CETRAN-PA, the Military Police, the Health Secretariat, municipal traffic agencies and civil society. However, in the event, this structure did not materialize.

71. In the early stages of project design and implementation, support from the previous Director General of DETRAN-PA was key to project implementation and approval of the 2020–2023 Multi-year Budgetary Plan, which ensured financial resources were available to enhance integrated traffic enforcement actions in the state. Political leadership was also crucial in securing the in-kind contributions of DETRAN-PA and the establishment of partnerships and agreements with the key institutions (including the Military Police, Civil Police and municipal traffic agencies) so that they would collaborate in setting up the Data Commission and carrying out the work.

72. In November 2021, a new Director General was appointed and support was discontinued, according to interviewees. A good number of DETRAN-PA press releases have highlighted the project activities as part of an important project "approved by the United Nations", indicating endorsement by the United Nations through the UNRSF and ECLAC. However, the assessment did not find evidence for institutionalization of the project beyond the involvement of the DETRAN-PA Project Coordinator. Several key informants mentioned that while, on the one hand, the project benefited from having an energetic and knowledgeable champion to push it forward, on the other hand, it was too dependent on one person. Senior officials representing DETRAN-PA were not available for interview.

73. The project was a pilot experience for ECLAC, entailing a "supervisory" role and work at the state government level, which involved something of a learning curve for the entity, according to interviewees, as it is usually "in the driver's seat" working directly with member countries and federal governments as partners in project implementation. There was limited involvement of senior ECLAC officials in the project owing to reorganizations and personnel changes, and thus limited interactions with senior counterparts in Pará, which meant fewer opportunities for advocacy and efforts to foster support for the project initiatives.

74. Overall, limited ownership of the project at the senior level is likely to negatively impact the sustainability of the project results obtained so far and certainly makes it less likely that the work needed for monthly planning of traffic operations will be carried forward, or indeed that a State Protocol on Road Traffic Enforcement will be implemented or data on recent trends in traffic mortality and morbidity produced and analysed.

5. CONCLUSIONS

75. The following are the main conclusions of the assessment, linked to the findings highlighted earlier in line with each assessment criterion.

RELEVANCE

> **CONCLUSION 1:** *The project showed a high level of relevance in terms of alignment with traffic enforcement capacity needs in the state of Pará, but more can be done to ensure alignment with ECLAC programmes of work, create synergies with other ECLAC work and promote the results within the region.*

76. The four project outputs and related activities were well aligned with traffic enforcement priorities in the state of Pará. Together, their implementation was meant to address three main areas of priorities related to planning and management of traffic enforcement operations in the state. These included the establishment of a training component geared towards creating a critical mass of traffic officers with the capacities to undertake targeted and visible enforcement operations focused on key areas of accident risk. They also included the setting up of the Data Analysis Commission, as an important element in ensuring that recent data on traffic accident trends were in place to inform targeted road traffic enforcement activities, and the development of the State Protocol on Road Traffic Enforcement, which was vital to ensure that such targeted enforcement operations and other practices and operational procedures were institutionalized in the state of Pará.

77. The project was designed in response to an ECLAC call for proposals for funding from UNRSF. However, ECLAC played a supervisory role in the project, as opposed to the role of an implementing partner entity, and no programme of work in the thematic area of Road Safety is currently in place. There were no synergies or information sharing with the Argentina Speed Reduction project, also funded by UNRSF.

EFFECTIVENESS

> **CONCLUSION 2:** *The project contributed significantly to building the capacities of a critical mass of traffic officers, who individually have been implementing noticeable changes in traffic enforcement operations in the state of Pará, but it is not possible to attribute reductions in road traffic deaths and injuries to the project activities.*

78. In the view of those interviewed, the training provided by the project increased the capacities of traffic officers in the state of Pará. A critical mass of traffic officers have been trained and provided with equipment, and they have an enhanced ability to undertake targeted and visible enforcement operations focused on key areas of accident risk. Overall, as a result of the different approaches to traffic enforcement taught, traffic agents have been individually able to make changes to their daily operations, increasing the efficiency of these and the number of vehicles inspected and targeting activities on areas where accidents and injuries are most likely to occur.

79. It is not possible to clearly attribute the positive result for the outcome 2 indicators (decreases in road traffic deaths) to the project activities, since reductions in the number of deaths and accidents can be associated with a number of other variables besides improved enforcement of traffic by-laws on the part of traffic officers trained by the project.

> **CONCLUSION 3:** *Some progress has been made in improving and strengthening road traffic enforcement by gathering data on traffic accident trends and in institutionalizing enforcement procedures and operations in the state of Pará, but work is still needed to produce results.*

80. Some progress has been made by gathering data on traffic accident trends to inform targeted road traffic enforcement activities. The work done through the establishment of a Data Analysis Commission is an important step in ensuring that data collected on traffic accidents in the state of Pará by various entities are validated and made available in a user-friendly format. This is useful in informing future planning and implementation of enforcement operations targeted on the areas where they are needed the most: the types of accidents in which most deaths occur, the places and times of day where most accidents happen, etc. The work done so far helps to show what is possible, but political support is needed to ensure that the interventions initiated by the project are sustained and that data collected in 2021 and 2022 are also available to inform future work. Traffic enforcement operations do not as yet rely on local data but use international trends.

81. Similarly, a great deal of work was done on the development of a protocol to institutionalize, harmonize and ensure consistency in traffic enforcement practices, but the protocol has not yet been approved. Political support may be necessary to help secure its approval by the State Traffic Council (CETRAN-PA).

> **CONCLUSION 4:** *The great majority of project beneficiaries (the traffic officers trained by the project) were satisfied with the training. They considered the instructors excellent and the training very relevant to their professional development. Some areas for improvement include the preparation of training materials and adjustments in the time allocated to practice training.*

82. Although only about 33% of the individuals trained completed post-training surveys, their responses show positive results regarding satisfaction with the training provided, as confirmed by the key informant interviews. As regards areas for improvement in the training provided, the traffic officers trained commented on the need for provision of training or reference materials and for an increase in the time allocated to the training overall and the practice module in particular. The practice module was highly appreciated by most of those completing the post-training surveys.

CROSS-CUTTING ISSUES

> **CONCLUSION 5:** *The project was aligned with road safety SDGs but missed opportunities to make a meaningful contribution in the areas of gender and human rights.*

83. The project design was aligned with SDG road safety targets 3.6 and 11.2. Road safety is a basic right of the population, and gender empowerment aspects should have been integrated into the project design and throughout implementation. Even though there were some efforts to advance women and engage in gender-related discussion, the project, in both its training activities and its protocol and data analysis activities, missed opportunities to build the capacities of traffic agents as duty-bearers[39] and thereby ensure a rights-based approach and consistent application of a gender-based approach in traffic enforcement with a view to empowering not only women drivers but also female traffic officers and ensuring a safe, harassment-free environment for both.

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[39] Rights-holders are individuals or social groups with particular entitlements in relation to duty-bearers. Duty-bearers are State or non-State actors with an obligation to respect, protect, promote and fulfil the human rights of rights-holders.

SUSTAINABILITY

> **CONCLUSION 6:** *The overall project strategy contained key elements of sustainability. However, the sustainability of the project has been hampered by delays in institutionalizing new practices, the limited availability of information on recent trends in traffic accidents, and limited institutional ownership of the project. This is likely to have long-term effects on the extent to which traffic officers continue to use the knowledge gained.*

84. It is likely that the knowledge gained by traffic officers will continue to be used if DETRAN-PA provides the needful support for traffic enforcement coordination and operations. The sustainability of the project also depends on continued support by DETRAN-PA for the institutionalization of new practices and for the Data Analysis Commission, to ensure data on traffic accidents are available to support targeted operations.

85. The limited involvement of senior DETRAN-PA leadership and an apparent lack of political support reveal limited institutional ownership of the project and its results, negatively impacting its sustainability. Because the role of ECLAC was only supervisory, there were limited opportunities for advocacy and efforts to build support for project initiatives.

86. The project document contained references to sustainability in relation to the involvement of other partners (e.g., municipal traffic agencies in the state of Pará) and possibly civil society organizations with a view to replicating the project, but such involvement has been very limited. The project strategy does, however, contain elements of sustainability that if fully implemented would, in combination, probably improve the likelihood of the strengthened road traffic enforcement activities that have resulted from it being maintained.

