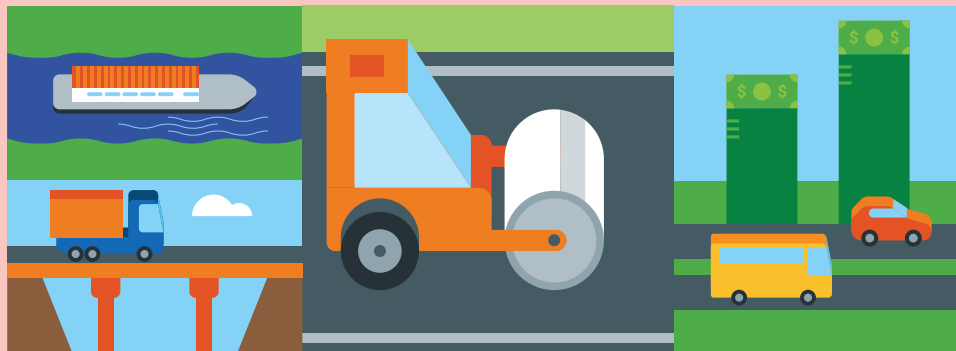


FRAGMENTATION AND DISARTICULATION LIMIT QUALIVIA'S RESULTS

High use of parliamentary amendments without prioritization criteria is a cause for concern; recent practices aim to improve management



Qualivia (Roadway Qualification Program) funds construction work in states and municipalities to address poor accessibility, safety, and sanitation conditions that part of the Brazilian urban population faces in their daily commutes. A CMAP evaluation highlights that its financing now depends on parliamentary amendments (budgetary allocations proposed by members of Brazil's National Congress to fund local projects) and that its design was structured without objective criteria to identify the target population and guide investment prioritization. This results in fragmented construction projects with limited systemic impact on mobility in large urban centers. Weaknesses were also found in monitoring, evaluation, oversight, and policy coordination. This evaluation also identified recent practices indicating efforts to improve policy management.

POLICY EVALUATED

Roadway Qualification (Qualivia)

RESOURCES INVOLVED

R\$ **841** MILLION

(2024)

EVALUATION CYCLE

2024-2025

KEY FINDINGS



Qualivia's funding is highly dependent on Parliamentary Amendments



Concentration in small cities and emphasis on resurfacing limit impact



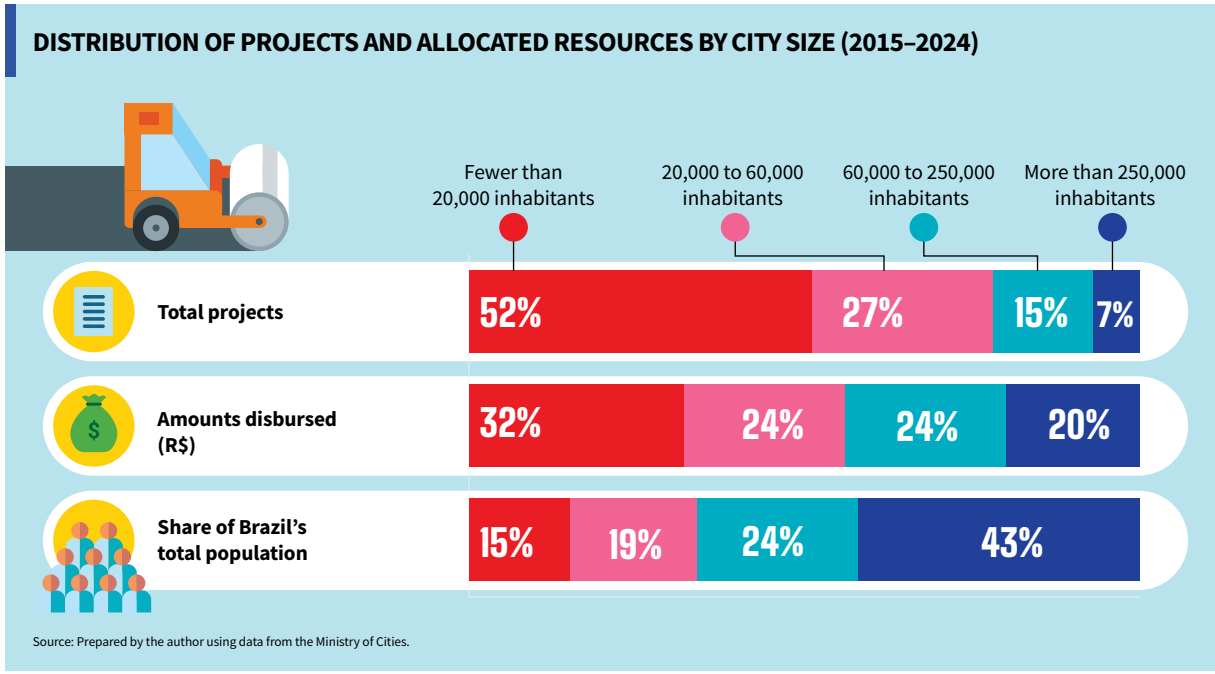
Evaluation, monitoring, oversight, and policy coordination need to be improved

