



Final Evaluation of the Project on Strengthening Access to Justice, Rule of Law and Human Rights Protection in Mozambique



Prepared for:
The UNDP and the Ministry of Justice of Mozambique

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Acronyms

A2J	Project on Strengthening Access to Justice, Rule of Law and Human Rights in Mozambique
A-G	Attorney-General
AGO	Attorney General's Office (see also PGR)
AWP	Annual Work Plan
CNDH	Comissão Nacional dos Direitos Humanos (CNDH/NHRC)
CSO	Civil Society Organizations
CTA	Chief Technical Advisor
EU	European Union
GE	Gender equality
HR	Human Rights
IPAJ	Free Legal Aid Institute
LFA	Logical Framework Analysis
LM	Logic Model
M&E	Monitoring & Evaluation
MM	Mixed Methods
MoJ	Ministry of Justice, Constitutional and Religious Affairs (Mozambique)
MOU	Memorandum of Understanding
NCIS	National Criminal Investigation Service (see also SERNIC)
NGO	Non-Governmental Organization
NHRC	National Human Rights Commission (NHRC/CNDH)
OECD/DAC	Organization for Economic Co-operation and Development's (OECD) Development Assistance Committee
OM	Outcome Mapping
PGR	Procuradoria Geral da República (see also AGO)
PIP	Project Implementation Plan
PMF	Performance Measurement Framework
RBM	Results-Based Management
RoL	Rule of Law
SERNAP	National Correctional Service - Serviço Nacional Penitenciário
SERNIC	Serviço Nacional de Investigação Criminal (see also NCIS)
ToC	Theory of Change
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development
VAW	Violence against women

EXECUTIVE SUMMARY

RATIONALE AND PURPOSE

The purpose of the evaluation, in addition to being a corporate requirement of UNDP, is to inform key stakeholders of this evaluation, namely the MoJ, and its dedicated Departments (Correctional Services, Free Legal Aid, Human Rights and Citizenship), the key institutions pertaining the overall criminal justice system [Courts, AGO, *Serviço Nacional Penitenciário* (SERNAP), *Serviço Nacional de Investigação Criminal* (SERNIC)], the NCHR, and UNDP and may also be an asset to other UN agencies working in the area of Justice and/or Human Rights. It will provide a means for UNDP to build on lessons learned to improve interventions going forward specially to enable the formulation of the new Project on Access to Justice and Human Rights for the period 2017-2020.

SPECIFIC OBJECTIVES OF THE EVALUATION

As outlined in the evaluation TOR, the specific objectives of the evaluation are to:

- Assess the effectiveness, efficiency, relevance, sustainability and impact of the results and/or of the project;
- Compare planned outputs to actual outputs and assess the actual results to determine their contribution to the attainment of the project objectives;
- Assess the appropriateness of the project design, its strengths and weaknesses, including management structures, implementation modality, and project governance;
- Provide findings, conclusions, recommendations, challenges faced, best practices and lessons learned.

PROJECT INTERVENTION OVERVIEW

The UNDP Project on Strengthening Access to Justice, Rule of law and human Rights Protection in Mozambique was initiated in January 2012 and will end in November 2017, following a six-month extension period. The project's total budget was US\$2,790,000. The project was housed in the Ministry of Justice, Constitutional and Religious Affairs (MoJ), which is the institution which coordinates the support of all other justice institutions, including the Supreme Court, the Attorney General's Office (AGO), the Correctional Services, the Free Legal Aid Institute (IPAJ), and the National Human Rights Commission (NCHR). Although it was planned that the NCHR would become an implementing partner in 2013 such plan did not take effect.

EVALUATION SCOPE AND METHODOLOGY

The evaluation methodology adopted is a **Results-Based Management (RBM)** evaluation methodology, supplemented by Outcome Mapping (OM). A results-based evaluation approach is more relevant approach than a traditional evaluation approach, as it focuses not only on inputs, outputs and implementation, but also on how these contribute to outcome achievement, reflective of the RBM nature of the A2J project. Adhering to the UNDP and the OECD/DAC standards and practices for evaluation, the methodology is consistent with the overall purpose of this summative evaluation to assess the **Effectiveness, Relevance, Sustainability and Efficiency and Impact** of the intervention. A single comprehensive evaluation matrix was structured around the five analytic categories above, elaborated using the 21 questions outlined in the ToR, and detailing the sources, tools and approaches that will be used to answer each question.

KEY FINDINGS

The following key findings emerged through the evaluation. Evidence substantiating, and a discussion pertaining to, each finding is included in Section 5.0 of the Report.

UNDP & OECD/DAC Evaluation Criteria

1. Effectiveness

Outcome 1

FINDING 1: *Outcome 1* of the A2J Project (CPD 6.4) was substantially achieved. The project was successful in developing and implementing innovative justice instruments by completing the construction of two Palaces of Justice with furnishings and equipment, changing the Penal Code to allow for alternative measures to prison, raising awareness about these changes and providing training to judges, prosecutors and public defenders on these legislative changes. The fact that *the project was successful in changing the law with the promulgation of the alternative measures to prison in the Penal Code is a major achievement of the A2J Project*. The capacity of the MoJ to implement the UPR recommendations has also been strengthened to a reasonable extent. Some challenges related to this Outcome have been identified and include: The law on alternative measures to prison needs to be implemented across the country by the Government and a *cadre* of probation officers need to be recruited and capacitated; Government needs to appoint Administrators (*'Gestores'*) of the Justice Palaces and provide for a line budget for the administration of the Justice Palaces; IPAJ legal representation capacity needs to be strengthened; MoJ needs to have dedicated and capable staff for the UPR process so that capacity building is sustainable in the long term.

Outcome 2

FINDING 2: *Outcome 2* of the A2J Project (CPD 6.5) was achieved to a reasonable extent. The project was successful in raising awareness by citizens about human rights issues, gender-related issues such as domestic violence, access to justice issues related to the one-stop-shop Palaces of Justice and free legal aid (IPAJ). IPAJ has been successful in increasing its reach to provide services to vulnerable groups. IPAJ still faces challenges in terms of further capacity development needs and lack of adequate resources.

Outcome 3

FINDING 3: *Outcome 3* of the A2J Project (CPD 6.6) was achieved to a basic extent. While the project delivered the activities and the CNDH has been operationalized with some historical in that the Commissioners appointed in 2012 completed their mandates and recently (October 2017) a second group of Commissioners have been appointed, for reasons beyond the Project's control the CNDH has not so far been able to establish itself as an institution capable of defending the human rights of Mozambicans. There is great hope that, with the appointment of new Commissioners and a new President, and with the recruitment of additional technical staff, the CNDH will be able to discharge its responsibilities and competences as established by law. CNDH still faces challenges in terms of further capacity development needs for its technical staff and the newly-appointed Commissioners.

2. Effectiveness

FINDING 4: The project management structure and staffing was effective and efficient to produce the required results and the M&E framework was suitable to monitor and support the implementation of the targeted results.

FINDING 5: Strategies and tools employed in project implementation were effective to a reasonable extent. Future development interventions may consider other strategies that may be more effective in raising awareness about justice and human rights in populations living in remote districts and traditional '*aldeias*'.

3. Efficiency

FINDING 6: There was efficient and strategic allocation of resources to achieve the relevant outputs and outcomes. The project was managed adequately and benefitted from a good project manager/coordinator. Good efforts were made to coordinate and work with national partners and other donors to achieve complementarities and to avoid duplication. There was coordination and strong partnerships developed with other donors and national justice institutions. The Project design had sufficient flexibility to deal with the challenges and threats faced during implementation.

4. Relevance

FINDING 7: The A2J Project planned results are highly relevant to and aligned with Mozambique justice sector needs and priorities. All components of the project continue to be relevant to the Mozambique justice priorities. The ability of the project to partner with other donors to jointly fund some activities helped the project to achieve its objectives. Challenge faced by the project included: poor funding of the project; absence of capable technical staff ('*Quadros*') to work full-time in the areas benefitting from capacity strengthening (DNDH and CNDH); Project's difficulty to extend its reach to remote areas of the country; quality of construction of the Palaces of Justice and the lack of a building manager and of a line budget for its maintenance.

5. Sustainability

FINDING 8: There is a good level of ownership by the MoJ and justice institutions of the results and benefits achieved from the A2J project. However, lack of financial stability of the justice institutions and of the Government poses serious challenges to sustainability. Continued international support will be required: 1. To build capacity and provide support to probation officers recruited to implement alternative measures to prison; 2. To repair the existing Palaces of Justice and train a facilities manager once appointed by the Government; 3. To build the capacity of newly recruited technical staff and newly appointed Commissioners of the CNDH and support its operational capacity outside the capital region; 4. To support the UPR process; 5. To build the capacity of IPAJ staff in the districts; 6. To establish and support a network of grassroots focal points for a nationally-developed strategy and programme of 'access to justice and human rights awareness raising'.

6. Impact

FINDING 9: There is a good level of impact of the A2J Project on the officials and staff of the MoJ and justice institutions. Although the project made efforts to deliver capacity development activities to the CNDH, for reasons beyond the control of the project, the impact on the institution was negligible. There was good level of impact of the awareness raising activities on access to justice and human rights for educated population living in the capital region and in larger urban centers. While it is difficult to assess the impact of these informational campaigns in remote localities, '*bairros*' and traditional '*aldeias*', the impact was probably lower.

CONCLUSIONS

Having had the opportunity to review the results of the project and to discuss and listen to stakeholders from different institution beneficiaries of the project interventions, the evaluation team concludes that the A2J Project tackled areas very relevant to the justice sector of Mozambique and was implemented effectively. The project that was able to adapt to the changing needs of the beneficiaries and an environment in which the country faced governance and economic crisis which impacted the justice sector.

CONCLUSION 1: The Access to Justice Project (A2J) remained, throughout the implementation period, **relevant** and aligned with Mozambique justice sector needs and priorities. Evidence gathered during evaluation revealed that irreversible changes for the better were achieved during A2J project implementation. Overall the A2J brought about a step change in accessing justice in both rural and urban areas of Mozambique.

CONCLUSION 2: The project was successful in developing and implementing **innovative** justice instruments by completing the construction of two **Palaces of Justice** in underserved rural areas of Mozambique's two regions, namely: northern (Nampula province) and southern (Inhambane province)

CONCLUSION 3: The project was successful in **raising awareness** through targeted training and public campaigns among citizens, magistrates and justice providers, focusing on human rights , gender-related issues such as domestic violence, access to justice issues through Palaces of Justice and free legal aid (IPAJ).

CONCLUSION 4: The changing of the **Penal Code to allow for alternative measures to prison** during the life course of this project is hailed as one of the **major achievements of A2J**. The introduction for the first time in Mozambique of progressive principles, such as that of alternative measures to prison, has in no doubt required strong leadership by the A2J project as well as political will by the government.

CONCLUSION 5: The **capacity of key institutions** for the delivery of access to justice - MoJ, CNDH, IPAJ and SERNAP - has been **strengthened**.

CONCLUSION 6: There was an **effective and efficient use of the scarce resources** at disposals of project in order to achieve the relevant outputs and outcomes. This includes a management structure that was 'fit for purpose' and good project coordinator(s).

CONCLUSION 7: Challenges encountered by the project include: a) Inadequate management of palaces of justice due to barriers caused by weak and/or inexistence of maintenance staff, SOPs and financial allocation; b) Inadequate competent human resources to ensure implementation of alternative measures to prison and the functioning of CNDH, as well as, the adequate representation by IPAJ; c) Difficulty of awareness raising campaigns to have the desired impact in hard to reach communities in remote localities bairros and traditional "aldeias".

CONCLUSION 8: The **partnership** between government, civil society organizations and other donors, such as EU and Denmark, has been instrumental in leveraging the envisaged reach and impact.

CONCLUSION 9: Institutional strengthening actions and the adoption of new legislation, such as the new penal code, will ensure greater institutional ownership and will contribute towards the sustainability of gains made during A2J project implementation. **Financial instability** is a key **threat to sustainability** of such gains. Continued international support will be required in order to leverage government effort and ensure the results of A2J work will continue to bring about change for the better among men and women in Mozambique.

Lessons & Best Practices

The evaluation team identified the following lessons and best practices, some of which may be replicated in future development interventions in the justice sector:

Lesson #1: Good institutional matching between project implementing unit and beneficiary institutions, in terms of the project management understanding the mandates and corporate culture of the beneficiary institutions, results in good trust and good partnership building. The identification and selection of qualified project manager/coordinator from the MoJ is a good practice in the implementation of a justice project.

Lesson #2: Capacity development best practices require that there is always one or more qualified national institution staff (*‘funcionário/técnico’*) shadowing the expert consultant so that capacity and skills transfer can take place.

Lesson #3: Flexibility and the ability in the project delivery model that allows the project to respond quickly to beneficiary’s needs and priorities is a good practice and helps build good partnership.

Lesson #4: Identification of highly competent officials at high levels (i.e. D-G level) in the beneficiary institutions who are committed to change and improvement of justice and governance often results in gaining strong allies which may be helpful in achieving the policy and legislative reforms needed to support the implementation of the project’s activities and in achieving sustainability of the project’s results.

Lesson #5: Awareness raising activities should be adapted and take into account national demography and geography so that dissemination of information reaches even the most remote and uneducated population in the country.

Lesson #6: If an institution is targeted for capacity strengthening/development in the development of the Project Document (ProDoc), a written agreement from the national counterpart (National Institution/Government) should be required confirming that the institution will have sufficient and competent staff, available full-time, dedicated to benefit from the capacity development activities.

Lesson #7: If facilities are to be built and/or equipped by a project the selection process of the builder and construction material needs to follow a more stringent procurement and construction monitoring process to ensure good quality. Also, prior to committing funds for the activity, a written agreement from the national counterpart (National Institution/Government) should be required confirming that a Facilities Manager position and that a line budget for the facilities maintenance will be created.

Recommendations

Based on the findings of this evaluation, the following recommendations are being made by the evaluation team for further future international support to the justice sector of Mozambique:

Recommendation #1: The UNDP should hold a donors' roundtable and raise sufficient money to adequately fund a project on Access to Justice and Human Rights with components and outputs building on the results and achievements of the Access to Justice Project. Donors (including the EU, Canada, Norway, Sweden, the Netherlands and Denmark) should be approached to provide a higher level of funding support to the UNDP, recognizing the important role the UNDP has played in the area of justice and human rights in Mozambique. Countries may decide which components and/or outputs they make commitments to fund.

Recommendation #2: All components of the A2J Project continue to be relevant to the Mozambique justice priorities and to the Government priorities in the area of governance and continue to require international support. A project or other future development intervention in these areas should consider the MoJ and the CNDH as the implementing partners. The CNDH being an independent institution should be the implementing partner for activities targeting the Commission.

Recommendation #3: To ensure development intervention's flexibility, adaptability and responsiveness to changing conditions, inclusion of a '*responsive component mechanism*' in a future project delivery model is recommended. Such a mechanism would enable the project to address evolving circumstances and emerging needs that are unknown at the time of the program's design and inception. A '*responsive component mechanism*' allows the project to respond quickly to beneficiary's needs and priorities and helps build good partnership. It would avoid canceling planned activities of the project to free funds to accommodate punctual priorities of the project beneficiary. The responsive mechanism will consist of a reserve pool of the project funds, calculated at 7.5% of the programming portion of the project budget. No more than one-third of the funds may be accessed at a given time, and no single request may exceed the value of 15% of the initial reserve pool. Criteria for activities that will qualify for funding from this pool would be specified in the project document and it must be in line with and contribute towards the planned results and outcomes of the project.

Recommendation #4: Whenever long-term training is required in a future development intervention, recruitment of *project specialist trainers* locally, on a long term basis, and embedding them in the key departments of the primary beneficiary, paired with '*sustainable position*' trainees (permanent staff of the primary beneficiary), results in a more efficient and effective way to build capacity, trust and ownership. It is more effective than to bring consultants, on a short term basis, to do trainings. The sustainable position trainees shadow the consultant/specialist trainer and learn from on-the-job training. Whenever a consultant (whether national or international) capacity development best practices require that there is always one or more qualified national institution staff ('*funcionário/ técnico*') shadowing the expert consultant so that capacity and skills transfer can take place.

Recommendation #5: The National Human Rights Commission (CNDH) faces serious challenges in terms of further capacity development needs for its technical staff and the newly-appointed Commissioners. Once staff is recruited for the 25 new technical staff posts announced by the Government, a comprehensive technical training program, geared to each individual staff TOR, should be developed and implemented with international support. Capacity strengthening training should also be provided to newly-appointed Commissioners including study tours/experience sharing to a country with good practices in human rights protection. Every study tour should include an equal number of technical staff to the number of new Commissioners participating in the tour. Future development intervention should ensure an effective and complete operationalization of the CNDH.

Recommendation #6: Continued international support is required to build capacity in the MoJ to comply with its UPR commitments. However this support is to be provided only if there is adequate and competent full-time staff assigned to work in this area.

Recommendation #7: Advocacy efforts to encourage the Government to proceed with the establishment of an administrative apparatus for the implementation of the Alternative Measures to Prison program. This process requires establishing units of execution of the alternative measures to prison mechanism in every Province and district in the country and recruitment of a *cadre* of competent staff (probation officers) and administrative assistance in each district office. Once these offices have been established, international support should be provided in terms of equipment and continuous training.

Recommendation #8: International support to establish a *Pilot Model Probation Unit* in a district located centrally in the country, perhaps in a Palace of Justice such as Massinga's PJ. SERNAP is to recruit or assign a well-qualified probation officer (with post-secondary training in social services, psychology or community organizing) and one administrative staff to operate the pilot unit. International support would be in terms of funding equipment/computer & printer/copier needs; and technical training (which could be by bringing a probation officer from a country with good practices in the mechanism of execution of alternative measures to prison for up to 3 months to build capacity, establish operational procedures and strategies on community service placements, counselling, monitoring and reporting. As SERNAP proceeds with its recruitment process, newly recruited SERNAP Probation Officers could undertake short-term internships at the Pilot Model Probation Unit prior to being placed in their respective districts.

Recommendation #9: Future capacity building activities should place more focus on IPAJ and, perhaps to a lesser extent, also on SERNIC officer(s) working out of the Palaces of Justice. Also, once SERNAP establishes Probation Offices in the districts they should be the focus of a comprehensive training program. Any training and other capacity building activity held in the Provinces and districts for magistrates should include the participation of IPAJ, SERNAP and SERNIC local staff. These providers of justice services work very closely together in the districts and joint trainings allow an opportunity for the magistrates to transfer knowledge of law dealt with during the training sessions to the colleagues.

Recommendation #10: International support is recommended for the training of magistrates, SERNAP, IPAJ, SERNIC and other relevant justice actors on the Penal Procedural Code and on the Law on Execution of Alternative Sentences to Prison, once these legislations are enacted and promulgated.

Recommendation #11: Future development intervention should consider supporting knowledge and experience sharing between judicial magistrates and community tribunal judges. Community tribunal judges should be provided with training in human rights and fair mediation skills.

Recommendation #12: International support for the construction of new Palaces of Justice should consider first supporting the repairs needed in existing facilities (i.e. Morrumbene's), including the magistrates' residences. Advocacy efforts with the Government/MoJ should be carried out for the implementation of Decree-Law no. 59/2016, which regulates the administration ('*gestão*') of Palaces of Justice and provides for appointment of an administrator (and other facilities management support staff) with competences '*to direct and supervise the execution of the facilities budget*'. Once an administrator has been appointed and a line budget for the maintenance of the facilities have been established by the MoJ, support for the development of a standard Facilities Maintenance Manual and for facilities maintenance training for the administrator should be considered in a future development intervention.

Recommendation #13: International support should continue to be provided for awareness raising activities about access to justice and human rights, including dissemination of

information related to issues involving premature marriages; widows' inheritance; the elderly; albinism; lynching; organs' trafficking; domestic violence; and other punctual justice issues. The intervention should adopt a strategy that will reach population living even in remote districts and villages: i) identify grassroots' champions of change in each and every locality, village and hamlet (including bairro '*aldeia tradicional*') and establish network of these community organizers as long-term focal points to be trained through an initial human rights-based induction training program as a community organizers and re-tooled and/or briefed for each new topic requiring dissemination. Awareness-raising activities may include folk community plays dealing with such issues, role-playing, music and songs and other community events. It may include civic education outreach activities aimed at teachers and students at the primary and secondary schools. Funding some activities implemented by, or in partnership with, national CSOs and ONGs, such as the Human Rights League ('*Liga dos Direitos Humanos*') may result in greater impact in the awareness-raising regarding access to justice and human rights across the country.

Recommendation #14: Future development interventions in the justice sector should also consider supporting specialized training workshops in new crime areas, such as crimes using electronic equipment, including mobile phones and social media; corruption and bribe crimes; traffic of women and children and traffic of organs; environmental crimes by corporations and individuals, including killing of protected species; and workshops on deontology and ethics for all justice actors. All training activities should incorporate gender-related issues and context.

Main Report

1.0 Rationale, Purpose, Specific Objectives and Approach of the Evaluation

As stipulated in Sections 2 and 4 of the TOR, the scope of the evaluation covers the entire development intervention as described in the sections below¹.

1.1 Rationale and Purpose of the Evaluation

The UNDP Project on Strengthening Access to Justice, Rule of law and human Rights Protection in Mozambique was initiated in January 2012 and will end in November 2017, following a six-month extension period. The project's total budget was US\$2,790,000. The project was housed in the Ministry of Justice, Constitutional and Religious Affairs (MoJ), which is the institution which coordinates the support of all other justice institutions, including the Supreme Court, the Attorney General's Office (AGO), the Correctional Services, the Free Legal Aid Institute (IPAJ), and the National Human Rights Commission (NCHR). Although it was planned that the NCHR would become an implementing partner in 2013 such plan did not take effect.

The purpose of the evaluation, in addition to being a corporate requirement of UNDP, is to inform key stakeholders of this evaluation, namely the MoJ, and its dedicated Departments (Correctional Services, Free Legal Aid, Human Rights and Citizenship), the key institutions pertaining the overall criminal justice system [Courts, AGO, *Serviço Nacional Penitenciário* (SERNAP), *Serviço Nacional de Investigação Criminal* (SERNIC)], the NCHR, and UNDP and may also be an asset to other UN agencies working in the area of Justice and/or Human Rights. It will provide a means for UNDP to build on lessons learned to improve interventions going forward specially to enable the formulation of the new Project on Access to Justice and Human Rights for the period 2017-2020.

1.2 Specific Objectives of the Evaluation

As outlined in the evaluation TOR, the specific objectives of the evaluation are to:

- Assess the effectiveness, efficiency, relevance, sustainability and impact of the results and/or of the project;
- Compare planned outputs to actual outputs and assess the actual results to determine their contribution to the attainment of the project objectives;
- Assess the appropriateness of the project design, its strengths and weaknesses, including management structures, implementation modality, and project governance;
- Provide findings, conclusions, recommendations, challenges faced, best practices and lessons learned.

¹ TOR, pp. 4-5. Note: The description in this document uses information from the TOR *verbatim*.

2.0 The Access to Justice (A2J) Project Overview and Context

2.1 A2J Project Description

This section provides an overview of the project (the evaluation object), including: the time period; budget; geographical area; components of the intervention; expected outcomes and outputs; stakeholders; and implementation arrangements.

As stated in the prior section, the total budget for the project was US\$2,790,000 for the period 2012-2017. The project was housed at the MoJ and it aimed to contribute to the strengthening of the access to justice and human rights protection in Mozambique, by focusing on 3 main priorities:

- Supporting the process of introducing or strengthening innovative justice instruments (such as alternatives to imprisonment, existing Palaces of Justice and free legal aid) and enabling Justice Institutions to more effectively implement their mandate;
- Increasing the awareness of vulnerable groups on human rights and justice services;
- Supporting the establishment of the National Commission on Human Rights.

The objectives are coherent with the strategic goals set by the Mozambican Justice Sector in the “*Plano Estratégico integrado da Justiça 2009-2014* (PEI) as well as the “*Human Rights National Action Plan – Plano Nacional de Protecção e Promocao dos Direitos Humanos* (PNPPDH), the APRM *Action Plan – Programa Nacional de Acção 2010-2014 do MARP*” and the 2011-2014 PARP (Poverty Reduction Plan).

Although the project provided support to the entire spectrum of the justice system and devoted efforts to building the capacity of all justice institutions where gaps existed, a decision was made to give priority to specific and realistically achievable outputs for each of the components/outcomes of the project. In pursuing such outputs, specific attentions was given, whenever possible, to produce results at the decentralized level by working in selected districts.

2.1.1 Intervention Logic

As part of its evaluability assessment, the evaluation team reviewed the Logic Model (LM) and the Performance Measurement Framework (PMF) and found that these tools together with other project documents provide coherent intervention logic useful in understanding the results that are expected from the delivery of the activities of the project. Most indicators can be measured to examine whether the implementation of the planned activities and outputs logically lead to the achievement and/or progress towards the achievement of the Outcomes of the project. In the opinion of the evaluation team, the Access to Justice Project intervention logic and documents provide an adequate framework for both project-level evaluation and for program-level synthesis of key performance review information.