> **CONCLUSION 7:** *The training activities and methodologies developed by the project have potential for replication and could be beneficial to other municipalities in the state of Pará, other regions of Brazil and other countries.*

87. It should be possible to replicate the training activities and data pairing methodologies in other municipalities and regions of Brazil and in other countries. The results achieved by the project included the training of a critical mass of traffic officers who between them have been able to make changes to the day-to-day traffic enforcement operations in which they participate, even if institutional support for this is not in place.

> **CONCLUSION 8:** *DETRAN-PA and ECLAC missed opportunities to work together on joint implementation of the project and to build on each other's strengths.*

88. The senior officials of DETRAN-PA were involved in a high-level workshop held by ECLAC in 2021, as mentioned, but other opportunities could have been used by DETRAN-PA to leverage the partnership with ECLAC in order to build political support, ensure the sustainability of the interventions and create synergies with other ECLAC initiatives and regional networks. The expertise and member country network of ECLAC were not brought to bear by the project to create and disseminate publications and training materials or to involve senior officials in ECLAC conferences and high-level events in Latin America.

89. ECLAC also missed opportunities not only to broaden its interventions and develop more partnerships in the region through DETRAN-PA and its network of state government officials, but also to push the project forward towards successful implementation of uncompleted initiatives and sustainability goals by carrying out more active ongoing monitoring work and using its political weight to engage in more advocacy and negotiations.

6. LESSONS LEARNED

90. The assessment identified a number of lessons from the implementation of the project:

91. *The involvement of a knowledgeable local champion is key to the successful implementation of a project.* The project benefited from the involvement of an energetic and knowledgeable Project Coordinator at DETRAN-PA, who played a key role not only in designing the project and personally conducting all the training sessions but also in guiding ECLAC along a learning curve, implementing a "pilot" project (since ECLAC was playing an unaccustomed supervisory role) and working with the state level of government.

92. *Institutional buy-in creates the conditions for scalability and more sustainable results.* The good results of the project were due to the efforts of individuals, but more would have been achieved had activities and practices been institutionalized and replicated.

93. *It is vital to have an appropriate results framework for monitoring and reporting on project progress.* The project's outcome 2 indicator was not SMART (specific, measurable, achievable, relevant and time-bound), and it was not possible to clearly attribute the decrease in road traffic deaths to project activities. The use of this metric to continue measuring and reporting on project performance was misleading, and the tool was not useful for monitoring project performance.

94. *Timely monitoring and a strong presence in the field are important to help manage critical risks.* Political changes at the state or national level of government were identified in the project document as key risks to be mitigated by following up on institutional commitments, among other measures. Closer monitoring of activities by ECLAC would have been useful, as would more involvement by senior ECLAC officials to push for the institutional commitments made during the design phase to be honoured and kept in place till the end of project implementation.

95. *Communication and publicity are important to give visibility to the results achieved.* The project issued a number of press releases and promoted the results of traffic enforcement operations, highlighting the endorsement of the United Nations, both on the DETRAN-PA website and in the local press. This helped to raise driver awareness of the increased effectiveness of enforcement activities, probably contributing to greater compliance with traffic by-laws.

7. RECOMMENDATIONS

96. The following are the recommendations of the assessment, based on the consultations and analysis carried out. Since the project has now ended, they have not been prioritized.

Recommendation for DETRAN-PA

Area: Relevance and sustainability   *Linked to Conclusions 1 and 3*

RECOMMENDATION 1: Re-establish the Data Analysis Commission and continue the work of data pairing for 2021 and 2022 to produce updated information on traffic accidents and injuries in Pará with the goal of informing targeted and coherent traffic enforcement activities.

97. The work done by the Data Analysis Commission in cleaning up data and identifying common variables so that data sets could be linked for more comprehensive data analysis has been important in guiding traffic enforcement planning and operations and should be continued, as data on trends in subsequent years is needed. DETRAN-PA should work with other institutions to ensure they appoint representatives, establish a workplan to continue the work and provide the resources needed for its completion.

Recommendation for DETRAN-PA

Area: Cross-cutting themes   *Linked to Conclusion 5*

RECOMMENDATION 2: Incorporate gender-based and rights-based approaches in the draft protocol and future training activities and other traffic enforcement initiatives to foster a safe, harassment-free environment for women.

98. The female traffic officers and women drivers of Pará have the right to a safe and harassment-free environment. DETRAN-PA as the duty-bearer has the obligation to fulfil, respect, protect and promote these rights. The training sessions (including the 200 hours of compulsory training) and the State Protocol on Road Traffic Enforcement are the tools for doing this, for educating the workforce and for empowering female traffic officers and drivers.

Recommendation for DETRAN-PA

Area: Sustainability   *Linked to Conclusion 6*

RECOMMENDATION 3: Provide the support traffic officers need to undertake enforcement activities on a consistent and ongoing basis.

99. For new traffic enforcement techniques and approaches to be applied, the DETRAN-PA Technical and Operational Directorate needs to provide support in the form of materials and equipment (e.g., signs for night operations, cones) and maintenance of these. DETRAN-PA should continue to provide this. It is recommended that DETRAN-PA use the opportunities provided by the establishment of a new careers structure for traffic officers and reorganization of the structure of the DETRAN-PA Technical and Operational Directorate to implement the measures required for the supply of

materials and equipment and to institutionalize the procedures taught on the training courses. The new Multi-year Budgetary Plan (2024–2028) currently being prepared should include the resources needed to implement these measures.

Recommendation for ECLAC and DETRAN-PA

Area: Effectiveness and sustainability   *Linked to Conclusions 3, 4 and 7*

RECOMMENDATION 4: *Publish the course materials, the data pairing methodology and the road traffic enforcement protocol produced by the project to support knowledge-sharing, scalability and replication.*

100. In order to promote the sustainability of the project and further encourage the replication of practices, ECLAC should publish the teaching materials and the methodology for pairing data sets developed by the Data Analysis Commission. It could also consider publishing the State Protocol on Road Traffic Enforcement, if it is not approved in the coming months. This could also provide the opportunity for ECLAC to publicize these results at its conferences, workshops and other events and continue its efforts to push forward the SDG agenda and disseminate knowledge to its member countries on possible actions in pursuit of SDG goals in this area.

Recommendation for ECLAC

Area: Relevance and effectiveness   *Linked to Conclusions 1, 3 and 6*

RECOMMENDATION 5: *Undertake a programme of work in the thematic area of Road Safety to guide work and promote the results of this project across the region and within Brazil.*

101. ECLAC should have a clear programme of work in the Road Safety thematic area, should it intend to continue to work through UNRSF to serve member countries. In addition to the project in Argentina, a recent project proposal for work in Colombia was approved by the Fund, opening up further opportunities for ECLAC to create synergies. ECLAC should continue to promote the results of its projects throughout the region and specifically promote this project's approach of targeted and visible traffic enforcement as well as the work of the Data Analysis Commission and the data pairing methodology formulated, either through an ECLAC publication and/or through specific events. These results are likely to be useful for a number of other countries in the region and for other states in Brazil.

Recommendation for ECLAC

Area: Effectiveness and sustainability   *Linked to Conclusions 6 and 8*

RECOMMENDATION 6: *Consider building relationships with DETRAN-PA senior management to complete the project and promote its sustainability.*

102. It is recommended that ECLAC use opportunities created by its other projects in the same thematic area, as well as other services and activities, to engage senior DETRAN-PA leadership with the goal and thereby sensitize them and enhance their awareness of the importance of supporting and implementing the measures needed to improve traffic enforcement in the state. ECLAC is well positioned to do so as an independent United Nations entity, and direct contacts with senior ECLAC officials at ECLAC conferences and meetings and on official visits are likely to help push the project agenda forward or advance certain topics.

8. ANNEXES

ANNEX 1	METHODOLOGY FOR THE ASSESSMENT
ANNEX 2	EVALUATION MATRIX
ANNEX 3	INFROMANTS INTERVIEW GUIDE
ANNEX 4	LIST OF KEY INFORMANTS
ANNEX 5	TERMS OF REFERENCE FOR THE EVALUATION
ANNEX 6	PROJECT LOGIC FRAMEWORK

ANNEX 1
METHODOLOGY FOR THE ASSESSMENT[1]

The methodology to be used for this assessment is designed to meet the requirements and expectations set up by ECLAC and will allow for the identification of the results attributable to the project given the range of information and time available.

