
Axiological evaluation of the Urban Transport Program of the Federal District: Exploring the Public of accessibility

*Avaliação axiológica do Programa de Transporte Urbano do Distrito Federal:
Explorando o Público da acessibilidade*

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Abstract: This article evaluatively discusses accessibility as an important dimension of urban mobility, considering it as a public problem (Dewey, 1927; Blumer, 1971), from the case study of its quality for people with physical disabilities, in the within the scope of the Federal District Urban Transport Program (PTU-DF), with regard to road and subway modes. From the point of view of the method, it was an evaluation of axiological type, based on values (Fischer, 2016; Boullosa, 2017; 2019), for having sought to reveal the matrix of values involved in the process of providing and using such services. Context analysis, semi-structured and structured interviews (type questionnaire) were used, whose findings were treated based on the similitude analysis (from IramuteQ software) and descriptive statistics. As a result or evaluative synthesis, it was observed high incongruity and disagreements between the values present in the perceptions of the different actors, which seems to be strongly related to the “transversal response, without coordination” management model of accessibility for people with physical disabilities.

Keywords: Public Policy Evaluation; Accessibility; Public Problem.

Resumo: Este artigo problematiza de forma avaliativa a acessibilidade como uma dimensão importante da mobilidade urbana, considerando-a como um problema público (Dewey, 1927; Blumer, 1971), a partir do estudo de caso da sua qualidade para pessoas com deficiência (PCD) física, no âmbito do Programa de Transporte Urbano do Distrito Federal (PTU-DF), no que concerne os modais rodoviário e metroviário. Do ponto de vista do método, tratou-se de uma avaliação de tipo axiológica (Fischer, 2016; Boullosa,

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2017; 2019), por ter buscado revelar a matriz de valores implicada no processo de provisão e uso de tais serviços. Foram utilizados análise de contexto, entrevistas semi-estruturadas e estruturadas (tipo questionário), cujos achados foram tratados a partir da análise de similitude (com o auxílio do software IramuteQ) e estatística descritiva. Como resultado ou síntese avaliativa, observou-se uma alta incongruência e desacordos entre os valores presentes nas percepções dos diferentes atores, o qual parece estar fortemente relacionado ao modelo de gestão por transversalidade não coordenada da acessibilidade para pessoas com deficiência de tipo física.

Palavras-chave: Avaliação de Políticas Públicas; Acessibilidade; Problema Público.

1. Introduction

With the increasing complexity that involves the field of studies and practices in public policies in Brazil, we increasingly perceive the necessary correlation between public problems and their alternative solutions (Boulosa, 2019; Secchi, 2016). Among the different dimensions involved in this correlation, there is an important debate on the intersectionality and transversality in understanding the compositional diversity of the publics for which public policy instruments are formulated and directed. And in this debate, there is with gradual importance the public formed by people with disabilities. This public, which has been organizing itself for some decades, has, like other publics, formed its own object of study around which actors who help defend its importance, as well as in the production of arguments that support it, are articulated in the formation agendas and the activation of many visibility actions and consolidation of its own arena (Hillesheim et al., 2019; Barbosa, 2016; Amaral et al., 2012).

And in this specific case, this very dense and vigorous arena has been producing an important set of studies, instruments and rules for the inclusion of people with disabilities. As evidence of the plurality and reach of such a set, we can cite since the inclusion of such theme in the Brazil's demographic census, which accounted that 23.9% of Brazilians have some type of disability (IBGE, 2010)³, including the Statute of the Person with Disability, approved in 2015, representing a concrete advance in the legal framework but also for the creation of institutions, associations, and specific public policy instruments for such publics, reaching the reservation of vacancies in public tenders and

³ Using the same micro base, the *Instituto Brasileiro de Geografia e Estatística* (IBGE) recalculated percentage of the population with disability, starting to affirm that, following new parameters, this would have passed 6.7%. These new parameters would measure the degree of difficulty in performing basic functions.

the mandatory inclusion of this theme in any and all public tenders within the scope of the Judiciary⁴. And social networks have also proved to be an important space for the construction and operation of pressure groups, as are the cases of thematic blogs, many of which intersect mobility and people with disabilities (Barbosa, 2016).

However, if we look at more specific advances in terms of public policy sectors, we find that of urban mobility, which today, in general, has services that are largely limited to reducing the understanding of disability to physical disability, following the accessibility standards established by the Associação Brasileira de Normas Técnicas (ABNT) for public transport means and their equipment or access environments. In some locations, such as the Federal District and other capitals of the country, accessibility also extends to the economic dimension, with the guarantee of free access for such public.

