

TERMINATION EVALUATION REPORT

Terminal Evaluation of the EU Justice and Legal Empowerment in Viet Nam (EU JULE) Programme, PAGO DA Component by UNDP in the period 2017-2024

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Details on the Project and Evaluation

Project Information		
Project title	EU Justice and Legal Empowerment Programme in Viet Nam (EU JULE): PAGOda with UNDP	
Contract number	ACA/2015/372-239	
Project outcome	<p>The Programme aims to strengthen the rule of law through a more reliable, trusted and better accessed justice system. This is achieved through the following results:</p> <ul style="list-style-type: none"> • Result 1: Increased public awareness and understanding of rights and on how to invoke those rights. • Result 2: Increased access to legal advice, assistance and representation in both civil and criminal matters. • Result 3: Improved enabling legislative and regulatory framework for legal empowerment and access to justice. • Result 4: Enhanced integrity and transparency in the justice sector. 	
Country	Vietnam	
Date of DoA signed	31 December 2015	
Project dates	Start	Planned end
	01 November 2017	31 May 2024
Total committed budget	EUR 5,544,715	
Expenditure at the time of evaluation	EUR 5,483,723 (or 98.9%)	
Funding source	EU (EUR 5,062,005) and UNDP (EUR 482,710)	
Implementing party	UNDP	
Key partners	Ministry of Justice, Ministry of Ministry of Labour, Invalids and Social Affairs; Ministry of Public Security, Central Committee of Internal Affairs, Supreme People's Court, Supreme People's Procuracy, Viet Nam Lawyers' Association, Viet Nam Bar Federation	

Evaluation information		
Evaluation type	Project	
Final/midterm review/ other	Termination Evaluation	
Period under evaluation	Start	End
	November 01, 2017	May 31, 2024
Evaluators	Hung Pham	
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Evaluation dates	Start	Completion
	March 26, 2024	May 31, 2024

Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIP	Co-Implementing Partner
COVID-19	Coronavirus disease 2019
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organization
DAC	OECD Development Assistance Committee
DI	Disability Inclusion
DoA	co-Delegation Agreement
EoP	End of the Programme
EU JULE	European Union Justice and Legal Empowerment Programme in Vietnam
EU	European Union
FGD	Focus Group Discussion
GBV	Gender-based violence
GoVN	Government of Vietnam
ICCPR	International Covenant of Civil and Political Rights
ICD	International Cooperation Department
JIFF	Justice Initiative Facilitation Fund
JP	Joint Programme
LSDS	Strategy for the Development and Improvement of Vietnam's Legal System to the Year 2010, with a vision to 2020
M&E	Monitoring and Evaluation
MIP	Multiannual Indicative Plan
MOJ	Ministry of Justice
MoLISA	Ministry of Labour, War Invalids, and Social Affairs
MPS	Ministry of Public Security
MTE	Mid-Term Evaluation
NIP	National Implementing Partner
PAGoDA	Pillar-Assessed Grant or Delegation Agreement
PAPI	Provincial Governance and Public Administration Performance Index
PMU	Project Management Unit
ProDoc	Programme Document
PSC	Programme Steering Committee
PwD	Persons with Disabilities
SDGs	Sustainable Development Goals
SEDP	Social and Economic Development Plan
SES	Social and Environmental Standards
SPC	Supreme People's Court
SPP	Supreme People's Procuracy
TE	Termination Evaluation

ToC	Theory of Change
ToR	Terms of References
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
UNDP	United Nations Development programme
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
UPR	Universal Periodic Review
VBF	Vietnam Bar Federation
VLA	Vietnam Lawyers Association
VNR	Voluntary National Review
WB	World Bank

Executive Summary

Background

1. **EU JULE Programme.** European Union Justice and Legal Empowerment Programme in Vietnam (EU JULE) was a tripartite cooperation between the United Nations (UN), EU, and Viet Nam in the area of good governance and justice reforms. The Programme aims to strengthen the rule of law through a more reliable, trusted, and better accessed justice system. This objective was expected to be achieved by increasing access to justice for vulnerable groups, for women, children, ethnic minorities and poor people. The Programme has been implemented between 1st November 2017 to 31st May 2024.
2. **PAGoDA component.** The PAGoDA component of EU JULE focuses on achieving this objective through the support of the key state institutions in the legal and justice sector. With a total funding of EUR 7.200.000, it covered (i) technical assistance to and capacity development of state institutions for the strengthening of judicial integrity; and (ii) support the generation of independent information on judicial systems. PAGoDA has been implemented between the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) (and the United Nations Office on Drugs and Crime (UNODC) in the early stage) and the Government of Viet Nam (GoVN) agencies led by the Ministry of Justice (MoJ). The component consisted of 322 activities under the oversight of UNDP, implemented by 35 implementing partners both at the national and sub-national levels.
3. **Purpose and scope of the evaluation.** This terminal evaluation (TE) was commissioned by UNDP for the period from March 24 to May 31, 2024. It was being conducted to provide an assessment of the achievement of results against what was expected to be achieved under the PAGoDA component. The TE also draws lessons that can both improve the sustainability of benefits from this project, contributing to both desired changes of justice system in Vietnam and overall enhancement of the UNDP programming. The TE focuses on the sub-component of PAGoDA implemented by UNDP. Activities implemented by other UN agencies were not subject to the evaluation. The TE aims determining the relevance, impact, effectiveness, efficiency and sustainability of the UNDP work, as well as to assess how the recommendations agreed at the mid-term review were pursued.
4. **Approaches and methodologies.** This TE adheres to the United Nations Evaluation Group's Norms and Standards, UNDP Evaluation Guidelines and UNDP Evaluation Policy. It adopts a combination of a human-rights based approach, credibility approach, participatory approach, and gender equality. Within the timeframe of this evaluation, field surveys or extensive stakeholder consultations were not feasible. The evaluation was mainly based on a comprehensive review of the existing documents related to PAGoDA (and EU JULE in general). This included 23 types of documents with 102 papers or reports. After this thorough desk review, a round of targeted stakeholder consultation was made to enhance and validate the findings drawn from the desk review. These consultations were targeted to 23 institutions that were most important stakeholders for PAGoDA implementation.