The evaluation team reviewed Annual Work Plans and Annual Progress Reports. *Unfortunately this project was not subjected to an independent mid-term review and evaluation.* A report of such evaluation would be helpful in the final evaluation of the project as it would provide recommendations against which the final evaluation would be able to measure compliance efforts and successes. However, this factor does not affect the outcome of this evaluation. It should be noted that Outcome 6 was evaluated as part of UNDAF global evaluation.

The evaluation team’s data collection approach for the components of the project is summarized in the evaluation approach and methodology section 4 below. The team’s data analysis includes

cross-validation of data from documents collected through desk review phase, interviews and field observations of the Palaces of Justices and other venues and workplaces of key beneficiaries of the project and conclusions drawn on the achievement of the outputs and outcomes of the project. Field visits include work in Maputo for central institutions as well as to the following Provinces and districts: Nampula Province (Ribaué district) and Inhambane Province (Massinga district).

2.1.2 Stakeholders, Partners, Activities and Scope

Stakeholders of the A2J Project:

Primary Stakeholders (Direct Beneficiaries)

The main partner of the UNDP for the A2J Project was the Ministry of Justice, Constitutional and Religious Affairs (MoJ). The *Direct beneficiaries* of the project are the MoJ and justice institutions, including the Supreme Court, the Attorney General's Office (AGO), the Correctional Services (SERNAP), the Free Legal Aid Institute (IPAJ), and the National Human Rights Commission (NCHR).

Indirect Beneficiaries

Stakeholders that are *indirect beneficiaries* of the project include:

- Mozambican civil society organizations and institutions working on human rights and social justice issues
- Users of the justice system; and
- The general population of the Mozambique.

Other donors in the justice sector and interested parties

- UN Agencies (UNFPA; UNICEF) and other donors (Danida).

Scope and Expected Outcomes of the Project

There are three main outcomes and/or components of the A2J Project and twelve identified outputs. A2J Project Outcomes are aligned with UNDAF/CPD Ultimate Outcome/Result 6: “*The democratic processes and systems are strengthened, ensuring equity, the Rule of Law, and human rights at all levels*” and UNDAF Output 6.5 “*International and Regional Human Rights Instruments Implemented and Monitored*” and Output 6.6 “*Mozambique population with greater access to justice and human rights protection*”.

A2J Project Outcome 1:

CPD Result 6.4: Innovative justice instruments developed and implemented in the selected Provinces and Districts.

Project Outputs²:

1. Legal framework related to alternatives to prison finalized and published;
2. The Department of Execution of Alternatives to Prison's Offices operationalized at the central level (and decentralized) with trained staff;
3. Better trained judges, prosecutors and public defenders to implement the new legal framework related to the alternative to prison legislation/policies, at the central level (and decentralized);

² The outputs stated here are from the Logic Model.

4. Better informed citizens and institutions on the advantages of the introduction of alternatives to prison (at the central level and decentralized);
5. Strengthened capacity of justice institutions with emphasis in the good functioning of the Palaces of Justice and in its capacity to interact with the community tribunals;
6. Greater capacity of the Ministry of Justice to implement the recommendations agreed upon during the UPR process and established in the National Plan for the Protection of Human Rights.

A2J Project Outcome 2:

CPD Result 6.5: Vulnerable groups, women in particular, have awareness of their rights and are accessing Justice Services in the selected districts.

Project Outputs:

7. Greater capacity of IPAJ to increase its reach to provide services to vulnerable groups (with emphasis on women and other vulnerable groups in a decentralized level);
8. Greater awareness by citizens (especially women) leading to greater access to the Justice Services in a decentralized level.

A2J Project Outcome 3:

CPD Result 6.6: The National Human Rights Commission established and functional.

Project Outputs:

9. Legal organogram and staff table of the National Human Rights Commission (CNDH) finalized and approved;
10. CNDH officials (Commissioners and other staff) trained (instructed, trained and exposed to comparative experiences of other National Institutions of Human Rights);
11. CNDH Offices operational;
12. Greater awareness of institutions and citizens about the role and mandate of CNDH (inclusive of publication of annual report).

2.2 Development Context³

2.2.1 Social, Political, Economic and Cultural Context

Mozambique registered a GDP growth of over 7% in the past five years, placing Mozambique as one of the ten fastest growing economies in the world. This growth, attributed to a considerable extent to the expansion of extractive industries, fuels expectations that the well-being of the population can improve. Inclusive growth policies that can fairly distribute its benefits, including increased job creation have become a centerpiece of economic debates. According to the World Bank, Mozambique GDP growth was down from 7% to 3.3% largely due to undisclosed state debt. This is an ongoing issue that may negatively affect the economic outlook of the country in the near future.

Despite this positive economic development and some encouraging progress on some of the MDGs, Mozambique is steadily kept in the Least Development Countries (LDC) category and most of the people in Mozambique continue to live in poverty, with women and children being the most vulnerable. Six out of ten Mozambicans live below the international poverty line while 44% live in severe poverty; leaving the poor more vulnerable and susceptible to adverse shocks. Gender equality progress has been seen in terms of some policies and laws, while

³ Source: UNDP documents.

inequalities in practice, often based on social and cultural norms has kept Mozambique low on the gender inequality index (144 out of 150 countries in 2014). While significant progress has been made in Mozambique in health, education, water and sanitation and social protection, there is increasing evidence that ‘achievements’ in improved access to services has not translated into the desired results and inequalities are persistent. The persistence of a high HIV/AIDS prevalence (11.5%, 2009) and impact of reoccurring and frequent natural disasters intensifies existing vulnerabilities.

Progress has been made in terms of democratic and institutional development. Increased capacities and growing awareness on rule of law and human rights is taking place and elected legislative bodies at national, provincial and municipal levels as well as new institutions such as the national human rights commission are gaining importance. After twenty years of peace, growing political–military tensions between the Government and Renamo opposition in the last couple of years have threaten the political stability of the country. In 2014, important agreements have been reached between the two parties, and elections in October 2014 resulted in increased seats of RENAMO and MDM within the parliament. Electoral disputes following the 2014 electoral outcomes have resulted in tension between the Government and Renamo leading to outbreaks of violence. Since December 2016 the country is experiencing a return to peace and the political climate is improving as the Government and the RENAMO agreed to cease fire while negotiations proceed. The truce has gone by for two and half months without major violation incidents.

2.2.2 Institutional Context

Overview of UNDP Support to the Ministry of Justice

The UNDP and the Ministry of Justice of Mozambique have partnered in support to the Justice Sector and Human Rights since the late 1990s. Projects implemented in the last decade have produced visible results and have supported the introduction of a new philosophy leading to improved service delivery in the justice context. Such philosophy includes in a few districts the one-stop-shop approach to service delivery embodied in the “houses of Justice”, commonly called “Palaces of Justice”, where all the Criminal Justice institutions are in the same building. This has been gradually allowing for pursuing the goal of simplifying a criminal justice process that so far has been too complicated to the general citizen as it has been generally offered in different geographical areas and distant buildings and therefore inaccessible to citizens in decentralized areas. By constructing and equipping “Palaces of Justice” at the District level, focus is being given to supporting disadvantaged groups and work with beneficiaries often marginalized by those aid-programs that work only at national level.

The section related to the support to vulnerable groups under the 2012-2016 UNDAF was built on lessons learned in the last decade by UNDP and 8 more agencies, setting common objectives and complementary tasks.

The Ministry of Justice of Mozambique has placed the introduction of Alternative Measures to Imprisonment, a systemic change that rethinks the whole concept of “punishment”, among the main priorities of Justice Sector Reform. In 2010 and 2011 UNDP and the Ministry of Justice worked on drafting the norms that lead to the introduction of the aforementioned mechanism and that was expected to enter into force in the second half of 2012, although the law only entered into force in the second half of 2015. Based on the initial thinking the project was supposed to contribute to the operationalization of the new department for execution of the alternative measures, as well as provide training for Judges, Prosecutors and defense attorneys and other actors and inform communities.

In January 2016 Mozambique’s Human Rights record was reviewed for the second time, as part of the Universal Periodic Review mechanism of the UN Human Rights Council and out of 210

recommendations, 180 have been agreed. Following the review, the Government started a process of dissemination of the UPR outcome as well as a consultation process that will lead to the formulation of the UPR Action Plan. The consultation process carried out as part of the UPR exercise, will also serve in the elaboration of the National Human Rights Action Plan. It is considered a best practice that these exercises are undertaken, if necessary, together. Like in the first UPR review (February 2011) Supporting the implementation of these two reference frameworks is a common goal for all those agencies which contribute to the UNDAF chapter dedicated to enhancing respect for human rights. While pursuing this general goal, the project intended to give specific attention to supporting the establishment of a National Human Rights Institution.

The adoption of Law nº 33/2009 of 22 December 2009, introduced in the legal system of Mozambique the *Comissão Nacional dos Direitos Humanos* (CNDH), an Institution with the mandate to: 1) promote and protect Human Rights in Mozambique 2) be the leading agency in conducting Human Rights awareness campaigns 3) cooperate with the competent authorities to promote respect of Human Rights and 4) interact with citizens by collecting their complaints and investigating them. UNDP has provided support to this new institution, following the request by the Ministry of Justice, which was mandated to establish the Commission.

Since 2007, UNDP has been involved in supporting country's efforts to make legal counselling available, especially in rural areas where these services are most needed. In the timeframe between 2007 and 2009 a UNDP project supported IPAJ, Universities and Legal Clinics for the provision of free legal assistance with over 3500 cases having been addressed. The current project aimed at supporting IPAJ to further expanding its outreach by funding the training of its officials and contributing to the raise of citizen's awareness of its services.

Implementing Agencies

The project was implemented in accordance with the nationally implemented (NIM) modality. The Ministry of Justice was the principal implementer for all outputs.

The Program Managers, one for Outcome 1 (CPD Result 6.4) and one for Outcome 2 (CPD Result 6.5) are responsible for the realization of the outputs agreed upon. The Program Manager was supported by a project team composed of:

1. One international Chief Technical Advisor (CTA), terminated in 2014 in line with changes within UNDP;
2. One Financial Assistant for Outcomes 1 and 2;
3. One Project Assistant for Outcomes 1 and 2;
4. One Administrative Assistant for Outcome 3 based at the CNDH.

The Ministry of Justice provided office space for the project team.

The oversight and overall direction of the project was provided by a Project Steering/Directive Committee, which receive a Project Progress Reports (PPR) every 3 months and met annually to consider the Annual Project Revision Report.

3.0 Evaluability Assessment

The evaluability assessment was carried out by the evaluation team in August of 2017 during the process of preparing the Work Plan for this evaluation.

In the development of the Work Plan for this evaluation and in conducting the evaluability assessment, the evaluation team carried out a scoping exercise which included desk review of key project documentation, including: the project summary document; the project proposal document; the program logic; the progress reports; and the annual work plans. The evaluation team also conducted informal, preliminary discussions with UNDP Governance and program officers. These discussions were conducted in person, via phone and email. The consultation topics covered included: contextual information about the program; request for documents that might assist the evaluation, including past evaluations and monitoring reports; identification of stakeholders-data sources to be included in the evaluation; input on topics to be covered in the work plan and in the evaluation; and assistance in identification of data availability, gaps/needs and possible resistance to the evaluation.

Through the evaluability assessment conducted, the evaluation team felt confident that an adequate level of results would be obtained by addressing the 21 evaluation questions in Section 3 of the evaluation TOR. The 21 questions and sub-questions form the basis of the Evaluation Design Matrix that can be found in Annex C of this report. This design matrix together with the details in the methodology described in Section 4 and Annexes D and E of this report inform the approach to the evaluation adopted across each of the outcomes/ components of A2J Project. *The 21 questions have been organized by the evaluation team into key questions and sub-questions on each of the evaluation criteria to focus the inquiry further.*

3.1 Previous and/or Other Evaluations

Unfortunately the A2J project was not subjected to an independent mid-term review and evaluation. A report of such evaluation would be helpful in the final evaluation of the project as it would provide recommendations against which the final evaluation would be able to measure compliance efforts and successes. The evaluation team mitigated this factor by reviewing other reports, project annual reports and work plans and progress reports, including the Mozambique UNDAF global evaluation of outcome 6, which includes the A2J Project. There is no reason to believe that the lack of a mid-term evaluation affected the outcome of this evaluation.

4.0 Evaluation Methodology

4.1 Overview of Methodology

The evaluation methodology adopted is a **Results-Based Management (RBM)** evaluation methodology⁴, supplemented by Outcome Mapping (OM)⁵. A results-based evaluation approach is more relevant approach than a traditional evaluation approach, as it focuses not only on inputs, outputs and implementation, but also on how these contribute to outcome achievement, reflective of the RBM nature of the A2J project. Adhering to UNDP standards and practices for evaluation, the methodology is consistent with the overall purpose of this final project evaluation to assess the **Effectiveness, Relevance, Efficiency, Sustainability** and **Impact** of the intervention. A single comprehensive evaluation matrix⁶ was structured around the five analytic categories above, elaborated using the key questions outlined in the TOR, and detailing the sources, tools and approaches that are used to answer each question. The matrix ensures that the methodology (from design, to data collection, to analysis) is consistent and rigorous, support data triangulation across different types of data for each category and question, and enables robust comparative analysis of the different project components, addressing the full scope of the project at the different levels at which it operates (individual and institutional).

Multi-pronged strategy: The A2J project evaluation requires strategies that will assess outcomes at the individual, institutional and system levels. Indicators of outcome achievement range from improved individual knowledge and skills, more effective and efficient inter-institutional coordination, enhanced system transparency, to increased sense of public confidence. The data collection strategy is multi-pronged, engaging different types of data (qualitative and quantitative) from a wide range of sources. Instead of simply ascertaining if an activity has been implemented, the evaluation team will delve further into the issue and reviewed the continued use and application of the output that resulted from that activity. The multi-pronged strategy provides further opportunities for the evaluation team to fact-check information and data obtained through the different approaches.

Mainstreaming of Gender Equality: The methodology was designed to be **gender-** and **culturally- sensitive**. Data collection strategies, tools and analysis respected local traditions and beliefs, ensures the equitable and free participation of female and male stakeholders, and assesses findings through culturally- and gender-sensitive lenses. This entails a consideration of any hidden gender barriers that might affect women's participation or ability to benefit from the project. In addition to the questions and specific data that were collected / analyzed, **considerations of gender are mainstreamed** across all aspects of the evaluation.

Mixed Methods (MM): The A2J project evaluation team incorporated different data using Mixed Methods (MM) approaches. Qualitative and quantitative indicators were developed for each evaluation category, and related data sources identified, using the following MM strategies:

- *Sequential-explanatory MM* - This strategy collects qualitative data to analyze quantitative findings⁷, and was built into the design of data collection methods. For

⁴ The team's RBM approach is aligned with Linda G. Morra Imas & Ray C. Rist (2009), *Road to Results* (Washington DC: The World Bank).

⁵ Developed by the International Development Research Centre (IDRC) Evaluation Unit in 2001, Outcome Mapping addresses the "social and human aspects" of social change projects and is fully consistent with RBM approaches (Imas & Rist (2009), *Road to Results*, page 185).

⁶ See Annex C.

⁷ Creswell, J.W., and V. L. Plano Clark (2011), *Designing and Conducting Mixed Methods Research*. New Delhi: Sage Publications, page 82.

example, a Likert scale question with respect to stakeholder satisfaction with project results is followed up with an open-ended question about why this rating was selected. In other words, when a question was posed, opportunity was given to respondents to provide examples and evidence to support their responses. This enables not only a quantitative snapshot of overall satisfaction disaggregated by sex and stakeholder group, but also provides qualitative data to support an analysis of any discrepancies observed between groups;

- *Sequential-exploratory MM* - This uses qualitative findings to identify what quantitative data is needed in an evaluation. In the A2J evaluation, the evaluability assessment conducted during work plan development helped identify quantitative data that was useful and available to address the evaluation questions;
- *Convergent-parallel MM* - This method uses qualitative and quantitative data gathered for the same question using different methods to “obtain different but complementary data on the same topic”⁸ so a more complex analysis and understanding of findings are reached⁹.

The evaluation team applied MM strategies not only by using qualitative data to fill the gaps in the quantitative data but also to identify soft outcomes and achievements of the project through narratives of how the project impacted the technical capacity, institutional operational capacity and the professionalism of the institutions beneficiaries of the project. This mixed-method approach to data collection includes:

- Review of existing documentation, project monitoring data, internal assessments, studies and/or surveys done by the project and by other agencies;
- Semi-structured interviews and small-scale rapid response surveys and/or questionnaires done by the evaluation team;
- Targeted interviews with key stakeholders and beneficiaries conducted on one-on-one basis or in focus groups; and
- Study/observation field visits to certain Provinces and Districts targeted for support by the project, such as: Nampula Province (Ribaué district) and Inhambane Province (Massinga district). **Focus Group meetings and discussions were held with professionals of the Palaces of Justice of Massinga and Ribaué.**

This mixed method approach enhances data triangulation and improves the understanding of complementarity between different levels of results for different outputs and outcomes that can feed into future project decision-making and implementation. It also made it easier to identify unintended/unexpected outcomes resulting from the implementation of the activities of the project. During the development of the Evaluation Work Plan it became apparent that, in evaluating the impact of the A2J project, it would be necessary to rely heavily on *qualitative data* since justice sector services is an area where it is difficult to quantify the results of interventions. As a result, the evaluation team placed focus on the collection of qualitative data to assess change of attitudes, behaviour and conduct of justice actors.

⁸ Janice M. Morse & Linda Niehaus (2009), *Mixed Methods Design: Principles and Procedures*. Walnut Creek: Left Coast Press, page 122.

⁹ John W. Creswell & Vicki L. Plano Clark. 2011. *Designing and Conducting Mixed Methods Research*. New Delhi: Sage Publications, page 77.

The following conceptual framework summarizes the evaluation team's approach to the evaluation, according to the core principles upon which all aspects of the evaluation methodology are grounded.

Table 1: Overview of the Approach to the A2J Final Project Evaluation

Principle	Description	Application to the A2J Project Evaluation
Adherence to Ethical Standards	Ethical guidelines and standards were adhered to at every stage of the evaluation process	The evaluation team adhered to recognized and validated evaluation and ethics standards in the conduct of the evaluation, to ensure that the evaluation is carried out in accordance with the UNDP guidelines on project evaluation, and conducted all aspects of the evaluation with a view to achieving the specific objectives listed in Section 1.2 of this document.
Adherence to Results-based (i.e. goal-based) evaluation	The UNDP evaluation categories of effectiveness, efficiency, relevance, sustainability and impact are used as key analytic lenses through which outcomes were assessed at the immediate, intermediate and final outcome levels.	The main focus of the Final Evaluation for the A2J project is the evaluation of the extent to which the implementation of the project's activities and outputs and contributed to the achievement of the outcomes. The evaluation team adopted the results-based methodology rather than the traditional methodology because its focus is not only on inputs, outputs and implementation but on how all these elements have contributed to the development of the outcomes being assessed.
Utilization-Focused with a view to Sustainability of Contributions	Adhering to a utilization-focused approach, all evaluation methodologies are rooted in the belief that the value of evaluation is determined by its utility and actual use by intended users, stakeholders and beneficiaries.	All aspects of the methodology are rooted in the key questions identified by the UNDP, as outlined in the evaluation matrices, ensuring the evaluation's relevance to the UNDP and the beneficiaries of the project, as the primary intended users of the findings. In addition, all evaluation outputs and recommendations are designed for ready incorporation into strategies for future development interventions' planning, programming, implementation and monitoring. The team also sought to ensure relevance and utility of the evaluation process and products for all implementing partner organizations and stakeholders at every stage of the evaluation process. Using participatory methods for data collection and validation, and for determining findings, conclusions, recommendations and lessons, the methodology supports ownership and the adoption of recommendations.
Respectful of Distinctive Contributions of Diverse Data Types and Sources	The evaluation team's approach values the distinctive contributions that different types of data (both qualitative and quantitative) and a range of data sources make in developing a holistic understanding of a project and program.	The A2J project evaluation team incorporated different data using Mixed Methods (MM) approaches. These enable the distinctive types of data to be woven together in interactive and meaningful ways, rather than being collected in 'parallel'. This MM approach informs all aspects of the evaluation approach, from the design of data collection instruments to the data analysis process, and enabled the rigorous review of both qualitative and quantitative aspects of A2J outcomes – and the relationship between them. This approach supports greater data triangulation, complementarity, evaluation rigor, and enables a deeper analysis of project and program level successes that can feed into future decision-making for UNDP.
Context-Aware and Culturally Sensitive	The evaluation team based all of its planning in the specific operational environments, national and cultural contexts in	All methodologies have been designed to ensure cultural awareness and sensitivity by: <ul style="list-style-type: none"> • Selecting approaches and/or data collection methodologies that are respectful of cultural context; • Supporting participation of female and male stakeholders

Principle	Description	Application to the A2J Project Evaluation
	which it collected data and conducted field research.	through culturally-appropriate means; and Addressing gender or other issues through culturally-sensitive approaches.
Promoting Gender Equality	All aspects of the evaluation approach and methodology were designed with a view to supporting and promoting gender equality and taking culturally contextual gender considerations into account.	The evaluation team has integrated considerations of gender equality in the following ways: <ul style="list-style-type: none"> • Ensuring strong gender expertise among evaluation team. • All indicators in the matrices have been developed in a gender-sensitive manner, with respect to both qualitative and quantitative data, including the development of gender-specific indicators and sub-questions. • A gender analysis, identifying any possible barriers to the free participation of women in the evaluation, has been conducted. • Data collection processes, methodologies and protocols were developed with a view to gender equity in stakeholder participation in the evaluation, as well as sensitivity to gender issues in a given context. • All recommendations included in the final evaluation report are gender-sensitive with a view to promoting gender equality.
Engaging Stakeholders	Adhering to the UNDP quality standards, stakeholder consultation and engagement were prioritized at every stage of the evaluation process.	Throughout the A2J project evaluation, every attempt was made to ensure that there is a high level of stakeholder consultation. The evaluation team met and engaged the stakeholders at the places where the results of the project were visible whether at the MoJ head office and other stakeholders' offices in Maputo and selected district offices.
Cost-Effective	The evaluation team identified the most cost-effective means possible for conducting an evaluation.	With respect to the A2J project evaluation, the team identified the most cost-effective means of collecting data. All cases in which costs could be reduced without compromising the planned methodology, or where costs are much greater than anticipated were discussed with the UNDP.
Contributing to Best Practices	The evaluation team is committed to contributing to knowledge about effective practices and approaches and utilizes methodologies which document and promote best practices.	The evaluation team sought to contribute to UNDP's knowledge about lessons and best practices through: <ul style="list-style-type: none"> • Incorporating lessons and best practices into all data collection, verification and reporting processes; • Identifying recommendations that will enable future development interventions to build on best practices developed during A2J project implementation; • Capturing unintended/ unexpected outcomes.

4.2 Criteria and Questions

Evaluation Criteria: The evaluation team will conduct the evaluation under the five criteria set out in the TOR for this evaluation:

- Effectiveness
- Relevance
- Efficiency
- Sustainability
- Impact

In addition to being guided by the aforementioned criteria, the Evaluation Team provided (verbal and written) findings, conclusions, recommendations and lessons that address the purpose and specific objectives of the evaluation as stated in the TOR.

Evaluation Questions: The 21 evaluation questions are the same as those set out in the TOR for the evaluation and previously approved by the UNDP. The evaluation team identified the main question under each criterion as key question and included other questions on the same topic as sub-questions¹⁰.

1. Effectiveness – Key Question: *Has the development intervention achieved and/or made progress towards the expected outcomes? What is the project contribution to the stated outcomes in the Logic Model?*¹¹

Sub-questions:

- (i) Was the project management structure and staffing effective and efficient to produce the required results?
- (ii) To what extent have the stated outputs for the A2J and HRs protection Project being met?
- (iii) Was the formulated M&E framework suitable to monitor and support the implementation of the targeted results?
- (iv) Were the strategies and tools used in project implementation effective?

2. Efficiency – Key Question: *Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve the relevant outputs and outcomes?*

- (i) Were management capacities adequate?
- (ii) Did the project's activities overlap and duplicate with other similar interventions (funded nationally and/or by other donors)?
- (iii) What were the strengths, weaknesses, opportunities and threats of the project implementation process?

3. Relevance - Key Question: *Were the project's planned results (outputs and outcomes) relevant and realistic to the situation and needs on the ground?*

- (i) What factors have contributed to achieving or hindering achievement of the intended outputs and outcomes?
- (ii) Was the strategy adopted and inputs identified, realistic, appropriate and adequate for achievement of the results?
- (iii) Does the project continue to be relevant to the Government's priorities in the area of governance?