But does this limited understanding of what is a disability, as if it were exclusively physical, as well as what is called a service, as if it were exclusively related to physical access to transport, could mean a high degree of quality in the service provided, including from the point of view of who uses it? To help answer this complex question, this evaluative research sought to discuss valiantly a more plural understanding of accessibility, from the assumption of research challenges that are analytically located at different levels. The first, the ontological, for taking on the challenge of inserting this evaluative research in the field of studies in public policies (and not in political science, administration, economics or urbanism, for example) (Boullosa, 2019); a second, epistemological, for assuming the centrality of the public concept in the discussion of public policies (Dewey, 1927); and, finally, methodological, because it intends to carry out an assessment of the axiological matrix, based on values, assuming those that permeate the flows of public policies, conformed by a plurality of actors and arguments (Fischer, 2016).

These challenges were faced in a concrete case of evaluation: the Urban Transport Program of the Federal District (PTU-DF), assuming, however, as an object, the quality of the offer and provision of mobility services to the public of people with disabilities. For this, (a) we seek to understand accessibility for people with disabilities as a public problem, even with a focus on its physical side, which also meant understanding their legal framework as a set of arguments that was being constructed and

⁴ Resolution No. 230/2016 of the Conselho Nacional de Justiça (CNJ).

socially shared in terms of value; (b) we problematize the management of PTU-DF as a process that, due to its public dimension, is not neutral in its evaluation framework; (c) we assess the perceptions, arguments and values of a specific set of actors involved (managers, associations geared to this end and specific public) evaluatively; and, finally, (d) we present the results of this axiological evaluation based methodologically on the weighting of the findings of such mappings.

This article was divided in order to present the research problem in this introductory part, which is sequenced by the theoretical framework on public problems and the construction of the history of people with disabilities in Brazil. In the next topic is presented the Urban Transport Program and its operation, followed by the methodological path traveled, exposure and discussion of the research results and, finally, final considerations.

2. After all, what is a public problem?

Public problems can be interpreted in different ways; however, there are two broad strands that end up distinguishing a reasonably heterogeneous set of interpretations: on the one hand, authors who argue that the problem only becomes public when it is recognized by society; on the other, those who consider this to be a condition granted only by the State. This work is in line with the first large set, since understands the state as an organized society to deal with its own problems (Dewey, 1927). In this perspective, society is broader than the State, as it contains it. In this first aspect, the term public problem comes close to the notion of problem social, however, cannot be treated as synonyms (Blumer, 1971; Gusfield, 1984).

When considering the theory of public policies influenced by the pragmatic John Dewey, public problems are not born characterized by problem or public, but are socially constructed. For Dewey (1927), the difference between the private and the public human action is the scope of the consequences of transactions, which means social interactions in other words. In this perspective, the need for state attention arises when the number of people who are not directly involved in the transaction in question, but who are indirectly affected and constitute “The public” of the action or situation. Consequently, if there is no public, there is no public problem, because the first conditions the recognition status of the second. Such public is organized on multiple fronts, including through State agents who mobilize in order to defend their interests.

Currently and in Brazil, it is worth mentioning the notion of public experience developed by Boullosa (2013), for whom the action and argumentation regimes of the actors involved in public policy processes implies an almost continuous evaluative reorganization of such involved in what they consider to be public problems, with their likely alternatives to solution. The understanding of evaluative reorganizations can be anchored in the matrices of underlying meaning and values. In this sense, both the construction of the problem and the search for a solution are social constructions.

3. How the nomenclature “Person with disability” is being constructed in Brazil?

Efforts to build the nomenclature or label "person with disability" (PWD) started decades ago in Brazil, and may perhaps refer to its beginning more institutionalized to the creation of Instituto Benjamin Constant and Instituto Nacional de Educação de Surdos early in the second half of the 19th century (Júnior & Martins, 2010). Since the 1930s, associations and councils have been formalized, as is the case case of the Associação de Pais e Amigos dos Excepcionais (APAE), created initially in Rio January 1954, but today it is present in the country's 27 federative units in 2.201 affiliated institutions and organizations (Apae Brasil, 2020).