Key findings

5. **The EU JULE PAGoDA component was assessed to be fully relevant.** It was in line with the national development priorities stated in the strategic planning documents (e.g. Socio-Economic Development Plan (SEDP) 2016-2020; 2021-2025; the country's Agenda 2030 to implement the Sustainable Development Goals (SDGs) by 2030. It directly contributed to the on-going legal and judicial reforms that Viet Nam has embarked on and the country Human Rights agenda. It was fully aligned with the strategies and priorities of the UNDP reflected in

the UNDP Strategic Plan and the Country Programme 2022-2026, and those of the EU in the Multiannual Indicative Plan (MIP) 2014-2020, 2021-2027. PAGOda was a continuation of the UNDP and EU cooperation with Viet Nam in the areas of good governance and rule of law for around two decades. PAGOda was responsive to the needs of the beneficiaries being legal professionals, the vulnerable groups. It was also evident that PAGOda was synergic to other interventions in the justice sector of the UN agencies and complementary to other international cooperation initiatives of the key national partners.

6. **The effectiveness of PAGOda was assessed to be highly satisfactory.** As of May 27, 2024, all 322 approved activities with 35 implementing partners under PAGOda were completed. PAGOda has produced significant results in all the four outcomes. It either achieved or exceeded all the outcome and output indicators of the logframe (except a shortage in a few outputs that were no longer in demand by national partners). COVID-19 created delays in implementing improved activities, but the quality of activity implementation was not seriously affected. There were other factors that contributed to delays (such as the withdrawal of UNODC in the early stage, discrepancy between the UN-EU agreements and the GoVN programme document, and long approval processes of activities by the GoVN side). COVID-19 and these factors were properly monitored, and an 18-month extension was made to allow sufficient time for completion.

7. **PAGOda was found to be cost-effective.** As of May 27, 2024, PAGOda has disbursed at an estimated rate of 98.9 percent. The PAGOda completion, an amount of USD 68,773 was left un-used. PAGOda adopted some implementation strategies to ensure cost-effectiveness such as using the UN-EU cost norms, the UN procurement for goods and services. Mobilizing national expertise, while mobilizing international experts in selected areas where national capacity was not sufficient, was another cost-saving factor. The management structure was found to be efficient from a cost-effective perspective. On average, the programme management cost was estimated at 18.6 percent, which was in a reasonable range of projects with a strong focus on technical assistance. Being a multi-partners initiative, management capacity development for the MoJ PMU and other focal persons from implementing partners should have been prioritized at early stages. The M&E system was generally efficient in providing inputs for timely management decision. Nevertheless, management of knowledge products and learning were the areas for improvements.

8. **Key results of PAGOda were likely to be sustained.** Among the key results of PAGOda, contribution to development and implementation of laws, institutional development in the justice sector, developed and endorsed courses were found to be certainly sustainable. In addition, improvements in the individual capacity of legal professionals are likely to be sustained, depending on whether these professionals would have opportunities to use the improved knowledge and skills in their day-to-day work. An explicit Exit Strategy was not part of the programme design. A perception of an Exit Strategy among the key partners was to continue a next programming. The evaluation was inconclusive in terms of availability of resources available to continue certain processes or benefits generated by PAGOda. In addition, limited learning arrangements to disseminate good practices and share knowledge products might hinder potential scaling-up and sustainability.

9. **Cross-cutting issues, including human rights, disability and gender equality and empowerment of women were found to be fairly satisfactory but there were areas for improvements.** Cross-cutting issues, including human rights, gender equality and empowerment of women, inclusion of vulnerable groups such as the poor, ethnic minorities, people with disabilities (PwDs) were reflected in the PAGOda objectives and targeting strategy.

A strong evidence of gender equality and empowerment was found in the implementation arrangements and the actual maneuver of the implementing partners. Sex-disaggregated data was collected for most activities. Inclusion of children was a focus and improved access to justice for children was a focus of PAGO DA intervention and it was significantly enhanced by rolling-out the Family and Juvenile Courts in 38 provinces. Reaching ethnic minorities was operationalized through geographical targeting. Efforts were in place to translate selected training materials into the ethnic minority languages. However, data disaggregation by ethnic minorities and other vulnerable groups was not available. An explicit strategy for disability inclusion was not found. Despite efforts to support the GoVN on reporting and implementation of the International Convention on the Rights of Persons with Disabilities (CRPD), this was an area for improvement, which would require greater attention in any future programming, not least given the high percentage of PwDs in Viet Nam.

10. **Agreed recommendations at the MTE were pursued and completed.** At the MTE, there were five recommendations for UNDP and these recommendations were agreed by the UNDP management (agreed on 04 recommendations and partially agreed on one recommendation). As of 27 May 2024, all the recommendations pertaining to the current PAGO DA component have been pursued and completed. The recommendation on next programming, suggesting priorities of the next phase of EU JULE, was initiated and ongoing (as it should be).

11. **Six lessons learned were highlighted in this evaluation.** The most important lessons learned were (i) Strong national ownership and leadership being the key to success; (ii) Importance of a multi-level approach in supporting the justice reform; (iii) Gradual approach in addressing politically sensitive development challenges; (iv) State agencies and CSOs working together for advancing a joint agenda in the justice sector; (v) Breadth and quality of PAGO DA partnerships; and (vi) Clear division of labour being an important condition for success of a joint programme.

12. **In overall, the EU JULE PAGO DA was found to be a success.** Being a complex initiative with multiple partners implementing a high number of activities in an increasingly politically sensitive area, PAGO DA has completed all activities, achieved or exceeded the outputs and outcomes expected. It has also built further trust between the UN and Viet Nam's justice and legal agencies. UNDP and UNICEF confirmed PAGO DA being a flagship UN initiative on access to justice and rule of law at the national, regional and international level. The UN, EU, and MoJ expressed recognition of PAGO DA (and EU JULE in general) being an example of effective tripartite partnership between the UN, UN member state, and EU as well as a good example of an effective, multi-agency partnership to advance SDG16. The MoJ and other GoVN stakeholders indicated that PAGO DA has significantly contributed to accelerating the justice reform of the country.

13. **Strong perception of continuation of a next programming was suggested by key partners.** With EU JULE/PAGO DA being a success, it created a background for continuation of the cooperation between the UN, EU, and Viet Nam in good governance and rules of law in the future. The justice reform of the country was an ongoing agenda and there are challenges ahead to ensure a rule of law state and access to justice for all. With this, suggestions for a next phase of the EU JULE Programme came out very strongly from the stakeholder consultation made during this evaluation. Therefore, most of the recommendations made in this report (as below) were on the next programming.