4. Sustainability - Key Question: *Are the Project results, achievements and benefits likely to be durable? Are these anchored in national institutions?*

- (i) What are the key factors that will require attention in order to improve prospects of sustainability of the project outcome and the potential for replication of the approach?
- (ii) What elements of the project (in order of priority) should continue if further funding becomes available?
- (iii) Describe the main lessons that emerged.
- (iv) Are there any potential best practices that can be replicated in other projects?
- (v) What are the recommendations for similar support in future?

¹⁰ See Annex C: Evaluation Design Matrix.

¹¹ Note: The effectiveness question was adapted by the evaluation team to reflect better the evaluation approach being taken by the team without altering the essence of the question originally posed in the TOR.

5. Impact - Key Question: *What is the impact of the intervention for the targeted groups, and particularly women?*

(i) Was there any unexpected impact resulting from the intervention?

4.3 Sampling, Data Collection and Analysis Methods

This section provides a description of how the program evaluation methodology, data sampling and analysis were applied to meet the goals of the final evaluation of A2J Project. This section is intended to be reviewed concurrently with the Evaluation Design Matrix in Annex C and the Sampling and Data Collection Tools/Protocols in Annexes D and E. The methodology, techniques and tools used in the evaluation were reviewed by the UNDP before data collection began. Sources and methods are linked to specific criteria and questions in the evaluation matrix to ensure that all questions are adequately addressed and that the criteria and each question have multiple and diverse data sources. Responses from those interviewed will be reviewed and coded by question and each of the evaluation categories including: Effectiveness; Efficiency; Relevance; Sustainability; and Impact. The approach to answer the key question for each of the five main evaluation criteria is presented below:

1. **Results Achievement and Effectiveness – Key Question:** *Has the development intervention achieved and/or made progress towards the expected outcomes? What is the project contribution to the stated outcomes in the Logic Model?*

Related evaluation methods: The evaluation team measured progress to date at the outcomes level, with clear reference to project Logic Model and Performance Measurement Framework (PMF). A gender lens was used in assessing program results for beneficiaries in terms of target populations (men and women) and project activities. The tracking of progress using qualitative and quantitative indicators as measured against baseline data was triangulated with qualitative data collected through sense-making dialogues within informal group discussions and interviews, as well as data/output analysis (e.g. analysis of gender mainstreaming in outputs). This supports the tracking of emerging results and identification of lessons learned, feeding into findings and recommendations for future development interventions in this area.

2. **Efficiency – Key Question:** *Have the resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve the relevant outputs and outcomes?*

Related evaluation methods: Noting that “expert judgment” is not sufficient to assess efficiency, the evaluation team conducted an efficiency analysis using survey tools (such as Likert scale) with groupings of stakeholders, in combination with dialogue (rather than diagnostic or judgmental) oriented participatory group discussions to identify and/or confirm relative efficiencies. Results will be used to inform evaluation findings and recommendations.

3. **Relevance – Key Question:** *Were the project’s planned results (outputs and outcomes) relevant and realistic to the situation and needs on the ground?*

Related evaluation methods: Gathering data concerning the relevance of the A2J project within the broader context of UNDP programming, as well as assessing relevance of project components within their stakeholder contexts, is critical to assessing appropriateness of program design, factors contributing to the sustainability of outcomes, and the identification of potential opportunities that may be relevant for future UNDP programming in this area. Participatory methods and a review of relevant country-specific documents was used to identify and confirm primary stakeholders’ concerns and related national needs and priorities, including the distinctive needs and priorities of women and men.

4. Sustainability – Key Question: *Are the Project results, achievements and benefits likely to be durable? Are these anchored in national institutions?*

Related evaluation methods: Data collection methods are designed to enable preliminary assessment of long-term sustainability of results achieved and/or progress made towards these results. Lessons learned with respect to sustainability are integrated into evaluation findings and recommendations.

5. Impact – Key Question: *What is the impact of the intervention for the targeted groups, and particularly women?*

Related evaluation methods: The evaluation team considered capacities at the individual, institutional, and policy levels to support long-term project impact.

Emerging and preliminary findings were shared with the UNDP to verify, identify any data gaps, or additional data sources to be consulted. This verification process enabled the data analysis process to be iterative in nature and help focus the evaluation recommendations to ensure their utility and relevance to evaluation stakeholders.

4.4 Data Sources

This section provides an overview of the data sources and sampling methodology used in the A2J evaluation. Data sources included documents and communication products of each of the stakeholder groups involved with A2J (e.g., UNDP, MoJ and national groups and institutions in Mozambique, such as the Supreme Court, the Attorney General's Office (AGO), the Correctional Services (SERNAP), the Free Legal Aid Institute (IPAJ), and the National Human Rights Commission (NCHR). Specific locations and districts were chosen in consultation with the UNDP for field visit, interviews and observations. The following factors were considered in the selection criteria for location and offices to ensure diversity: 1) locations and offices that benefitted most from project interventions; 2) offices located in geographically diverse regions; and 3) locations with beneficiaries and interested parties presenting greater gender diversity. As shown in Table 2 below, sources were grouped into 'types' of sources across the three (3) Outcomes and/or components of the project to facilitate analysis of findings in the evaluation.

Table 2: Summary of Evaluation Data Sources

Stakeholder Groups & Type of Data Source	Outcome 1 (CPD Output 6.4)	Outcome 2 (CPD Output 6.5)	Outcome 3 (CPD Output 6.6)
Baseline data (normative questions only)	X	X	X
Secondary/existing project data, statistics, reports, Documents	X	X	X
UNDP Programme staff	X	X	X
Ministry of Justice	X	X	
Supreme Court	X		
Attorney-General's Office (AGO)	X	X	
Serviço Nacional Penitenciário (SERNAP)	X	X	
Serviço Nacional de Investigação Criminal (SERNIC)	X	X	
Legal Aid Institute (IPAJ)	X	X	
National Human Rights Commission (NCHR)			X

Stakeholder Groups & Type of Data Source	Outcome 1 (CPD Output 6.4)	Outcome 2 (CPD Output 6.5)	Outcome 3 (CPD Output 6.6)
Universities and other experts	X	X	X
Other donors supporting the justice sector	X	X	X
Civil Society Organizations (CSOs) in the justice sector	X	X	X

Quality Control Procedures to Ensure Data Validity: The criterion for ensuring the validity of project performance indicators is the extent to which project performance indicators actually measure the project's expected results. In order to exercise quality assurance on the validity of A2J project evaluation data collected, the evaluation team: i) subjected the performance indicators in the PMF to a validity test; ii) ensured that all of the performance indicators in the evaluation grid are validity compliant and for each question in the evaluation grid, iii) checked whether baseline data exists for each performance indicator and when such data is non-existent the team reported that such data is non-existent; iv) identified the source of the data collected; vi) reported the proposed data collection instrument; and vi) discussed the data analysis method. Data was collected from a variety of sources (UNDP staff, project implementing partners and groups of project participants) – to support triangulation of information, as well as an effective evaluation.

Quality Control Procedures to Ensure Data Reliability: The team assessed the extent to which project performance indicators measure results achievement and/or target group behavior change over time. The evaluation team leader was responsible for ensuring the validity and reliability of the data collected and the analytical processes for interpretation.

4.5 Constraints and Limitations

Data availability and quality, and the availability of key informants: The evaluation team did not identify any major problems with accessing information and documentation to develop the specific evaluation indicators in the evaluation design matrices and did not find major problems during the conduct of the evaluation. Gender-related primary data was collected and analyzed whenever available. A2J implementation partners (UNDP and the MoJ) have cooperated in the selection and provision of key program documents related to the planning and implementation of A2J project¹². In addition, the implementation partners assisted in providing the names of A2J staff and their contact information, including contact information of the beneficiaries and key stakeholders of A2J project selected by the evaluation team to be interviewed in the evaluation exercise.

Interviews were conducted in Portuguese, the official language of Mozambique. Most of the documents produced by the project are in Portuguese language while others are in English. These challenges were easily overcome by the fact that the evaluation team members speak both languages.

Independence and conflicts of interest: There are no factors that compromised the independence of the evaluation and there was no conflict of interest in the conduct of the evaluation. The team members are independent consultants and do not expect to encounter any situation during the evaluation that posed a conflict of interest.

¹² See Annex E for list of documents reviewed.

5.0 Key Findings

The findings of the final evaluation of the Access to Justice Project, in terms of its achievements and challenges, are presented under the following headings specified in the TOR for the evaluation: **Effectiveness, Efficiency, Relevance and Sustainability** (also known as the OECD/DAC criteria) and **Impact**.

Questions posed in the TOR are presented at the beginning of each evaluation criteria followed by discussion, narratives and analysis to answer the questions posed - keeping in mind the indicators established in evaluation matrix¹³ developed for the evaluation. As it was pointed out earlier in this document, achievements of justice development interventions often are not easily quantifiable. The evaluation team not only used qualitative data to fill the gaps in the quantitative data but also identified soft outcomes and achievements of the project through narratives of how the project impacted the justice sector of Mozambique, in terms of the legal framework allowing for innovative legal instruments, as well as in terms of improved technical capacity, awareness and functionality of access to justice in Mozambique. Key findings of this evaluation are presented at the end of the discussion, narratives and analysis conducted under each evaluation criteria.

It should be pointed out at the outset of the discussions on findings made by the evaluation team that often achievements of outcomes discussed here are impacted or even were the result of prior interventions of the UNDP and some in partnership with other international organizations such as the EU. The UNDP has been a trusted partner of the Mozambique justice sector institutions over many years¹⁴ and the A2J Project is another successful continuation of such partnership. Consequently it was difficult for the national stakeholders consulted to separate in their minds activities and results achieved by the different development interventions funded by the UNDP. While the evaluation team found this factor to be a challenge in conducting the evaluation, this factor is common to many evaluations where the funding agency has shown long-term commitment to a sector, and it does not affect the validity of the findings in this report.

5.1 Effectiveness

Results Achievement and Effectiveness

Effectiveness of project interventions will be assessed by evaluating the achievement and/or the progress made in the achievement of the project planned outcomes and outputs.

A2J Project Outcome 1:

CPD Result 6.4: Innovative justice instruments developed and implemented in the selected Provinces and Districts.

Project Outputs¹⁵:

1. Legal framework related to alternatives to prison finalized and published;
2. The Offices of the Department of Execution of Alternatives to Prison operationalized at the central level (and decentralized) with trained staff;
3. Better trained judges, prosecutors and public defenders to implement the new legal framework related to the alternative to prison legislation/policies, at the central level (and decentralized);

¹³ See Annex C

¹⁴ Access to Justice and Human Rights partnership between the UNDP and the MoJ has been going on since 2000.

¹⁵ The outputs stated here are from the Logic Model.

4. Better informed citizens and institutions on the advantages of the introduction of alternatives to prison (at the central level and decentralized);
5. Strengthened capacity of justice institutions with emphasis in the good functioning of the Palaces of Justice and in its capacity to interact with the community tribunals;
6. Greater capacity of the Ministry of Justice to implement the recommendations agreed upon during the UPR process and established in the National Plan for the Protection of Human Rights.

A2J Project Outcome 2:

CPD Result 6.5: Vulnerable groups, women in particular, have awareness of their rights and are accessing Justice Services in the selected districts.

Project Outputs:

7. Greater capacity of IPAJ to increase its reach to provide services to vulnerable groups (with emphasis on women and other vulnerable groups in a decentralized level);
8. Greater awareness by citizens (especially women) leading to greater access to the Justice Services in a decentralized level.

A2J Project Outcome 3:

CPD Result 6.6: The National Human Rights Commission established and functional.

Project Outputs:

9. Legal organogram and staff table of the National Human Rights Commission (CNDH) finalized and approved;
10. CNDH officials (Commissioners and other staff) trained (instructed, trained and exposed to comparative experiences of other National Institutions of Human Rights);
11. CNDH Offices operational;
12. Greater awareness of institutions and citizens about the role and mandate of CNDH (inclusive of publication of annual report).

– Key Question posed in the TOR: *Has the development intervention achieved and/or made progress towards the expected outcomes? What is the project contribution to the stated outcomes in the Logic Model?*

Sub-questions:

- Was the project management structure and staffing effective and efficient to produce the required results?
- To what extent have the stated outputs for the A2J and HRs protection Project being met?
- Was the formulated M&E framework suitable to monitor and support the implementation of the targeted results?
- Were the strategies and tools used in project implementation effective?

Narratives, Discussion & Analysis

The bulk of the evaluation effort focused on the effectiveness of the A2J project interventions and on the extent to which the project achieved its outputs and the progress made in achieving its planned outcomes.

Outcome 1

CPD Result 6.4: Innovative justice instruments developed and implemented in the selected Provinces and Districts.

Activities designed to achieve this Outcome centered around the development of the legal framework related to alternatives to prison (*'medidas alternativas'* and *'penas alternativas'*), the operationalization of the Department of Execution of Alternatives to Prison's Offices at SERNAP, capacity building of justice sector professionals on alternatives to prison legislation and raising awareness of citizens and institutions about the legislation. This development intervention brought in a systemic change and a rethinking of the justice concept of 'punishment' in the justice sector of Mozambique. Exchange of experiences took place with other countries that have adopted these mechanisms and have observed less re-offending, relief for overcrowded jails and reduced costs of justice.

The project supported the completion of two (2) Justice Palaces: *'Palácio da Justiça de Massinga'* (Inhambane Province) and *'Palácio da Justiça de Ribaué'* (Nampula Province) and supported capacity development activities with emphasis on the good functioning of the Palaces of Justice and its capacity to interact with the community tribunals. In addition, the A2J Project funded a consultant and activities to strengthen the capacity of the MoJ to implement the Universal Periodic Review (UPR) recommendations agreed upon during the UPR Process and established in the National Plan for the Protection of Human Rights.

'Medidas Alternativas'* and *'Penas Alternativas'

The project funded activities, including the recruitment of a Mozambican jurist to lead the drafting of amendments to the Penal Code of Mozambique to allow for alternative measures to prison, and workshops and seminars across the country designed to strengthen the capacity of magistrates, lawyers, IPAJ and SERNAP to implement the new measures, as well as to advocate for such changes. *The project was successful in changing the law with the promulgation of the alternative measures to prison in the Penal Code¹⁶, which is a major achievement of the A2J Project¹⁷.* Key stakeholders interviewed hailed this change in the legal tradition in Mozambique, which has always been *'jail is the rule, liberty is the exception'¹⁸* and the system approach of *'arrest to judge, instead of judge to arrest'¹⁹*. The Project also supported the drafting of amendments to the Penal Procedural Code (*'Código do Processo Penal'*) and the drafting of a Law on Execution of Alternative Sentences to Prison (*Código de Execução das Penas Alternativas*). Both draft legislations have been adopted by the Ministry of Justice and are before Parliament. The expectation is that these companion legislations will be enacted and promulgated soon. Training on these legislative changes may require support from future international development interventions.

¹⁶ The evaluation team did not have an opportunity to verify whether a crime of breach of probation conditions (for conditional releases and/or alternative sentences to jail releases) exists or have been created in the Penal Code. A peremptory review of the draft Law on *Execution of Alternative Sentences to Prison* does not disclose the existence of a specific crime. It simply states that the individual is to be taken before a Judge to be dealt with for the non-compliance with the terms of the probation. In most countries with alternative measures to jail, an accused person who breaches the probation condition is charged with the crime of breach of probation and, if the breach of probation involved the commission of another crime, s/he is charged with the crime committed and with the crime of breach of probation. A breach of probation charge is considered a very serious offence, partly because very rarely such accused would ever be considered for another conditional release and/or alternative measures program.

¹⁷ Many other actors and partners participated and contributed to this change as always happens when major changes such as these are achieved.

¹⁸ Interview 16.10.17

¹⁹ Interview 16.10.17; and Interview 15.10.17 *'In Mozambique, as in many African countries, police feels it has an automatic right to arrest and to punish the person arrested, which is a violation of human rights'.*

Probation Officers (SERNAP)

As a result of the activities of the A2J Project the Department of Execution of Alternatives to Prison's Offices is now operationalized at the central level. There is a new department at SERNAP and a National Director of the Department for Alternative Measures to Prison (Probation Services Department). It is important to ensure the separation between the National Directorate for Prisons separate from the National Directorate for Alternative Measures to Prison to differentiate the training required for each directorate. There are technical SERNAP staff that have benefitted from A2J project's training on the law on alternative measures to prison. The Probation Services Department of SERNAP is where future development projects need to focus activities if the new penal code provisions on alternative measures to prison are to be successfully implemented. It is incumbent on the MoJ/Government to establish an administrative *apparatus* across every Province and district in the country to adequately discharge its responsibilities under the new law.

Implementation of the law requires a *cadre* of SERNAP staff trained as Probation Officers posted in every district to oversee the execution of the conditions of probation i.e. '*medidas alternativas à prisão*'. Recruitment of new probation officers by SERNAP should consider their education background and/or training in social services, psychology and/or community work and organization. Recruitment of probation officers as civilian SERNAP staff (working without the standard prison guard uniform) would make their work easier at the community level and improve their relationship and interaction with other social agencies in the process of community work placement for persons serving alternative measures to prison. Training of SERNAP probation officers may require support from future international development interventions.

'Palácios da Justiça'

UNDP and the EU have supported the construction, furnishing and equipment costs of Palaces of Justice through other projects for the past few years in Mozambique. During the A2J project life two Palaces of Justice were built: '*Palácio da Justiça de Massinga*' (Inhambane Province) and '*Palácio da Justiça de Ribaué*' (Nampula Province). In general, the Justice Palaces provides offices for 4 important institutions in the national justice system: The Judicial Court ('*Tribunal Judicial*'); The Prosecutor-General ('*Procuradoria*'); The National Criminal Investigation Services (SERNIC); and IPAJ ('*Instituto de Patrocínio e Assistência Jurídica*'). The evaluation team visited both the Massinga and the Ribaué Palaces of Justice and held focus group discussions with the justice sector professionals operating in them: Judge; Prosecutor; IPAJ representative; SERNIC officer.



The UNDP support for the Justice Palace model of one-stop-shop delivery of justice services is considered by the evaluation team to be a valued achievement in improving the delivery of justice in Mozambique. The UNDP and EU leadership in this area has inspired the Justice Sector to modernize and adopt a similar model for its facilities across the country. The

Government and the Justice Sector in Mozambique has taken ownership of the building standardized design for future construction of Justice Palaces (or '*Casas de Justiça*') in efforts to promote a national institutional identity. Modern infrastructures and facilities adopting similar model is being supported by other countries and donors such as, for example, Denmark.

A survey of 600 Justice Palace clients ('*utentes*') support the finding that the Palaces of Justice promote easier and more effective access to justice for the citizens. Table 3 below reports on the findings of the study²⁰.

Table 3: Effectiveness of Justice Palace in the Promotion of Access to Justice

Type of Response	Frequency of Answers	Percentage (%)
PJ are effective	536	89.3%
PJ are not effective	17	2.8%
Don't know	47	7.8%
Total	600	100%

Almost 90% of citizens who accessed justice services at a Justice Palace felt that the model promotes easier and more effective access to justice.

While the concept of Justice Palaces is an innovative and effective instrument in making justice easier to access by citizens since it brings all the justice actors under one roof, the evaluation team found that there were some challenges related to this output:

- The construction and the construction material used for both the Palaces of Justice and the Magistrates' residences are of poor quality.
- There is no building administrator ('*Gestor*') for the Palaces of Justice²¹ and no line budget for maintenance; as a consequence, the buildings and office equipment are poorly maintained and in a state of disrepair. Vehicles, motorcycles, computers and other office equipment become useless and deteriorate due to lack of periodic maintenance.
- There is no receptionist/intake service ('*funcionário de acolhimento ao utente*' or '*serviço de atendimento*') for the building to provide assistance, triage and/or referral services to the public seeking different justice services.
- There is no specific line budget for the administration and operation of the Palaces of Justices, which affects the functionality of the offices and facilities of the building.
- The Provincial Director of Justice is the MoJ authority that liaises with the justice actors working at the Palaces of Justice. Challenges were identified in the channels of communication between DNDH (MoJ) and the Provincial Director's Office (at least during the implementation of the A2J project).

²⁰ Source: '*Relatório de Estudo de Análise da Funcionalidade, Qualidade de Serviços e Grau de Satisfação dos Utentes dos Palácios da Justiça*' done for the MoJ by Professor José Óscar Monteiro, Dr. André Calengo and Dr. Fernando Machava, September 2017, p. 17. This Report found that, in general, demand for justice services have increased in the last years and concluded that it can be in part due to greater awareness of a legal culture by the citizen or due to easier access to the services through the justice palaces (page 55 of the Report).

²¹ There is no *in fact* implementation of Decree-Law no. 59/2016, which regulates the administration ('*gestão*') of Palaces of Justice and provides for an administrator (and other facilities management support staff) with competences to direct and supervise the execution of the facilities budget ('*orçamento*').

The evaluation team focus group discussions with the magistrates also covered the role of community tribunals and the magistrates' capacity to interact with the community tribunals. Magistrates feel that the community tribunals play an important role in reconciliation and dispute resolution for minor disputes and for matters traditionally handled by elders at the community or 'aldeia' level. It helps decrease the workload of courts and reduce case backlog. The magistrates consulted were not aware of serious complaints about the process and the outcomes of the decisions made by the community tribunals.

The capacity building activities (workshops, seminars, etc.) carried out by the project in general and on alternative measures to prison were effective in relation to magistrates (judges and prosecutors). However, the evaluation team found that IPAJ and SERNIC require further capacity development. Future capacity building activities should place more focus on IPAJ and, perhaps to a lesser extent, on SERNIC officer(s) working out of the Palaces of Justice. Also, once SERNAP establishes their Probation Offices in the districts they should be the focus of a comprehensive capacity building program. In districts with a Justice Palace it makes sense that office space would be made available for the SERNAP Probation Office at the Palace of Justice where the probation officer would operate from with the support of an assistant/secretary.

IPAJ

The evaluation team heard very positive reports about the work of IPAJ in jails, courts and at the community level. **IPAJ is one of few justice institutions with representation across the whole country, with reach into the districts and skills to educate people about their rights and crime prevention.**²² The fact that IPAJ has good relationship with the MoJ, SERNAP and the magistrates places the institution as the logical target for capacity building to become even stronger champions of access to justice, particularly at the district level where they are reported to be closer to the people than other justice sector actors. Legal aid services in most countries are staffed by young lawyers, graduating law students from Universities and/or by law graduates doing articles of clerkship ('estágio'). The evaluation team found that many IPAJ service providers in the districts are neither lawyers nor 'Estagiários' but are 'técnicos' with little formal legal training. There are perhaps good explanations for this state of affairs: the Government is unable to pay salaries and/or cost of living subsidies to attract lawyers or even 'Estagiários' to work for IPAJ; lawyers, law students and 'Estagiários' might agree to work for IPAJ in a big city like Maputo but are not willing to move to the districts. However, free legal representation provided by the state ought to attempt to match, at least to a reasonable degree of competence, the legal representation available to those who can afford to pay for their own lawyers. The liberty and freedom of a citizen in a democratic state is sacrosanct and can easily be given away simply because the legal representative is not aware of a technical legal defence available to the defendant ('arguido'). IPAJ public defenders would benefit from a comprehensive training program to bring their skills as close as possible to the level of a *Paralegal* – which, in some countries involves, in the least, a two-year school training in law (post-secondary).

UPR Process

As stated earlier, the A2J Project funded a consultant and activities to strengthen the capacity of the MoJ to implement the Universal Periodic Review (UPR) recommendations agreed upon during the UPR Process and established in the National Plan for the Protection of Human Rights. This activity was successfully completed. Mozambique was able to participate in the presentation at the UN body the Mozambique Country Report to the *II Cycle of the Universal Periodic Review Mechanism of the Human Rights Council* and the Country's Report was adopted by the State in June 2016. Meetings to disseminate the recommendations of the II

²² Interview: 20.10.17. It should be pointed out that SERNAP also has representation across the country.

Cycle of the UPR Mechanism were held in the Provinces of Gaza and Inhambane to develop responses and receive input on the implementation the UPR recommendations. These meetings were funded by the A2J Project and had the support of the international human rights expert recruited by the project to strengthen the capacity of the DNDHC and the CNDH for a period of 6 months. Since the presentation in 2016 at Geneva of its dedicated UPR Action Plan, Mozambique is considered to have one of the best methodologies in the region to follow up on the implementation of UPR recommendations.

The capacity of the MoJ has improved in this area. It should be pointed out that this activity faced the following challenges:

- The absence of competent and dedicated technical staff at the DNDHC to benefit from the transfer of technical expertise from the international consultant²³;
- The inexistence of any technical staff at the CNDH to benefit from the transfer of technical expertise from the international consultant;
- The lack of time and/or interest on the part of the CNDH Commissioners (with the exception of the President) to work with the international consultant.