According to the book History of the Political Movement of People with Disabilities in Brazil, published by the National Secretariat for the Promotion of the Rights of the Disability in 2010, it is in 1970 that mobilization gains such strength that the Political Movement of People with Disabilities is instituted in Brazil, with sequential achievements and articulations in an integrated manner and at national level. The movement was gaining strength and disability theme was expanding in different degrees, environments and directions. At the sport, for example, organizations (in a formal and informal sense) in view of adapted sports practice started to emerge (Ribeiro, 2017). To this day, as is the case with the Comissão Jovem Gente Como a Gente, an association dedicated to people with disabilities in Planaltina-DF, wheelchair basketball has been operating for over 30 years.

In terms of legislation and standards, since the 1988 Constitution, which provides for the assistance and social integration of the PWD (arts. 7, 23, 24, 203 and 227), there are several normative instruments that contemplate such public. Here, it is worth mentioning the Policy National Program for the Integration of Persons with Disabilities (Decree No. 3,298 1999), which led to the creation of the National Council

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for the Rights of Persons with Disabilities (Conade); The National Urban Mobility Plan (Law No. 12,587/2012); and the Statute of the Person with Disability (Law No. 13,146/2015).

In the Federal District, within the scope of urban mobility, the Transport Master Plan Urban and Mobility of the Federal District (PDTU-DF), instituted by District Law No. 4,566/11, required by the Cities Statute, guides the District's Urban Transport Program Federal (PTU), object of this research, and had as one of its objectives the accessibility as “humanization of public spaces and transportation services, establishing itself conditions to be used with safety, equity, economy and total or autonomy assisted” (art. 2, item II).

District Law No. 5,984 was recently enacted in August 2017 which makes it all preferred bus and metro seats for people with disabilities and mobility reduced, elderly and pregnant women. Moreover, free use of the Basic Service of the Public Transport System of the Federal District (STPC-DF) has been guaranteed since 2008, through the Decree No. 29,245. In addition to the state sphere, there are currently more than 20 institutions non-governmental organizations focused on PWD in various segments, many of which have have existed for more than 20 years.

From a technical point of view, the ABNT (Brazilian Association of Technical Standards) is the responsible for establishing accessibility standards in public transport, terminals, stopping points (NBR 14022), buildings, furniture, spaces and equipment urban areas (ABNT NBR 9050). In the definition of ABNT, which stipulates universal design, architectural, urban or environmental barrier corresponds to “any natural element, installed or built that prevents the approach, transfer or circulation in space, urban furniture or equipment” (ABNT NBR 9050).

Regarding the conceptual delimitation, the one stipulated by the Convention on the Rights of Persons with Disabilities held in 2007⁵, as well as the Statute for Persons with Disabilities based on it, which consider that “a person with a disability is one who has a long-term impediment to physical, mental, intellectual or sensory nature, which, in interaction with one or more barriers, can obstruct their full and effective participation in society on equal terms with other people”.

⁵ The Convention on the Rights of Persons with Disabilities and its Optional Protocol were ratified by the National Congress by means of Legislative Decree n° 186 of 9 July 2008.

Thus, considering the Statute of People with Disabilities, accessibility consists of the “possibility and condition of reach for use, with safety and autonomy, of spaces, furniture, urban equipment, buildings, transport, information and communication, including its systems and technologies, as well as other services and facilities open to the public, public use or private collective use, both in urban areas and in rural, per person with disabilities or reduced mobility”. It is worth mentioning the difference between physical PWD and person with reduced mobility, the last being the one who has difficulty in permanent or temporary movement for any reason, such as pregnant women, obese and elderly people.

Entering deeper discussions, Bernardes and Araújo (2012), in a study conducted with participants of the National Council for the Rights of Persons with Disabilities (Conade) and specialists in public policies and government management, present the two models of approach to disability that differentiate views and guide policies institutions focused on PWD: the medical model and the social model. The medical model is guided due to the centrality of the disability, a characteristic attributed to the individual, as an aspect impeding the full experience of the environment. The social model seeks to dissociate disability from person and attribute it to the environment, inappropriate for the circulation and use of all. From this perspective, physical and institutional barriers result in disability.

According to the authors, public policies are mostly based on values of the medical model, even though they have been influenced by the social model in the last legal provisions. In this sense, the role of science in the political world should not be trivialized, because scientific discourse, linked to technique, qualifies political discourse, having great effect on it and opening up new possibilities, especially within the social model.