Recommendations

For closing the current EU JULE Programme

14. **Recommendation #1: Consolidate the knowledge products for sharing.** Collect, consolidate, and organize the fertile knowledge products in a way that could be easily shared to legal professionals and the public through the portal of UNDP and/or MoJ. **Target:** UNDP. **Priority:** High. **Time:** before August 31, 2024

Recommendations pertaining on Next Programming

15. **Recommendations #2: Refine the focus of the current EU JULE/PAGoDA with certain modification in the implementation approaches.** Additional elements of the intervention approaches should be added, including (i) adapt a modular learning approach for capacity development of individual legal professionals to enhance capacity development impacts and avoid on-and-off capacity development events; (ii) incorporate organizational development paths for key institutions in addition to individual capacity development efforts for targeted institutions; (iii) introduce behaviour change communication together with awareness raising efforts; and (iv) support digitalization of legal aid and other legal services.

16. **Recommendation #3: Design a theory of change, result framework with SMART indicators, strong learning arrangements for the next programming.** This is to ensure that different components and activities will be synergised. This includes (i) a well-grounded ToC that is transformed into SMART indicators on expected impact, outcome, and output; (ii) data disaggregation design to allow proper monitoring participation of the vulnerable groups; and (iii) a strong learning arrangement.

17. **Recommendation #4: Conduct capacity need assessments during the inception phase as background to identify priorities for all implementing partners and allocate funding across different components.** These capacity needs assessments will serve two purposes. First, capacity need assessments at the early stage will inform prioritization of activities. Second, it will create an evidence-based foundation to allocate resources among the state institutions and CSOs to balance between top-down and bottom-up approaches in the next programming.

18. **Recommendation #5: Design the next programming being a portfolio of individual projects with strong arrangements for coordination.** A portfolio programme with individual projects managed by each of every implementing partner appears to be the only option for a multi-agency programme in the current ODA management regulations. To operationalize this setting, some measures were suggested to (i) rationalize the number of implementing partners to less than ten partners; (ii) utilize service contracts with other partners for limited amounts of funding to avoid complicated approval process and management requirements after approval; (iii) deploy a strong Inception Phase consultant team to work with the implementing partners to ensure approval and readiness of portfolio management; and (iv) structure an 18-month Inception Phase to allow sufficient time for approval and planning.

19. For all recommendations from #2 to #5, the followings apply: **Target:** the UN, EU, MoJ. **Priority:** High. **Timing:** June 2025.

1. Introduction

1. **The Vietnam justice reform.** Viet Nam has embarked a reform to develop a comprehensive legal framework to strengthen legal and judicial institutions over the past two decades. The two cornerstones of the reform were the Resolution 48/NQ-TW dated 24/05/2005 on “Strategy for the Development and Improvement of Vietnam’s Legal System to the Year 2010, with a vision to 2020 (LSDS)” and Resolution 49-NQ/TW on the Judicial Reform Strategy to 2020 of the Viet Nam Central Committee of the Communist Party. These have served as background for several policies and programmes developed the stakeholders concerned and the results have been positively shaping the justice system and the overarching normative environment. The reform was continuously led by growing political will and commitment of all state sectors to endorse principles of effective and efficient justice and gender equality.

2. **Multifaceted challenges.** While achievements of the reform were significant, Viet Nam has encountered multifaceted challenges to ensure access to justice for all. Quality of work of judicial agencies remains inadequate; professional ethics of justice professionals are subject to further development; capacity, both institutional and individual, to implement the reform, albeit growing, remains a constraint. It was also noted that coordination across different state agencies to implement and accelerate the reforms is still lacking; awareness of the public, especially the vulnerable people, on their rights to access justice needs improvements; participation of citizens in the development and enforcement of laws is generally low; the level of confidence of the public in judicial institutions is limited. Notably, discrepancies among laws and legal ambiguities are significant, causing inefficiencies in implementation of laws.

3. **The EU JULE Programme.** In this context, the European Union (EU) has provided the support to the GoVN through the EU Justice and Legal Empowerment (EU JULE) Programme since 2017. The objectives of the Programme are to strengthen the rule of law in Viet Nam through a more reliable, trusted and better accessed justice system; and to increase access to justice for citizens, especially for vulnerable groups. EU JULE has been implemented by the Ministry of Justice (MoJ) and other related GoVN agencies in cooperation with the three UN agencies, namely UNDP, UNICEF, UNODC and a separate Justice Initiative Facilitation Fund (JIFF) component administered by Oxfam. The Programme is a part of the long-term cooperation between EU and Viet Nam that has embraced political and security issues, regional and global challenges, trade and development, cooperation, and humanitarian aid. The Programme was originally planned for the period 2017-2020. However, due to some delays in the approval procedures at the early stage and constrained progress during the COVID-19 pandemic, EU JULE was extended to November 2022 and then to May 2024.

4. **The Mid-Term Evaluation.** The programme has already been implemented for over five years with a number of activities have been accomplished and much progress have been made in bringing justice closer to vulnerable groups. A Mid-Term Evaluation (MTE) was conducted in early 2022 by a consultant team led by NIRAS. The MTE generally concluded that EU JULE was aligned with the beneficiary and stakeholder needs. EU JULE’s PAGoDA has activated a significant and critical mass of legal professionals; produced strategic documents and tools which serve to inform the development of targeted public awareness of legal right interventions; enhanced the capacity of legal and judicial officials; increased the transparency of law-making and law-implementing institutions, as well as strengthened a justice sector that is more accessible and inclusive to all. It also contributed to improvement of legal aid system, the provision of child-friendly judicial proceeding and gender-sensitive grassroots mediation, and the availability of specialized justice institution. The JIFF component

was reported to perform efficiently and effectively despite the short period of the grants and the systemic challenges. Based on the findings, the MTE provided eight recommendations, of which seven were agreed by UNDP and UNICEF management; one was partially agreed.

5. **This final evaluation.** The terminal evaluation (TE) was planned to assess the results of the sub-component implemented by UNDP under the EU JULE Programme against its objectives, expected results and outcomes; how UNDP has done to follow up recommendation of MTE and provide appropriate recommendations. Results from this TE would be used by UNDP, the donor (EU), and national stakeholders for designing other relevant interventions in the future. In addition, lessons learned and recommendations from the TE would also be used in reviewing of the UNDP country programme 2022-2026, and for improvements of other programme/project designs (the Terms of References for this TE were provided in Annex 1). As the evaluation as supposed to complete by May 31, 2024, the date of May 27, 2024, was selected for updated timeline of the figures used in this report. It was understood that there might be some minor changes in financial figures as some pending items would be cleared in the system between May 27 to May 31, 2024, but other figures on the programme performance would be the same between these two dates.

6. **Structure of the report.** The report was structured according to the UNDP evaluation report templates as follows. Section 2 provides a short description of the EU JULE programme. Objectives, purpose, and scope of the evaluation were described in Section 3. The evaluation approach and methods were discussed in Section 4. Findings of the evaluation are presented in Section 5. Conclusions are provided in Section 6. Recommendations are the subject of Section 7. Other relevant information for the TE is presented in Annexes.