The assessment will be undertaken using qualitative methods to measure how the project is progressing and contributing to the achievement of its desired results, as outlined in the project documents. Non-statistical analysis will be used to define results. This will involve subjective assessments based on both collected information, and the use of informed judgment and expert opinion. While this typically involves collection of qualitative and quantitative information, the focus of this assessment would be on qualitative information as the time and timing available for data collection is quite limited.

1.1   SCOPE OF THE ANALYSIS

The assessment will focus on the analysis of those projects activities and knowledge products completed between August 2020 and December 2022 and their outcome level contribution to the objectives of the project. The work will involve analysis, assessments and reporting on the *collective* contribution of these activities relevant to the project objectives.

The analysis and reporting will focus on answering the questions put forward in the Evaluation Matrix in the Annex 2. which includes the questions established by Terms of Reference regarding relevance, effectiveness, and sustainability.

1.2   EVALUATION MATRIX, ISSUES AND QUESTIONS

The Evaluation Matrix presented in the Annex 2 synthesizes the methodology showing the evaluation questions and issues to be addressed, as well as the performance indicators, the sources of information and the methods of information collected to be used. The Matrix re-organized and complemented the evaluation questions put forward in the ToRs and structured them into sets of issues against which the assessment reporting will done. Following the ToRs, this assessment will focus on three main selected criteria: relevance, effectiveness, and sustainability as well as cross-cutting issues.

The Matrix also presents a set of questions which the evaluator will use for the preparation of interviews guides. These will be tailored to the type of stakeholder interviewed or surveyed, based on specifics of their involvement with the project.

1.3   DATA COLLECTION AND ANALYSIS

The data collection strategy was designed to allow findings and conclusions to be drawn based on the triangulation of evidences collected from sources (primary and secondary), and using mix-methods. The strategy takes into consideration the specific characteristics of the project, the specific types and sequencing of activities, the type of stakeholders and institutions involved in the project. The strategy aims at enabling analysis of all of these aspects in an effective and efficient manner as well as the triangulation and validation of information among project beneficiaries and participants and the assessment of the collective contributions of all activities towards the project objectives.

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[1]   This Annex was extracted from the Inception Report for the Assessment dated November 29, 2022. For more information, including the Interview guides and survey questionnaires used to collect the data, refer to the Full Inception Report.

To ensure that this assessment benefits from a variety of perspectives and opinions (of government institutions, training participants, beneficiaries and civil society groups), the evaluator undertook a *Stakeholder Analysis* during this inception phase and prepared a list of main stakeholders involved in the assessment by their category and the role in the programme. This *Stakeholder Analysis* revealed that information on the different Evaluation Criteria was shared across various stakeholders, it was determined that KIIs was the best tool to gather data from these stakeholders, and would enable their different engagement through targeted questions, depending on their profile. Four sets of questionnaires were developed (see Annex 3), containing selected individual questions tailored to the different stakeholders, and following the evaluation criteria and key evaluation questions.

Considering the scope of this as an Assessment and the timing available, a few beneficiaries were included as key informants to enable the gathering of qualitative information.

1.1.1 GENDER AND HUMAN RIGHTS-RESPONSIVE METHODS

Gender-responsive methods that facilitate participation and inclusion will be used to ensure data collection and analysis related to project results associated with women, vulnerable population and people with disabilities. This includes enabling their active participation in data collection and interpretation. Regarding data collection, we will attempt to build the final list of KIs taking into consideration the need to include women, vulnerable population and people with disabilities in the interviews, along with representatives of organisations providing support to them. [2]

Data analysis will also include human rights and gender equality perspective as much as possible through the use of gender and human rights "lenses". These will include: analysis of baselines established at the project design and/or disaggregated data collected by the project; comparing qualitative data obtained during the interviews and consultations with existing information on the situation related to human rights and gender equality in the project area of intervention (i.e. government reports and statistics on traffic accidents); identifying themes and responses which are common and different between groups of stakeholders; comparing data obtained from different sources (triangulation).

1.1.2 DATA COLLECTION TOOLS

The data collection tools will consist of primary and secondary sources and mix-methods: document review and key informant interviews.

Document review and initial consultations

In the inception stage, existing documentation, including programmes and project documents, collected evidence, progress reports, and studies produced by the project were analysed. If necessary, consultations with Project Managers and ECLAC staff will be conducted on-line, to obtain additional details on all of the activities and identify key stakeholders for Key Informant Interviews prior to initiating subsequent phases of the data collection. The process of identifying and reviewing the project documentation will continue throughout the Evaluation, with the review of additional documents as provided by the project stakeholders, beneficiaries and managers. Among the document to be reviewed, it is good to note that the project undertook post-training surveys to gather feedback from people participating in the training sessions. It is expected that these will be useful to provide an overview of the quality of the training provided and its value for the participants.

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[2] The Assessment will follow the *UNEG Guidance on Integrating Disability Inclusion in Evaluations and Reporting on the UNDIS Entity Accountability Framework Evaluation Indicator*.

Key Informant Interviews (KII)

The assessment will collect primary data to ensure both sufficient coverage and insight into the performance and functioning of the Project. Primary data collection will be limited to key informant interviews, as the time limitations will not allow for the preparation of surveys, which typically require several weeks for appropriate response rates.

The Key Informant interviews (KIIs) will be a key source of information to complement and validate the qualitative information gathered through the desk review. They will provide in-depth information, which will allow analysis related to all aspects, including project's relevance, effectiveness, sustainability and cross-cutting.

The KIIs will be conducted on-line (through Teams or Zoom platforms), primarily with selected individuals representing the three types of stakeholders as follows:

(a) State and municipal government representatives (including staff and senior officials of DETRAN-PA, CETRAN-PA, Military Police, representatives of the municipalities of Belem, Santarem and Maraba who participated directly in the project[3]);

(b) Senior officials from CETRAN and DETRAN-PA involved in the project governance;

(c) DETRAN-PA & ECLAC staff directly involved in the project management; and,

(d) Traffic officers of DETRAN-PA, Military Police and Municipal Traffic Agencies and local NGOs/Associations trained by the project.

Sampling strategy

Non-statistical sampling will be used. While typically, the key informants to be interviewed is selected by the Evaluator from a list of potential key informants, the stakeholder mapping exercise conducted for this Assessment revealed that there is only a small number of key informants participating in the project and the Assessment should include all key informants suggested. As such, based on initial consultations with ECLAC and DETRAN-PA Project Managers, a list of about 15 key informants was prepared (see Annex 4), who have been working more closely with the project, who could provide qualitative insights about the project and its performance and extent of contributions to the project objectives in the state of Pará. In addition to the key informants suggested in the list, other KIIs may be identified through snow-ball referrals, during the interview process.

It is expected that this group of key informants will represent all types of project activities, as well as relevant direct and indirect beneficiary groups. The list includes an equitable participation of men and women and the 4 types of stakeholders identified above. In addition to names of stakeholders under a) to c), the list also contains names of a few trained traffic officers —under item d) above— that participated in the project training sessions since the project started.[4]

Specifically, regarding the identification of training participants, an effort was made to identify potential KIs, representing a large number of training types and events, the various regions within the State of Pará where training was provided and all types of participants, with particular focus on women and persons with disabilities.

It is anticipated that about 15 on-line interviews will be undertaken.

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[3] The participation of the Military Policy and the municipalities of Belem, Santarem and Maraba are still to be confirmed.

[4] Final lists of training sessions and participants are not yet available but according to the last project annual report, from January 2021 to January 2022, 7 training sessions were hold, and 263 traffic officers has been trained.

1.4   DATA ANALYSIS

A mixture of analytical processes will be used in this evaluation. Following completion of the main data collection phase, the following steps will be undertaken:

- The primary data collected and relevant information from secondary data will be analysed to reach a set of findings for each evaluation criteria defined.

- The evaluator will proceed with the cross-examination of these findings to ensure consistency in the quality of these findings across all key informants. Special attention will be given to assessing how/ whether the promotion of gender equity and human rights equality underpinned interventions of the project.