4. How is the Federal District Urban Transport Program structured?

The Urban Transport Program of Federal District was one of the actions of responsibility of the Secretariat of Transport and Mobility of the Federal District (SEMOB), responsible for the planning, coordination, execution and evaluation of the management and mobility policies of the Federal District. The coordination of the program was in charge of the Special Management Unit of the PTU (UEGP), a requirement of the Inter-American Development Bank (IDB), subordinate to the SEMOB

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office, branching out to the Coordination for the Execution of the Urban Transport Program and the Program Monitoring and Evaluation Coordination Urban Transport. Besides the UEGP, three local management units were created in the co-executing bodies, being the Departamento de Estradas e Rodagens (DER), Companhia Urbanizadora da Nova Capital do Brasil (Novacap) and Transporte Urbano do Distrito Federal (DFTrans)⁶.

The trajectory of the Federal District's Urban Transport Program began in April 2004 with a consultation letter sent from the Government of the Federal District to the Inter-American Development Bank (IDB) applying for the financing contract. Subsequently, technicians came on the so-called IDB Mission to Brasília to analyze the structure, wooded areas and budget and left recommendations. In 2007, the radiography of the DF, the zoning of the DF, a survey of the population's displacement and the purposes of use, which gave rise to the collective public transport network, were carried out. Together with the network, an assessment was made of the most appropriate technology (minibus, conventional bus, BRT and subway), demand forecast in the medium and long term and means of viability.

The efforts called Studies and Preparatory Projects for the Implementation of the Urban Transport Program in the Federal District, gave rise to 23 products. The formalization of the PTU took place in 2008, after the studies were performed. According to Product 01, work planning report, the actions carried out under the program could be of an institutional, operational or physical nature. Were also defined as components of the program: a) engineering and administration; b) investments for the modernization of transport; and c) institutional strengthening.

Regarding the evaluation of PTU's actions, the Tribunal de Contas do Distrito Federal - TCDF (Federal District Court of Accounts) was chosen by the IDB to be an Independent Auditor and, in 2017, the eighth program audit was carried out. In addition to the TCDF audits, UEGP itself prepared three reports on the execution of the PTU for the second semester of 2013, the first semester of 2016 and the first semester of 2017. Also in the first half of 2017, the Undersecretariat for Inspection, Auditing and Control of the Transport and Mobility Secretariat issued 196 infraction notices due to accessibility problems in buses and minibuses during the Hefesto operation, in which 96 vehicles were

⁶ The DFTrans was abolished with the enactment of n°6.334 Act of July 19, 2019.

collected, retained or seized (SEMOB, 2017). Conclusively, after being extended five times, in December 2018 the contract with the IDB came to an end and the program ended.

5. What do we mean by axiological evaluation and which method is used?

The axiological school is distinguished from other evaluation schools, such as the experimental, managerial, anthropological and participatory, for taking on the issues as its main research material, as well as for assuming itself as an action within the context or flow of public policies to which your evaluation object itself, which also requires looking at itself explaining the matrix valuative to which it is linked, adding several techniques and methods in its development (Boullosa, 2019; Boullosa and Peres 2020). In this perspective, the evaluator assumes the conjugation technical and political roles, since it understands that its own evaluation matrix underlying a valuation matrix, recognizing and explaining the choices that will guide the conducting and using the evaluation according to their conceptions, but also using as much mapping, measurement and analysis instruments.

Furthermore, it has as its impetus the strong criticism of positivism, in addition to conceiving evaluation as a public good, since it has a public dimension, its results are capable of generating arguments of a scientific (or non-scientific) nature and are capable of to conceive other learning subjects besides the evaluator himself. One of the methods of reference is proposed by Frank Fischer, who considers the arguments and values taken from them through speech.

In addition, this evaluative-qualitative research, characterized as of an exploratory and descriptive nature (Gil, 2008) with regard to social representations (Becker, 2008), is particularized, as well to its axiological connection, for being developed on a mezzo scale of analysis, as it considers both the big players (public managers) and very specific groups of civil society, in their representative individualities. Separately, analyzing only the big players would consist of a macro scale of analysis, as in a sieve of large openings, where all the smaller players go through it without being noticed, as usually occurs in managerial evaluations. On the other hand, the micro scale, a great ally of qualitative or anthropological matrix assessments, is able to profoundly identify aspects of a chosen group, but which runs the risk of not being representative. Therefore, the mezzo scale aims to adapt the two points of view during the evaluation.

From the point of view of the method, the format of a perception evaluation on a specific objective, the quality of the offer and service provision of the PTU-DF for people with physical disabilities, was adopted. The research instruments used consist of non-participant observation, mapping, bibliographic and documentary analysis, semi-structured and unstructured interviews, conducted with service managers and users (Alves, 2018).