2. EU JULE Background

7. **Context of the EU JULE Programme.** The EU JULE Programme is a part of the long-term cooperation between EU and Viet Nam over the past three decades or so. With Viet Nam and EU being Comprehensive Partnership (with the Framework Agreement on Comprehensive Partnership and Cooperation signed in 2012), the EU – Viet Nam cooperation has embraced trade and development, political and security issues, regional and global challenges, and humanitarian aid. Over time, the cooperation gradually expanded to politically sensitive issues such as human rights and justice. Within that Comprehensive Partnership, the EU and Viet Nam held the 6th round of the annual enhanced Human Rights Dialogue in 2016, where discussions were among other issues on legal and judicial reforms in Vietnam, promotion of the rule of law. This Dialogue paved the way for further discussions on the EU's support to the justice reforms in Vietnam.

8. **The EU JULE Programme.** In such context, the relevant agencies of Vietnam and the EU had been negotiating for a project on the justice reform since 2013, and the co-Delegation Agreement (DoA) between the UN and EU for the programme was signed on December 2015. Discussions continued between relevant parties and the EU JULE Programme document (ProDoc) was approval in August 2017. The Programme was scheduled for 61 months, from November 2017 to November 2022. However, the implementation was suspended from 1st February 2018 to 31st July 2018 pending the adoption of the Government's ProDoc. The Programme was resumed from 1st August 2018 and officially launched on 12 October 2018. Due to delays by the COVID-19 pandemic and to respond to the demand from the implementing partners, the Programme was attended to 31 May 2024 through the 4th addendum of the original agreement made in November 2020. With such suspension and extension, the total timeframe was in 73 months.

9. **Objectives and results.** The overall objective of the EU JULE Programme was to strengthen the rule of law through a more reliable, trusted, and better accessed justice system. The specific objective was to increase access to justice for vulnerable groups, for women, children, ethnic minorities and poor people. The objectives of the Programme are envisaged to be achieved through four results, each one of which is to be realised by implementing a set of indicative activities, including (i) Result 1: Increased public awareness and understanding of rights and on how to invoke those rights; Result 2: Increased access to legal advice, assistance and representation in both civil and criminal matters; Result 3: Improved enabling legislative and regulatory framework for legal empowerment and access to justice; and (iv) Result 4: Enhanced integrity and transparency in the justice sector. The strategic approach is to make people aware of their legal rights, help them invoke those rights in practice (which are on the demand side), and to improve the availability and quality of legal advice, assistance and representation when needed (which are on the supply side). The Programme addressed constraints in the justice sector by building the capacity of Government institutions at both the central and provincial level (in some selected provinces) and civil society organizations.

10. **PAGoDA and JIFF components.** The EU JULE Programme consists of two components with different management modalities. The Justice Initiative Facilitation Fund (JIFF) was a basket fund for civil society organizations managed by Oxfam. With a total funding of EUR 6.455.406, the JIFF supports civil society initiatives via sub-granting towards the achievement of EU JULE Programme results (as above). The JIFF aims to reach an estimated 54,000 people who demonstrate increased awareness and understanding of legal rights and at least 32,000 people receive legal advice or assistance. It was also aimed that research, media outreach and advocacy implemented under the JIFF would increase opportunities for access to justice for at least 4.5 million people. The second component of the EU JULE Programme was an Indirect Management Co-delegation Agreement (using Pillar-Assessed Grant or Delegation Agreement – PAGoDA modality). With a total funding of EUR 7.200.000 (of which 90.5% was EU contribution: 4.5% was the UN contribution), PAGoDA was administered by UNDP, UNICEF, and UNODC to support government institutions with the leading role of UNDP.

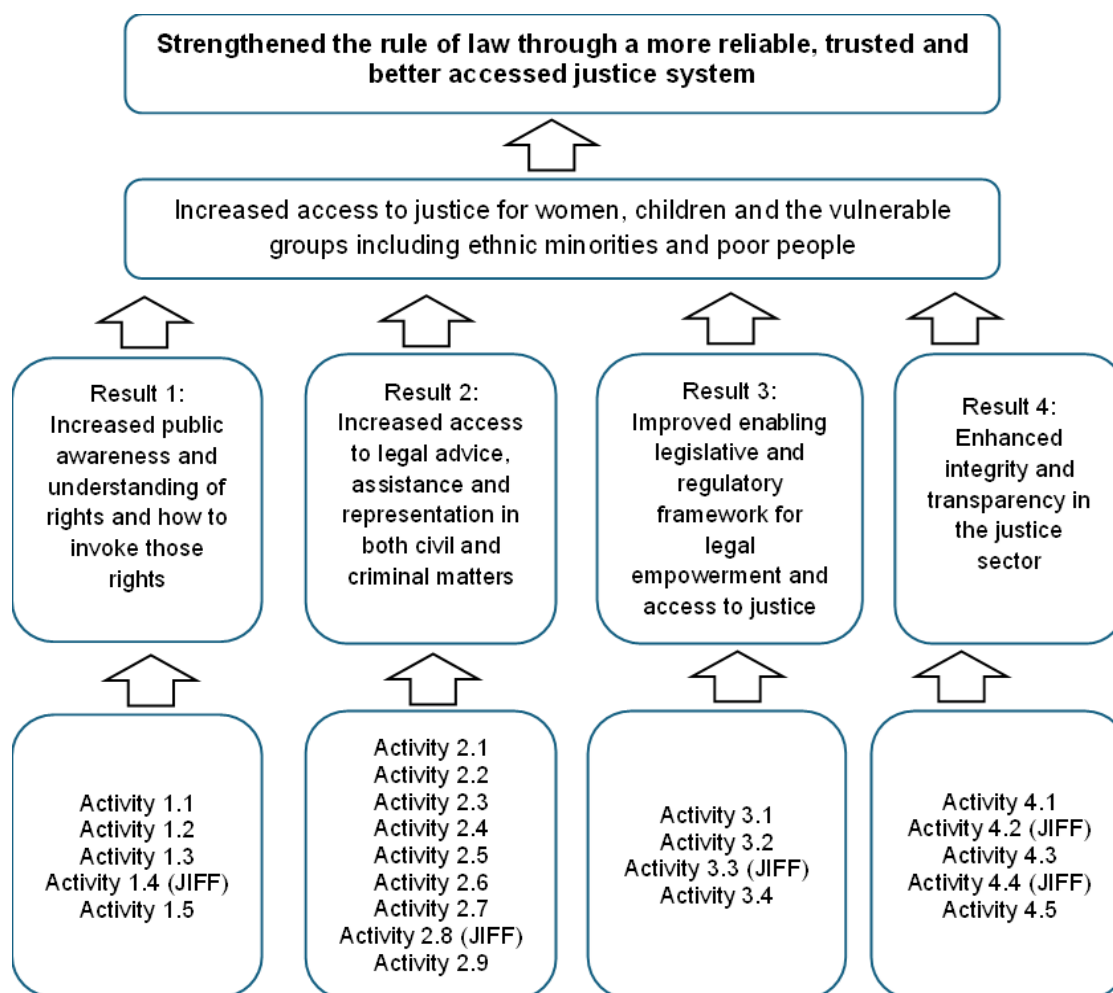
11. **PAGoDA focuses and target groups.** While JIFF was to work through CSOs, the PAGoDA component was to work through the government systems.¹ The PAGoDA component covered (i) technical assistance to and capacity development of state institutions, in particular for the strengthening of judicial integrity; and (ii) support the generation of independent information on the formal and/or informal judicial systems (through grants to research institutes, universities, consultancy firms to conduct quantitative and qualitative surveys, research studies etc. and for activities promoting civil society and parliamentary oversight of the judicial systems). PAGoDA targeted ministries and other duty-bearers, including Ministry of Justice (MoJ), Supreme People's Court (SPC), Supreme People's Procuracy (SPP), Ministry of Public Security (MPS), and Ministry of Labour, Invalids and Social Affairs (MoLISA); Vietnam Lawyers' Association (VLA), Vietnam Bar Federation (VBA), provincial departments of justice; the provincial courts and provincial procuracies; committees and agencies of the National Assembly; law universities and research institutions relating to law and justice, and the media. Contributions of these institutions according to the programme results were summarized in Annex 2 of the Report. The PAGoDA component also targeted right-holders with a strong focus on the vulnerable groups such as women, children, ethnic minorities, poor people. Activities held at the provincial level were conducted by the central level implementing partners. In

