

Country Name	The Healthy Municipality Project in the Northeast Brazil
Brazil	

**I. Project Outline**

Project Cost	397 million yen	
Project Period	December, 2003 – November, 2008	
Implementing Agency	<ul style="list-style-type: none"> <li>- Center of Public Health and Social Development, Federal University of Pernambuco (NUSP/UFPE: Núcleo de Saúde Pública e Desenvolvimento Social, Universidade Federal de Pernambuco)</li> <li>- Pernambuco State Agency of Planning and Research, Secretariat of Planning and Management of the State of Pernambuco (ACF/SEPLAN: Agência Estadual de Planejamento e Pesquisas de Pernambuco, Secretaria de Planejamento e Gestão do Estado de Pernambuco)</li> </ul>	
Cooperation Agency in Japan	<ul style="list-style-type: none"> <li>- International Medical Center of Japan (Other Cooperation Agencies)</li> <li>- Juntendo University</li> <li>- Shirai City (Chiba Prefecture, Japan)</li> </ul>	
Related Projects (if any)	<u>Cooperation by Japan</u> <ul style="list-style-type: none"> <li>- Public Health Development Project for Northeast Brazil (Technical Cooperation Project, 1995-2000)</li> <li>- Promotion of Health, Local Development and Healthy Municipalities (Third Country Training, 2009-2013)</li> </ul> <u>Cooperation by other donor</u> <ul style="list-style-type: none"> <li>- <u>Support for Public Policies for Sustainable Development (United Nations Development Program)</u></li> </ul>	
Background	<p>The State of Pernambuco, which is located in the northeastern part of Brazil, was one of the poorest states in the country. The health status of population in Pernambuco had been adversely affecting by low income level, low education level, bad sanitary conditions, malnutrition and so on. The poor health conditions have been contributing to vicious cycle of poverty because unhealthiness had brought about less motivation to have education and labor productivity. The government of Brazil requested the government of Japan a technical cooperation project based on the experiences and knowhow acquired through the Public Health Development Project of Northeast Brazil supported by JICA as well as mutual relationships among local government organizations in order to establish necessary system for improvement of the human development index of Pernambuco.</p>	
Inputs	<u>Japanese Side</u> <ol style="list-style-type: none"> <li>1. Experts 7 experts of 6 areas for Long term, 26 experts of 12 areas for Short term</li> <li>2. Trainees Received: 30 trainees</li> <li>3. Equipments 41.8 million yen</li> <li>4. Local Cost 56.8million yen</li> </ol>	<u>Brazilian Side</u> <ol style="list-style-type: none"> <li>1. Counterpart: 30 persons</li> <li>2. Land and facilities: Office spaces for Japanese experts</li> <li>3. Local Cost: 4.9 million reais</li> </ol>
Project Objectives	<u>Overall goal</u> The quality of life of the people in the municipalities where “Health Municipality” activities <sup>1</sup> were conducted are improved in the State of Pernambuco.	
	<u>Project Objectives</u> “Healthy Municipality” system by partnership between the local people and local government is established through democratic organization of people and inter-sector cooperation in the State of Pernambuco.	
	<u>Outputs</u> <ul style="list-style-type: none"> <li>• The capacity of UFPE and the State of Pernambuco to support “Healthy Municipalities” in joint effort is improved.</li> <li>• The capacity of local people and local government in the pilot municipalities<sup>2</sup> to work together for implementation of “Healthy Municipalities” is improved.</li> <li>• The concept and methodology of “Healthy Municipalities” is spread to regions other than the pilot municipalities.</li> </ul>	

<sup>1</sup> The participatory and collaborative approach under the partnership between local government and people to address various factors affecting health conditions in order to build local society where the people live healthy and peacefully.

<sup>2</sup> The pilot municipalities: Barra de Guaviraba, Bonito, Camocim de São Felix, Sairé, and São Joaquim do Monte.

## II. Result of the Evaluation

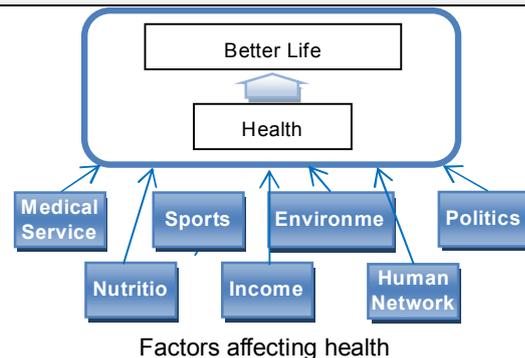
### Summary of the Evaluation

While reduction of social gaps had been one of priority issues in Brazil, it was also the most priority issue for the State of Pernambuco in the northeast region of Brazil, where was the poorest region in the country. In Pernambuco, infectious diseases had been widely spread due to the underdevelopment of sanitations, lack of public awareness for sanitation, and malnutrition caused by economic poverty. Therefore, the health and social development indicators of Pernambuco were lower than the national average of the country.