5.1. What were the three sets of actors studied?

The sample universe of the research was composed of three specific and different sets of actors strongly and directly involved with the object under evaluation (quality of accessibility in the provision of mobility services for people with physical disability). These are: i) Presidents and coordinators of associations aimed at person with physical disabilities (or that contemplate them); ii) People with physical disabilities, member or not of any association; iii) Managers of the Urban Transport Program of DF. In general, we sought to observe the perceptions of quality of accessibility in offer and service provision of the PTU. In extension, each sample universe has points important things to consider.

With the first group, presidents or coordinators of institutions focused on people with disabilities, we seek to map the grammars of justification of the main leadership of associations that help shape the movement of people with disabilities the DF, particularly with regard to urban mobility, and to identify the engagement of such institutions in matters of relevance to the specified public. This mapping was constructed from the research of institutions carried out in two movements of research: in the first, 15 research sites identified institutions that would possibly deal with physical disability (by crossing the words/ expressions “disabled person” and/or “association”, “Distrito Federal” and /or “Brasília” and/or “organization”).

With the results of this first research, in a second movement, the institutions were located and questioned about the public of their activities and involvement with the theme of urban mobility. It was not possible to contact some institutions due to outdated telephones and virtual networks, which could show a certain fragility in their stabilities and visibility efforts. Finally, institutions that do not deal directly with physical disability and/or that their members do not using public transport and/or who refused or were unable

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to participate, four associations⁷, with which a total of six semi-structured interviews were conducted in person, made between September 5 and October 24, 2018 - of respondents, only one was not a PWD.

The second set, of people with physical disabilities, aimed to increase representativeness, since not all association presidents are people with and/or use public transport regularly. To this end, were interviewed 18 PWD, eight women and ten men, in questionnaire format, in two types of situation: during visits to the associations (five interviews), as they were part of the public that attended; on exploratory visits at the Plano Piloto Bus Station in downtown Brasília (thirteen interviews), with passers-by who were explicitly PWD, occurred in different days during October 2018. In this set, the majority of respondents was in adulthood (27% between 41 and 50 years old; 27% over 50 years old); came from different administrative regions of the Federal District (12⁸ of the 31 existing⁹); 44.5% had complete secondary education or above; and only half (50%) participated in a or more associations.

Finally, the third group, composed of public managers from the PTU, was built to try to understand how this public policy instrument, especially with regard to its concerns accessibility actions, interpreted the quality of the service provided. Participated the head of the Special Program Management Unit (UEGP), in office for less than one year at the time, and the PTU execution coordinator, present directly or indirectly since the conception of the program. The interviews took place in person at the premises of the Annex of the Buriti Palace on September 4th. There was also an effort to contact the local management units of the PTU in three different public bodies, namely, the Departamento de Estradas e Rodagens (DER), Companhia Urbanizadora da Nova Capital do Brasil (Novacap) e o Transporte Urbano do Distrito Federal (DFTrans) by indication of coordination of the program. However, after much demand, we observed that the units supposedly dedicated to the PTU in such bodies would have been inactivated or dissolved,

⁷ Namely: Comissão Jovem Gente Como a Gente; Movimento Habitacional e Cidadania para Pessoas com Deficiência do DF – MOHCIPED; Associação de Mães, Pais, Amigos e Reabilitadores de Excepcionais – AMPARE; e Associação dos Portadores de Deficiência do Distrito Federal – APDD.

⁸ Participants were from the most peripheral administrative regions in relation to the city center (Plano Piloto): Planaltina, Samambaia, Paranoá, Itapoã, Sobradinho I, Sobradinho II, Guará, Santa Maria, Ceilândia, Taguatinga, Gama and Recanto das Emas.

⁹ After conducting the research, two new Administrative Regions were created: Sol Nascente (32nd) and Arniqueiras (33rd), both in 2019.

as it was not possible to find those responsible or even servants who had knowledge of respect.

5.2. What are the data analysis techniques?

This research used three techniques for data analysis: 1) content analysis a from the Similitude Analysis of the IramuteQ software. Similitude Analysis is based on the graph theory and aimed to indicate the relationship between the words contained throughout the corpus textual, that is, the compilation of all transcribed interviews. For the analysis, adjectives, unidentified forms, unusual forms and possessive pronoun; 2) descriptive statistics for analyzing the results of the instrument questionnaire in order to indicate frequency, mean and standard deviation; 3) matrix of values from the arguments contained in the interviews and based on the results of previous analyzes.