Table 4: Data analysis matrix for achievement of targets set for Outcome 1

Target	Actual (based on data from A2J's surveys and reports)	Comments/ Brief Analysis
Outcome 1 (CPD 6.4): Innovative justice instruments developed and implemented in the selected Provinces and Districts		
1. Law on alternative measures to prison drafted and enacted (Penal Code amendment)	Achieved.	This was a major achievement. There are 2 other legislations that have been drafted and sent by the MoJ to the National Parliament for approval and promulgation – the amendment to the Penal Procedural Code and the law on the Execution of Sentences Alternative to Jail.
2. 50 justice personnel (Judges, Prosecutors and Public Defenders participate in at least 1 training session	6 seminars were conducted, by SERNAP and TS for the North, Central and South regions. Participants included personnel from the Administration of Justice Sector; Civil Society, Community Leaders from Nampula, Niassa and Cabo Delgado and academicians. And a seminar was conducted in Beira with the participation of district Judges, Prosecutors and Public Defenders.	
3. Two (2) events designed to raise awareness and sensitivity about alternative measures to prison	Achieved.	

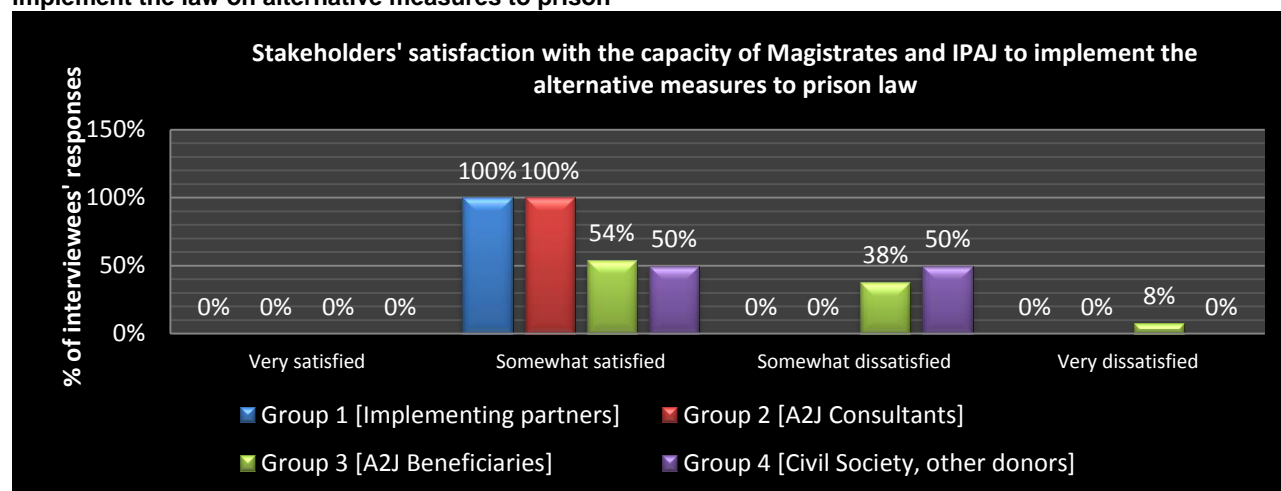
²³ In fairness it should be stated this absence in the DNDHC in part is justified in that the technical staff assigned to this area was on maternity leave. Nonetheless it is a missed opportunity and other technical staff in the MoJ should have been seconded to this function. The CNDH was operating with a skeleton staff and did not benefit much from the work of this expert.

Target	Actual (based on data from A2J's surveys and reports)	Comments/ Brief Analysis
4. Two (2) sessions of capacity building for the justice institutions	Achieved.	
5. System of implementation of alternative measures to prison established	Partially achieved	This target has been partially achieved in terms of the draft legislation referred to in Comment 1 above and some institutional organic change creating the posts of probation department and probation officers. The project also trained a large number of staff for the probation services. There is however a lot of work required for the Government to establish an administrative apparatus across the country to implement the new laws.
6. UPR recommendations implemented	Achieved	Challenges discussed in the body of the report.
7. Construction of the Ribaué Justice Palace concluded and official opening of the facility	Achieved.	Material and construction quality in both Justice Palaces are not as good as original expectations.
8. Construction of the Massinga Justice Palace concluded and official opening of the facility	Achieved.	- MoJ/Government needs to recruit administrators ('Gestor') for the facilities and establish a line budget for their maintenance.
9. Capacity building of 88 personnel/staff of the Alternative Measures to Prison Services (' <i>Funcionários dos Serviços de Penas Alternativas à Pena de Prisão</i> (SPAPP)')	Achieved.	In fact, 587 SPAPP staff benefitted from capacity building by the project. This much higher number of trained staff became possible as a result of the partnership of the project with GdM through OE.
10. Greater capacity of justice institutions and greater reach and capacity of the institutions working at the Justice Palaces to interact with the community tribunals.	Achieved. A research study was carried out on the functioning of the justice palaces.	

The evaluation team conducted a quick-response survey of stakeholders interviewed²⁴. Stakeholders under each group (Implementing Partners; A2J Consultants & Experts; A2J Beneficiaries; and Civil Society and other Agencies and Donors) were asked for their opinion on the following sustainability question: '*What is your satisfaction with the level of capacity of judges, prosecutors and public defenders to implement the new legislation/policies related to alternative prison measures?*'. Chart 1 below reflects the opinion of the different groups of stakeholders.

²⁴ This was an informal perception index survey, using a semi-structured questionnaire, of stakeholders interviewed during the project evaluation consultation process [participants in total: 21 respondents (10 F/11 M)]. The responses were analyzed by stakeholders' groups [Group 1: Project implementation partners (MoJ and Project staff); Group 2: Project consultants and trainers; Group 3: Project interventions' beneficiaries (justice institutions); and Group 4: Other Donors, NGOs and Agencies].

Chart 1. Stakeholders' satisfaction with the capacity of judges, prosecutors and public defenders to implement the law on alternative measures to prison



As Chart 1 above shows, although 100% of the project implementers feel confident, almost one-half of the beneficiaries of the project's trainings are 'somewhat dissatisfied' or 'dissatisfied' with the capacity of Magistrates and IPAJ to implement the law on alternative measures to prison. Comments by Magistrates at the Palaces of Justice were to the effect that there is a need to have the remaining legislation enacted and then further training for all justice actors will be required.

Key Finding

FINDING 1: *Outcome 1 of the A2J Project (CPD 6.4) was substantially achieved. The project was successful in developing and implementing innovative justice instruments by completing the construction of two Palaces of Justice with furnishings and equipment, changing the Penal Code to allow for alternative measures to prison, raising awareness about these changes and providing training to judges, prosecutors and public defenders on these legislative changes. The fact that the project was successful in changing the law with the promulgation of the alternative measures to prison in the Penal Code is a major achievement of the A2J Project. The capacity of the MoJ to implement the UPR recommendations has also been strengthened to a reasonable extent. Some challenges related to this Outcome have been identified and include: The law on alternative measures to prison needs to be implemented across the country by the Government and a cadre of probation officers need to be recruited and capacitated; Government needs to appoint Administrators ('Gestores') of the Justice Palaces and provide for a line budget for the administration of the Justice Palaces; IPAJ legal representation capacity needs to be strengthened; MoJ needs to have dedicated and capable staff for the UPR process so that capacity building is sustainable in the long term.*

Rating ²⁵	
Highly satisfactory	
Satisfactory	✓
Neither satisfactory nor unsatisfactory	
Unsatisfactory	
Highly unsatisfactory	

²⁵ The evaluation team uses this rating scale to reflect the overall assessment/overall satisfaction rate with the project's achievement under the criteria examined – the evaluation team's judgement call. This assessment considers the state of affairs at the OAG/PP at the starting point of the project, the progress made and the final outcome. It takes into account both quantitative and qualitative data examined as well as the evaluation team's observations and the result of discussions during the evaluation process. A similar rating scale has been used in prior GAC evaluations.

Outcome 2

CPD Result 6.5: Vulnerable groups, women in particular, have awareness of their rights and are accessing Justice Services in the selected districts.

Activities under this Outcome centered on disseminating information of rights, including human rights and gender equality (GE) in the districts, to increase citizens' awareness of justice services available and strengthening the capacity of IPAJ to provide services to vulnerable groups (with emphasis on women) and to increase their access to justice.

Awareness raising activities were carried out in Maputo and throughout the country. Activities included: informational seminars and workshops; human rights and other relevant national day celebrations; distribution of pamphlets in markets and other population gathering places; TV and Radio spots to raise awareness not only about the new law on alternative measures to jail, human rights, gender equality, domestic violence and access to justice at the one-stop-shop Palaces of Justice and other justice institutions. Although the evaluation team was not able to quantitatively measure the impact of these awareness raising efforts by the project, it heard anecdotal evidence and information from stakeholders interviewed in different parts of the country about the increased awareness of the population about their rights and how to access them. On the issue of domestic violence, the evaluation team heard reports of conversations in households, during which women comment on the fact that she will report domestic violence if it ever happens in her home and also conversations, during which men comment that women have more rights than men in a marriage.

It should be pointed out that, although the project achieved a reasonable degree of impact in raising awareness about human rights and access to justice, some of the classic awareness raising approaches adopted (commonly adopted by most international development agencies) such as seminars, workshops, distributing pamphlets in cities and larger population centers and even TV spots, produce better results in the developed world where most people are well-educated and connected to all sorts of information-sharing social media sources. Some of these approaches, however, have limited reach in populations where a large number of people have low level of literacy and/or are living in traditional huts or other basic structures in remote hamlets ('*aldeias tradicionais*') where information gathering and sharing is mostly by word-of-mouth. Seminars and workshops have almost no impact for populations living under such conditions. Attendance in the seminars and workshops, even when held at the district level, end up to be always attended by the same people²⁶, who are already aware of the issues but enjoy the opportunity to attend and participate in the debate.

In a country with Mozambique demography and geography what might work better is to identify grassroots' champions of change²⁷ in each and every district, locality, '*bairro*' and '*aldeia*' (including '*aldeia tradicional*') and establish network of these individuals as long-term focal points to be trained through an initial human rights-based induction training program as a community organizers²⁸. Then, whenever there is a new law or an important issue, policy or

²⁶ To use an expression from the classic film '*Casablanca*': '*by the usual suspects*' i.e. the judge, the prosecutor, the local village administrator, the local MoJ representative(s), a few lawyers, a local CSO, and other local justice and social services' professionals.

²⁷ This champion of change can be either a young and proactive grassroots' community organizer, or the judge of '*Tribunal Comunitário*' in that '*aldeia*', or other recognized community leader. For each Province there could be a provincial focal point, who organizes and coordinates the activities of district focal points in the Province. Each district focal point organizes and coordinates the activities of the village and '*aldeia*' focal points in the district. Communications between coordinators and the focal points they coordinate can often be achieved by group text messages using mobile phones.

²⁸ The initial induction training could be a 3-day training program carried out through 4 regional trainings or as provincial trainings. When trainings are required on punctual topics, such trainings can be done in 1-day regional training. Such trainings will also offer an opportunity for the focal points to exchange ideas/share experiences and best practices.

public information requiring dissemination, these focal points can be brought together for a one-day regional training activity on the strategy for disseminating the information about that issue and sent to their hometown to disseminate the information by word-of-mouth and/or with the assistance of a pamphlet or other tool. The advantage of this approach is that these grassroots' community organizers will remain talking about these issues and other issues heard on the radio, TV or internet long after the end of the project or activity. After a while the population in their community will get used to double-check with this community focal point, about information they heard about superficially, whenever they need to act on such information. This focal point will be an important tool in civic education and other awareness raising programs in their community for all development partners who want to engage with the local population in their area.

A2J project provided capacity development activities in support of the IPAJ and, as it was stated in the section above, IPAJ was hailed by other justice actors, including judges and prosecutors at the Palaces of Justice, as the institution with deeper reach into the communities and which has been most successful in reaching out to provide services to the common citizen and vulnerable groups, including women and persons suffering from the albinism skin condition. However, capacity building of IPAJ has been sporadic (*'intervenções esporádicas' ou 'intervenções avulsas'*) and not carried out through a comprehensive training program. IPAJ capacity development deserves further support from future development interventions.

Table 5: Data analysis matrix for achievement of targets set for Outcome 2

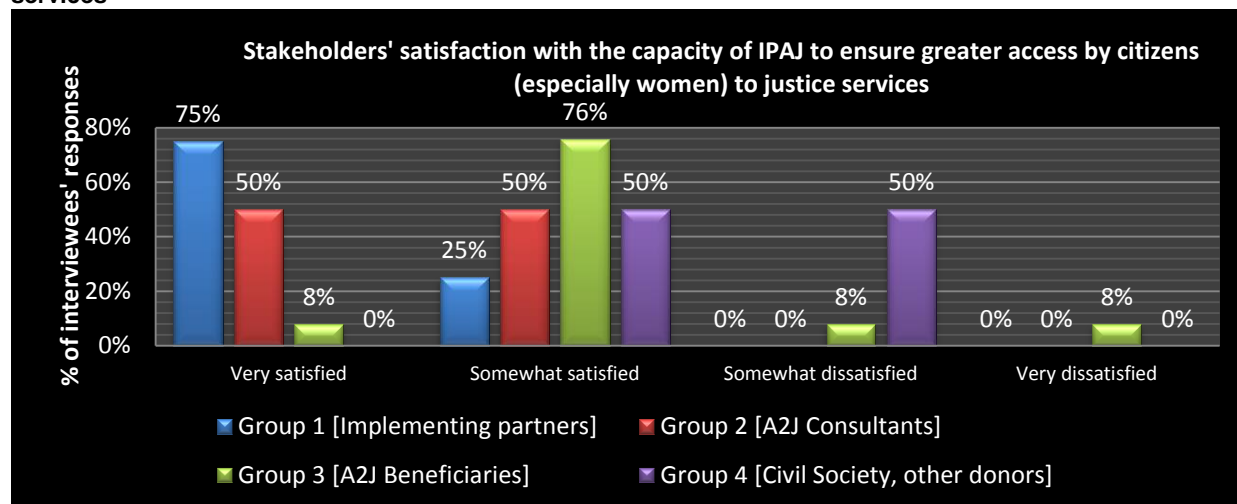
Target	Actual (based on data from A2J's surveys and reports)	Comments/ Brief Analysis
Outcome 2 (CPD 6.5): Vulnerable groups, women in particular, have awareness of their rights and are accessing Justice Services in the selected districts.		
1. Two (2) events of awareness raising about people's rights and access to justice services realized.	Achieved.	These awareness-raising activities and information campaigns were found to have been conducted efficiently and to have had adequate impact. In the body of the report the evaluation team discussed other innovative approaches for consideration in future development interventions of this kind.
2. Two (2) awareness raising activities each year.	Achieved.	
3. Greater capacity of IPAJ in reaching out to vulnerable groups (with emphasis on women and other vulnerable groups at a decentralized level) – a) 103 radio spots in a period of 30 days with 4 spots about the rights of the elderly, albinism, and widows and access to justice; b) Publish 28,000 pamphlets for the information and awareness raising campaigns on the rights of vulnerable groups, distributed across the country with funding from OE.	Achieved.	

As stated earlier, the evaluation team conducted a quick-response survey of stakeholders interviewed²⁹. Stakeholders under each group (Implementing Partners; A2J Consultants &

²⁹ This was an informal perception index survey, using a semi-structured questionnaire, of stakeholders interviewed during the project evaluation consultation process [participants in total: 21 respondents (10 F/11 M)]. The responses were analyzed by

Experts; A2J Beneficiaries; and Civil Society and other Agencies and Donors) were asked for their opinion on the following question: *'What is your satisfaction level with the capacity of IPAJ to ensure greater access by citizens (especially women) to justice services?'* Chart 2 below reflects the opinion of the different groups of stakeholders.

Chart 2. Stakeholders' satisfaction with the capacity of IPAJ to ensure greater access by citizens to justice services



It was interesting that IPAJ interviewees were the ones commenting on their need for further capacity building if they are to achieve the goal of ensuring greater access by citizens to justice. Most other justice sector stakeholders praised IPAJ's work in this area which may mean that IPAJ puts good effort with few resources.

Key Finding

FINDING 2: Outcome 2 of the A2J Project (CPD 6.5) was achieved to a reasonable extent. The project was successful in raising awareness by citizens about human rights issues, gender-related issues such as domestic violence, access to justice issues related to the one-stop-shop Palaces of Justice and free legal aid (IPAJ). IPAJ has been successful in increasing its reach to provide services to vulnerable groups. IPAJ still faces challenges in terms of further capacity development needs and lack of adequate resources.

Rating	
Highly satisfactory	✓
Satisfactory	
Neither satisfactory nor unsatisfactory	
Unsatisfactory	
Highly unsatisfactory	

Outcome 3

CPD Result 6.6: The National Human Rights Commission established and functional.

Activities under this Outcome centered on providing support for the finalization of the legal organogram and staff table of the '*Comissão Nacional dos Direitos Humanos*' (CNHD), to provide capacity building activities for the Commissioners and staff and to operationalize the CNDH Offices. The A2J Project activities under this outcome also included activities designed to raise awareness of institutions and citizens across the country about the role and mandate of the CNDH.

stakeholders' groups [Group 1: Project implementation partners (MoJ and Project staff); Group 2: Project consultants and trainers; Group 3: Project interventions' beneficiaries (justice institutions); and Group 4: Other Donors, NGOs and Agencies].

The A2J Project provided technical, administrative and logistic support for the development of the CNDH Strategic Plan (*‘Plano Estratégico da Comissão Nacional de Direitos Humanos’*) for the period 2014-2016. The project funded the recruitment of an international consultant who coordinated the process of the elaboration of the Plan and provided technical expertise to the CNDH. The international consultant was supported by a national consultant also under contract by the project. Workshops were conducted in Maputo with the CNDH Commissioners to define the vision and the mission of the institutions and also to identify the priorities of the Commission. A vision, a mission statement and a logo were developed to help establish the institution’s unique identity. The image below reflects the CNDH logo and mission statement.



Activities under this Outcome were handicapped by a number of reasons beyond the control of the Project. The CNHD legal organogram was approved and Commissioners appointed and the CNDH Offices were established and adequately equipped. However, the Government did not proceed with the recruitment of technical staff in sufficient numbers to allow the CNHD to adequately discharge its competences and responsibilities under the law. Although the CNHD was operational, its operations have not been considered to be effective so far³⁰. Moreover, the CNDH was plagued by other challenges, including Commissioners who allegedly, for unknown reasons, have not taken great interest in their role of Commissioner. Also some Commissioner resigned prior to the end of their mandate.

The project design had foreseen that the CNDH, once established (the Commissioners appointed and the institution staffed), would become a direct implementer of the activities of the Project³¹ under Outcome 3. This would have help build further the capacity of the institution in the implementation of activities for its own institutional development. However, due to the challenges related in the paragraph above (i.e. inexistence of a secretariat to support the CNDH in its operations), this plan had to be abandoned, leaving the MoJ and the Project staff with the responsibility to implement the activities under this Outcome. Although understandable and necessary, this was an unfortunate adjustment in the structure of the project since otherwise the Project would be able to interact directly with the CNDH as an independent institution that it is.

Awareness raising activities have been carried out by the A2J Project, which were reported by stakeholders consulted to have raised awareness of institutions and citizens about what the CNDH is supposed to do under its role to prevent human rights violations, under its role to inform citizens of their rights and under its role of defending the rights of Mozambicans. Although a draft multi-year annual report has been prepared by the CNDH, such report has never been published.

³⁰ This is not meant to be a criticism of the institution. For most of its existence, the CNDH has been operating with two or three technical staff. However, the evaluation team heard criticisms that the CNDH has not even issued press releases to take a position in cases involving allegations of serious human rights violations.

³¹ The expectation, in the design of the structure of the project, was that this would have taken place by the end of the 2nd year of the project.

There have been pronouncements by the Government that, in January 2018, 25 permanent technical staff ('*quadros*') will be recruited provide the CNDH with some capacity to operate and discharge its mandates³². Notwithstanding the expectation that recruitment will be on merits and all staff recruited will be competent and qualified, they will have little knowledge of human rights prevention, investigation and defence procedures and techniques. These newly recruited staff will require capacity building and future interventions in the justice and human rights sector should consider supporting such capacity development. Study tours and out-of-country experience sharing travels should always include equal ratio of technical staff to Commissioner.

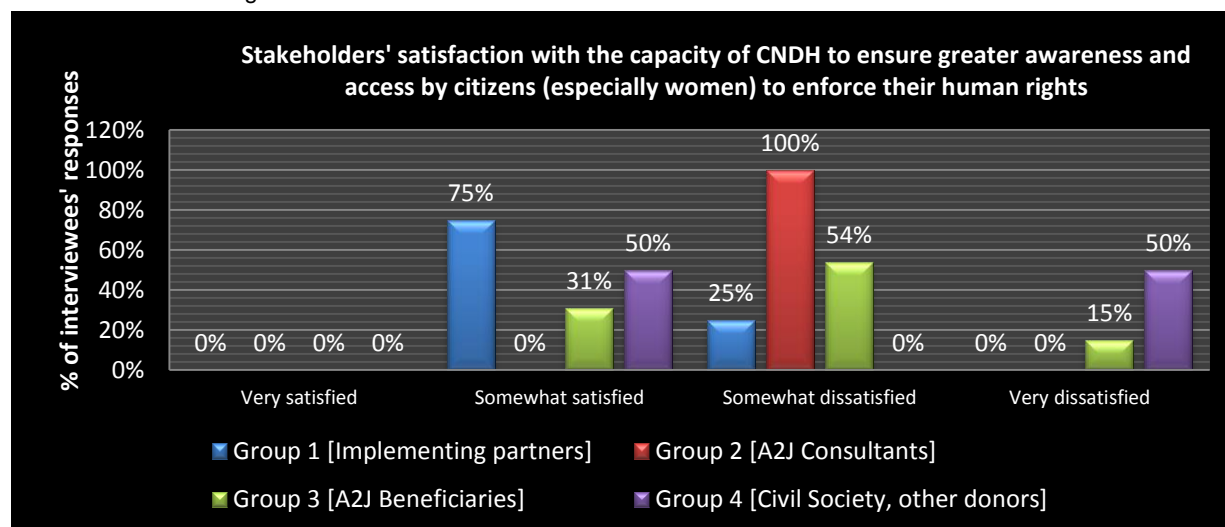
Table 6: Data analysis matrix for achievement of targets set for Outcome 3

Target	Actual (based on data from A2J's surveys and reports)	Comments/ Brief Analysis
Outcome 3 (CPD 6.6): The National Human Rights Commission established and functional.		
1. 50% of CNDH staff and Commissioners trained.	Achieved.	As discussed in the body of the report this target has been achieved. However, the Commission did not have more than a few technical staff (2 or 3) plus the 11 part-time Commissioners. Many of the Commissioners have not been re-appointed. Therefore little capacity have been retained. - Since the Government announced in October 2017 that it will be recruiting an additional 25 staff, the additional staff and the newly appointed Commissioners will require capacity building in the near future.
2. Needs Assessment for the CNDH done.	Achieved.	
3. At least 1 Press Conference and 1 event of awareness and sensitivity raising.	Achieved.	
4. Development of all internal policies and procedures of the CNDH.	Partially achieved.	
5. CNDH Offices operationalized and functioning.	Partially achieved.	As discussed in the body of the report the CNDH office is open and functioning in Maputo; however, the reason this target is labelled 'partially achieved' is due to the challenges that the institution faces: technical staff deficit; lack of representation at the national level; poor functionality of the institution.
6. Participation by 15 CNDH personnel (technical staff and Commissioners) at a conference outside the country (study tour)	Partially achieved.	
7. Greater sensitivity of institutions and citizens about the role and mandate of the CNDH (including the publication of an Annual Report).	Partially achieved.	This target was achieved with the exception of the Annual Report. There is a draft annual report but it was never published and presented to the Parliament.

³² Stakeholder's interview 11/10/17.

As stated earlier, the evaluation team conducted a quick-response survey of stakeholders interviewed³³. Stakeholders under each group (Implementing Partners; A2J Consultants & Experts; A2J Beneficiaries; and Civil Society and other Agencies and Donors) were asked for their opinion on the following question: ‘*What is your satisfaction level with the capacity of the CNDH Commissioners & staff to ensure greater awareness and greater access by citizens (especially women) to enforce their human rights?*’. Chart 3 below reflects the opinion of the different groups of stakeholders.

Chart 3. Stakeholders’ satisfaction with the capacity of CNDH to ensure greater awareness & access by citizens to enforce their human rights



Key Finding

FINDING 3: Outcome 3 of the A2J Project (CPD 6.6) was achieved to a basic extent. While the project delivered the activities and the CNDH has been operationalized with some historical in that the Commissioners appointed in 2012 completed their mandates and recently (October 2017) a second group of Commissioners have been appointed, for reasons beyond the Project’s control the CNDH has not so far been able to establish itself as an institution capable of defending the human rights of Mozambicans. There is great hope that, with the appointment of new Commissioners and a new President, and with the recruitment of additional technical staff, the CNDH will be able to discharge its responsibilities and competences as established by law. CNDH still faces challenges in terms of further capacity development needs for its technical staff and the newly-appointed Commissioners.