- After this detailed analysis of individual data and findings, key strategic issues will be identified, and discussed with with the project team to validate initial findings, determine potential areas in which the analysis needed to be strengthen or highlight the need additional consultations/documents, and ensured that clarifications are provided.

- The data will then be consolidated into a set of findings responding to the questions from the evaluation matrix and around the evaluation criteria to allow judgments leading to the main conclusions, recommendations and the identification of lessons learned with project implementation.

- Following the delivery of the draft report, the ERC will provide comments. Based on feedback provided after the submission of the draft report, the Evaluator will review and submit the final evaluation report.

1.5   CHALLENGES AND LIMITATIONS

The KIIs are a key line of evidence for this Assessment. The list of potential KIs will be prepared by the ECLAC and DETRAN-PA and as such it could be perceived as a bias source of data. This will be mitigated during the interviews, through probing as well as cross-checking and triangulating the views and data collected across key informants and document reviews.

The evaluation will likely face challenges in attributing results related to the reduction in traffic accidents and deaths to the project activities, as a variety of conditions, including the Covid-19 pandemic (which reduced the traffic generally) could have played a role in this.

Also, project activities are likely to be intertwined with other work by DETRAN-PA and state and municipal institutions creating desired synergies on one hand, while at the same time making it difficult to attribute results to project activities.

Regarding limitations, the use of technology and on-line meetings often limit rich interactions and free discussion between the Evaluator and the key informants. To offset this, the Evaluator will attempt to engage in free conversations and assuring confidentiality of information shared with the key informants. Also, the Evaluator will attempt to create an environment to facilitate the normal flow of information, and while using the evaluation questionnaires, will present the questions in a sequence of regular conversation to facilitate the engagement of the key informants.

ANNEX 2
EVALUATION MATRIX

Issues/Questions	Sub-questions		Performance Indicators /Variables to consider	Potential Sources of Data Collection/Triangulation
RELEVANCE				
1. How in line were the activities and outputs delivered with the priorities of the targeted country?	a)	To what extent were the planned project activities and outputs aligned with the priorities of the local stakeholders? How aligned was the project with ECLAC's activities and programme of work?	• Evidence of consistency between the project areas of intervention/objectives and the project activities/outputs; Views and opinions of ECLAC, DETRAN-PA staff participating in the project activities; • Evidence of participation/feedback of national government/stakeholders during the project inception phase;	• Project Reports/ Document reviews • Consultations/Interviews/ FGD with Project Coordinators, Selected National Governments and/or Organizations
	b)	Were there any complementarities and synergies with other work being developed by ECLAC and/or DETRAN in the region/country?		
EFFECTIVENESS				
2. To what extent did the project achieve expected results at the country level?	a)	How satisfied were the project's main beneficiaries with the services, equipment, and training they received?	• Evidence of use of documents, studies, protocols, and/or training delivered by the project; Perception of KIs on the quality and/or benefit of documents, studies, protocols, and/or training delivered by the project; Level of satisfaction of KIs with project services, equipment, training and results; Perceptions of key stakeholders, beneficiaries and key informants on programme strengths and weaknesses; Perceptions of stakeholders on changes in behavior/attitudes/skills and performance of trainees and staff as a result of project activities; • Perceptions of stakeholders of project results related to correction/improvement of practices in road traffic enforcement and/or traffic operation procedures;	• Project Reports/ Document reviews Consultations/Interviews/ FGD with Project Coordinators, Selected National Governments and/or Organizations
	b)	What are the major strengths of the project implementation? What are the key weaknesses of the project implementation?		
	c)	Has the project made any difference in the behavior/attitude/skills/ performance of the beneficiaries? What were the key project results as identified by the beneficiaries?		

Issues/Questions	Sub-questions	Performance Indicators /Variables to consider	Potential Sources of Data Collection/Triangulation
3. To what extent did the project contributed towards the outcomes outlined in the PRODOC?	a) To what extent did the completion of the project outputs contribute to the achievements of the expected outcomes[5]? To what extent did the project activities contribute to strengthening the capacity of core group of traffic officers at the Pará state level? To what extent did the project activities contribute to strengthen on going road traffic enforcement? To what extent did the project contribute to "to decreasing road traffic deaths and injuries"	• Stakeholders' views and opinions on the capacities gained by the traffic officers and how this contributed to decreases in road traffic deaths and injuries; Stakeholders' views and opinions on the project contributions towards strengthening on going road traffic enforcement; Government statistics and/or country documents and indicators (Plans, Action Plans, Regulations, Policies, Government) showing trends in reduction in road traffic deaths and injuries in the state of Pará; • Level of satisfaction of programme stakeholders with the activities undertaken as contributors to outcomes;	• Project Reports/ Document reviews • Consultations/Interviews/FGD with Project Coordinators, Selected National Governments and/or Organizations
SUSTAINABILITY			
4. How have the project's main results and recommendations been used or incorporated in the work and practices of beneficiary institutions after completion of the project's activities?	a) Have the capacities created by the project (technical, human, management) been integrated into local practices and systems enabling sustainability over time? b) What are the lessons or key recommendations for the future projects?	• Evidence of stronger organizational structures/policies and capacities as a result of the project; Programme stakeholders/institutions are actively using the documents/ training/ protocols produced and capacity/knowledge gained through the project in various aspects of work; • Views and opinions of key stakeholders on lessons, project experiences, management approaches, and other processes which could be useful in other projects/ regions/countries.	• Project Reports/ Document reviews • Consultations/Interviews/ FGD with Project Coordinators, Selected National Governments and/or Organizations

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5 As identified in the Prodoc document, the project expected outcomes included: 1) Improvement and strengthening of road traffic enforcement activities through an coherence traffic enforcement: and 2) Decreasing road traffic deaths and injuries through the establishment of state protocol on road traffic; The associated outputs were the following: 1.1. National set up for establishment of data analysis commission; 1.2. Awareness and educational workshops -Training of trainers; 1.3. Implementation of training session activities; 2.1. Implementation of a State protocol on road traffic coherence enforcement based on international best practices and UN recommendations with UNECLAC support.

Issues/Questions	Sub-questions		Performance Indicators /Variables to consider	Potential Sources of Data Collection/Triangulation
5. What mechanisms were set up to ensure the follow-up of tools and networks created under the project?	a)	To what extent the mechanisms created by the Project (tools, networks, etc) will continue to be used and benefit the work and practices of beneficiary institutions after the project ends?	• Evidence of continuing stronger collaboration and/or networking at regional (at the state level) and national level among governments, institutions and organizations as a result of the project;	• Project Reports/ Document reviews
	b)	What factors are in place to facilitate their continuing use and benefits?	• Views/perception of key informants of the sustainability of the mechanisms and/or benefits created by the project;	• Consultations/Interviews/FGD with Project Coordinators, Selected National Governments and/or Organizations
CROSS-CUTTING ISSUES				
6. *Have the project managers effectively taken into consideration contribution to SDGs, human rights, gender issues and disability inclusion in the design and implementation of the project and its activities?*	a)	Have the project managers effectively considered human rights and gender issues in the design and implementation of the project and its activities? Has the project contributed to the achievement of the Sustainable Development Goals (SDGs)?	• Perceptions of key stakeholders that gender, human rights, disability inclusion were considered in project interventions; Views and opinions from staff participating in the project on contributions to	• Project Reports/ Document reviews
	b)	How?	• SDGs;	• Consultations/Interviews/FGD with Project Coordinators, Selected National Governments and/or Organizations
	c)	To what extent has the implementation of the project and its activities contributed to tangible results associated with human rights, gender, disability inclusion?	Government statistics and/or country documents and indicators (Plans, Action Plans, Regulations, Policies, Government) showing trends related to SDGs, in particular reduction in road traffic deaths and injuries in the state of Pará.	
			• Views and opinions from staff participating in the project on contributions to human rights, gender, disability inclusion.	

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ANNEX 3
INFORMANTS INTERVIEW GUIDE

1. Purpose of the Interview Guide

The purpose of the Interview Guide is to support the Evaluator in planning and executing key informant interviews by bringing together all necessary information for the interviews.