6. And what are the evaluative results constructed axiologically?

The axiological evaluation assumes as its main research material the values present the object under evaluation. Values include the interpretations and judgments of a very small set of preferences and interests of the actors when they are in action situation. For this reason, we prefer to say that the actions carry with them a matrix of meaning that is anchored in very specific value frameworks of social subjects in action, active through the grammars of action and justification of such actors, configuring themselves almost like active value frames (Boullosa, 2019).

To know these values, an analytical reconstruction exercise of the themselves is necessary. And one of the ways to do this is to start from the speeches of these subjects, to arrive at their essences, which would be the arguments, and only then, we arrive at the reconstruction of their values. From this understanding, we analyze the speeches of the actors, collected through their interviews, seeking their common points and structures, with the aid of the analysis technique of similitude, performed with IramuteQ software, which allowed the connection between words with based on their percentages of related occurrences.

In this analysis, the statements of two of the three sets of actors were grouped: i) Presidents and coordinators of associations aimed at people with physical disabilities (or that contemplate it); and ii) Persons with physical disabilities, members or not of any association. From the speeches of these two groups, then, in a first moment, the most

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“mother”, “need”, “citizen” and “equality”. Of word "Wheelchair", derive "awareness" and "help". There are also other ramifications in this category, such as: A) people ■ chair ■ stuck; B) people ■ people with disabilities ■ fight; C) people ■ life ■ leisure.

The second category is related to the individual and had as its main word "person". This category demonstrates the connections that were directed to the person with deficiency in their individuality, but that also comes from the Public Power. Some of branches, for example, is the word “law” and the sequence “public policy” ■ “governor” ■ “Public” ■ “population”. There are also, in this category, the ramifications that express the different reality of people with disabilities, such as: a) Person ■ ramp ■ access; B) Person ■ wheelchair ■ situation ■ complicated; c) Person ■ suffering.

The third category concerns the condition of the individual inserted in the collective, to the word “disabled”. In such a category, the ramifications point out the difficulties experienced in different situations, disrespect for reserved parking spaces and the feeling of invisibility resulting from the perception of society in general about themselves, as described below: a) Disabled ■ home; b) Disabled ■ difficult ■ maintenance ■ condition; c) Disabled ■ reserved ■ spot/car; d) Disabled ■ invisible.

Then, the statements of the third group of actors interviewed were analyzed: iii) DF Urban Transport Program Managers. The interview aimed to map the managers' perception of our object of evaluation, in addition to knowing more details about the program itself. The interview, initially, would be only with the head of UEGP, who soon said that it was a more technical unit and called the execution coordinator to participate, since he knows very well the way the object was designed. The coordinator then told how the Program was built, which started with a letter consultation with the IDB, followed by a mission to analyze the structure, areas of environment and budget. In none of these spontaneous statements did the problem of accessibility for PWD emerged, much less for the quality of services offered to this audience.

In addition to UEGP, the execution coordinator narrated his perception about the existence three other local program management units in other government agencies (DFTrans, DER and Novacap), including details on management difficulties personnel due to the accumulation of functions. Accessibility only started to be part of the interview as thematic when it was brought directly by the interviewer. In response, it was strongly justified that this, despite not being the object of any specific action, should be in all the works carried out, as well as in the entire bus fleet, evidencing whereas the problem of

accessibility quality, even if reduced to its physical dimension, was not an important theme in their narratives.

Lastly, when the limits that define the responsibilities of the PTU and other mobility programs of the GDF are discussed, or if the Program aggregates any of them, they argued that they could not speak for other programs, even because they would appear or change their names frequently, according to the approach of each incoming government, unlike the PTU. It was also said that there was an intention to build a new version for the PTU, a continuation to do what was not achieved, but even with this new theme, accessibility was not spontaneously resumed by them.

6.1. But what is the perception of PWDs regarding the quality of public transport accessibility in DF?

The users' perception was reconstructed from their speeches, structured by the quiz. To better understand them, it is necessary to understand the intensity and motivation of such use. With regard to weekly attendance, the majority of respondents (50%) use the 2 to 3 days of public transport, with only 16% reporting travel with less than half an hour, since all live outside the center. However, travel times are mostly much longer, because they involve difficulties in getting to bus stops from their homes (from 30 minutes at 1 am for 44.4%; and over 2h for 39%), as well as the effective conditions of special access platforms for buses.

The reasons for displacement are mostly due to medical needs (46.2%), but they are also due to work (19.2%) and other reasons, such as leisure (7.7%) and study (7.7%), with the possibility of multiple responses. When asked about the need for company to leave home, 38.9% answered that they do not leave home without company, same percentage answered that they do not need company to leave home and 22.2% replied that they go out alone to some places. Still in relation to the need for company, 50% stated that the (low) quality of transport greatly influences the need to leave accompanied.