Rating

Highly satisfactory
Satisfactory
Neither satisfactory nor unsatisfactory ✓
Unsatisfactory
Highly unsatisfactory

The following evaluation questions were posed in the TOR for this evaluation under the *Effectiveness* criteria:

Effectiveness – Key Question: *Has the development intervention achieved and/or made progress towards the expected outcomes? What is the project contribution to the stated outcomes in the Logic Model?*

³³ This was an informal perception index survey, using a semi-structured questionnaire, of stakeholders interviewed during the project evaluation consultation process [participants in total: 21 respondents (10 F/11 M)]. The responses were analyzed by stakeholders’ groups [Group 1: Project implementation partners (MoJ and Project staff); Group 2: Project consultants and trainers; Group 3: Project interventions’ beneficiaries (justice institutions); and Group 4: Other Donors, NGOs and Agencies].

Sub-questions:

- (i) Was the project management structure and staffing effective and efficient to produce the required results?
- (ii) To what extent have the stated outputs for the A2J and HRs protection Project being met?
- (iii) Was the formulated M&E framework suitable to monitor and support the implementation of the targeted results?
- (iv) Were the strategies and tools used in project implementation effective?

The discussion under the Outcomes 1, 2 and 3 discussed and answered the first part of the Key Question on the Effectiveness criteria. It also discusses and answered the 2nd Sub-question in relation to the extent to which the outputs for the A2J and Human Rights (HR) have been met.

Project Management Structure [Sub-question (i)] and M&E Framework [Sub-question (ii)]

The UNDP has strong leadership in its Governance Unit and, *albeit* short-staffed, has built a well-respected reputation for its work in support of justice and human rights issues in Mozambique³⁴. The UNDP work in the justice sector, particularly in the human rights area, is recognized by other international and national organizations. The UNDP has been able to identify some committed MoJ officials at the Nacional Directorate level with whom it has built trusted relationships over a long period of time. This allowed for the selection of very capable and dedicated Project Coordinator(s) throughout the life of the Project. The management structure and staffing of the project implementation unit is composed of:

- ✓ The manager ('gestor')/ project coordinator – A senior level staff at the MoJ
- ✓ An international Chief Technical Advisor (CTA) recruited by the UNDP
- ✓ A financial assistant seconded full-time to the Project by the MoJ
- ✓ A project assistant seconded full-time to the Project by the MoJ
- ✓ An administrative assistant recruited by the UNDP and delegated to the CNDH output work.

The project was provided office space at the MoJ and, in accordance with the National Implementation Modality (NIM) funds were transferred to the project in accordance with the Annual Work Plans approved by the Project Board. There were trimestral financial reports and annual reports filed by the Project which allowed adequate monitoring and oversight by the Project Board and by the UNDP.

Key Finding

FINDING 4: The project management structure and staffing was effective and efficient to produce the required results and the M&E framework was suitable to monitor and support the implementation of the targeted results.

Rating	
Highly satisfactory	
Satisfactory	✓
Neither satisfactory nor unsatisfactory	
Unsatisfactory	
Highly unsatisfactory	

³⁴ The evaluation team heard praises for UNDP's work in the sector from different stakeholders in the justice sector institutions and even from another UN agency (UNFPA) and civil society. The UNDP leads the human rights working group of agencies working in the human rights area in Mozambique.

Effectiveness of Strategies and Tools used in Project Implementation [Sub-question (iii)]

Some strategies and tools used by the Project implementation team in the implementation of the activities of the project and in achieving the outputs of the project were effective. They include for example:

- Partnering with other projects and donors in delivering activities and holding seminars and workshops (i.e. partnering with Danida through the MoJ);
- Recruiting a national jurist with expertise in drafting legislation to develop the amendments to the Penal Code, the Procedural Penal Code and the Execution of Alternative Sentences to Prisons' legislation;
- Recruitment of a human rights expert to support the MoJ in the UPR process;
- Development of tools such as the awareness raising brochures of the National Directorate for Human Rights and Citizenship (*'Direção Nacional de Direitos Humanos e Cidadania'*) including the brochures on domestic violence, premature marriages, albinism and seniors;
- Development of tools such as the awareness raising brochures of the Free Legal Aid Institute (*'Instituto do Patrocínio e Assistência Jurídica'* IPAJ) including the brochures on how to access the services of IPAJ (*'Com IPAJ a Justiça chega a todos'*) and the information brochure on Law no. 29/2009, the Law on Domestic Violence;

As discussed previously the Project employed well most of the classic strategies and tools normally used by international development interventions. In that discussion the evaluation team discussed new approaches and strategies that may be more effective in raising awareness about justice and human rights in populations living in remote districts and traditional *'aldeias'*.

FINDING 5: Strategies and tools employed in project implementation were effective to a reasonable extent. Future development interventions may consider other strategies that may be more effective in raising awareness about justice and human rights in populations living in remote districts and traditional *'aldeias'*.

Rating	
Highly satisfactory	
Satisfactory	✓
Neither satisfactory nor unsatisfactory	
Unsatisfactory	
Highly unsatisfactory	

5.2 Efficiency

Key Question: *Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve the relevant outputs and outcomes?*

- Were management capacities adequate?
- Did the project's activities overlap and duplicate with other similar interventions (funded nationally and/or by other donors)?
- What were the strengths, weaknesses, opportunities and threats of the project implementation process?

Narratives, Discussion & Analysis

This section addresses the efficiency and challenges in implementing the activities and achieving the planned outputs of the Project.

Resources efficiency in the delivery of project activities and project management

The evaluation team assessed the efficiency of the resources allocation to achieve the relevant outputs and outcomes against the context that the project was not a project that had a lot of money to carry out its development interventions³⁵. *The need for donors to provide higher level of funding to UNDP Governance Sector Projects was highlighted by national and international agencies, including by a representative of another UN Agency.* Taking into account that background, the Project did a good job in allocating resources strategically to achieve the planned results.

Due to the financial constraints in the funding of the project, UNDP and the Government agreed to establish a special regime for the A2J project implementation. Project management was inserted in the DNAJ, the MoJ unit mandated to coordinate and promote cooperation among the Organs of the Administration of Justice System (*Órgãos do Sistema de Administração da Justiça*). In 2014, the project's Steering Committee recommended that Outcome 3 'Establishment of the CNDH' be separated under a new project, but in practice this decision was not implemented due to the fact that the CNDH did not have capacity to implement activities of the project on its own. Although unfortunate since the CNDH is an independent institution, this decision was reasonable. The activities directed towards the CNDH continued being carried out by the DNAJ with documents being forwarded to the UNDP for oversight.

The Project team's management capacities were adequate and the Project, as stated earlier in the report, benefitted from very capable and dedicated senior-level MoJ officials in the role of Project Coordinator. The coordinator of the project was supported by a financial manager and an administrative assistant but the financial transactions were conducted via direct payments by the UNDP.

Coordination and Cooperation with other Projects and Interventions

The Project team worked well with other projects and donors supporting the justice sector of Mozambique, such as for example Danida and UNFPA, to ensure that project's activities don't overlap or duplicate with other similar interventions funded by other donors. In fact, due the fact that the A2J Project did not have too much money, the Project often worked with other donors so that part of the costs for certain activities would be covered by other donors. UNDP and the A2J Project partnered with UNFPA in a number of activities, including:

- ✓ In the revision of the mechanism of UPR was funded by the two organizations.
- ✓ The cost of national stakeholders' participation in the UPR committee meetings in Geneva to defend the UPR report was funded by the two organizations.
- ✓ Cooperated fully in the area of human rights³⁶. UNDP and UNFPA partnered in the establishment and development of the CNDH as an institution.

The A2J Project also worked with national partners by funding portion of the costs of seminars or events (i.e. travel and accommodation costs) while the national institute organized and delivered the event. One good example of this strategy was the very successful *Jornadas Jurídicas* carried out in cooperation with the Directorate of National Planning of the Attorney General Office (*Procuradoria Geral da República*). For example, in 2015, the A2J Project supported a National Conference on Access to Justice with the theme "40 Years Celebration of Legal Assistance and Judicial System in Mozambique" (*40 Anos Consagrando a Assistência*

³⁵ Annex H Financial Expenditures Statement Summary was reviewed by the evaluation team.

³⁶ UNDP and UNFPA coordination and cooperation in the area of human rights was described as a *'very strong partnership and the two organizations are always referenced when human rights is talked about in the country'* – Interview held with a UN Agency on 19/10/17.

Jurídica e Patrocínio Judiciário em Moçambique”). A number of actors from the Justice Administration System, cooperation partners and civil society participated in this major and successful conference (total of approximately 100 participants). Recommendations from this forum included:

- Harmonization of the age of penal responsibility with the Convention on the Rights of Children;
- Creation of mechanisms for the protection of a person with the albino condition;
- Need for the enactment of the Law on Access to Justice and Rights;
- Dissemination at all levels of the decisions and recommendations of the National Conference on Access to Justice and Rights in Mozambique.

Strengths, Weaknesses, Opportunities and Threats

In order to achieve some outputs, the Project used both national and international consultants to deliver activities to achieve those outputs. The challenges faced by the Project were that often there were not available national counterparts in the justice institution to transfer knowledge and skills while performing their consultancy role. Capacity development best practices require that that there is always one or more qualified national institution staff (*funcionário/técnico*) shadowing the expert consultant so that capacity and skills transfer can take place.

The project had to modify some activities and program alternative ones with similar objectives which responded to punctual needs of the project beneficiaries. Although this may be interpreted as a weakness in the design of the project, it also means that the project used the opportunity to offer flexibility to the national counterparts to deal with their punctual priorities. The project delivery had also to adapt to certain circumstances when necessary. For example, due to delays in the approval of the legislation package related to the Alternative Measures to Prison, it had to use some funds originally planned for activities related to that objective to finance some construction work and to support monitoring missions related to the Justice Palaces of Ribaué and Massinga.

Findings

FINDING 6: There was efficient and strategic allocation of resources to achieve the relevant outputs and outcomes. The project was managed adequately and benefitted from a good project manager/coordinator. Good efforts were made to coordinate and work with national partners and other donors to achieve complementarities and to avoid duplication. There was coordination and strong partnerships developed with other donors and national justice institutions. The Project design had sufficient flexibility to deal with the challenges and threats faced during implementation.

Rating

Highly satisfactory	
Satisfactory	✓
Neither satisfactory nor unsatisfactory	
Unsatisfactory	
Highly unsatisfactory	

5.3 Relevance

Key Question: *Were the project's planned results (outputs and outcomes) relevant and realistic to the situation and needs on the ground?*

- What factors have contributed to achieving or hindering achievement of the intended outputs and outcomes?
- Was the strategy adopted and inputs identified, realistic, appropriate and adequate for achievement of the results?

(iii) Does the project continue to be relevant to the Government's priorities in the area of governance?

Narratives, Discussion & Analysis

Relevance and alignment of project results with Mozambique justice sector priorities

A2J interventions were well-aligned and very relevant with Mozambique justice objectives and the MoJ's needs and priorities. The development of the A2J Project was carried out in a collaborative way in partnership with key stakeholders in the MoJ and its justice institutions. The Governance Unit of the UNDP has been able over the years to identify excellent and capable MoJ staff at the Directorate-General level that are committed to change and improvement of justice and human rights in the country. This allowed the Project to work strategically with these national stakeholders, to identify and utilize appropriate and realistic inputs adequate for the achievement of the outputs and outcomes of the project.

The A2J's objectives, outputs and outcomes mirror and are coherent with the strategic objectives established by the Mozambique justice sector and reflected in the Integrated Justice Strategic Plan 2009-2014 [*'Plano Estratégico Integrado da Justiça 2009-2014'* (PEI)] and in the National Plan for the Protection and Promotion of Human Rights [*'Plano Nacional de Protecção e Promoção dos Direitos Humanos'* (PNPPDH)] as well as in the National Action Programme 2010-2014 of MARP [*'Programa Nacional de Acção 2010-2014 do MARP'*] and in PARP 2011-2012. **All components of the project continue to be relevant** to the Mozambique justice priorities and to the Government priorities in the area of governance. Most of the intervention areas of the project require further support if sustainability of the benefits and results of the project is to be achieved.

There are comments and narratives³⁷ collected from interviewees during consultations, which support the finding that the A2J interventions were aligned with Mozambique's justice sector needs and priorities. They include the following comments:

- *'Prison overcrowding is a major problem leading to violations of human rights. Alternative Measures to Prison is most relevant to the justice sector'*³⁸.
- *'Justice needs to be approached in a holistic way. The concept of Justice Palace looks at justice as a whole and it is part of the country's Integrated Justice Strategic Plan'*³⁹.

Factors that contributed or hindered achievement of the intended outputs and outcomes

A factor which contributed to the achievement of the intended outputs was the ability of the project to partner with other donors and agencies to jointly fund some of the planned activities. The following factors were pointed out by stakeholders interviewed as factor that placed some limitations on the project's ability to excel more in the achievement of the project's planned outputs and outcomes:

- The UNDP was not able to mobilize sufficient assets to adequately fund the project's activities. **This was the main complaint about the project**, particularly from national stakeholders consulted who almost unanimously told the evaluation team that *'the slice of the pie'* that reached their department was very little for the activities they proposed.
- The national counterparts (MoJ and its justice institutions and the CNDH) did not have capable assigned staff to work full-time in the areas benefitting from capacity

³⁷ Comments are summarized by the consultant and are not *verbatim*.

³⁸ Stakeholder interview 19.10.17

³⁹ Stakeholder interview 10.10.17

development and/or strengthening, including at the DNDH of the MoJ with respect to the UPR process and at the CNDH.

- Project's focus was more on Maputo and the capital cities of the 13 Provinces and failed to adequately extend its reach to the districts and remote villages and traditional 'aldeias'.
- Building and construction material selection for the construction of the Palaces of Justice was not well-managed. MoJ should have partnered with the Works Department ('Obras Públicas') and have qualified Government engineers conduct oversight and carry out regular inspections during the construction of the facilities. Poor construction problem was compounded by the fact that the Government did not appoint an administrator ('Gestor') for the buildings and did not create a line budget for the Palaces of Justice resulting in premature deterioration of the facilities.

Findings

FINDING 7: The A2J Project planned results are highly relevant to and aligned with Mozambique justice sector needs and priorities. All components of the project continue to be relevant to the Mozambique justice priorities. The ability of the project to partner with other donors to jointly fund some activities helped the project to achieve its objectives. Challenge faced by the project included: poor funding of the project; absence of capable technical staff ('Quadros') to work full-time in the areas benefitting from capacity strengthening (DNDH and CNDH); Project's difficulty to extend its reach to remote areas of the country; quality of construction of the Palaces of Justice and the lack of a building manager and of a line budget for its maintenance.

Rating	
Highly satisfactory	√
Satisfactory	
Neither satisfactory nor unsatisfactory	
Unsatisfactory	
Highly unsatisfactory	

5.4 Sustainability

Key Question: *Are the Project results, achievements and benefits likely to be durable? Are these anchored in national institutions?*

- What are the key factors that will require attention in order to improve prospects of sustainability of the project outcome and the potential for replication of the approach?
- What elements of the project (in order of priority) should continue if further funding becomes available?
- Describe the main lessons that emerged.
- Are there any potential best practices that can be replicated in other projects?
- What are the recommendations for similar support in future?

Narratives, Discussion & Analysis

Ownership of project results and likelihood that results/benefits will continue

As it was stated earlier in the report there are highly qualified MoJ and justice institutions officials at the Directorate-General level who are committed to change and improved justice and human rights in the country. Interviews conducted during the project evaluation disclosed a high level of ownership of the project outputs and results from these national stakeholders to sustain the achievements and benefits of the project. The evaluation team also found that there are well-qualified young magistrates working in district courts who are eager to develop a modern justice system. Therefore the ground is fertile for the development and sustainability of the results achieved by the A2J Project. Challenges will be discussed in the next section.

Many achievements of the A2J Project are sustainable *albeit* implementation may be at a low level. For example, the amendment of the Penal Code to allow for alternative measures to prison (*'medidas e penas alternativas'*) will require the Government to implement the legislation. Therefore this achievement is sustainable but, considering the economic crisis in the country, its implementation may be at a low level. Another example is the existence of the one-stop-shop model of Palaces of Justice. This model has already been integrated in the justice system of Mozambique and a number of Palaces of Justice have already been built (9 in total):

- ✓ Maputo City.
- ✓ Ribaué and Moma (Nampula Province). Under construction is a City of Nampula Justice Palace.
- ✓ Morrumbene and Massinga (Inhambane Province).
- ✓ Cheringoma (Sofala Province).
- ✓ Tete (Tete Province).
- ✓ Guro district (Manica Province)

These Palaces of Justice concept and the existing infrastructures are sustainable but, if the Government does not appoint an administrator and create a line budget for their operation needs, they will deteriorate over time and their functioning will be at a low level. Also, the National Commission of Human Rights (CNDH) is an institution that will most likely continue to function in Mozambique since it has been created by legislation and there have been already a second group of Commissioners appointed to this body. However, without international support and funding for training and other resources, this institution will not be effective.

Challenges to sustainability and elements of the project that require continued support

The **main challenges to sustainability** of the A2J Project's results and achievement revolve around **financial and human resources and good governance and administration**. Due to the financial and governance crisis the country is experiencing, most of the elements that make up the components and outcomes of the project continue to be relevant and in need of continued support. Challenges to sustainability include the following:

- *The implementation of the alternative measures to prison law* – The Government needs to create an administrative apparatus across the country and recruit a large number of probation officers to implement the legislation. There will be need for continued international support to provide office furniture and equipment and to train and build capacity of these probation officers.
- *Facilities maintenance support for the Palaces of Justice* – Most Palaces of Justice were poorly built and need repairs and improvements to bring them to reasonable standards. The Government needs to appoint a Facilities Manager and create a budget line for the maintenance of the facilities. There will be need for continued international support to carry out repairs and improvements of the Palaces of Justice and to train the Facilities Manager.
- *National Human Rights Commission Capacity Building* - Only recently, during the 2017 financial year, the Government announced that 25 new technical staff will be recruited by January 2018 for the CNDH. The organogram for the institution calls for at least 70 technical staff. Also new Commissioners have been appointed in October 2017. There will be need for continued international support to train and build the technical capacities of the technical staff in their respective TOR roles. New Commissioners will also need some capacity strengthening and study tours to share experience with human rights

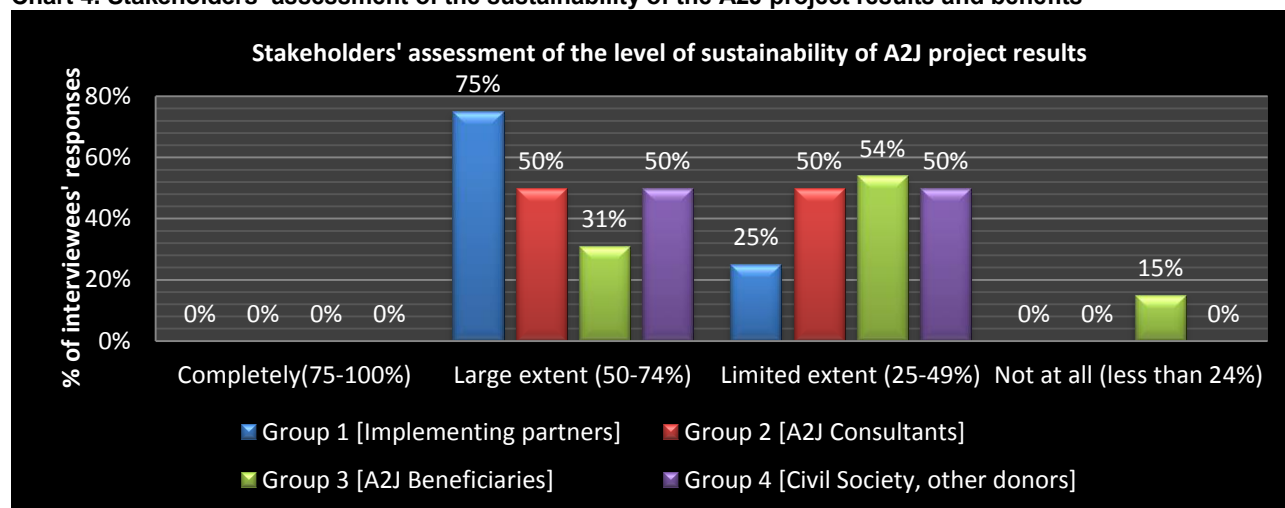
commissioners in countries with recognized good practices. Each such study tour should include an equal number of technical staff and new Commissioners.

- *Universal Periodic Review (UPR)* – The DNDH requires adequate staff to ensure good compliance of the country with the international requirements of the UPR process. There will be continued need of international support to build the capacity of the staff on UPR consultation, data collection and other compliance and reporting requirements.
- *IPAJ capacity building* - A2J Project provided activities to support capacity strengthening of free legal aid IPAJ staff. Consultations carried out in the districts disclosed that the legal training of IPAJ staff needs to be aggressively improved and this requires continued international support.
- *Access to Justice and Human Rights Awareness Raising* – Although there were awareness raising activities conducted it failed to adequately reach population living in remote districts, villages and traditional ‘aldeias’. Challenges in this area include the establishment and support of a network of grassroots community activists as focal points in the districts, villages and traditional ‘aldeias’ and task them with the role of community awareness raising actors. Activities in this area would require continued international support.

The evaluation team conducted a quick-response survey of stakeholders interviewed⁴⁰. Stakeholders under each group (Implementing Partners; A2J Consultants & Experts; A2J Beneficiaries; and Civil Society and other Agencies and Donors) were asked for their opinion on the following sustainability question: ‘To what extent do you think the changes introduced into the Mozambique justice sector by the A2J Project will be sustained/ maintained by the MoJ/CNDH/Government of Mozambique?’

Chart 4 below reflects the opinion of the different groups of stakeholders.

Chart 4. Stakeholders’ assessment of the sustainability of the A2J project results and benefits



Comments received by stakeholders during the conduct of this quick-response survey included the low level of competent civil service and the fact that the country was going through a financial crisis at the moment. Justice Palaces’ stakeholders raised the lack of a line budget for

⁴⁰ This was an informal perception index survey, using a semi-structured questionnaire, of stakeholders interviewed during the project evaluation consultation process [participants in total: 21 respondents (10 F/11 M)]. The responses were analyzed by stakeholders’ groups [Group 1: Project implementation partners (MoJ and Project staff); Group 2: Project consultants and trainers; Group 3: Project interventions’ beneficiaries (justice institutions); and Group 4: Other Donors, NGOs and Agencies].

the Palaces of Justice and the lack of an administrator for the facilities as factors working against sustainability. Prosecutors commented that they will implement the alternative measures to justice since it is now the law of the land but without further international support the quality level of services would be lower than optimal. However, as Chart 4 above shows there is some degree of optimism among justice sector professionals interviewed that anywhere from 40% to 60% of the results achieved by the A2J project will be sustainable. To increase the level of sustainability to 75% to 100% further international support will be required.

Findings

FINDING 8: There is a good level of ownership by the MoJ and justice institutions of the results and benefits achieved from the A2J project. However, lack of financial stability of the justice institutions and of the Government poses serious challenges to sustainability. Continued international support will be required: 1. To build capacity and provide support to probation officers recruited to implement alternative measures to prison; 2. To repair the existing Palaces of Justice and train a facilities manager once appointed by the Government; 3. To build the capacity of newly recruited technical staff and newly appointed Commissioners of the CNDH and support its operational capacity outside the capital region; 4. To support the UPR process; 5. To build the capacity of IPAJ staff in the districts; 6. To establish and support a network of grassroots focal points for a nationally-developed strategy and programme of 'access to justice and human rights awareness raising'.

Rating

Highly satisfactory	
Satisfactory	✓
Neither satisfactory nor unsatisfactory	
Unsatisfactory	
Highly unsatisfactory	

Main Lessons, Best Practices & Recommendations

Main Lessons & Best Practices

See Section 6.2 for main lessons that emerged during the implementation of A2J Project and potential best practices that can be replicated in other projects [Sub-Question (iii) and (iv)] under the Sustainability evaluation criteria].

Recommendations

See Section 7 for recommendations for similar support in future [Sub-question (v) under the Sustainability evaluation criteria]

5.5 Impact

Key Question: *What is the impact of the intervention for the targeted groups, and particularly women?*

(i) Was there any unexpected impact resulting from the intervention?

Narratives, Discussion & Analysis

Impact on targeted groups

The time allocated for the evaluation of the Project made it difficult to adequately assess the impact of the interventions on the population since there was not an opportunity to conduct a perception study of the general population about the awareness raising activities carried out

with the support of the A2J Project. The evaluation team heard reports of a reasonable level of impact of some of the awareness raising activities carried out by the A2J Project. For example, on the issue of human rights and the domestic violence, many stakeholders consulted conveyed anecdotal evidence of women asserting their rights during family and friends gatherings and of men complaining that women now have more rights than men.