¹ PAGoDA is a modality of development aid exercised by the European Union. This abbreviation does not stand for the name of the component, but the modality used to implement this component of the EU JULE Programme.

addition, Department of Justice (DoJ) in five provinces, namely Kien Giang, Quang Ngai, Quang Tri, Phu Tho, and Lai Chau also joined PAGOda as implementing partners in 2023.

12. **Theory of Change.** The programme design (both the UN-EU DoA and the GoVN ProDoc) did not include a Theory of Change (ToC). However, the overall objective, specific objective, the four results areas, and the description of activities provided in the programme design could be linked together to establish a ToC as below. *IF the people are aware of their legal rights (result 1) AND the access to legal services in all matters are available (result 2) through the improved normative environment, and strengthened the capacity of legal and judicial officials (result 3) and enhanced transparency of the justice sector (result 4), THEN vulnerable groups: women, children, ethnic minorities, and poor people will have increased access to justice (i.e. the specific objective) because a more reliable, trusted and better-accessed justice system will be available (i.e. overall objective).* A simple capture of this ToC was provided in the chart below. With this pathway of change, the intervention logics are described below.²

Figure 1. The EU JULE Theory of Change



Source: based on the description of EU JULE in the UN-EU DoA and the GoVN ProDoc.

² It is noted that the ToC was developed for the EU JULE Programme rather than for the PAGOda component itself. This is because both the two components of the Programme contribute to the programme's objectives and results. Having a ToC for the PAGOda component was therefore not pursued in this TE.

13. **Intervention logics.** The main intervention approaches include (i) technical assistance to and capacity development of state institutions, in particular for the strengthening of judicial integrity; and (ii) support the generation of independent information and evidence on the formal/informal judicial systems (sub-grants to research institutes and universities) through quantitative and qualitative surveys, research studies, analysis of statistical data, and for activities promoting civil society and parliamentary oversight of the judicial systems. To reach the programme objectives, activities were designed as an integrated intervention comprising four main pillars that correspond to the four results (as above), including: (i) rights awareness and understanding of rights holders; (ii) accessible legal advice and representation; (iii) legal empowerment framework and mechanisms; and (iv) judicial institutions and actors with integrity and transparency.

14. In each of the focus areas, activities are implemented as keys to addressing gaps and barriers to realizing legal empowerment, increasing access to justice and protecting rights across all sectors, including (i) enhancing the accountability of state actors in implementation; (ii) strengthening national and provincial capacities to rigorously monitor and evaluate performance of judicial institutions and actors both at national and sub-national levels; (iii) strengthening sectoral and inter-sectoral coordination mechanisms, platforms and practices for rights protection and administration of justice; (iv) improving data systems and evidence-based processes, with a strong focus on integrity, transparency, equality and accessibility; (v) supporting the engagement and participation of citizens and civil society to engage in legislative process and monitoring law implementation and performance of judicial institutions; and (vi) increasing responsiveness and 'people-centeredness' in the justice sector (see Annex 3 for a more detailed description of the PAGODA activities).

15. **EU JULE governance structure.** A Programme Steering Committee (PSC) is the highest management level of EU JULE with the power to decide through a consensus basis, directions and approve annual work plans. The PSC was co-chaired by MoJ and the EU, representing the GoVN institutions, the PAGODA and JIFF management. The PSC meets at least once a year, but other meetings were organized at calls of the co-chair(s). A Project Management Unit (PMU) was set up at MoJ. As a part of the counterpart contribution of the GoVN, the operational costs of this PMU were borne by MoJ. The PMU worked with UNDP and UNICEF (under PAGODA) and Oxfam (under JIFF) to support MoJ in management and coordination of the Programme. PMU supported the PSC to review annual work plans and handle all issues arising with both PAGODA and JIFF before submitting to PSC for review and decision-making. The MoJ PMU was also in charge of monitoring the operation of EU JULE. In other GoVN partner organizations (i.e. SPC, SPP, MPS etc.), focal points were assigned to coordinate with PMU and the UN EU JULE management team in implementation of activities as well as for monitoring and evaluation.