To further understand user's perception of quality, new issues were addressed. With reference to the loss of commitments due to accessibility of transport, 55.6% said they never missed any commitment, be it student, professional, family or of any nature, 27.8% said they have already lost many times and 16.7% sometimes. From 1 to 5, the quality of transportation (bus or subway) was evaluated as follows: 1 = 27.8%; 3 = 22.2%; 5 = 22.2%; 4 = 16.7%; 2 = 11.1%, thus the average of quality assessment was 2.94, with

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a standard deviation of 1.55. When defining the quality of transportation in two words, the most expressive percentages indicate that 38.3% cited the word good, very good and/or great; and 26.8% mentioned the word bad and/or very bad.

Regarding the quality of accessibility at the terminals, the interviewees evaluated bathrooms (for 44.5% it was a regular or good service), access ramps (55.6% regular or good), signage (50% indicated to be regular or good), elevators (38.9% evaluated as regular or good). Altogether, the provision of service at the terminals to 44.4% was considered to be of good quality.

The chosen modes, buses and subways, were evaluated according to the platform lift (as bad or very bad to 44%, regular for 22% and good or very good to 33%), signage (77.8% indicate it is regular, good or very good) and service (77.7% pointed out regular, good or very good). The roads were evaluated according to the stop points access ramps (classified by 72.2% as regular, bad or very bad), sidewalks (89% as regular, bad or very bad) and signage (regular, bad or very bad to 50%).

Regarding the perception of an evolution in accessibility over time, 72.2% stated that it has improved. When asked about the facilities that favored the option by public transport, most mentioned the lack of other options and the fact of not having a car (33.3%), as well as not always being able to count on the family to take them to certain places (27.8%). Other reasons were mentioned, such as, for example, public transport being easier than other means, such as private transport (5.6%), the wheelchair does not fit in the car (5.6%), arriving by bus is faster than by car (5.6%), some companies have accessibility (5.6%), price of gasoline and benefit of free ticket (5.6%).

Finally, in relation to the barriers encountered by the participants, the main failure of the lifting platform to be the main adversity (31.8%), among other such as problems with the seat belt (9.1%), the lack of ramps (9.1%) and the difficulty climbing the stairs (9.1%). The following excerpts from respondents' responses elucidate the issue: "broken lift platform, lack of ramps, there is nothing. Sometimes you need to ask for help"; "Stairs should be lower"; "Sudden brakes and starts" and "people do not give up the seat".

6.2. And how do we condense these findings in value frames?

Within the axiological macro-school of evaluation, the subjectivity intrinsic to the object evaluated is not neglected, on the contrary, it has a fundamental role. The

system ideological framework provides basic data for the evaluation, since considering the the actors' arguments go beyond assessing their veracity, but also their bias, selective framing of problems and symbolic meaning (Fischer, 2006; 1993). This way, assuming, through analytical reconstruction, the arguments present in the statements obtained through the interviews, we seek to identify the present values, almost never said explicitly, but which support and guide views on public problems and, consequently, how to face them.

The frame of values was built from the analysis of the interviews and shows the contained divergence of arguments and the values extracted from them in relation to the three universes samples.

Figure 2: Frame of values



Source: Own elaboration.

The leaders of the associations have, contained in their speeches, as main arguments: precarious accessibility in public transport, suffering of members in relation to mobility, as well as in other adjacent themes, and the need for attention of government officials. Therefore, the values that support the majority view of the leaders are social justice and the provider state, that is, which has a duty to develop policies of assistance and social inclusion.

With respect to people with physical disabilities using public transport, main arguments contained in their speeches were that employees are often not (with considerable exceptions), public transport as the last choice for lack of choice, lack of

awareness on the part of the population, lack of attention from governments and highlight the need to comply with the law. The values extracted from such arguments consist of a feeling of invisibility, as is also observable through similarity analysis, and belief in the providing state.

The managers have as arguments, contained in their speeches, that all the works and the entire fleet are duly adapted according to national design standards universal, that the problem of accessibility is transversal, which is not explicit in the speech, but it is an observable argument for the practice of facing the problem. The guiding value of such arguments is technicality, as it is clear that this is the prioritized side, perhaps the only one. In fact, when it is discussed, accessibility is explained as if it crossed across the PTU, without specific actions to be coordinated, allowing each unit to “apply” technically the solution to adapt to the ABNT universal accessibility standard.