The magistrates and other justice providers interviewed at the Justice Palaces of Massinga (Province of Inhambane) and Ribaué (Province of Nampula) reported greater satisfaction of those accessing justice services in their districts ('*utentes*'), more awareness of the rights and increased coordination of services.

The stakeholders consulted⁴¹, who benefitted directly from the training workshops and seminars, reported a good level of impact of the intervention on their professional capacity and skills.

Although the project made efforts to deliver capacity development activities to the CNDH, including placing a human rights expert supporting the CNDH for a 6-month period, due to lack of competent technical staff and the inability of Commissioners to actively participate in the affairs of the Commission⁴², the impact on the institution was negligible.

Unexpected impact

An unexpected impact resulting from the intervention on alternative measures to prison that may require further awareness-raising and community education on the issue is the fact that there are different interpretations generating confusion about the mechanism. Some see the mechanism as an indicator of a weak justice system, or justice denied, and can't understand how a person accused of a crime can be back the next day walking freely in the village⁴³. Some believe release of the accused person is achieved through a bribe to police, prosecutor or judge (i.e. through a corrupted justice system).

There is also an unexpected impact of the alternative measures to prison mechanism on women in cases of domestic violence. In domestic violence cases, the mechanism is welcomed by women, since their husbands are able to keep their jobs and provide for the family while performing community service or other condition of release. The evaluation team issues a *caveat* in the application of the alternative measures to prison in cases of domestic violence. There is a tendency in many societies to think of domestic violence as a family problem and, if the victim spouse does not want the aggressor to go to jail then the mechanism should be applied, notwithstanding the seriousness of the aggression or the danger that the aggressor presents to the family if allowed back home. It should be clearly understood that domestic violence is a public crime and, as such a crime against the State. If domestic violence is to be eradicated in a country, it should be treated as a public crime that can have serious consequences. Magistrates (Judges and Prosecutors) would benefit from specialized training (including sensitivity training) on how to deal with the mechanism of alternative measures to jail in cases involving domestic violence.

⁴¹ See gender-segregated list of stakeholders consulted in Annex F

⁴² It was reported that, with the exception of the then President of the Commission, very little time was spent by Commissioners on capacity strengthening opportunities offered by the human rights expert recruited by the project to support the CNDH.

⁴³ The evaluation team heard concerns that such persons may potentially be considered candidates for lynching by the local population and/or by the family of the victim. The evaluation team also heard reports from interviewees that there during awareness raising campaigns about alternative measures to prison people voiced opinions that the alternative measures imposed should involve humiliating work so that local people feel that justice is being done. However 'shaming' runs counter international human rights standards. The draft law on Execution of Alternative Sentences to Prison recognizes this factor in Article 48 (1) '*The execution of socially useful work should be carried out respecting the dignity and integrity of the condemned person*'. In Article 49 (1) the draft law also prescribes the requirement that the Probation Services develop an 'Individual Plan of Social Responsibility and Reinsertion' of the person into the society.

Findings

FINDING 9: There is a good level of impact of the A2J Project on the officials and staff of the MoJ and justice institutions. Although the project made efforts to deliver capacity development activities to the CNDH, for reasons beyond the control of the project, the impact on the institution was negligible. There was good level of impact of the awareness raising activities on access to justice and human rights for educated population living in the capital region and in larger urban centers. While it is difficult to assess the impact of these informational campaigns in remote localities, ‘*bairros*’ and traditional ‘*aldeias*’, the impact was probably lower.

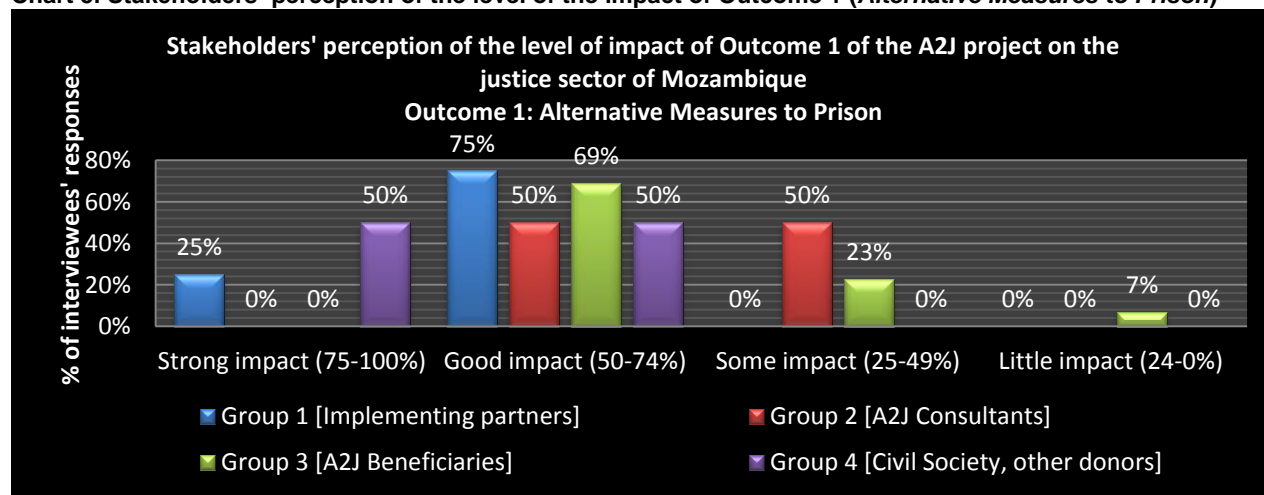
Rating

Highly satisfactory
Satisfactory ✓
Neither satisfactory nor unsatisfactory
Unsatisfactory
Highly unsatisfactory

Stakeholders’ Perception of A2J Project Impact

The evaluation team conducted a quick-response survey of stakeholders interviewed⁴⁴ on their perception of the level of the A2J project impact on the justice sector under each the intervention areas targeted by the project: *Alternative Measures to Prison*; *Awareness Raising on Access to Justice and Human Rights*; and the *National Human Rights Commission & Human Rights*. Stakeholders under each group (Implementing Partners; A2J Consultants & Experts; A2J Beneficiaries; and Civil Society and other Agencies and Donors) were asked to apply their knowledge of the justice sector and experience with the project and provide an opinion of their perception of the level of the impact of the project on the justice sector under each of the three criteria or intervention areas targeted by the project. Charts 5, 6 and 7 below reflect the responses of the different groups of stakeholders for each of the criteria.

Chart 5. Stakeholders’ perception of the level of the impact of Outcome 1 (*Alternative Measures to Prison*)

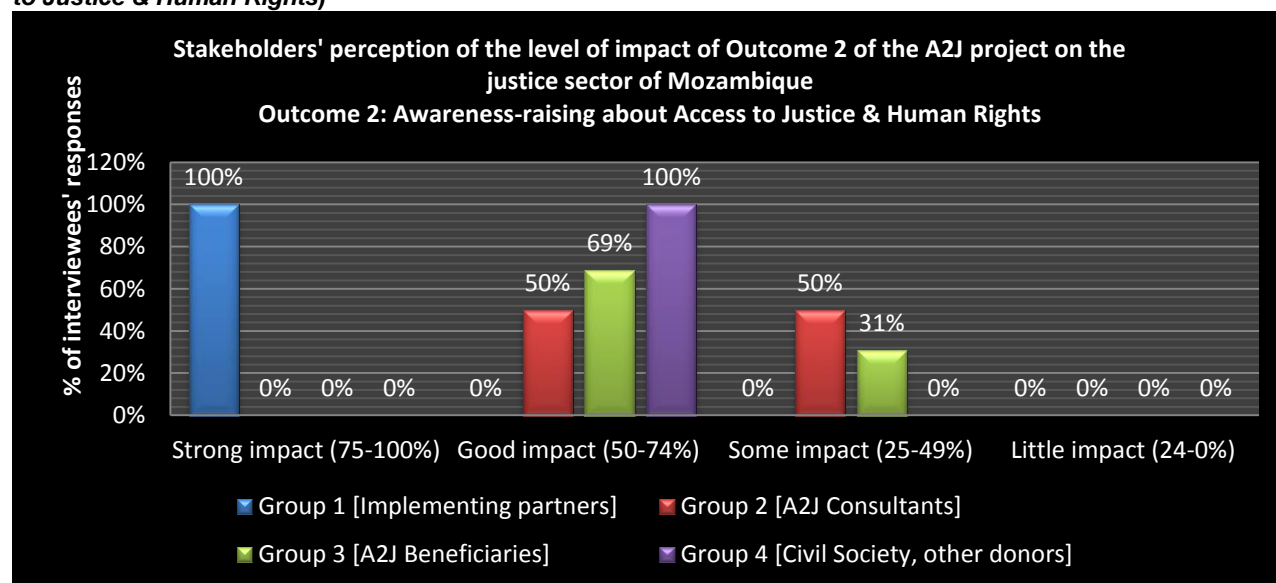


Some comments received about the innovative mechanism of Alternative Measures to Prisons include the following: ‘*It changed the whole justice system in relation to punishment and the legal framework in relation to prisons*’⁴⁵.

⁴⁴ This was an informal perception index survey, using a semi-structured questionnaire, of stakeholders interviewed during the project evaluation consultation process [participants in total: 21 respondents (10 F/11 M)]. The responses were analyzed by stakeholders’ groups [Group 1: Project implementation partners (MoJ and Project staff); Group 2: Project consultants and trainers; Group 3: Project interventions’ beneficiaries (justice institutions); and Group 4: Other Donors, NGOs and Agencies]. Interviewees dealt only with the areas they felt comfortable to offer an opinion of their perception of the impact of A2J project on the justice sector under the 3 targeted areas of engagement [Component I (Alternative Measures to Prison); Component II (Awareness Raising on Access to Justice and Human Rights); and Component III (National Human Rights Commission & Human Rights)].

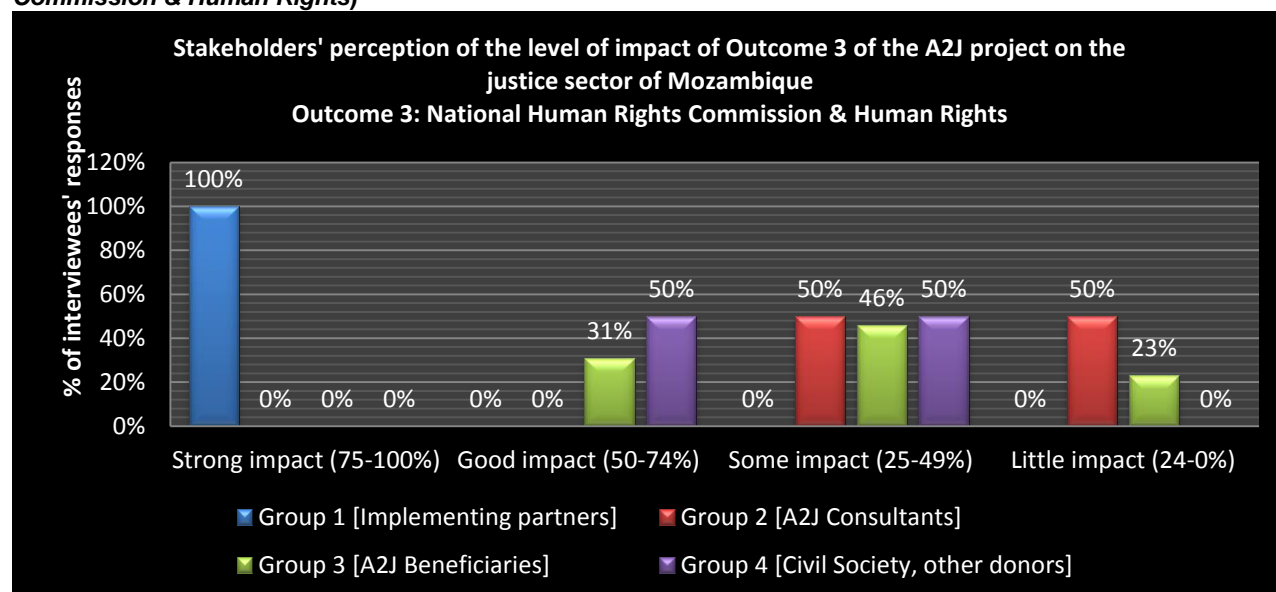
⁴⁵ Stakeholder interview 16.10.17

Chart 6. Stakeholders' perception of the level of the impact of Outcome 2 (*Awareness-raising about Access to Justice & Human Rights*)



Some comments received from stakeholders interviewed include the following ones: ‘*at the Justice Palaces the prosecutor and IPAJ explain how the justice system functions and make referrals to other services*’; and ‘*women now know where to go to lay a complaint of domestic violence*’⁴⁶.

Chart 7. Stakeholders' perception of the level of the impact of Outcome 3 (*National Human Rights Commission & Human Rights*)

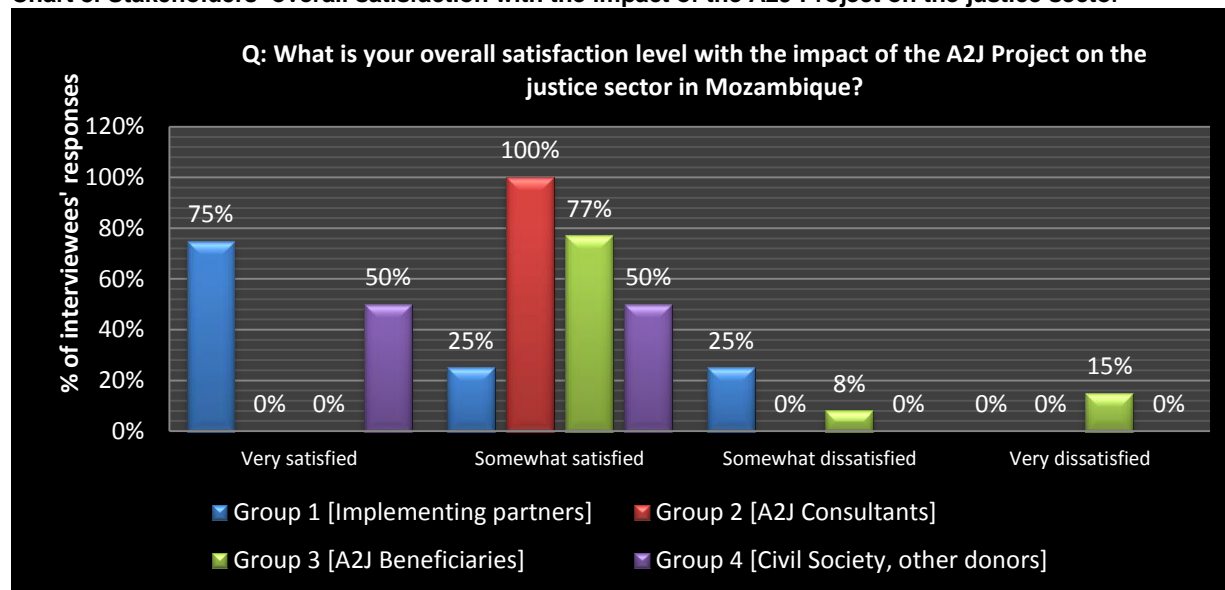


⁴⁶ Stakeholders' interview 12.10.17

Stakeholders' Overall Satisfaction Level with A2J Project Impact

Stakeholders under each group were also asked for their opinion on the following question: 'What is your overall satisfaction level with the impact of the A2J Project on the justice sector in Mozambique?'. Chart 8 below reflects the opinion of the different groups of stakeholders.

Chart 8. Stakeholders' overall satisfaction with the impact of the A2J Project on the justice sector



As Chart 8 above shows stakeholders in all groups reported a good level of satisfaction with the overall impact of the A2J Project on the justice sector in Mozambique. There were some comments from stakeholders from justice institutions that the level of satisfaction would be higher if the project was better funded and if the project design provided for a better division of interventions among justice institutions and/or specified the funds allocated to each justice institution.

6.0 Conclusions and Lessons

6.1 Conclusions

Having had the opportunity to review the results of the project and to discuss and listen to stakeholders from different institution beneficiaries of the project interventions, the evaluation team concludes that the A2J Project tackled areas very relevant to the justice sector of Mozambique and was implemented effectively. The project that was able to adapt to the changing needs of the beneficiaries and an environment in which the country faced governance and economic crisis which impacted the justice sector.

CONCLUSION 1: The Access to Justice Project (A2J) remained, throughout the implementation period, **relevant** and aligned with Mozambique justice sector needs and priorities. Evidence gathered during evaluation revealed that irreversible changes for the better were achieved during A2J project implementation. Overall the A2J brought about a step change in accessing justice in both rural and urban areas of Mozambique.

CONCLUSION 2: The project was successful in developing and implementing **innovative** justice instruments by completing the construction of two **Palaces of Justice** in underserved rural areas of Mozambique's two regions, namely: northern (Nampula province) and southern (Inhambane province)

CONCLUSION 3: The project was successful in **raising awareness** through targeted training and public campaigns among citizens, magistrates and justice providers, focusing on human rights , gender-related issues such as domestic violence, access to justice issues through Palaces of Justice and free legal aid (IPAJ).

CONCLUSION 4: The changing of the **Penal Code to allow for alternative measures to prison** during the life course of this project is hailed as one of the **major achievements of A2J**. The introduction for the first time in Mozambique of progressive principles, such as that of alternative measures to prison, has in no doubt required strong leadership by the A2J project as well as political will by the government.

CONCLUSION 5: The **capacity of key institutions** for the delivery of access to justice - MoJ, CNDH, IPAJ and SERNAP - has been **strengthened**.

CONCLUSION 6: There was an **effective and efficient use of the scarce resources** at disposals of project in order to achieve the relevant outputs and outcomes. This includes a management structure that was 'fit for purpose' and good project coordinator(s).

CONCLUSION 7: Challenges encountered by the project include: a) Inadequate management of palaces of justice due to barriers caused by weak and/or inexistence of maintenance staff, SOPs and financial allocation; b) Inadequate competent human resources to ensure implementation of alternative measures to prison and the functioning of CNDH, as well as, the adequate representation by IPAJ; c) Difficulty of awareness raising campaigns to have the desired impact in hard to reach communities in remote localities bairros and traditional "aldeias".

CONCLUSION 8: The **partnership** between government, civil society organizations and other donors, such as EU and Denmark, has been instrumental in leveraging the envisaged reach and impact.

CONCLUSION 9: Institutional strengthening actions and the adoption of new legislation, such as the new penal code, will ensure greater institutional ownership and will contribute towards the sustainability of gains made during A2J project implementation. **Financial instability** is a key **threat to sustainability** of such gains. Continued international support will be required in order to leverage government effort and ensure the results of A2J work will continue to bring about change for the better among men and women in Mozambique.

6.2 Lessons & Best Practices

The evaluation team identified the following lessons and best practices, some of which may be replicated in future development interventions in the justice sector:

Lesson #1: Good institutional matching between project implementing unit and beneficiary institutions, in terms of the project management understanding the mandates and corporate culture of the beneficiary institutions, results in good trust and good partnership building. The identification and selection of qualified project manager/coordinator from the MoJ is a good practice in the implementation of a justice project.

Lesson #2: Capacity development best practices require that there is always one or more qualified national institution staff (*'funcionário/técnico'*) shadowing the expert consultant so that capacity and skills transfer can take place.

Lesson #3: Flexibility and the ability in the project delivery model that allows the project to respond quickly to beneficiary's needs and priorities is a good practice and helps build good partnership.

Lesson #4: Identification of highly competent officials at high levels (i.e. D-G level) in the beneficiary institutions who are committed to change and improvement of justice and governance often results in gaining strong allies which may be helpful in achieving the policy and legislative reforms needed to support the implementation of the project's activities and in achieving sustainability of the project's results.

Lesson #5: Awareness raising activities should be adapted and take into account national demography and geography so that dissemination of information reaches even the most remote and uneducated population in the country.

Lesson #6: If an institution is targeted for capacity strengthening/development in the development of the Project Document (ProDoc), a written agreement from the national counterpart (National Institution/Government) should be required confirming that the institution will have sufficient and competent staff, available full-time, dedicated to benefit from the capacity development activities.

Lesson #7: If facilities are to be built and/or equipped by a project the selection process of the builder and construction material needs to follow a more stringent procurement and construction monitoring process to ensure good quality. Also, prior to committing funds for the activity, a written agreement from the national counterpart (National Institution/Government) should be required confirming that a Facilities Manager position and that a line budget for the facilities maintenance will be created.

7.0 Recommendations

Based on the findings of this evaluation, the following recommendations are being made by the evaluation team for further future international support to the justice sector of Mozambique:

Recommendation #1: The UNDP should hold a donors' roundtable and raise sufficient money to adequately fund a project on Access to Justice and Human Rights with components and outputs building on the results and achievements of the Access to Justice Project. Donors (including the EU, Canada, Norway, Sweden, the Netherlands and Denmark) should be approached to provide a higher level of funding support to the UNDP, recognizing the important role the UNDP has played in the area of justice and human rights in Mozambique. Countries may decide which components and/or outputs they make commitments to fund.

Recommendation #2: All components of the A2J Project continue to be relevant to the Mozambique justice priorities and to the Government priorities in the area of governance and continue to require international support. A project or other future development intervention in these areas should consider the MoJ and the CNDH as the implementing partners. The CNDH being an independent institution should be the implementing partner for activities targeting the Commission.

Recommendation #3: To ensure development intervention's flexibility, adaptability and responsiveness to changing conditions, inclusion of a '*responsive component mechanism*' in a future project delivery model is recommended. Such a mechanism would enable the project to address evolving circumstances and emerging needs that are unknown at the time of the program's design and inception. A '*responsive component mechanism*' allows the project to respond quickly to beneficiary's needs and priorities and helps build good partnership. It would avoid canceling planned activities of the project to free funds to accommodate punctual priorities of the project beneficiary. The responsive mechanism will consist of a reserve pool of the project funds, calculated at 7.5% of the programming portion of the project budget. No more than one-third of the funds may be accessed at a given time, and no single request may exceed the value of 15% of the initial reserve pool. Criteria for activities that will qualify for funding from this pool would be specified in the project document and it must be in line with and contribute towards the planned results and outcomes of the project.

Recommendation #4: Whenever long-term training is required in a future development intervention, recruitment of *project specialist trainers* locally, on a long term basis, and embedding them in the key departments of the primary beneficiary, paired with '*sustainable position*' trainees (permanent staff of the primary beneficiary), results in a more efficient and effective way to build capacity, trust and ownership. It is more effective than to bring consultants, on a short term basis, to do trainings. The sustainable position trainees shadow the consultant/specialist trainer and learn from on-the-job training. Whenever a consultant (whether national or international) capacity development best practices require that there is always one or more qualified national institution staff ('*funcionário/técnico*') shadowing the expert consultant so that capacity and skills transfer can take place.

Recommendation #5: The National Human Rights Commission (CNDH) faces serious challenges in terms of further capacity development needs for its technical staff and the newly-appointed Commissioners. Once staff is recruited for the 25 new technical staff posts announced by the Government, a comprehensive technical training program, geared to each individual staff TOR, should be developed and implemented with international support. Capacity strengthening training should also be provided to newly-appointed Commissioners including study tours/experience sharing to a country with good practices in human rights protection. Every study tour should include an equal number of technical staff to the number of new Commissioners participating in the tour. Future development intervention should ensure an effective and complete operationalization of the CNDH.

Recommendation #6: Continued international support is required to build capacity in the MoJ to comply with its UPR commitments. However this support is to be provided only if there is adequate and competent full-time staff assigned to work in this area.

Recommendation #7: Advocacy efforts to encourage the Government to proceed with the establishment of an administrative apparatus for the implementation of the Alternative Measures to Prison program. This process requires establishing units of execution of the alternative measures to prison mechanism in every Province and district in the country and recruitment of a *cadre* of competent staff (probation officers) and administrative assistance in each district office. Once these offices have been established, international support should be provided in terms of equipment and continuous training.

Recommendation #8: International support to establish a *Pilot Model Probation Unit* in a district located centrally in the country, perhaps in a Palace of Justice such as Massinga's PJ. SERNAP is to recruit or assign a well-qualified probation officer (with post-secondary training in social services, psychology or community organizing) and one administrative staff to operate the pilot unit. International support would be in terms of funding equipment/computer & printer/copier needs; and technical training (which could be by bringing a probation officer from a country with good practices in the mechanism of execution of alternative measures to prison for up to 3 months to build capacity, establish operational procedures and strategies on community service placements, counselling, monitoring and reporting. As SERNAP proceeds with its recruitment process, newly recruited SERNAP Probation Officers could undertake short-term internships at the Pilot Model Probation Unit prior to being placed in their respective districts.

Recommendation #9: Future capacity building activities should place more focus on IPAJ and, perhaps to a lesser extent, also on SERNIC officer(s) working out of the Palaces of Justice. Also, once SERNAP establishes Probation Offices in the districts they should be the focus of a comprehensive training program. Any training and other capacity building activity held in the Provinces and districts for magistrates should include the participation of IPAJ, SERNAP and SERNIC local staff. These providers of justice services work very closely together in the districts and joint trainings allow an opportunity for the magistrates to transfer knowledge of law dealt with during the training sessions to the colleagues.