In 2024, a survey by the National Transportation Confederation identified urban mobility as the third-biggest concern among residents of municipalities with more than 100,000 inhabitants, where 57% of Brazilians live. Among the federal government's initiatives for the sector is the Qualivia (Roadway Qualification) program, which is part of the National Urban Mobility Policy (PNMU). The program funds asphalt paving or road rehabilitation projects, the installation or renovation of accessible sidewalks, traffic signage, and other initiatives in states and municipalities.

The initiative accounted for more than 90% of the budget execution for the urban mobility program under the Multi-Year Plan (PPA). An assessment by the Council for Monitoring and Evaluation of Public Policies (CMAP) highlights, however, that its funding currently depends on parliamentary amendments, which define which municipalities will be benefitted and the amounts allocated. This results in a reactive and fragmented decision-making process, with the Ministry of Cities—the primary managing entity—having little leeway to direct investments based on technical priority criteria, needs assessments, or alignment with urban mobility master plans.

Furthermore, the policy was developed without a structured framework to establish objective criteria to identify the target audience and prioritize investments, thus lacking robust operational guidelines, technical selection mechanisms, and instruments to foster federal coordination.

As a result, there was a significant number of fragmented, low-value projects (59% costing less than R\$ 500,000) in small municipalities, with limited systemic impact on urban mobility in major urban centers, where the problem is most acute. The vast majority (80%) of the projects involve specific interventions to improve asphalt paving (resurfacing). The more comprehensive ones — involving paving, urban enhancement along the roadside, with improvements for pedestrians, or integration with bike lanes — account for only 16% of the total. This is misaligned with the objectives of the PNMU, as road resurfacing alone specifically serves motorized individual transport, does not encourage non-motorized mobility, nor does it create adequate



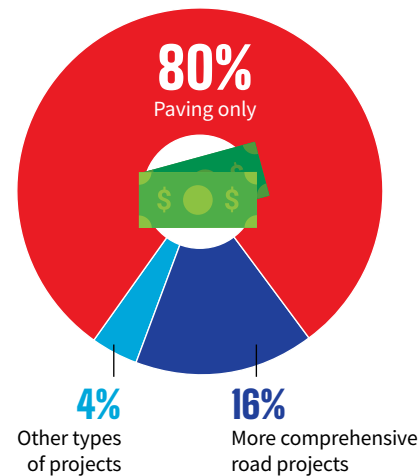
Although cities with more than 250,000 inhabitants account for 43% of the population, they received only 20% of Qualivia's resources

conditions for pedestrians and cyclists to travel or access the transport system safely and comfortably.

The evaluation of Qualivia's implementation identified a low capacity to demonstrate its effectiveness and efficiency. The monitoring and evaluation processes lack outcome indicators, such as service quality or impact on the target population. Weaknesses in data availability and transparency make it difficult to track the physical execution of the projects. Consequently, the management process is disconnected from the policy's ultimate objectives, impairing institutional learning, results-based management, and impact evaluation.

When it comes to governance, the evaluation reported a lack of formal bodies for coordination, deliberation, and federal agreement. There are no inter-governmental committees or intersectoral structures to coordinate with housing, sanitation, land use, or public transportation policies. The fragmentation of responsibilities and limited coordination with subnational entities and regional consortia result in discontinuity, overlapping efforts, and low institutionalization of the policy in the territory.

Types of projects funded by Qualivia (2015–2024)



Given the significant challenges identified, the CMAP evaluation described recent practices that point towards important efforts to improve policy management, including: (i) the creation and public release of SIMU (National Urban Mobility Information System); (ii) the development, updating, and publication of regulatory instruments; (iii) the holding of technical workshops with subnational entities; and (iv) active coordination with oversight and evaluation bodies.

Based on evidence from the evaluation, improvement proposals were made, focusing especially on strengthening the policy's planning, monitoring, and evaluation, which reinforce Qualivia's role in the National Urban Mobility Policy.



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