In this sense, considering the presentation of the object and the management of the problem of accessibility, it is possible to notice that there is no sector, manager, action (in relation to the planning) or product in which there is a role for people with disabilities, despite the extent of the problem of accessibility and the object itself. For this reason, we can say that the problem of accessibility and quality in the Program is treated according to a certain “transversal response, without coordination” model, without specific thematic and limited to a technicality that not even it is formally fulfilled in the perception read by users' speeches, as they also consider the human aspects of the service, more related to the quality of the provision, even though these (72%) have recognized an improvement in quality over time.

The results of the statements of the three groups or groups also showed clearly as the nomenclature “person with disabilities”, defended by specialists, used in legal norms and in academic works, was very little used - not by chance, the weight of the medical model of disability can be observed in the speech of one of the interviewees, when reported that “one day she would graduate from the University of Brasília, although the doctor said to she “be quiet at home”. With this, it is observed that the approach models can also approximate the values involved by the three groups of interviewees, since, for example, the notion of a provider state, which is the common value among the leaders of associations and users, fits into the social model, in which the focus is not disability, but the environment. Technicism, a value identified in the speeches of the

program managers, in turn, fits the medical model, which does not exclude the adaptation of the environment, obviously, but treats it with a high degree of priority.

Likewise, based on the identified values, one can conceive of the problematic of accessibility as a public problem, since there is civil organization and mobilization of public bodies around the theme. Under John Dewey's pragmatist view, the "public", people who are not directly affected by the situation or action but who feel part of it, is what characterizes the problem as public. In the case of accessibility, the public are people who do not have a physical disability or even need to deal with it in their daily lives, but who have a related public experience (Cefai, 2011; 2017). Therefore, it is precisely the indirect experience of people with accessibility in perspective of the disabled person, which focuses on the quality of the problem public accessibility and, consequently, on its proportion.

That said, the dimension of accessibility achieved by this evaluation surpassed the walls of the PTU, since the experience presented goes beyond specific points program objects. Hence, it is important to emphasize that, in the general public, their conceptions and attitudes also influence public policy outcomes. Human barriers, for example, were highlighted among the difficulties encountered. Such barriers are not concentrate only on providing services on the subway, buses or terminals, but involve society as a whole. For this reason, however much we have objectified the quality of accessibility in the PTU in this axiological evaluation, it is necessary to remember that, even considering it as an important instrument in the public policy process of mobility for people with disabilities in DF, cannot be considered in isolation.

7. Final considerations

This article sought to present an axiological evaluation of the quality of accessibility for people with physical disabilities within the scope of the Urban Transport Program of the Federal District, addressing the perceptions of different publics. To this end, it took on the challenges of entering the field of studies in public policies, of assuming the centrality of the public concept and the non-neutrality of valuation both in public policy instruments and in the processes that evaluate them. For this last statement, these challenges were anchored in an axiological position that shares a project of a democratic society based on the values of equity, respecting differences and social participation, possible through transversal and intersectoral actions that honor spaces of

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speech of different groups that make up the public of government policies, programs, projects and actions.

The results of this evaluation showed that understanding the meanings about accessibility is much more complex for the public of users with disabilities and/or people directly involved with them than for the Urban Transport Program in the Federal District. In fact, for citizens with disabilities who need to use public transport in the Federal District, many technical and human barriers still persist. This problem, assuming the perspective of John Dewey (1927), indicates that, although it does not have its public dimension fully recognized, it is already possible to identify the first processes of activation or mobilization of a public, particularly important when it comes to the indirectly affected public for this problem.

In addition to these evaluative-contextual dimensions, the axiological evaluation made it possible to perceive that the formation of the evaluative framework, which is intrinsic to the flow of public policies, affected both the conception of the program by those who plan and execute it, as well as by those who enjoy it. services, revealing different understandings about the role of the State in promoting accessibility.

There are different dimensions that, combined, also point to the great challenges of the evaluation field itself in public policies, challenges that concern the necessary positionality of each evaluation process undertaken (problematizing what evaluation is, how much of its possible methods), the which should seek its commitment to reflexivity and learning, given its need to pluralize itself.

Finally, considering that to carry out improvement proposals that agree with the institutional reality of public policy, a broader analysis of its wording design is necessary, with instruments aimed at this purpose, this evaluative research did not focus on making proposals for changes in the case of a second version of the program, in spite of shedding light on possible points to be problematized if it occurs, such as the management of accessibility quality within the scope of the program and limited effort of instruction on the subject to service providers, as seen from participants' responses.

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