2. Purpose of Interviews

The purpose of key informant interviews is to provide information on the key aspects of the Project: relevance, effectiveness, sustainability and cross-cutting issues. Even though documentary evidence will be collected of the projects' objectives/goals, the resources used in the delivery of the project and the kinds of results achieved, such evidence often needs to be clarified and contextualized. The issue of why and how one thing or another was done is frequently not well documented and those involved in the project will likely be the only sources of that information. Finally, interview data are required to address a large percentage of the evaluation questions included in the Evaluation Matrix. The perceptions of the various stakeholders are key indicators of the project' process and outcomes.

3. Interviewee Categories

Different categories of Key Informants have been identified in line with the initial project concept (see subsection *Key Informant Interviews* in section 4.3.2) for the conduct of interviews:

KI1

- State and municipal government representatives (including staff and senior officials of DETRAN-PA, CETRAN-PA, Military Police, representatives of the municipalities of Belem, Santarem and Maraba who participated directly in the project);

KI2

- Senior officials from CETRAN and DETRAN-PA involved in the project governance;

KI3

- DETRAN-PA & ECLAC staff directly involved in the project management;

KI4

- Traffic officers of DETRAN-PA, Military Police and Municipal Traffic Agencies, and local NGOs/Associations trained by the project.

4. Interview Questionnaires

Four types of questionnaires will be used, with similar questions adapted for each specific group of key informants. These questionnaires contain sets of questions from which the Consultant will draw during the interview process. The goal is to have an "interview" which flows like a natural conversation, in which the Consultant will engage the interviewee and explore his/her thoughts as ideas are brought forward. As such, the Consultant will attempt to cover all of the questions but will not necessarily follow the sequencing of the questions as set in the questionnaires. For example, in some instances an interviewee may wish, at the start of the interview, to provide an overview of their operations or request some information about the evaluation. The Consultant will keep a written record of the interviews.

5. The Interview Process – Preparation

The following are the steps to be followed for the interviews:

a.   *Identification of the interviewees.* The contact lists to be finalized by ECLAC Teams and consultations with Project Managers will be used to identify the key potential interviewees, in light of their level of participation in the project activities.

Send a notification letter to potential interviewees: Persons identified in the sample frame will be invited to participate in an interview. It is important to note that participation is voluntary and that the relationship between a potential interviewee and the Project will not be adversely affected if an interviewee declines to participate for whatever reason. ECLAC will prepare a Notification Letter introducing the evaluation and the independent consultant for distribution to the Interviewees. The Consultant will send the notification letter to the potential interviewees asking for their collaboration with the process. The letter should indicate the approximate duration of the interview. Depending on the complexity it might range from 45 minutes to 1 hour maximum.

Set up appointments: the PPEU Evaluation team will provide assistance to schedule the meetings for the interviews with Brazilian Senior level officials. The Consultant will schedule skype interviews directly via e-mail after ECLAC's note is sent.

Distribution of the Interview Questionnaire: The Consultant may send the key informants a copy of the interview questionnaire in advance of the interview, if he/she desires to see it.

6. Privacy

The protection of the privacy of interviewees and their information is a critical concern of ECLAC and the independent Consultant. It will be assured in two ways:

- The Notification Letter will be used to inform Key Informants of the protection of their privacy; and,
- The Consultant will protect the confidentiality of each interviewee and ensure that individual comments are not traceable to a particular source in reports or documents made available to anyone besides the Consultant.

7. Interview Languages

Each interviewee will have a choice of his or her language preference for the interview (Spanish, English and Portuguese) however, the questionnaires will only be available in English.

8. Execution of the Interviews

The following are the steps to be followed for the interviews:

Pre-Testing of the Interview Questionnaire

The first interviews will serve as a pre-test for the questionnaires. However, as the interviews are conducted and potential problems with questionnaires are identified, the Evaluator will undertake necessary adjustments.

Recording of the Interview

The Evaluator may record the interview for her own use and will not share the records with anyone. Permission of key informants to have the interview recorded will be obtained by the Evaluator before the start of each interview. The recorded interviews must not contain the full name or other specific information to make the person's identity known. Interviews are recorded as the primary mechanism to ensure results accuracy.

Interview Guides

Questionnaire 1

KI1 Senior officials from CETRAN and DETRAN-PA, involved in project governance

Introduction

What organization are you affiliated with?
What is/was your role within the Project Strengthening Road Traffic Enforcement?
Have you been involved in the design of the Project?

Project design

1. What were the specific needs (e.g. capacities needed) of your organization, and/or the state of Pará at the time of project design?
2. How did the project design contribute towards addressing these needs? Do you believe the Project design responded to these needs and priorities? Please provide examples.
3. Were there any complementarities, integration and synergies with other work being developed by your organization?

Project results

4. What were the results achieved by the project training, equipment and services?
5. To what extent did the project activities contribute towards:
   • strengthening the capacity of a core group of traffic officers in the state of Pará?
   • strengthening the capacity and/or operational practices of the institutions?
   • establishment of a state protocol on road traffic?
   • strengthening on going road traffic enforcement?
   • decreasing road traffic deaths and injuries?
   • Improving road safety?
   Please provide examples.

6. Have these results impact men and women in your community differently? How?
7. Have these results impact the most vulnerable, including people with disabilities differently? How?
8. Have there been other impacts related to poverty reduction, increased well-being environmental quality, safer cities, others?
9. How satisfied was your organization with the services and training they received?
10. Are there areas where improvements are needed? What did not work well?
11. What are the strengths of the project? What worked really well?

Sustainability of results

12. How have the project's main results and recommendations been used?
13. Have the capacities created been incorporated in the work and practices of your organization?
14. Has the project changed behavior/attitude/skills/ performance of the traffic officers?
15. Will these results continue after the project ends? How will this be assured?
16. What are your recommendations for the future activities?

Questionnaire 2

KI2 State and municipal government representatives (including staff and senior officials of DETRAN-PA, CETRAN-PA, Military & Federal Police, representatives of the municipalities of Belem, Santarem and Maraba who participated directly in the project

Introduction

What organization are you affiliated with?
What is/was your role within the Project Strengthening Road Traffic Enforcement?
Have you been involved in the design of the Project?

Project design

1. What were the specific needs (e.g. capacities needed) of your institution and/or the state of Pará at the time of project design?
2. How did the project design contribute towards addressing these needs? Do you believe the Project design responded to these needs and priorities? Please provide examples.
3. Were there any complementarities, integration and synergies with other work being developed by the organizations?

Project results

4. What were the results achieved by the project training, equipment and services?
5. To what extent did the project activities contribute towards:
   • strengthening the capacity of a core group of traffic officers in the state of Pará?
   • strengthening the capacity and/or operational practices of the institutions?
   • establishment of a state protocol on road traffic?
   • strengthening on going road traffic enforcement?
   • decreasing road traffic deaths and injuries?
   • Improving road safety?

   Please provide examples.

   • Are there statistics and/or other data to confirm these?

6. Have these results impact men and women in your community differently? How?
7. Have these results impact the most vulnerable, including people with disabilities differently? How?
8. Have there been other impacts related to poverty reduction, increased well-being environmental quality, safer cities, others?
9. How satisfied was your institution with the services and training they received?
10. Are there areas where improvements are needed? What did not work well?
11. What are the strengths of the project? What worked really well?

Cross-cutting issues (gender, human rights and disability inclusion)

12. Has the project considered human rights, disability inclusion and gender issues in the design and implementation of the project and its activities? How?
13. Have participants of project activities been treated as equals? Have the rights of minorities been safeguarded and promoted?
14. Has the training taken human rights and gender issues into consideration? How?
15. What were the obstacles to women's participation in the training activities?
16. What issues still need to be addressed to ensure equitable gender participation in the training?

Sustainability of results

17. How have the project's main results and recommendations been used?
18. Have the capacities created been incorporated in the work and practices of your institution?
19. Has the project changed behavior/attitude/skills/ performance of the traffic officers?
20. Will these results continue after the project ends? How will this be assured?
21. What are your recommendations for the future activities?

Questionnaire 3

KI3 DETRAN-PA & ECLAC staff directly involved in the project management

Project design

1. What were the specific needs (e.g. capacities needed) of DETRAN and/or the state of Pará at the time of project design?
2. How did the project design contribute towards addressing these needs? Do you believe the Project design responded to these needs and priorities? Please provide examples.
3. Were there any complementarities, integration and synergies with other work being developed by the organizations?
4. How aligned was the project with ECLAC's activities and programme of work?
5. In what way did the project design help or hinder the achievement of the project goals?