Recommendation #10: International support is recommended for the training of magistrates, SERNAP, IPAJ, SERNIC and other relevant justice actors on the Penal Procedural Code and on the Law on Execution of Alternative Sentences to Prison, once these legislations are enacted and promulgated.

Recommendation #11: Future development intervention should consider supporting knowledge and experience sharing between judicial magistrates and community tribunal judges. Community tribunal judges should be provided with training in human rights and fair mediation skills.

Recommendation #12: International support for the construction of new Palaces of Justice should consider first supporting the repairs needed in existing facilities (i.e. Morrumbene's), including the magistrates' residences. Advocacy efforts with the Government/MoJ should be carried out for the implementation of Decree-Law no. 59/2016, which regulates the administration ('*gestão*') of Palaces of Justice and provides for appointment of an administrator (and other facilities management support staff) with competences '*to direct and supervise the execution of the facilities budget*'. Once an administrator has been appointed and a line budget for the maintenance of the facilities have been established by the MoJ, support for the development of a standard Facilities Maintenance Manual and for facilities maintenance training for the administrator should be considered in a future development intervention.

Recommendation #13: International support should continue to be provided for awareness raising activities about access to justice and human rights, including dissemination of

information related to issues involving premature marriages; widows' inheritance; the elderly; albinism; lynching; organs' trafficking; domestic violence; and other punctual justice issues. The intervention should adopt a strategy that will reach population living even in remote districts and villages: i) identify grassroots' champions of change in each and every locality, village and hamlet (including bairro '*aldeia tradicional*') and establish network of these community organizers as long-term focal points to be trained through an initial human rights-based induction training program as a community organizers and re-tooled and/or briefed for each new topic requiring dissemination. Awareness-raising activities may include folk community plays dealing with such issues, role-playing, music and songs and other community events. It may include civic education outreach activities aimed at teachers and students at the primary and secondary schools. Funding some activities implemented by, or in partnership with, national CSOs and ONGs, such as the Human Rights League ('*Liga dos Direitos Humanos*') may result in greater impact in the awareness-raising regarding access to justice and human rights across the country.

Recommendation #14: Future development interventions in the justice sector should also consider supporting specialized training workshops in new crime areas, such as crimes using electronic equipment, including mobile phones and social media; corruption and bribe crimes; traffic of women and children and traffic of organs; environmental crimes by corporations and individuals, including killing of protected species; and workshops on deontology and ethics for all justice actors. All training activities should incorporate gender-related issues and context.

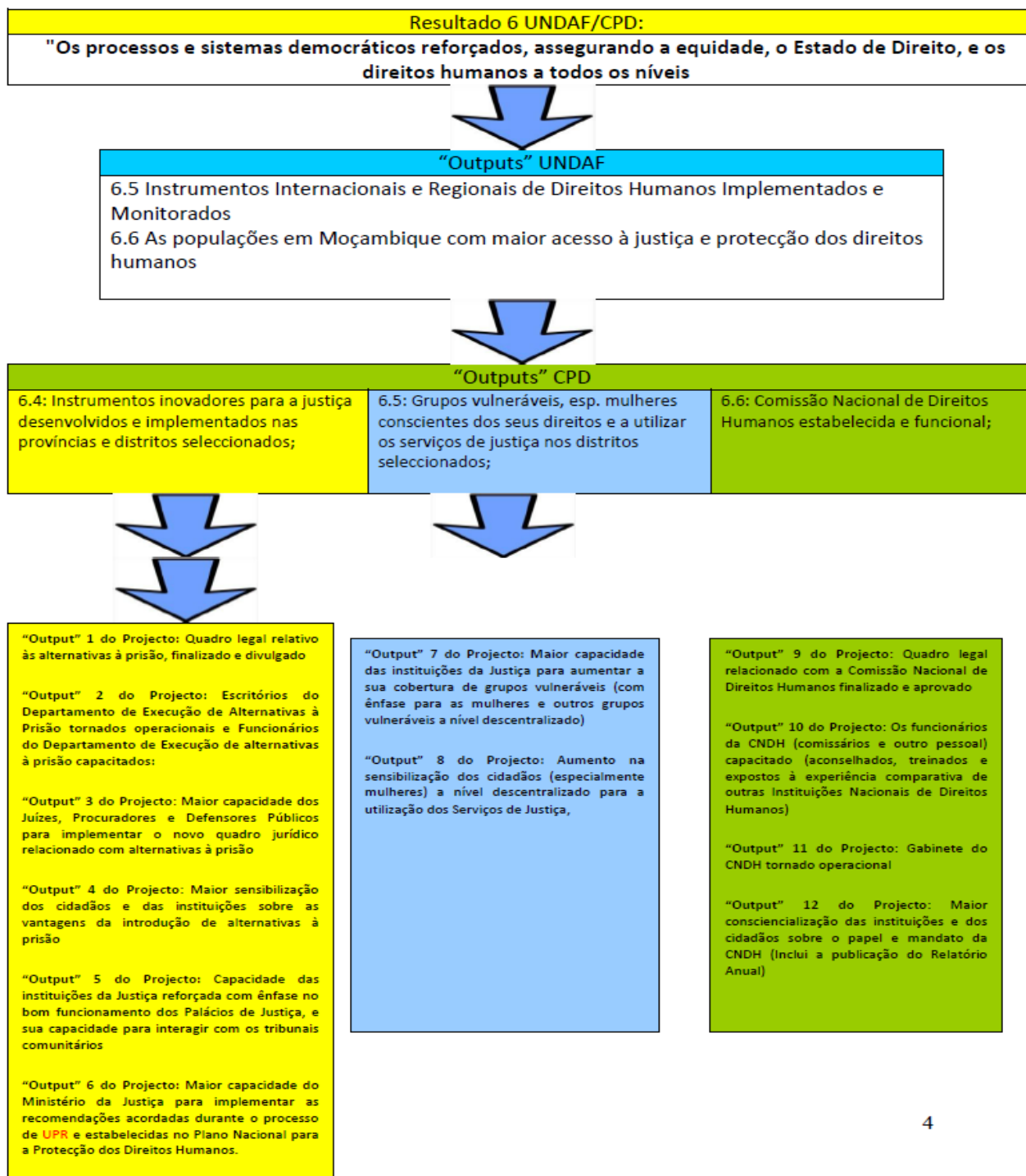
Annex A: Terms of Reference

The Terms of Reference (TOR) has been inserted as a PDF object. Please double click on the image below and it will open in your pdf reader.



TORs Final Project Evaluation - Access to Justice April 2017.zip

Annex B: Logic Model



Annex C: Evaluation Design Matrix

Question	Project Outcome/ Outputs	Type 47	Measure or indicator	Target or standard (normative)	Baseline data	Data source	a ⁴⁸	b ⁴⁹	Data collection instrument	Data analysis	Comments
1. UNDP Evaluation Criteria											
1.1 Effectiveness											
	Outcome 1 (CPD Output 6.4): Innovative justice instruments developed and implemented in the selected Provinces and Districts.										
Effectiveness – Key Question: <i>Has the development intervention achieved and/or made progress towards the expected outcomes? What is the project contribution to the stated outcomes in the Logic Model?</i> Sub-questions: (i) Was the project management structure and staffing effective and efficient to produce the required results? (ii) To what extent have the stated outputs for the A2J and HRs protection Project being met? (iii) Was the formulated M&E framework suitable	1. Legal framework related to alternatives to prison finalized and published;	D	Number of necessary legal instruments drafted	1. “Law on Execution” drafted and adopted; 2. By-Laws drafted.	Norms of Substantive Law approved by Council of Ministers	A2J Project files and other reports; MoJ; Official Gazette; Reports of public debate sessions			Interview of project staff; Review of project reports; Interview of MoJ staff; Review of Official Gazette	Triangulation tabulated results with data from interview/ analysis.	The bulk of the evaluation effort will be focused on the question of whether implementation was effective and efficient in terms of achieving or progress towards the achievement of the outcomes of the program.
	2. The Department of Execution of Alternatives to Prison’s Offices operationalized at the central level (and decentralized) with trained staff;		Number of Officials exposed to comparative experience, and trained	1. 10 senior officials; and 2. 20 junior officials at the central and provincial level attended training or study sessions.	0	A2J project documents and reports; Attendance lists of training sessions, seminars; and reports of study visits.			Interviews of project staff; Review of training and seminar attendance and study tours reports	Triangulation tabulated results with data from interview/ analysis.	For behaviour change analysis, evaluation will stress the use of direct indicators.
	3. Better trained/ ability of judges, prosecutors and public defenders to		Number of Prosecutors, Judges and	2/3 of judges and prosecutors,	0	A2J project documents and reports;			Interviews of project staff; Review of	Triangulation tabulated results with	

⁴⁷ Questions are of three types: **Descriptive**, **Normative** and **Cause-and-Effect**. (See Methodology Section 6.2.4 paragraph 1)

⁴⁸ Design is non-experimental in all cases (see Section 6.2.4)

⁴⁹ Design uses sampling (not census) in all cases (see Section 6.2.4)

Question	Project Outcome/ Outputs	Type 47	Measure or indicator	Target or standard (normative)	Baseline data	Data source	a ⁴⁸	b ⁴⁹	Data collection instrument	Data analysis	Comments
<p>to monitor and support the implementation of the targeted results?</p> <p>(iv) Were the strategies and tools used in project implementation effective?</p>	implement the new legal framework related to the alternative to prison legislation/policies, at the central level (and decentralized);		Defence Attorney trained	or at least 50 officials (Judges, Prosecutors and Attorneys undergo at least 1 training session on alternative measures.		Attendance lists of training sessions; CSOs and donors			training attendance and reports; Interview with CSOs and donors	data from interview/ analysis.	
	4. Awareness/ Better informed citizens and institutions on the advantages of the introduction of alternatives to prison (at the central level and decentralized);		Number of awareness raising events on alternative measures	At least 4 events	0	A2J project documents and reports; Reports from MoJ; Reports from media outlet; CSOs and donors			Interview of project staff and MoJ staff; Review of MoJ reports and media outlet articles; Interview with CSOs and donors	Triangulation tabulated results with data from interview/ analysis	
	5. Strengthened capacity of justice institutions with emphasis in the good functioning of the Palaces of Justice and in its capacity to interact with the community tribunals;		Number of training sessions held for justice actors/staff	At least 2 training events and/or at least 50 officials trained	0	A2J project documents and reports; Attendance lists of training sessions; CSOs and donors.			Interviews of project staff; Review of training attendance and reports; Interview with CSOs and donors	Triangulation tabulated results with data from interview/ analysis	
	6. Greater capacity/ Ability of the Ministry of Justice to implement the recommendations agreed upon during the UPR process and established in the National Plan for the Protection of Human Rights.		Number of UPR recommendations actually implemented and acted upon	60% of recommendations implemented or acted upon	0	A2J project documents and reports; MoJ staff; Reports from CSOs; Reports from the CNDH; CSOs and donors.			Interviews of project staff; Interview of MoJ staff; Review of CSO reports; Review of CNDH reports; Interview with CSOs; donors;	Triangulation tabulated results with data from interview/ analysis	

Question	Project Outcome/ Outputs	Type 47	Measure or indicator	Target or standard (normative)	Baseline data	Data source	a ⁴⁸	b ⁴⁹	Data collection instrument	Data analysis	Comments
Outcome 2 (CPD Output 6.5): Vulnerable groups, women in particular, have awareness of their rights and are accessing Justice Services in the selected districts.											
	7. Greater capacity of IPAJ to increase its reach to provide services to vulnerable groups (with emphasis on women and other vulnerable groups in a decentralized level);		% of newly recruited IPAJ staff trained/ Number of IPAJ staff members capacitated	At least 70% of all newly recruited staff participate in at least 1 training session	0	A2J project documents and reports; Attendance lists and/or reports of training sessions; CSOs and donors			Interviews of project staff; Review of training attendance and reports; Interview with CSOs and donors	Triangulation tabulated results with data from interview/analysis	
	8. Greater awareness by citizens (especially women) leading to greater access to the Justice Services in a decentralized level.		Number of Awareness raising activities implemented; Number of complaints filed with the CNDH	At least 2 awareness raising events implemented each year	0	A2J project documents and reports; Reports from awareness raising activities; Statistics of claims received by CNDH; CSOs and donors			Interviews of project staff; Interview of CNDH staff; Review of CNDH reports and stats; Interview with CSOs and donors	Triangulation tabulated results with data from interview/analysis	
Outcome 3 (CPD Output 6.6): The National Human Rights Commission established and functional.											
	9. Legal Framework/organogram and staff table of the National Human Rights Commission (CNDH) finalized and approved;		Number of legal and policy documents drafted	All internal procedures norms, policy on handling complaints and the law of systematization drafted.	0	A2J project documents and reports; CNDH staff and reports; Legal framework and staff tables.			Interviews of project staff; Interview of CNDH staff; Review of CNDH reports and stats.	Triangulation tabulated results with data from interview/analysis	

Question	Project Outcome/Outputs	Type 47	Measure or indicator	Target or standard (normative)	Baseline data	Data source	a ⁴⁸	b ⁴⁹	Data collection instrument	Data analysis	Comments
	10. CNDH officials (Commissioners and other staff) trained (instructed, trained and exposed to comparative experiences of other National Institutions of Human Rights);		Number of opportunities Commissioners benefit from being exposed to comparative experiences; -No. of training sessions.	One overseas study tour and, at least 2 training sessions for 15 participants (Commissioners and administrative staff)	0	A2J project documents and reports; CNDH staff and annual reports; List of training sessions.			Interviews of project staff; Review of training lists; Interview of CNDH staff; Review of CNDH reports and stats.	Triangulation tabulated results with data from interview/analysis	
	11. CNDH Offices operational;		% of cases handled (as against total number of complaints filed)	60%	0	A2J project documents and reports; CNDH staff and annual reports;			Interviews of project staff; Interview of CNDH staff; Review of CNDH reports and stats.	Triangulation tabulated results with data from interview/analysis	
	12. Greater awareness of institutions and citizens about the role and mandate of CNDH (inclusive of publication of annual report).		Number of awareness sessions held	1. At least 1 Press conference each year; and 2. One additional awareness raising event each year	0	A2J project documents and reports; CNDH staff and annual reports;			Interviews of project staff; Interview of CNDH staff; Review of CNDH reports and stats; Interview with CSOs and donors	Triangulation tabulated results with data from interview/analysis	
1.2 Efficiency											
Key Question: <i>Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to</i>		D	Cost analysis by line item Value for money analysis	Economic within local context Plans fully	Planned Budgets	Project Financial and technical progress reports, stakeholder interviews, Structured observation;			Financial analysis of cost of deliverables – by main outcomes and outputs;	Cost Analysis Synthesis and tabulation of data	None

Question	Project Outcome/ Outputs	Type 47	Measure or indicator	Target or standard (normative)	Baseline data	Data source	a ⁴⁸	b ⁴⁹	Data collection instrument	Data analysis	Comments
<p><i>achieve the relevant outputs and outcomes?</i></p> <p>Sub-questions:</p> <p>(i) Were management capacities adequate?</p> <p>(ii) Did the project's activities overlap and duplicate with other similar interventions (funded nationally and/or by other donors)?</p> <p>(iii) What were the strengths, weaknesses, opportunities and threats of the project implementation process?</p>			<p>Costs vs benefits comparison</p> <p>Actual output completion vs. planned completion</p>	met		Project progress reports, stakeholder interviews, time of reports			Documentation review, Stakeholder interview records, Structured observation checklist synthesis	Triangulation tabulated results	
1.3 Relevance											
<p>Key Question:</p> <p><i>Were the project's planned results (outputs and outcomes) relevant and realistic to the situation and needs on the ground?</i></p> <p>Sub-questions:</p> <p>(i) What factors have contributed to achieving or hindering achievement of the intended outputs</p>		D	<p>Stakeholder opinions</p> <p>Policy documents</p> <p>Other stakeholders, donors and project representatives perspectives;</p>	Relevant to the beneficiaries, aligned with MoJ objectives and Mozambican needs and priorities	No baseline	<p>Project development documentation;</p> <p>Structured one-on-one interviews, focus group discussions and separated gender focus group discussions;</p> <p>Project Annual Progress Reports;</p>			<p>Stakeholder interviews; Review of project development context and documentation</p> <p>Interview of other donors and project representative;</p> <p>Review of project documentation</p>	<p>Tabulation of disaggregated data.</p> <p>Triangulation tabulated results</p>	Interview instrument design to be gender-focused

Question	Project Outcome/ Outputs	Type 47	Measure or indicator	Target or standard (normative)	Baseline data	Data source	a ⁴⁸	b ⁴⁹	Data collection instrument	Data analysis	Comments
and outcomes? (ii) Was the strategy adopted and inputs identified, realistic, appropriate and adequate for achievement of the results? (iii) Does the project continue to be relevant to the Government's priorities in the area of governance?						Other donors and projects supporting the justice sectors.			and joint training activities.		
1.4 Sustainability											
Key Question: <i>Are the Project results, achievements and benefits likely to be durable? Are these anchored in national institutions?</i> Sub-questions: (i) What are the key factors that will require attention in order to improve prospects of sustainability of the project outcome and the potential for replication of the approach? (ii) What elements of the project (in order of priority) should continue if further funding becomes available?		D	- Budget and fund allocations with respect to planning figures, human resource figures; - Ownership of results, political and institutional commitment; - Budget and fund allocations with respect to planning figures, human resource figures - Existence of active & functional planning	- Financial and human resources have been committed to maintain benefits and results; - Institutions supported to be able to operate adequately and maintain results of project in absence of UNDP and donor support.	No baseline; - Country context suggests low and non-stable financial support for institutions	MoJ, CNDH and other beneficiary institutions; Project progress reports; Interviews, Structured observations; Financial reporting systems, Planning budgets; CSOs and other donors.			Structured questionnaire surveys and interviews with MoJ, CNDH and other beneficiary institutions senior management and staff; Interviews with community members and community leaders; Financial reports and documentation review	Tabulation frequency of responses, Data synthesis	None

Final Evaluation of the Project on Strengthening Access to Justice, Rule of Law and Human Rights Protection in Mozambique Project

Question	Project Outcome/ Outputs	Type 47	Measure or indicator	Target or standard (normative)	Baseline data	Data source	a ⁴⁸	b ⁴⁹	Data collection instrument	Data analysis	Comments
(iii) Describe the main lessons that emerged. (iv) Are there any potential best practices that can be replicated in other projects? (v) What are the recommendations for similar support in future?			Committees; - Existence of robust maintenance systems & supply chains.								
1.5 Impact											
Key Question: <i>What is the impact of the intervention for the targeted groups, and particularly women?</i> Sub-questions: (i) Was there any unexpected impact resulting from the intervention?		D	Changes affecting citizens (M/F); Perceptions by project activity participants who are women on access to justice.	Quantitative and qualitative evidence of improved access to justice for the targeted groups (M/F); Gender-based inequalities reduced	None	Human rights reports; CNDH staff and reports; Gender experts and NGOs; Surveys and Statistics.			Structured and focused interviews and stakeholders group interviews (M/F); Review of human rights reports; Review of rate of women promoted to leadership posts at targeted institutions.	Data analysis and assessment. Tabulation of data collected from documents and interviews; Data trend analysis,	Collection instruments to be gender-disaggregated
Questions are of three types: Descriptive , Normative and Cause-and-Effect . Designs can be selected from these three broad categories: Experimental Designs , Quasi-experimental designs and Non-experimental designs . "Census": Collection of data from an entire population"; "Sample": Subset of a population on which data are collected".											

Annex D: Explanation of Sampling and Proposed Samples

Sampling and Proposed Samples for A2J Project Final Evaluation Field Mission					
Outcome	Expected Outputs/Outcomes (as per A2J Project Logic Model)	Stakeholders (of A2J Project)		Proposed Sample	Justification/ Comment
		Total Targeted	Women		
Outcome 1: (CPD Output 6.4): Innovative justice instruments developed and implemented in the selected Provinces and Districts.	1. Legal framework related to alternatives to prison finalized and published; 2. The Department of Execution of Alternatives to Prison's Offices operationalized at the central level (and decentralized) with trained staff; 3. Better trained judges, prosecutors and public defenders to implement the new legal framework related to the alternative to prison legislation/policies, at the central level (and decentralized); 4. Better informed citizens and institutions on the advantages of the introduction of alternatives to prison (at the central level and decentralized); 5. Strengthened capacity of justice institutions with emphasis in the good functioning of the Palaces of Justice and in its capacity to interact with the community tribunals; 6. Greater capacity of the Ministry of Justice to implement the recommendations agreed upon during the UPR process and established in the National Plan for the Protection of Human Rights.	20 Key Stakeholders	50%	Sample for interviews/ group discussions: <ul style="list-style-type: none"> 2 members of group 1 (implementing partners); Pool: 10 key members of group 2 stakeholders (key project staff at MoJ and its departments); 5 members from group 3 stakeholders (key institutional beneficiaries of A2J outside the MoJ, i.e. AGO, Supreme Court, etc.) 3 members from group 4 stakeholders (UN agencies, other donors and CSOs) to assess external perspective. 	Pool of interviewees will be increased to represent 100% of those identified by project partners as key stakeholders for Outcomes 1, 2 and 3. - Same stakeholders may be interviewed on issues related to all 3 outcomes
Outcome 2 (CPD Output 6.5): Vulnerable groups, women in	7. Greater capacity of IPAJ to increase its reach to provide services to vulnerable groups (with emphasis on women and other vulnerable groups in a decentralized level); 8. Greater awareness by citizens (especially women) leading to greater access to the Justice	14 Key Stakeholders	50%	Sample for interviews/group discussions: <ul style="list-style-type: none"> 2 members of group 1 (implementing partners); 3 key members of group 	Pool of interviewees will be increased to represent 100% of those identified by

Sampling and Proposed Samples for A2J Project Final Evaluation Field Mission					
Outcome	Expected Outputs/Outcomes (as per A2J Project Logic Model)	Stakeholders (of A2J Project)		Proposed Sample	Justification/ Comment
		Total Targeted	Women		
particular, have awareness of their rights and are accessing Justice Services in the selected districts.	Services in a decentralized level.			2 stakeholders (key project staff at MoJ and its departments); <ul style="list-style-type: none"> 5 members from group 3 stakeholders (IPAJ staff); 4 members from group 4 (UN agencies, other donors and CSOs, prosecutors, etc.) to assess external perspective. 	project partners as key stakeholders for Outcome2. - <u>Same stakeholders may be interviewed on issues related to all 3 outcomes</u>
Outcome 3 (CPD Output 6.6): The National Human Rights Commission established and functional.	9. Legal organogram and staff table of the National Human Rights Commission (CNDH) finalized and approved; 10. CNDH officials (Commissioners and other staff) trained (instructed, trained and exposed to comparative experiences of other National Institutions of Human Rights); 11. CNDH Offices operational; 12. Greater awareness of institutions and citizens about the role and mandate of CNDH (inclusive of publication of annual report).	14 Key Stakeholders	50%	Sample for interviews/group discussions: <ul style="list-style-type: none"> 2 members of group 1 (implementing partners); 3 key members of group 2 stakeholders (key project staff at MoJ and its departments); 5 staff from group 3 stakeholders (CNDH); 4 members from group 4 (UN agencies, other donors and CSOs, prosecutors, etc.) to assess external perspective. 	Pool of interviewees will be increased to represent 100% of those identified by project partners as key stakeholders for Outcome 3. - Same stakeholders may be interviewed on issues related to all 3 outcomes

Annex E: Proposed Data Collection Tools / Protocols

1. Summary and Purpose of Interviews by Stakeholder Group

Targeted Stakeholder Group	Criteria	Data collection Technique	Purpose of Interviews
1) A2J Project Implementation Partners <ul style="list-style-type: none"> • UNDP • Ministry of Justice Mozambique 	Effectiveness; Relevance Project Efficiency & Management; Sustainability	In-depth interviews Structured and Semi Structured Questionnaires	Understanding issues related to the design and implementation of A2J Project from the perspective of key development/implementation stakeholders: <ul style="list-style-type: none"> • Information on the degree to which partnership model contributed to development partner collaboration and coordination; • Identification of activities/outputs to place more focus during the evaluation process; • Identification of unexpected outcomes and lessons; • Examples of gender successful interventions and outcomes
2) Management Staff and Project staff at Ministry of Justice and its key departments [Key Staff including the heads of departments involved in A2J]	Effectiveness; Project Efficiency & Management; Sustainability; Implementation challenges; Key achievements, good practices and lessons	In-depth Interviews Structured and Semi Structured Questionnaires	Understanding organizational and implementation aspects of A2J Project at the MoJ <ul style="list-style-type: none"> • Degree of institutional and technical capacity building • Challenges encountered during implementation & how resolved; what worked and what didn't work; degree to which A2J Project contributed to MoJ development goals. • Identification of changes in operations (training programming and delivery), procurement; recruitment policies, accountability, governance & GE implications; • Issues that may impact on sustainability.
3) Institution Project Beneficiaries and Training Recipients [Supreme Court; IPAJ; CNDH, etc.]	Effectiveness; Sustainability; Impact	Informal Group Discussions and individual interviews , semi-structured questionnaire	Assess level of participation in project activities and outputs and capacity gained through in training programs carried out under the A2J: <ul style="list-style-type: none"> • Effectiveness of training activities' methodology and approach; • Degree of institutional and technical capacity building • Examples of gender mainstreaming in the trainings; • Use of tools/outputs gained through A2J and their sustainability.
4) Other Stakeholders and Interested Parties such as justice sector institutions, civil society, UN agencies and other donors supporting the justice sector	Effectiveness; Sustainability; Donor Coordination; Impact	In-depth interviews; Interviews and discussions, short questionnaire.	Assess the degree of collaboration & coordination between A2J and other projects and donors and between international and national counterparts; <ul style="list-style-type: none"> • Degree of institutional and technical capacity building; • Impact of A2J and Issues that may impact on sustainability.