The Project has achieved preparations and approvals of plan for “Healthy Municipality” and implementations of public projects in the pilot municipalities under the partnership between the local people and governments for the project purpose of establishment of “Healthy Municipality” system and continuous “Healthy Municipality” activities in not only the pilot municipalities but also other 23 municipalities under the “Healthy Municipality Network” for the overall goal of improving quality of life of the local people in the municipality implementing “Healthy Municipality” activities. As for sustainability, there was no problem observed in the project due to the importance of “Healthy Municipality” activities in the state policy, the maintaining implementation arrangements and technical capacity and the ensured budget for the activities.

For relevance, the Project has been highly relevant with Brazil’s development policy, development needs as well as Japan’s ODA policy. For efficiency, both the project cost and the project period were within the plan.

In the light of above, this project is evaluated to be highly satisfactory.



### 1 Relevance

This project has been highly relevant with Brazil’s development policy, the Multi-year Plan (PPA: Plano Prurianual) targeting “poverty eradication, quality improvement of human life, opportunity creation for socially exclusives and support for organization and mobilization of society”, development needs of “improvement of health and quality of life by participatory approach” referred by the state development plan of Pernambuco, as well as Japan’s ODA policy for Brazil to address “improvement of social gaps”, at the time of both ex-ante evaluation and project completion. Therefore, relevance of this project is high.

### 2 Effectiveness/Impact

This project has largely achieved the project purpose of establishment of “Healthy Municipality” system<sup>3</sup> under the partnership between the local people and government in Pernambuco. Also, the overall goal has been achieved since the number of municipalities participating the “Healthy Municipality Network” in Pernambuco and implementing related activities increased from 7 at the time of project completion to 23 in 2012. According to the interviews with staff of the implementing agencies and the local government of the pilot municipalities for the Project, various community-based activities based on the “Healthy Municipality” approach have been implementing after the project. Those activities have been heightening public awareness about not only health and quality of life but also awareness about environmental conservation such as separation of disposals. In addition, the activities associated by women’s groups for production and sales of handicrafts have been contributing to enhancement of income generation by women. Furthermore, the impact of the Project has been widely spreading. Dissemination of the health promotion method developed by the Project is under consideration since the results of the methods have been recognized by the federal government of Brazil while it has been already disseminated to outside of Brazil through the third country training program supported by JICA. Therefore, its effectiveness/impact of this project is high.



Manual for “Healthy Municipality” developed by NUSP and the state government of Pernambuco

### Achievement of the Project Purpose and the Overall Goal

Outcomes	Indicators (Target)	Actual Achievement
<b>Overall Goal</b> Improvement of quality of life of local people in municipalities where the “Healthy Municipality” activities have been implementing in Pernambuco	The number of municipalities implementing “Healthy Municipality” activities is increased in Pernambuco.	(At the time of ex-post evaluation in 2012) - The number of municipalities participating in the “Healthy Municipality” network increased from 7 in 2007 to 23 in 2012. - The examples of community-based activities for “Healthy Municipality”: ecology walking, environmental education, cleanup activities, handicrafts production and sales, anti-domestic violence activities, and so on.

<sup>3</sup> The system at the state level is composed of the following three components: a) establishment of “Healthy Municipality” system at municipal level (refer to Note 4); b) institutional arrangement of UFPE and the state government of Pernambuco for supporting the “Healthy Municipality” activities in municipalities; c) establishment of the “Healthy Municipality” network for dissemination of activities in the state. The promoters (supervisor/facilitator/collaborator) play a role to promote activities in municipalities.

Project Purpose Establishment of “Healthy Municipality” system in Pernambuco	At least one public project is planned and implemented in each pilot municipality as a result of “Healthy Municipality” activities <sup>4</sup> .	(At the time of project completion in 2007) - It was confirmed that all the pilot municipalities had public projects related to the “Healthy Municipality”. - The three pilot municipalities of Bonito, Sairé and São Joaquim do Monte approved a plan for “Healthy Municipality”.
	At least one “Healthy Municipality” activity is started in each municipality participating in the networking meetings besides the pilot municipalities.	- 7 municipalities besides the pilot municipalities participated in the “Healthy Municipality” network.
	The projects aiming at “Healthy Municipality” funded by the state government of Pernambuco, are implemented in the municipalities implementing “Healthy Municipality” activities.	- The municipality of Bonito prepared a comprehensive development plan (Plano Diretor) which was required for municipalities with population of over 20,000. Sairé, which was excluded for the requirement, also prepared the plan. - It was confirmed that the projects funded by the state government have been implemented in the pilot municipalities.

Source: Terminal Evaluation Report and interviews with the implementing agencies.

### 3 Efficiency

The inputs were appropriate for producing the outputs of the Project and both the project cost and the project period were within the plan (ratio against the plan: 73% and 100%, respectively). Therefore, efficiency of this project is high.