Project results

6. What were the results achieved by the project training, equipment and services?
7. To what extent did the project activities contribute towards:
    • strengthening the capacity of a core group of traffic officers in the state of Pará?
    • strengthening the capacity and/or operational practices of the institutions?
    • establishment of a state protocol on road traffic?
    • strengthening on going road traffic enforcement?
    • to decreasing road traffic deaths and injuries?
    • Improving road safety?

    Please provide examples.

    • Are there statistics and/or other data to confirm these?
8. Have these results impact men and women in Pará differently? How?
9. Have these results impact the most vulnerable, including people with disabilities differently? How?
10. Have there been other impacts related to poverty reduction, increased well-being environmental quality, safer cities, others?
11. How satisfied were the beneficiary organizations with the services and training they received?
12. Are there areas where improvements are needed? What did not work well?
13. What are the strengths of the project? What worked really well?

Cross-cutting issues (gender, human rights and disability inclusion)

14. To what extent, and how, have cross-cutting issues, in particular gender, disability inclusion and human rights categories, been integrated in the overall Project?
15. Has the training taken human rights, disability inclusion and gender issues into consideration? How?
16. Have participants of project activities been treated as equals? Have the rights of minorities been safeguarded and promoted?
17. What were the obstacles to women's participation in the training activities? How did the project address these?
18. What issues still need to be addressed to ensure equitable gender participation in the training?⌐L⌐SEP
19. Can you provide some examples on achievements in terms of gender equality, and promotion of human rights or inclusiveness?⌐L⌐SEP

Sustainability of results

20. To what extent, has there been a strategy for sustainability of results been defined clearly at the design stage of the Project?
21. How have the project's main results and recommendations been used?
22. Have the capacities created been incorporated in the work and practices of the organizations involved?
23. Has the project changed behavior/attitude/skills/ performance of the traffic officers?
24. How likely is it that collaboration and information sharing between countries on regional level will continue beyond the Project?
25. Will these results continue after the project ends? How will this be assured?
26. What are your recommendations for the future activities?

Questionnaire 4

KI4 Traffic officers of DETRAN-PA, Military Police and Municipal Traffic Agencies, and local NGOs/Associations trained by the project.

Project results

Introduction

What organization are you affiliated with?
Why were you selected for training and what were your duties within your organization at the time of the training?

Project results

1. What were the results achieved by the project training, equipment and services?
2. To what extent did the training provided to you contribute towards:
   - Strengthening your capacity to do your work as a traffic officer in the state of Pará?
   - Increased your level of confidence and efficiency to do your work?
   - Strengthening the capacity and/or operational practices of your institution?
   - Improving on going road traffic enforcement?
   - Decreasing road traffic deaths and injuries?
   - Improving road safety?

Please provide examples.

   - Are there statistics and/or other data to confirm these?

3. Have these results impact men and women in your community differently? How?
4. Have these results impact the most vulnerable, including people with disabilities differently? How?
5. How satisfied were you the services and training received?
6. Are there areas where improvements are needed? What did not work well?

7. What are the strengths of the training and services provided by the project? What worked really well?
Cross-cutting issues (gender, human rights and disability inclusion)

8. Has the training taken human rights, disability inclusion and gender issues into consideration? How?
9. Have training participants been treated as equals? Have the rights of minorities been safeguarded and promoted?
10. What were the obstacles to women's participation in the training activities?
11. What issues still need to be addressed to ensure equitable gender participation in the training?

ANNEX 4
LIST OF KEY INFORMANTS

Ref #	Name	Position	Gender	Interviewed
1	Luiz Otávio Maciel Miranda	Technical Assistant, Department of Traffic of the State of–Pará – DETRAN-PA	M	Y
2	Vera Lúcia Oliveira dos Santos	President, Association of Motorcycles of Pará	F	Y
3	Mario Diego Rocha Valente	Analyst of Traffic/Statistics	M	Y
4	Dayriane do Socorro de Oliveira Costa	Traffic Agent	F	Y
5	Francisca Pinto	Research Assistant, Infrastructure Services Unit, ECLAC	F	Y
6	Miryam Saade Hazin	Economic Affairs Officer, = Infrastructure Services Unit, ECLAC	F	Y
7	Gabriel Perez	Programme Management Officer, Project Management Unit, ECLAC	M	Y
8	Orival Ferreira Guimarães	DETRAN-PA	M	Y
9	Luciane Budelon Albuquerque	DETRAN-PA	F	Not responded
10	Ualame Fialho Machado	President, Traffic Council of the State of Pará (CETRAN/PA) and Secretariat of Public Safety and Social Defense, State of Pará	M	Not responded
11	José Bento Andrade Gouveia Junior	Director, Technical Operations DETRAN-PA	M	Not responded
12	Renata Mirella Freitas Guimarães de Sousa Coelho	Director General, DETRAN-PA	F	Not responded
13	Marcelo Lima Guedes	Lawyer, Former Director of DETRAN-PA	M	Not responded
14	Jonhilda do Socorro Miléo Cardoso	Traffic Agent	F	Not participated
15	Laís Medeiros	Traffic Agent	F	Not responded
16	Kleber Bezerra Salim	Coordinator of the National Registry of Traffic Accidents and Statistics in the State of Pará	M	Not responded

ANNEX 5
TERMS OF REFERENCE FOR THE EVALUATION

TERMS OF REFERENCE

Assessment of the UNRSTF Project
STRENGTHENING ROAD TRAFFIC ENFORCEMENT IN STATE OF PARÁ, BRAZIL

I. Introduction

1. This assessment is out in accordance with the General Assembly resolutions 54/236 of December 1999, 54/474 of April 2000 and 70/8 of December 2015, which endorsed the Regulations and Rules Governing Programme Planning, Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (PPBME) and its subsequent revisions. In this context, the General Assembly requested that programmes be evaluated on a regular, periodic basis, covering all areas of work under their purview. As part of the general strengthening of the evaluation function to support and inform the decision-making cycle in the UN Secretariat in general and ECLAC in particular and within the normative recommendations made by different oversight bodies endorsed by the General Assembly, ECLAC's Executive Secretary is implementing an evaluation strategy that includes periodic evaluations of different areas of ECLAC's work. This is therefore a discretionary internal evaluation managed by the Programme Planning and Evaluation Unit (PPEU) of ECLAC's Programme Planning and Operations division (PPOD).

II. Objective and scope of the Assessment

2. This is the end of project assessment of the project Strengthening Road Traffic Enforcement in the state of Pará, Brazil. This assessment represents a small-scale evaluation (or an "assessment") which will be carried out using a data collection methodology, based on a document review, and a limited number of long-distance interviews with main actors. Evaluation criteria have been selected below in line of the size and scope of the project and timeline of the evaluation.

3. The objective of this assessment is to review the relevance, effectiveness, and sustainability of the project implementation and more particularly document the results the project attained in relation to its overall objectives and expected results as defined in the project document.

4. The assessment will place an important emphasis in identifying lessons learned and good practices that derive from the implementation of the project, its sustainability and the potential of replicating them to other countries.

5. The lessons learned and good practices in actual project implementation will in turn be used as tools for the future planning and implementation of projects.

III. Background

The project

6. The project under evaluation was funded by the United Nations Road Safety Trust Fund (UNRSTF). It was implemented by Traffic Department of State of Pará (DETRAN-PA) with the participation of the Economic Commission for Latin America and the Caribbean (ECLAC).

7. The duration of this project was two years, having started activities on August 2020 to December 2022.

8. The project's objective is "to contribute to decreasing road traffic deaths and injuries by means of technical assistance to support and to strengthen ongoing road traffic enforcement activities enhancing the capacity of a core group of traffic officers at the Pará state level."

9. The expected outcomes were defined as follows:

> (a) correction and improvement of approach practices in road traffic enforcement;
> (b) implementation of new coherence enforcement and traffic operation procedures;
> (c) increased confidence in practicing the enforcement of traffic laws;
> (d) development of a protocol guide for road traffic enforcement operations.