3. Evaluation Objective, Purpose and Scope

16. **Scope of the evaluation.** The scope of this terminal evaluation focuses on the sub-component of PAGODA implemented by UNDP. The contents of PAGODA were discussed in paragraph 11 in Section 2 of this report. The presentation of the ToC provided in paragraph 12 provides another visual capture of the scope of PAGODA in the EU JULE Programme. Intervention logics of PAGODA were described in paragraph 13-14 above while activities were summarized in Annex 3 of the report. In addition, it was also noted that activities implemented by UNODC (in the early stages of the programme implementation) and UNICEF in the PAGODA component were not subject to this TE. These UNICEF/UNODC-led activities

accounted for around 25% of the total number of activities under PAGO DA. After excluding activities from UNICEF/UNODC, the scope of UNDP engagement to PAGO DA spread to all activities of the component as described in Annex 3, except the Act. 2.6 on support the Family and Juvenile Courts. The terminal evaluation focuses on determining the relevance, impact, effectiveness, efficiency and sustainability of UNDP work in order to make adjustments and improve contributions to development, especially how UNDP implement recommendations of the Midterm Review (see Annex 1 for the ToR). The evaluation will cover the whole cycle of the EU JULE PAGO DA component from 1st November 2017 to 31st May 2024.

17. **Objective of the evaluation.** As part of the UN country office’s evaluation plan, this terminal evaluation (TE) was conducted to provide an assessment of the achievement of programme results against what was expected to be achieved at the end of the programme. Progress against the agreed recommendations of the MTE was also reviewed. In addition, the TE draws lessons that can both improve the sustainability of benefits from this programme, contributing to both desired changes of justice system in Vietnam and overall enhancement of UNDP programming. The TE report promotes accountability, transparency and assesses the extent of project accomplishments.

18. **Purpose of the evaluation.** Results and recommendations of the TE will be used by UNDP, the donor (EU) and national stakeholders for designing other relevant interventions in the future, ensuring national ownership and sustainability of programme results. In addition to that, lessons learnt and recommendations from this TE will also be used by the country programme board during its annual review and final review of the UNDP Country Programme (2022-2026), for proper adjustments and improvement of other project/programme design, implementation, and evaluation.

19. **Evaluation criteria.** As prescribed in the ToR, the terminal evaluation is rated in accordance with five out of the standard DAC evaluation criteria: relevance/coherence, effectiveness, efficiency, sustainability and on cross-cutting issues (human rights, gender, disabilities). In addition, as prescribed in the ToR, the evaluation also reviewed how UNDP has implemented the recommendations of the MTE. Based on these, recommendations would be made to UNDP, EU, and other national stakeholders for future programming.

20. **Evaluation questions.** The ToR provided an intensive list of 33 indicative evaluation questions. After initial consultation, document analysis, and discussion with the UNDP EU JULE management team, these questions were redefined to scope down the indicative evaluation questions suggested in the ToR. This scoping down was based on potential usefulness and feasibility of the answers, as well as to avoid a repetition of the MTE findings. In addition, other questions (not listed in the ToR) on how the MTE recommendations were pursued and lessons learned were also added. With this, the evaluation questions were finalized and presented in the table below.

Table 1. Evaluation Questions for PAGO DA Termination Evaluation

Relevance/Coherence
Q1. To what extent was the EU JULE Programme in line with national development priorities and responsive to political, legal, economic, institutional, etc., changes in the country?
Q2. To what extent was the EU JULE Programme in line with country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs, as well as with the EU Multiannual Indicative Plans?

Q3. How has the PAGOda component been compatible and synergized with other interventions in the justice sector and partner organizations?
Effectiveness
Q4. What is the level of overall progress and results achieved by PAGOda and their contribution to the programme's overall purpose according to the logframe and its indicators?
Q5. What has been the impact of COVID-19 on the implementation of PAGOda and how has the EU JULE partners responded?
Q6. What factors have contributed to achieving, or not, intended outputs and outcomes? What are key constraints and challenges in achieving programmes expected results?
Q7. To what extent have different stakeholders been involved in the implementation of the PAGOda component? Was that participatory?
Efficiency
Q8. To what extent have PAGOda funds and activities been delivered in a timely manner? To what extent has the UNDP project implementation strategy and execution been efficient and cost-effective?
Q9. To what extent was the EU JULE Programme management structure as outlined in the EU JULE Programme document efficient in generating the expected results?
Q10. To what extent has the monitoring and evaluation system ensured effective and efficiency programme management?
Sustainability
Q11. What is evidence of sustaining the benefits generated by PAGOda? To what extent will financial and economic resources be available to sustain the benefits achieved by the PAGOda component of the EU JULE Programme?
Q12. Are there any risks that may jeopardize sustainability of EU JULE Programme benefits generated by PAGOda?
Q13. To what extent do UNDP interventions under the PAGOda component have well-designed and well-planned exit strategies?
Cross cutting issues
Q14. Have the relevant cross cutting issues, including human rights, disability and gender equality and empowerment of women been adequately mainstreamed in the design and the implementation of the programme?
Q15. To what extent have the poor, women, people with disabilities (PwDs), other disadvantaged and marginalized groups benefited from interventions of the PAGOda component of EU JULE?
Implementation of MTE recommendations
Q16. How has UNDP implemented the recommendations suggested and agreed at the MTE?
Lessons learned and recommendations
Q17. What are best practices to sustain the programme results to be considered by the EU JULE stakeholders and beneficiaries? What can the team recommend for the programming of any future EU-funded interventions?

21. **Evaluation matrix.** For each of the evaluation questions, judgement criteria, indicators, and data analysis and collection methods were developed to formulate the Evaluation Matrix that was provided in Annex 4 of this Report. The Matrix was subject to consultation with UNDP to agree on the evaluation questions as well as the criteria to address these questions. The finalized Evaluation Matrix provides guidance in the entire process of the evaluation. The Evaluation Matrix is consistent with the evaluation questions provided the table 1 above. Some features of this Evaluation Matrix (i.e. data collection tools etc.) will be described in the next section of this Report.

4. Evaluation Approach and Methods

4.1 Evaluation Approaches

22. **Evaluation approaches.** This TE will adhere to the United Nations Evaluation Group's Norms & Standards, UNDP Evaluation Guidelines and UNDP Evaluation Policy. With this, the evaluation approach is a combination of the followings:

23. *Credibility approach.* The TE was guided by the principle of credibility to ensure that the best evidence available is utilized appropriately to generate evidence-based findings and recommendations that UNDP and its partners are confident to act upon. In practical terms, the TE utilized all sources of information that was made available to this evaluation, either from secondary sources or primary data collection methods (see below).

24. *Participatory approach.* Data collection for the analysis in this TE was participatory, ensuring that perspectives of different stakeholders were considered in combination with all existing data sources available from the programme reports, meeting minutes, annual workplans, and other relevant documents. List of questions were shared to all the stakeholders before the interviews or small group meetings. While the discussions were structured to these questions, all ideas and perspectives raised by the respondents were accepted and used for the analysis.