### 4 Sustainability

In Pernambuco, the “Healthy Municipality” activities have been continuously important since improvement of quality of life of the people has been one of priorities in the Multi-year Plan of the state of Pernambuco. At the same time, the implementing arrangements to support municipalities promoting “Healthy Municipality” activities, including collaboration and division of roles between the two key implementing agencies, NUSP and SEPLAN, have been maintaining in the same manner as during the project period. In particular, the system to sustain and extend the project effects has been ensured by “Healthy Municipality” promoters, who have been playing important role in promotion of “Healthy Municipality” activities. While it was planned to train 500 promoters at the time of terminal evaluation, 600 promoters had been trained by the time of ex-post evaluation. In fact, the number of municipalities implementing “Healthy Municipality” activities has been increasing since the project completion. Those municipalities proactively promote their plans and allocate budget and personnel for the activities by their initiatives. In terms of technical aspect, the staffs of NUSP and SEPLAN who are in charge of “Healthy Municipality” have sufficient expertise and experiences. Although the promoters have different years of experience in “Healthy Municipality” activities, they have trainings implemented by the state of Pernambuco for the activities. Although the budgets of NUSP and SEPLAN for “Healthy Municipality” activities have been decreasing in comparison



The staffs of NUSP and SEPLAN



The staffs of NUSP and municipality of Joaquim do Monte

with the budgets during the project period, their budgets have been mainly allocated to trainings and coordination of activities since the main responsibility of activities of “Healthy Municipality” was transferred from NUSP and SEPLAN to the municipalities. It is expected that the budget for trainings of the promoters will be allocated in 2012 despite of no training in 2012 due to the shortage of budget. In terms of EAPPPS, so-called as “Bambu-Space”, some municipalities, which participated in the “Healthy Municipality” network after the project completion, newly established the spaces and utilized them actively whereas some of 5 Bamboo Spaces established by the Project have not been fully utilized. Therefore, due to no problem in policy background, structural, technical and financial aspects of the implementing agencies, sustainability of the project effect is high.

Supervisor	Arranging overall activities of “Healthy Municipality” in municipality, in particular, coordinating with public policies
Facilitator	Being selected among the representatives of the local people. Facilitating workshops for the local people and promoting the activities.
Collaborator	Participating the workshops in municipality, promoting the activities as well as inviting the local peoples willing to participate in the activities.

Role of Promoter in Municipality

<sup>4</sup> The “Healthy Municipality” activities are composed of the following three components: a) joint activities of the local government and people for planning, implementation and evaluation based in the “Space for Coordination and Promotion of Health Public Policy” (EAPPPS: Espaço de Articulação e Promoção de Política Pública Saudáveis, so-called as “Bamboo Space (Espaço Bambu)”).

### III. Recommendations & Lessons Learned

#### Recommendations for Implementing agency

- It is necessary for NUSP and SEPLAN to organize and develop materials and manuals which have been compiled in NUSP and SEPLAN in order to carry on the knowledge and activities in future even after retirements and reshuffles of the staffs of NUSP and SEPLAN though there is no problem in staff allocation in the two agencies.
- Since some Bamboo Spaces have not been fully utilized, each municipality implementing "Healthy Municipality" activities needs to review the role of Bamboo Space and redefine it as the open space for the local people. Also it is essential for the staffs of municipalities in charge of "Healthy Municipality" activities to encourage the local people utilize the space.
- Trainings for the "Healthy Municipality" promoters should be conducted on demand basis such as trainings for cultivating new promoters and retraining for the existing promoters but not necessarily be held annually.

#### Lessons learned for JICA

- The efforts of NUSP and SEPLAN to disseminate "Healthy Municipality" greatly contributed to the increase in the number of municipalities implementing "Healthy Municipality" activities for the last several years". The materials and manuals featuring the good practices implemented by the municipalities, which had been developed by NUSP and SEPLAN and disseminated to the promoters and the municipalities, have been positively affecting maintenance of their motivation and improvement of their skills. For the dissemination of "Healthy Municipality" activities, the state government has been making inputs of technical knowledge to the municipalities which are interested in "Healthy Municipality" and participate in the "Healthy Municipality" network, in addition to the promotion activities for them through the workshops. These activities enabled the sustainable promotion and dissemination of "Healthy Municipality" activities. Also, visualizing results of activities have been attracting attentions of municipalities not participating in the network and contributing to the expansion of the network. In addition, since the specializing teams established within NUSP and SEPLAN for "Healthy Municipality" enabled continuous activities as a team, the team members of NUSP and SEPLAN, who had been leading the project activities, were able to stably continue their responsibilities. It is highly possible to disseminate nationwide the promotion of participation by municipalities in development through visualization of effects by activities as a good practice since the Ministry of Health of the federal government of Brazil has been conducting an impact survey to review the effects of "Healthy Municipality" activities in Pernambuco.
- The effects of the Project have been also disseminated to other countries besides Brazil through the JICA's third country training scheme. The third country training program provided opportunities not only for the trainees from other countries but also the municipalities in Pernambuco receiving the trainees due to the discussion sessions during the training program. Some municipalities learned from the good practices of development in the countries where the trainees came from. Also, internal positive impacts, such as enhancement of collaboration between municipalities and the state government of Pernambuco through the arrangements for the training program, have been observed.