2 Interview Protocol by Stakeholder Group

Date of Interview:	Location:
Organizational affiliation:	Time Start: Time End:
Interviewer(s):	Interviewee Name, Title:
Category of Interviewee:	
No. of Interviewees _____ M _____ F _____	

Introduction: Good morning/afternoon and thank you for taking the time to speak with us today. As mentioned in our interview request, we are conducting the final evaluation of the UNDP Project on Strengthening Access to Justice, Rule of law and human Rights Protection in Mozambique which was initiated in January 2012 and is scheduled to end in 2017, commonly known as Access to Justice (A2J) Project.

As part of our research, we are conducting this field mission in Mozambique to speak directly with the funders, implementers, and beneficiaries of the A2J project. We would like to speak with you today to hear about your experience, in your own words, in order to help us better understand how this project looked and functioned “on the ground.”

Confidentiality Protocol

- We will collect information on individuals’ names, organizations, and positions. A list of key informants will be made available as an annex to the final evaluation report, but those names and positions will not be associated to any particular findings or statements in the report.
- We may include quotes from respondents in the evaluation report, but will not link individual names, organizations, or personally identifiable information to those quotes, unless express written consent is granted by the respondent. Should the team desire to use a particular quote, photograph, or identifiable information in the report, the evaluators will contact the respondent(s) for permission to do so.
- All data gathered will be used for the sole purposes of this evaluation, and will not be shared with other audiences or used for any other purpose.

Once again, thank you for taking the time to speak with us today. Do you have any questions for us before we get started?

QUESTIONNAIRE: [F/M Interviewee: Group1/2/3/4]

Q1. How relevant was the A2J project intervention? (1/2/3/4/5)

- i. To what extent was the intervention relevant and aligned with the Mozambican justice sector objectives and priorities and realistic to the context and needs on the ground? (1/2/3/4/5) Can you provide some examples (evidence)? _____
- ii. What factors, if any, have contributed to achieving or hindering achievement of the intended outputs and outcomes?
Can you list helping factors (if any): _____
Can you list hindering factors (if any): _____
- iii. To what extent does the project continue to be relevant to the Government's priorities in the area of governance? (1/2/3/4/5) Explain? _____

Q2. How efficient was the intervention in the delivery of project activities and in project management? How efficient have resources (funds, human resources, etc.) been allocated to deliver activities and on project management to achieve the outputs and outcomes? (1/2/3/4/5) Explain by providing some examples (evidence)? _____

- i. To what extent were outputs achieved on time and on budget? (1/2/3/4/5). Explain: _____
- ii. To what extent, if any, did the project's activities overlap and duplicate with other similar interventions (funded nationally and/or by other donors)? (1/2/3/4/5). Can you provide some examples or either duplication or coordination and cooperation with other projects?

- iii. What were the strengths, weaknesses, opportunities and threats of the project implementation process? Can you describe:
Strengths/Opportunities: _____
Weaknesses/Threats: _____

Q3. How effective was the A2J project intervention in achieving the expected outcomes – What was the project's contribution to the stated outcomes?

A. Outcome 1: Alternative measures to sentencing (1/2/3/4/5)

B. Outcome 2: Awareness and Access to Justice (1/2/3/4/5)

C. Outcome 3: CNDH (1/2/3/4/5)

- i. How effective and efficient was the project management structure and staffing during the implementation of the project (to produce the required results)? (1/2/3/4/5); Give examples, if any:

- ii. How effective were the strategies and tools used in project implementation? (1/2/3/4/5); Give examples of strategies and tools that were effective: _____
- iii. To what extent did the A2J Project increase knowledge and awareness of issues related to access to justice, human rights and gender issues? (1/2/3/4/5). Can you provide some examples (evidence)?

- iv. To what extent did the A2J Project improve Mozambican justice institutions' capacity and skills to address access to justice, human rights and gender equality issues? (1/2/3/4/5). Can you provide some examples (evidence)? _____
- v. **If attended training/workshop/seminar:** To what extent has participating in the technical assistance/ training activities improved your technical & professional skills? (1/2/3/4/5). Can you provide some examples (evidence)? _____

Q4. Sustainability: *What is the likelihood that results, achievements and benefits will continue after A2J Project involvement ends? To what extent are these anchored in national institutions? (1/2/3/4/5)*

- i. What evidence are there of committed financial and human resources on the part of the MoJ/ CNDH/ Government to maintain benefits and results achieved by the project? Explain (evidence)? _____
- ii. What are the major factors which will influence the sustainability of the development intervention's results? Which require attention in order to improve prospects of sustainability of results? Can you list the factors (evidence)? _____

Q5. Gender Equality: *To what extent has this intervention contributed to the advancement of women's access to justice and human rights? (1/2/3/4/5) . If so, how?* _____

- i. What strategies, if any, were employed to address gender-equality issues during the implementation of the project? Can you provide some examples (evidence)? _____
- ii. What is the '*most significant change*' that has occurred for GE as a direct result of the project? Can you provide some examples (evidence)? _____

Q6. Impact: *What is the impact of the intervention for the targeted groups (particularly women)? List the key tools/outputs and/or the main achievements of the A2J project that impacted these groups:*

- i. Was there any unexpected impact resulting from the intervention? Describe: _____

Q7. Lessons: *What unexpected outcomes and lessons were learned during the implementation of A2J Project?*

Describe any unexpected outcomes that were learned during implementation (evidence)? _____

Describe any lessons that emerged? _____

Describe any potential best practices that can be replicated in other projects _____

Q8. Recommendations: *What elements of the project (in order of priority) should continue if further funding becomes available? Provide specify:* _____

QUICK-RESPONSE SURVEY [F/M Interviewee: Group 1/2/3/4]

1. What is your assessment of the rate of impact on the justice sector of Mozambique of the following outcomes of the A2J Project:

Outcome 1 (Alternative Measures on Sentencing/Prison)

Strong impact (75-100%) <input type="radio"/>	Good impact (50-74%) <input type="radio"/>	Some impact (25-49%) <input type="radio"/>	Little impact (24-0%) <input type="radio"/>
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Outcome 2 (Awareness and Access to Justice Services)

Strong impact (75-100%) <input type="radio"/>	Good impact (50-74%) <input type="radio"/>	Some impact (25-49%) <input type="radio"/>	Little impact (24-0%) <input type="radio"/>
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Outcome 3: CNDH & Human Rights

Strong impact (75-100%) <input type="radio"/>	Good impact (50-74%) <input type="radio"/>	Some impact (25-49%) <input type="radio"/>	Little impact (24-0%) <input type="radio"/>
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2. What is your overall satisfaction level with the impact of the A2J Project on the justice sector of Mozambique: Explain/Comment: _____

Very satisfied <input type="radio"/>	Somewhat satisfied <input type="radio"/>	Somewhat dissatisfied <input type="radio"/>	Very dissatisfied <input type="radio"/>
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3. What is your satisfaction level with capacity of judges, prosecutors and public defenders to implement the new legislation/policies related to alternative prison measures? Explain/Comment: _____

Very satisfied <input type="radio"/>	Somewhat satisfied <input type="radio"/>	Somewhat dissatisfied <input type="radio"/>	Very dissatisfied <input type="radio"/>
---	---	--	--

4. What is your satisfaction level with the capacity of IPAJ to ensure greater access by citizens (especially women) to justice services in Maputo? And in the Provinces? Explain/Comment: _____

Very satisfied MAPUTO <input type="radio"/>	Somewhat satisfied <input type="radio"/>	Somewhat dissatisfied <input type="radio"/>	Very dissatisfied <input type="radio"/>
Other Provinces <input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

5. What is your satisfaction level with the capacity of the CNDH Commissioners & staff to ensure greater awareness and greater access by citizens (especially women) to enforce their human rights in Maputo and in the Provinces? Explain/Comment: _____

Very satisfied MAPUTO <input type="radio"/>	Somewhat satisfied <input type="radio"/>	Somewhat dissatisfied <input type="radio"/>	Very dissatisfied <input type="radio"/>
Other Provinces <input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

6. To what extent do you think the changes introduced into the Mozambique justice sector by the A2J Project will be sustained/ maintained by the MoJ/CNDH/Government of Mozambique?

Explain/Comment: _____

Completely (75-100%) <input type="radio"/>	Large extent (50-74%) <input type="radio"/>	Limited extent (25-49%) <input type="radio"/>	Not at all (24% or less) <input type="radio"/>
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Annex F: List of Stakeholders interviewed

(Disaggregated by Affiliation and Gender)

Institution	Contact Person	Position	Contact details (Physical address)	Phone	E-mail	Female	Male
UNDP	Habiba Rodolfo	Programme Specialist	Av. Kenneth Kaunda, 921, Maputo	823148410	habiba.rodolfo@undp.org	Female	
Ministry of Justice / Ministério da Justiça (MOJ)	Firoza Gani	National Director for Administration of Justice + A2J Project coordinator	Av. Julius Nyerere, 794, Maputo	843899603	firozagani@gmail.com or mjcr.dnaj@gmail.com	Female	
Ministry of Justice / Ministério da Justiça (MOJ)	Ana Maria Alegria	A2J Finance Manager	Av. Eduardo Mondlane, 130, 2 andar, Maputo	825772247	anamarialegria@gmail.com	Female	
Ministry of Justice / Ministério da Justiça (MOJ)	Maria de Lurdes Estevao	A2J Administrative Assistant	Av. Julius Nyerere nr.794, Maputo	842853699	mlurdes456@gmail.com mjcr.dnaj@gmail.com	Female	
Correctional Services / Serviço Nacional Penitenciário (SERNAP)	Alice Mondlane	Head of Department – Cooperation	Av Eduardo Mondlane	-	michelzibane@gmail.com	Female	
Correctional Services / Serviço Nacional Penitenciário (SERNAP)	Esla Cassmo	Head of Monitoring and Evaluation – Alternative sentencing	Av Eduardo Mondlane	-	elsacassamo@gmail.com	Female	
Ministry of Justice / Ministério da Justiça (MOJ)	Albachir Macassar	National Director - Human Rights and Citizenship	Av. Eduardo Mondlane, 130, 1 e 2 andar, Maputo	843095410	aly.bachir@gmail.com		Male

Free legal Aid / Instituto para o Patrocínio e Assistência Jurídica (IPAJ)	Manafa Pildes	Head of Planning	Av 25 de Setembro, Edifício Times Square 270, Maputo	849288868	mpchiau@gmail.com		Male
Free legal Aid / Instituto para o Patrocínio e Assistência Jurídica (IPAJ)	Catia Ernesto	Planning Officer	Av 25 de Setembro, Edifício Times Square 270, Maputo	840377913	ernestocatia@gmail.com	Female	
Supreme Court / Tribunal Supremo	Herminia Pedro	National Director for Planning	Av. Vladimir Lenine, 103, Maputo	823113360	herminia.pedro.mz@gmail.com	Female	
Supreme Court Tribunal Supremo	Samuel Tauene	Director - Statistic Judicial Information	Av. Vladimir Lenine, 103, Maputo	824087190	samueltaune@hotmail.com		Male
Supreme Court /Tribunal Supremo (TS)	Ernesto Manhique	National Facilities Manager (Buildings)	Av. Vladimir Lenine, 103, Maputo	828097290	manhique2@yahoo.com.br		Male
Attorney General Office / Procuradoria Geral Da Republica (PGR)	Sónia Santos	National Director for Planning	Av. Vladimir Lenine, 121, Maputo	844983910	s123santos@gmail.com	Female	
Attorney General Office / Procuradoria Geral Da Republica (PGR)	Zulmira Malate	Officer - administration of justice	Av. Vladimir Lenine, 121, Maputo	823069250	zumalate15@gmail.com	Female	
Attorney General Office / Procuradoria Geral Da Republica (PGR)	Nara Ndjive	Planning officer; Alternative sentencing	Av. Vladimir Lenine, 121, Maputo	845602318	g.ndjive@gmail.com	Female	
National Human Rights Commission/ Comissão Nacional Dos Direitos Humanos (CNDH)	Luis Bitone Nahe	National Human Rights Commissioner	Av. Fernão de Magalhães, 63, 1 andar, Maputo	824111080	lbitnahe@gmail.com		Male
National Human Rights Commission/ Comissão Nacional Dos Direitos	Miguel Mondlane	Head of Administrative and Finance	Av. Fernão de Magalhães, 63, 1 andar, Maputo	842079594	miguel.mondlane3@gmail.com		Male

Humanos (CNDH)		Department					
National Human Rights Commission/ Comissão Nacional Dos Direitos Humanos (CNDH)	Titos Muiambo	General Secretary/Secre tario Geral e Administrativo	Av. Fernão de Magalhães, 63, 1 andar, Maputo	822897020	muiambotitos75@gmail.com		Male
National Human Rights Commission/ Comissão Nacional Dos Direitos Humanos (CNDH)	Leovigildo Cossa	Head of Human Resources Department	Av. Fernão de Magalhães, 63, 167, 1 andar, Maputo	844447888	leovigildocossa@gmail.com		Male
National Human Rights Commission/ Comissão Nacional Dos Direitos Humanos (CNDH)	José Massingue	Intern	Av. Fernão de Magalhães, 63, 167, 1 andar, Maputo	848398980	-		Male
External consultant	Abdul Carimo	A2J Consultant	Rua Frente de Libertação de Moçambique 355, Bairro da Sommerschield	843021760	buddahissa@gmail.com or buddahissa@gmail.com		Male
External consultant	Oscar Monteiro	A2J Consultant	Sede da Lexterra, Av. Kenneth Kaunda 624. Maputo	848227173 /823001050	oscarjom@yahoo.com		Male
Attorney General Office / Procuradoria Geral Da Republica (PGR)	Zulmira Malate	Technician - administration of justice	Av. Vladimir Lenine, 121, Maputo	823069250	zumalate15@gmail.com	Female	
UNFPA	Deborah Nandja	Programme Officer	Av. Julius Nyerere 1419, Maputo	844731630	nandja@unfpa.org	Female	
Liga Mocambicana de Direitos Humanos/Mozambican Human Rights League	Alice Mabota	President of Mozambican Human Rights League	Av. 24 de Julho,3005		alice.mabota@gmail.com	Female	
Provincial Director of Justice - Nampula / Direcção Provincial da Justiça, Assuntos Constitucionais e	Bernardo Alide	Provincial Director - Nampula	Direcção Provincial de JACR de Nampula, Cidade de Nampula	826835220	alidebernardo@gmail.com		Male

Religiosos de Nampula (DPJCR - Nampula)							
Palace of Justice Ribaué/ Palácio da Justiça Ribaué	Edna Marília Pais	Juiza Presidente/Presiding Judge	Palácio da Justiça Ribaué, Nampula	846359674	ednapais@live.com.pt	Female	
Palace of Justice Ribaué/ Palácio da Justiça Ribaué	Bento Paiva	Head of records (SERNIC Ribaué)	Palácio da Justiça Ribaué, Nampula	848548618	-		Male
Palace of Justice Ribaué/ Palácio da Justiça Ribaué	Virgílio Ribeiro	IPAJ Office /Chefe da secretaria IPAJ	Palácio da Justiça Ribaué, Nampula	845176627	-		Male
Palace of Justice Ribaué/palácio da justiça Ribaué	Sumail Rachide	Officer	Palácio da Justiça Ribaué, Nampula	861619506/ 825330491	-		Male
Provincial Director of Justice - Inhambane / Direcção Provincial da Justiça, Assuntos Constitucionais e Religiosos de Nampula (DPJCR - Inhambane)	Cicilio Bila	Provincial Director - Inhamabane	Direcção Provincial de JACR de Inhambane. Av. Da Revolução, Cidade de Inhambane	848447350 ou 29320423	cecy.bila@gmail.com		Male
Palace of Justice Massinga/ Palácio da Justiça Massinga	Fernando Tomo	Juiz Presidente do Palácio da Justiça Presiding Judge - Massinga	Palácio da Justiça de Massinga, Inhambane	827492766	felicialbertina.tomo@gmail.com		Male
Palace of Justice – Massinga/ Palácio da justiça Massinga	Inílsa Esteves	District Attorney - Massinga	Palácio da Justiça de Massinga' Inhambane Pa	847745186	einilfa@yahoo.com.br	Female	

Annex G: Evaluation Mission Work Schedule

OCTOBER 2017						
	MONDAY 9	TUESDAY 10	WEDNESDAY 11	THURSDAY 12	FRIDAY 13	SATURDAY 14
AM	<p>10:00 Habiba Rodolfo UNDP – Good Governance Unit Maputo</p> <p>Av Kenneth Kaunda 921, Maputo</p>	<p>07:00 Albachir Macassar, National Director - Human Rights and Citizenship, Ministry of Justice.</p> <p>Av. Eduardo Mondlane, 130, 1 e 2 andar, Maputo</p>	<p>09:00 Focus Group Discussion/ NHRC – Miguel Mondlane – Admintrave and Finance Department Titos Muiambo – General Secretary Leovigildo Cossa – Human Resources José Massingue – Intern</p> <p>Av. Fernão de Magalhães, 63, 1 andar, Maputo</p>	<p>Travel to Inhambane</p>	<p>10:00 Focus Group Discussion Massinga Palace of Justice</p> <p>Inilisa Esteves – Public Prosecutor Fernando Tomo – Judge Celio Bila – Inhamabne Province Justice Director</p> <p>Estrada Nacional 1 EN1, Massinga, Inhambane</p>	<p>Return to Maputo</p>
PM	<p>12:00 Focus Discussion Group/ Ministry of Justice Firoza Gani – National Director Administration of Justice, Ministry of Justice Ana Maria Alegria, A2J Project Office (Admin) Maria de Lurdes Estevas, A2J, Project Officer</p>	<p>- Research and review of newly-received documents; - Team discussions; - Note Review</p>	<p>17:30 Luis Bitone Nahe, President, Human Rights Commission</p> <p>Av. Fernão de Magalhães, 63, 1 andar, Maputo</p>	<p>15:00 Celio Bila Inhambane provincial Justice Director</p>	<p>13:00 – 15:00 Palace of Justice observations; Magistrates' residences</p>	<p>15:00 Arrived in Maputo</p>

	Av. Julius Nyerere nr.794, Maputo					
	MONDAY 16	TUESDAY 17	WEDNESDAY 18	THURSDAY 19	FRIDAY 20	SATURDAY 21
AM	<p>09:00 - Abdul Carimo Project Consultant</p> <p>Rua Frente de Libertação de Moçambique 355, Bairro da Sommerschield.</p> <p>11:00 Hermínia Pedro, Planning Director, Supreme Court (TS) Samuel Tauene- Director - Statistic Judicial Information, High Court (TS) Ernesto Manhique - National Facilities Manager (Buildings), High Court (TS)</p> <p>Tribunal Supremo Av. Vladimir Lenine, 103, Maputo</p>	<p>11:00 - Alice Mabota, Human Rights League /Presidente da Liga de Defesa dos Direitos Humanos Also Current Human Rights Commissioner.</p> <p>Av. 24 de Julho 3005, Alto Mae, Maputo</p>	<p>11:00 – Focus Discussion Group</p> <p>Sónia dos Santos. National Planning Director (PGR) Nara Ndjive – Planning Officer – Alternative sentencing (PGR). Zulmira Malate - Officer - administration of justice Attorney General Office (PGR) , Avenida Vladimir Lenine, 121, Maputo</p>	<p>11:30 – UNDAF Evaluation team</p> <p>Christian Bugnion Marion Baumgart.</p> <p>UNDP Maputo Office.</p>	<p>07:30 Bernardo Alide, Provincial Director of Justice. Nampula</p> <p>9:00 Visit to the Palace of Justice of Morrumbene (destroyed by Ciclone February 2017)</p> <p>12:00 Focus Discussion Group/ Ribaué Palace of Justice Edna Marília Pais – Judge Bento Paiva – SERNIC Virgílio Ribeiro – IPAJ Sumail Rachide – Administrative Officer</p>	<p>08:00 Return Flight to Maputo</p>
PM	<p>14:00 - Óscar Monteiro – Project Consultant</p> <p>Sede da Lexterra, Av. Kenneth Kaunda 624.</p>	<p>12:30 Focus Group Discussion/SERNAP Alice Mondlane - Head Of Department; Cooperation,</p>	<p>- Review of the Evaluation of Palaces of Justice Report - Team discussions; - Note Review</p>	<p>13:30 Debora Nandja – Representative UNFPA</p>	<p>14:00 – 15:00 Visit to Magistrates' residences</p>	

	Maputo	Elsa Cassamo – Monitoring and Evaluation; Alternative sentencing SERNAP – Serviço Nacional Penitenciário Av. Eduardo Mondlane 2815, Alto Mae, Maputo		Av. Julius Nyerere 1419, Polana, Maputo 17:00 Flight TM 158 to Nampula		
	MONDAY 23	TUESDAY 24	WEDNESDAY 25	THURSDAY 26	FRIDAY 27	SATURDAY 28
AM	- Data review & analysis; - Development of findings; - Team discussions; - Note Review	- Team discussions; Note Review; - Drafting Presentation of Preliminary Findings to UNDP	Habiba Rodolfo - UNDP – Presentation; Findings, Recommendation and debriefing. Av Kenneth Kaunda, 921, Maputo, Mozambique	- Drafting Report	- Drafting Report	- Drafting Report

Annex H: A2J Financial Expenditures Summary

IP - Execução de fundos											
Project: "Strengthen Access to Justice, Rule of Law & Human Rights"											
	IP 2012		IP 2013			IP 2014			IP 2015	IP 2016	IP 2017
Project ID	80809	39005 PACAJ	80809	39005 PACAJ	ONE UN	80809	39005	ONE UN	80809	80809	80809
ACTIVITIES											
OUTPUT 6.4											
Justice Inovative Instruments	155,208.00	325,608.00	55,384.00	396,240.00		108,359.00	243,927.00		193,814.00	78,330.00	173,576.00
OUTPUT 6.5											
Women, Rights and Justice	27,458.00	26,688.00	5,795.00			8,138.00			68,329.00	20,402.00	13,235.00
OUTPUT 6.6											
National Human Rights Commission	51,232.00		66,914.00		13,912.00	45,632.00		5,924.00	57,358.00	40,225.00	
Act 4											
IP Capacity and Implement Costs	68,684.00		49,045.00			54,670.00			50,191.00	65,731.00	47,139.00
Sub Total	302,582.00	352,296.00	177,138.00	396,240.00	13,912.00	216,799.00	243,927.00	5,924.00	369,692.00	204,688.00	233,950.00
TOTAL / ano	654,878.00		587,290.00			466,650.00			369,692.00	204,688.00	233,950.00
	2,517,148.00										

Annex I: List of Documents Consulted

SOURCE/AUTHOR OF DOCUMENT	TITLE
UNDP	TOR for the Access to Justice Project Evaluation
UNDP/MoJ	ProDoc 2012 - 2015
UNDP/MoJ	Logic Model (LM)
UNDP/MoJ	Performance Measurement Framework (PMF)
A2j Project	Acta Project Board 2013
A2j Project	Acta Project Board 2014
A2j Project	Acta Project Board 2015
A2J Project	A2J Annual Report 2013
A2J Project	A2J Annual Report 2014
A2J Project	A2J Annual Report 2015
A2j Project	LPAC Justice December 2011
A2j Project	Justice Multiyear AWP Part I English
A2j Project	2014 AWP Justice
UNDP/MoJ	2014 AWP PACAJ
A2j Project	2015 AWP
A2j Project	2016 AWP Justiça Português VII
The World Bank 2009	The Road to Results: Designing and Conducting Effective Development Evaluations
Creswell, John W. and Vicki L. Plano Clark, New Delhi: Sage Publications	2011 <i>Designing and Conducting Mixed Methods Research</i>
Janice M. Morse & Linda Niehaus. Walnut Creek: Left Coast Press	2009 <i>Mixed Methods Design: Principles and Procedures</i>