25. *Human Rights-Based Approach (HRBA).* This was used to assess the extent to which the HRBA was applied both in the design and in implementation of EU JULE, and of the PAGoDA component in particular. With this, human rights lens was used during all the stages of the TE to duly address human right issues. The five key human rights principles: participation, accountability, non-discrimination and equality, empowerment, and legality were applied.

26. *Gender Equality approach.* Gender lens was also used in this termination evaluation to ensure that all stages of the evaluation are gender-sensitive. Gender lens was used in the desk review to find how PAGoDA contributed to address access to justice for women. Being a cross-cutting issue, gender lens was adopted to assess how gender was addressed in the design and implementation of EU JULE and of the PAGoDA component in particular.

4.2 Evaluation Methods

27. **Evaluation methods.** The evaluation adopted for a combination of desk review and stakeholder consultation. Within the timeframe of this evaluation (between March 26 to May 31, 2024), choices of evaluation methods were constrained. A wide consultation with all relevant stakeholders was not feasible. A fieldwork to the sub-national level was not possible. Encountering such constraints, selection of evaluation methods was intensively discussed between the consultant and UNDP. As a result of this process, the consultant relied on a

comprehensive desk review of the existing data sources that were shared by the EU JULE management and the key national partners. To provide perceptions underlying some key issues emerged and validate findings from the desk review, a consultation round with targeted stakeholders was then made. The essences of these methods are summarized below.

28. **Desk review.** This TE was primarily based on the desk review. A systematic analysis of the existing documents relevant to the EU JULE (and the PAGOda component in particular) was conducted. These included the Project documents (i.e., agreement between UNDP and EU and its amendments, the Project Document (ProDoc) approved by the Minister of Justice), the MTE report and the UNDP management response, logframe results framework with updated indicators, Annual Donor Progress Reports from 2017 to 2023 (and some updates for 2024), Programme Steering Committee Minutes from 2018-2023, Annual workplans for the period 2017-2024, reports from 08 surveys and 24 legal reviews commissioned by PAGOda, training materials of 18 training courses; and other relevant documents (e.g. presentations at key workshops, documentation of capacity development activities, agenda and proceedings of the Legal Partnership Forum and those of the Legal Policy Dialogue). In this process, 102 documents, reports, papers categorized into 23 groups of documents were reviewed. A list of documents reviewed was provided in the Annex 5 of this report. While desk review offers a cost-efficient and time-efficient method of collecting information required for the assessment, it is subject to certain limitations such as difficulties in validating the data. To address this limitation, a round of targeted stakeholder consultation was made (see below).

29. **Targeted stakeholder consultation.** The TE also adopted direction consultation with key stakeholders through in-depth interviews or small group meetings. As discussed earlier, within the timeframe available to this TE, a wide-scale consultation or field visits (that might be usually observed in project evaluations) were not feasible. Instead, the desk review (as above) was conducted to draw initial findings and issues that need further information and/or validation from relevant stakeholders. Based on this desk review, stakeholders were carefully selected for consultations to provide feedback to and validate the initial findings from the desk review. In this regard, this targeted stakeholder consultation focused more on validating the findings from the desk review. To make sure that the selection of stakeholders encompasses all the key partners, a purposive sampling was adopted in this evaluation. Intensive discussions were made between the consultant, UNDP, and the MoJ PMU to finalize the list of stakeholders. Gender-responsive sampling was considered but not applicable as assigning who to receive the consultant for interviews depend on actual engagement to PAGOda implementation.

30. At the end of this process, 23 institutions were selected, of which 20 institutions were key stakeholders of PAGOda; 03 institutions were under the JIFF component to provide information on interactions between PAGOda and JIFF during the EU JULE implementation. This expanded the list of stakeholders suggested in the ToR consisting of 15 institutions (see Annex 1 for more details). The consultations were targeted to most important stakeholders such as UNDP, UNICEF, EU; MoJ's PMU, other departments of MoJ; SPC, SPP, and other key PAGOda implementing partners. Some stakeholders consulted such as UNICEF or Oxfam (being the JIFF Secretariat) were not directly engaged in the PAGOda implementation of UNDP. However, their feedback was helpful for assessing PAGOda as well as UNDP activities in particular. Meetings with these 23 targeted institutions were held through face-to-face arrangements that were facilitated by UNDP and MoJ PMU. Through meeting with these institutions, 32 persons were met. Although the sampling was purposive to select the most relevant stakeholders and assigning interviewees internal decision of the stakeholder organizations, 43 percent of the respondents were female. A list of the institutions and people met was provided in Annex 6 of the current Report.

31. **Primary data collection tools.** To collect information from the targeted stakeholders, interview templates were prepared based on the Evaluation Matrix as well as the roles of these stakeholders in EU JULE and PAGOda in particular. For all the meetings, the list of questions was shared to the respondents in advance. For national stakeholders, questions were translated into the Vietnamese language. In most cases, the consultant was in contact with the respondents assigned by their institution leaders before the interview to ensure the questions were received and whether there might be any concerns or suggestions regarding the interview meetings.³ The interview templates (English version) were provided in Annex 7 of this Report. Although these interview templates were designed to guide the in-depth interviews with individuals, there was more than one respondent assigned in some meetings and in these cases, the interviews became small group discussions.

4.3 Ethical Considerations

32. Based on the United Nations Evaluation Group's Ethical Guidelines for Evaluators, the TE adopted the following ethical considerations.

33. **Respect and empowerment.** The evaluation process and communication of results was conducted in a way that respects the stakeholders' dignity and self-worth and contributes to their empowerment. All voices and perspectives were treated equally in formulating the findings and recommendations in the TE report.

34. **Privacy and confidentiality.** The consultant ensured that no harms were incurred to the participants in the evaluation. All the information on identification of the participants were not used in any analysis or presentation and kept strictly confidential. This ethical consideration was clearly explained to all the stakeholders consulted before starting the interviews or small group meetings.

35. **Participation.** Although the list of questions for the respondents was shared before the interviews or small group meetings, the consultant ensured that the interviews and meetings did not strictly follow the list. Instead, the respondents were facilitated to share other related issues that might not be covered by the intended questions. In addition, based on the actual discussion, the consultant raised additional questions to clarify the responses or to ask for additional information. In that way, the consultation was truly participatory.

36. **Informed consent.** All participants in this evaluation were asked for informed consent to participate in the interview or small group meetings. They were assured of their anonymity and the confidentiality of their responses; at any time, all participants were given the right to choose whether to participate and/or withdraw from the evaluation; prior permission was requested for the taking and use of photographs during individual and focus group interviews.