10. To achieve the expected outcomes above, the following expected activities/strategies were originally planned

Activity 1: Meeting of the State Traffic Council (CETRAN-PA)
Activity 2: Hold a training of trainers (multipliers) workshop with selected traffic officers Activity 3: Hold training sessions in selected cities
Activity 4: Develop a state protocol on road traffic enforcement operations
Activity 5: Workshop with public, private and civil society stakeholders to present the results

11. The budget provided by UNRSF for the project totalled US$321,000.

12. The stakeholders were the Traffic Department of State of Pará (DETRAN-PA), the State Traffic Council (CETRAN-PA), Military Police, Health Secretariat, Municipal Traffic Agencies and Civil Society.

IV. Guiding Principles

13. While limited in scope, the assessment will seek to be independent, credible and useful and adhere to the highest possible professional standards. It will be consultative and engage the participation of a broad range of stakeholders. The unit of analysis is the project itself, including its design, implementation and effects. The assessment will be undertaken in accordance with the provisions contained in the Project Document. The evaluation will be conducted in line with the norms, standards and ethical principles of the United Nations Evaluation Group (UNEG).[6]

14. It is expected that ECLAC's guiding principles to the evaluation process are applied[7]. In particular, special consideration will be taken to assess the extent to which ECLAC's activities and outputs respected and promoted human rights[8]. This includes a consideration of whether ECLAC interventions treated beneficiaries as equals, safeguarded and promoted the rights of minorities, and helped to empower civil society.

15. The evaluation will also examine the extent to which gender concerns were incorporated into the project —whether project design and implementation incorporated the needs and priorities of women, whether women were treated as equal players, and whether it served to promote women's empowerment.

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[6] Norms and Standards for Evaluation, UNEG, June 2016. http://www.unevaluation.org/document/detail/1914 UNEG Ethical Guidelines for Evaluation, UNEG, June 2020. http://www.unevaluation.org/document/detail/2866.
[7] See ECLAC, "Preparing and Conducting Evaluations: ECLAC Guidelines" (2017) and ECLAC, "Evaluation Policy and Strategy" (2017) for a full description of its guiding principles.
[8] For further reference see UNEG "Integrating Human Rights and Gender Equality in Evaluations" (2014) http://www.unevaluation.org/document/detail/1616 and "Guidance on Evaluating Institutional Gender Mainstreaming" (2018) http://www.unevaluation.org/document/detail/2133.

16. Moreover, the evaluation process itself, including the design, data collection, and dissemination of the assessment report, will be carried out in alignment with these principles.[9]

17. The evaluation will also include an assessment of the project´s contribution to the achievement of the Sustainable Development Goals (SDGs).

18. Evaluators are also expected to respect UNEG's ethical principles as per its "Ethical Guidelines for Evaluation"[10]:

• Integrity
• Accountability
• Respect
• Beneficence

V. Scope of the assessment

19. In line with the assessment objective, the scope of the assessment will more specifically cover all the activities implemented by the project. The assessment will review the benefits accrued by the various stakeholders in the region, as well as the sustainability of the project interventions.

20. In summary, the elements to be covered in the assessment include:

- Actual progress made towards project objectives
- The extent to which the project has contributed to outcomes whether intended or unintended.
- The strengths and weaknesses of project implementation on the basis of the available elements of the logical framework (objectives, results, etc.) contained in the project document
- The extent to which the project was designed and implemented to facilitate the attainment of the goals.
- Relevance of the project's activities and outputs towards the needs of Member States.

VI. Methodology

21. The assessment will use the following data collection methods to assess the impact of the work of the project:

(a) Desk review and secondary data collection analysis: of the project document, annual reports of advance, workshops and meetings reports and evaluation surveys, other project documentation such as project methodology, country reports, consolidated report, webpage, etc.

(b) Semi-structured interviews and focus groups to validate and triangulate information and findings from the document reviews, a limited number of interviews (structured, semi-structured, in-depth, key informant, focus group, etc.) may be carried out via tele- or video-conference with project partners to capture the perspectives of managers, beneficiaries, participating ministries, departments and agencies, etc. PPEU will provide assistance to coordinate the interviews, including initial contact with beneficiaries to present the assessment and the evaluator. Following this presentation, the evaluator will directly arrange the interviews with available beneficiaries, project managers and co-operating agencies.

22. Methodological triangulation is an underlying principle of the approach chosen. Suitable frameworks for analysis and evaluation are to be elaborated – based on the questions to be answered. The experts will identify and set out the methods and frameworks as part of the *inception report*.

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9   *Human rights and gender perspective.*
10   UNEG Ethical Guidelines for Evaluation, UNEG, June 2020. http://www.unevaluation.org/document/detail/2866.

VII. Evaluation Issues/ Questions

23. This assessment encompasses the different stages of the given project, including its design, process, results, and impact, and is structured around three main selected criteria: relevance, effectiveness, and sustainability.

Within each of these criteria, a set of *evaluation questions* will be applied to guide the analysis.[11] The responses to these questions are intended to explain "the extent to which," "why," and "how" specific outcomes were attained.

24. The questions included hereafter are intended to serve as a basis for the final set of evaluation questions, to be adapted by the evaluator and presented in the inception report.

Relevance:

a) How in line were the activities and outputs delivered with the priorities of the targeted country?

Effectiveness

(a) How satisfied are the project's main beneficiaries with the services they received? What are the results identified by the beneficiaries?

(b) Has the project made any difference in the behavior/attitude/skills/ performance of the beneficiaries?

Sustainability

(a) How have the project's main results and recommendations been used or incorporated in the work and practices of beneficiary institutions after completion of the project's activities?

(b) What mechanisms were set up to ensure the follow-up of tools and networks created under the project?

Cross-cutting issues

a) Have the project managers effectively taken into consideration contribution to SDGs, human rights, gender issues and disability inclusion in the design and implementation of the project and its activities?

VIII. Deliverables

25. The assessment will include the following outputs:

> **(a) Work Plan and Inception Report – in English.** No later than 2 weeks after the signature of the contract, the consultant should deliver the inception report, which should include the background of the project, an analysis of the Project profile and implementation and a full review of all related documentation as well as project implementation reports. It should provide a detailed Work Plan of all the activities to be carried out related to the assessment of project. Additionally, the inception report should include a detailed evaluation methodology including the description of the types of data collection instruments that will be used and a full analysis of the stakeholders and partners that

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[11] The questions included here will serve as a basis for the final set of evaluation questions, to be adapted by the evaluator and presented in the inception report.

will be contacted to obtain the evaluation information. First drafts of the instruments to be used for the interviews should also be included in this first report.

(b) Draft final evaluation Report – in English. No later than 8 weeks after the signature of the contract, the consultant should deliver the preliminary report for revision and comments by the Programme Planning and Operations Division (PPOD) of ECLAC and the Evaluation Reference Group (ERG), which includes representatives of the implementing substantive Division/Office. The draft final evaluation report should include the main draft results and findings, conclusions of the evaluation, lessons learned and recommendations derived from it, including its sustainability, and potential improvements in project management and coordination of similar projects.

(c) Final Evaluation Report – in English. No later than 10 weeks after the signature of the contract, the consultant should deliver the final evaluation report which should include the revised version of the preliminary version after making sure all the comments and observations from PPOD and the ERG have been included. Before submitting the final report, the consultant must have received the clearance on this final version from PPOD, assuring the satisfaction of ECLAC with the final evaluation report.

IX. Payment schedule and conditions

26. The duration of the consultancy will be initially for 10 weeks during the months of October- December 2022. The consultant will be reporting to and be managed by the Programme Planning and Evaluation Unit (PPEU) of the Programme Planning and Operations Division (PPOD) of ECLAC. Support to the evaluation activities will be provided by the International Trade and Integration Division of ECLAC.

27. The contract will include the payment for the services of the consultant as well as all the related expenses of the evaluation. Payments will be done according to the following schedule and conditions:

1. a) 30% of the total value of the contract will be paid against the satisfactory delivery of the inception report which should be delivered as per the above deadlines.
2. b) 30% of the total value of the contract will be paid against the satisfactory delivery of the draft final evaluation report which should be delivered as per the above deadlines.
3. c) 40% of the total value of the contract will be paid against the satisfactory delivery of the final evaluation report which should be delivered as per the above deadlines.

28. All payments will be done only after the approval of each progress report and the final report from the Programme Planning and Evaluation Unit (PPEU) of the Programme Planning and Operations Division (PPOD) of ECLAC.

X. Profile of the Evaluator

29. The evaluator will have the following characteristics:

Education

• Advanced university degree (Master's degree or equivalent) political science, public policy, development studies, economics, business administration, or a related social or economic science.

Experience

• At least seven years of progressively responsible relevant experience in programme/project evaluation are required.

- At least two years of experience in areas related to infrastructure, road safety and/or related areas is highly desirable.
- Experience in at least three evaluations with international (development) organizations is required. Experience in Regional Commissions and United Nations projects is highly desirable.
- Proven competency in quantitative and qualitative research methods, particularly document analysis, and informal and semi-structured interviews are required.
- Working experience in Latin America and the Caribbean is desirable. Language Requirements
- Proficiency in English is required, ability to read Portuguese is desirable.

XI. Roles and responsibilities in the evaluation process

30. Commissioner of the evaluation (ECLAC Executive Secretary and PPOD Director)

• Mandates the evaluation
• Provides the funds to undertake the evaluation
• Safeguards the independence of the evaluation process

31. Task manager (PPEU Evaluation Team)

- Drafts evaluation TORs
- Recruits the evaluator/evaluation team
- Shares relevant information and documentation and provides strategic guidance to the evaluator/evaluation team
- Provides overall management of the evaluation and its budget, including administrative and logistical support in the methodological process and organization of evaluation missions
- Coordinates communication between the evaluator/evaluation team, implementing partners and the ERG, and convenes meetings
- Supports the evaluator/evaluation team in the data collection process
- Reviews key evaluation deliverables for quality and robustness and facilitates the overall quality assurance process for the evaluation
- Manages the editing, dissemination and communication of the evaluation report
- Implements the evaluation follow-up process

32. Evaluator/Evaluation teamn(External consultant)

- Undertakes the desk review, designs the evaluation methodology and prepares the inception report
- Conducts the data collection process, including the design of the semi-structured interviews
- Carries out the data analysis
- Drafts the evaluation report and undertakes revisions

33. Evaluation Reference Group (ERG) (Composed of representatives of each of the implementing partners)

- Provides feedback to the evaluator/evaluation team on preliminary evaluation findings and final conclusions and recommendation
- Reviews draft evaluation report for robustness of evidence and factual accuracy

XII. Other Issues

34. Intellectual property rights. The consultant is obliged to cede to ECLAC all authors rights, patents and any other intellectual property rights for all the work, reports, final products and materials resulting from the design and implementation of this consultancy, in the cases where these rights are applicable. The consultant will not be allowed to use, nor provide or disseminate part of these products and reports or its total to third parties without previously obtaining a written permission from ECLAC.

35. Coordination arrangements. The team in charge of the evaluation comprised of the staff of the Programme Planning and Evaluation Unit of ECLAC and the consultant will confer and coordinate activities on an on-going basis, ensuring at least a monthly coordination meeting/teleconference to ensure the project is on track and that immediate urgencies and problems are dealt with in a timely manner. If any difficulty or problem develops in the interim the evaluation team member will raise it immediately with the rest of the team so that immediate solutions can be explored and decisions taken.

XIII. Assessment use and dissemination

36. This assessment seeks to identify best practices and lessons learned in the implementation of projects. An Action Plan will be developed to implement recommendations when appropriate in future projects. The evaluation report will also be circulated through ECLAC's internet and intranet webpages (and other knowledge management tools), so as to constitute a learning tool in the organization.

ANNEX 6
PROJECT LOGIC FRAMEWORK

PROJECT OBJECTIVE: *To contribute to decreasing road traffic deaths and injuries by means of technical assistance to support and to strengthen ongoing road traffic enforcement activities enhancing the capacity of a core group of traffic officers at the state level.*			
Expected outcome 1	**Indicators**	**Means of verification**	**Data Sources**
Improvement and strengthening of road traffic enforcement activities through an coherence traffic enforcement	Indicator 1: Percentage of traffic officers with skills and confidence level improved after training sessions. Baseline: 60% Target: 90%	Indicator 1: Training needs assessment (to identify the gaps in operational skills, knowledge and confidence level on coherence enforcement practices) and final evaluation.	Public servants management system; State and national database of vehicles and drivers, National Road Safety Plan 2019-2028 Multi-Annual Planning 2020-2023.
	Indicator 2: Number of coherence traffic enforcement checks carried out per month. Baseline: 360 Target: 432	Indicator 2: Monthly record of the enforcement checks carried out.	
	Indicator 3: Increase the number of breathalyzer tests carried out per month. Baseline: 1,200 Target: 1,800	Indicator 3: Registration of traffic tickets issued to drivers by traffic officers and of infringement notices issued to vehicle owners.	
Output 1.1:			
National set up for establishment of data analysis commission			

Project activities
1.1.1 Meeting of State Traffic Council (CETRAN/PA)
1.1.2 Establishment of Data Analysis Commission
    a. Coherence Traffic enforcement training needs assessment[12]
    b. Meeting with DETRAN staff/Operational Technical Directorate
    c. Follow up meeting about traffic enforcement activities
    d. Equipment buying			

Output 1.2			
Awareness and educational workshops -Training of trainers	Percentage of traffic officers with skills and confidence level improved after training sessions. Baseline: 60% Target: 90%		Public servants management system. Training needs assessment (to identify the gaps in operational skills, knowledge and confidence level on enforcement

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[12] *Considering the international best practices, UN recommendations and main worries of civil society, academy and other relevant local stakeholders.*

Project activities:
1.2.1 Meeting of the State Traffic Council (CETRAN/PA).
1.2.2 Workshop -Training of trainers (multipliers) considering and adapting training materials to local situation and normative
1.2.3 Training sessions (10 sessions).

Output 1.3			
Implementation of training session activities	Number of coherence traffic enforcement checks carried out per month. Baseline: 360 Target:432		State and national database of vehicles and drivers, National Road Safety Plan 2019-2028 and Multi-Annual Planning 2020- 2023. Monthly record of the traffic enforcement checks carried out.
Project activities: 1.3.1. Establishment of operational work plan of the enforcement activities, including regional and international best practices in training including UN conventions and regulations. 1.3.2 Carrying out four sessions coherence traffic enforcement checks and joint road traffic enforcement activities (with public security bodies and municipal traffic agencies) 1.3.3 Developing of state protocol on road traffic coherence enforcement operations with participation of civil society, academic and private sector, taking into safety elements and good examples in enforcement in LAC (Synergic activity with UNECLAC´s project in Argentina) and other international examples			

Expected outcome 2	Indicators	Means of verification	Data Sources
Decreasing road traffic deaths and injuries through the establishment of state protocol on road traffic	Indicator 1: Road traffic death rate per 100,000 population Baseline: 17,03 (projected for 2019) Target: 16,95 (projected for 2021)	Indicator 1: Data collection on road traffic accidents (police, fire department, ambulance services, hospitals) and population (national population registration system).	Statistical database of the Ministry of Health, hospitals network in the State of Pará, State and national database of vehicles, and National Road Safety Plan 2019- 2028.
	Indicator 2: Road traffic death rate per 10,000 vehicles Baseline: 6,98 (projected for 2019) Target: 6,92 (projected for 2021)	Indicator 2: Data collection on road traffic accidents (police, fire department, ambulance services, hospitals) and vehicles (State and national vehicles database).	
	Indicator 3: Number of hospitals admissions due to road traffic accidents Baseline: 6,823 (2019) Target: 6.797 (projected for 2021)	Indicator 3: Monthly collection of data on hospitals admissions in the State hospitals network.	
Output 2.1[4] Road traffic death rate per 100,000 population calculated Road traffic death rate per 10,000 vehicles calculated Number of hospitals admissions due to road traffic accidents calculated			
Output 2.1			
Implementation of a State protocol on road traffic coherence enforcement based on international best practices and UN recommendations with UNECLAC support.	Road traffic death rate per 100,000 population Baseline: 17,03 (projected for 2019) Target: 16,95 (projected for 2021) Road traffic death rate per 10,000 vehicles Baseline: 6,98 (projected for 2019) Target: 6,92 (projected for 2021)		Statistical database of the Ministry of Health, hospitals network in the State of Pará and National Road Safety Plan 2019-2028. Data collection on road traffic accidents (police, fire department, ambulance services, hospitals) and population (in the national population registration system).