37. **Sensitivity.** The consultant was mindful of differences in culture, customs, religious beliefs and practices, personal interaction and gender roles, age and ethnicity when planning and implementing activities in all stages of this termination evaluation. The consultant kept neutrality when consulting with all the stakeholders met during the evaluation process. All information collected was noted and used in the analysis without any judgement of whether the information is right or wrong.

³ The list of questions was shared to the targeted institutions with the request for meeting. After receiving the request, the leader(s) of the institution would assign who should receive the consultant for interviews. In this process, the list of questions might not be shared probably. Therefore, this contact before the interview dates was found to be a useful preparation for interviews.

4.4 Data Sources and Analysis

38. **Data sources.** This evaluation will analyze data from secondary sources available from the EU JULE Programme management as well as those shared by the Programme national partners. Figures on the programme outputs and outcomes were updated by the Programme. Data from the donor reports, annual workplans, documentation of capacity development activities was also extracted to formulate the analysis (see the description in paragraph 28 and Annex 5 for the list of documents reviewed). In addition, primary data was collected from the targeted stakeholder consultation to cover the gaps found in analyzing secondary data (see the description in paragraphs 29-30 and Annex 6 for the list of stakeholders consulted).

39. **Data analysis.** The Evaluation Matrix provides a guidance on how the data will be analyzed to provide answers to the evaluation questions. Data collected from both primary and secondary sources were triangulated to draw findings from different angles and perspectives. In most cases, the consultant started the analysis with secondary data sources to partially identify potential findings. When analyzing secondary data, the triangulation approach also applied to compare different reports and documents to ensure the findings were correct. For instance, to assess capacity development activities during the desk review, the consultant selected and reviewed 18 training courses for analysis. One challenge of this analysis is that the EU JULE was relatively complex with 322 activities implemented over 73 months. For the activities implemented in the early stages, records on these activities were not complete. For instance, sex-disaggregated data on activities conducted during the first two years of the programme implementation was not consistently collected. This challenge was addressed by a thorough review of information available from annual workplans, donor reports, meeting minutes, and all other sources available as well as to intensive consultation with the UNDP EU JULE management team and MoJ PMU.

40. **Further triangulation being made after the targeted stakeholder consultation.** After the completion of the desk review made, the consultant developed the interview templates to collect feedback from the targeted stakeholders. With this primary information collected, another stage of data triangulation was pursued to validate the initial findings drawn from the desk review. For instance, there was one output indicator (b) under Result 1 (see the updated logframe provided in Annex 8), there was a shortage between the target (i.e. two codes of conducts were targeted) and the actual figure (i.e. one code of conduct was made). Based on desk review, this indicator might be assessed to be incomplete. However, consultation with MoJ PMU indicated that this activity was not pursued after the first code of conducts was made because the implementing agencies had already developed their codes of conducts on their own and therefore the support from PAGO DA was no longer needed. With this information triangulated, this indicator was not marked as incomplete.

4.5 Limitation of Methodologies

41. **Limitations of the methodology.** The evaluation was subject to some limitations. The impacts of these limitations and how these were addressed are described below.

42. *Lack of reflections from the grassroots level.* A limitation of this evaluation is the lack of reflections from beneficiary from the grassroots levels. This was anticipated and therefore was not envisaged in the ToR within the timeframe of the evaluation. As a result, assessment of PAGO DA under the result 1 (Increased legal awareness) and result 2 (Increased access to legal aid) to collect feedback from that level. To partly address this issue, the surveys conducted by the MoJ's Department of Legal Aid and Department of Legal Dissemination and

Education to assess access to legal services, legal aid were carefully reviewed. In addition, at the meetings with these two departments, how the outcomes of training courses for legal communicators and local mediators were intensively discussed to collect feedback on how these activities contributed to increase legal awareness and access to legal aid at the grassroots level. In addition, interviews with representatives from the two provincial DoJ in Quang Tri and Lai Chau were also made to further inform reflections from the local level.

43. *Lack of wide-scale stakeholder consultation.* This limitation was discussed earlier (see paragraph 29 and 30). As highlighted earlier, in the absence of a wide-scale stakeholder consultation, a targeted consultation round was made instead. Accordingly, stakeholders targeted for consultation were carefully selected in references to their roles in PAGO DA. Instead of aiming at a high number of people consulted, the consultant aimed at having a diversified number of stakeholders to collect feedback that is as diversified as possible. As a result, perspectives from 23 institutions were heard in this evaluation. It was acknowledged that this was not ideal in evaluation practices. However, having a targeted stakeholder consultation was probably the only option available to address this limitation.

44. *Making a comprehensive desk review being the strategy to overcome limitation.* As highlighted in paragraph 28, facing the constraint of conducting a wide-scale consultation, the consultant focused on making desk review that was as comprehensive as possible. Efforts were made to track and locate all relevant sources of secondary data that could be available from the PAGO DA implementation since 2017 from the UNDP EU JULE management team and MoJ PMU. This intensive desk review was instrumental in drawing the initial findings of this evaluation. The targeted stakeholder consultation was then made to provide additional information on certain issues where gaps were identified and/or to validate the initial findings from the desk review. It is acknowledged that this is not ideal in evaluation practices to over-rely on desk review. Nevertheless, the consultant believe that this was the option possible within the setting of this evaluation.

45. **Background information on evaluator.** This final evaluation was made by a sole independent consultant contracted by UNDP according to the criteria and requirements prescribed in the ToR. The contract was made for the period between March 26 to May 31, 2024. The consultant has more than 20 years of experience in leading the design and evaluation of programmes and projects in various fields of development and of different levels of complexity. The consultant has a track record of assessing programmes and projects conducted by the UN agencies (or jointly by different UN agencies) in collaboration with the national stakeholders as well as those supported by other development partners in the country.

5. Key Findings

5.1 Relevance and Coherence

46. **Summary.** Findings on relevance and coherence are summarized in the table below.⁴

- | |
|---|
| <ul style="list-style-type: none">• PAGO DA was fully in line with the national development priorities stated in the strategic planning documents and commitments to SDGs as well as related international conventions. Good governance and justice for all was seen as essential for Vietnam future development. |
|---|

⁴ In this section, findings on relevance and coherence were presented together. This was to mirror the requirement in the ToR where the criteria of relevance and coherence were put into one group (see Annex 1 for the ToR).

- It was fully aligned with the strategies and priorities of the UNDP reflected in the UNDP Strategic Plan, Country Programme, and support for SDGs. It is a continuation of the UNDP and EU cooperation with Viet Nam in the areas of good governance and rule of law over the past two decades.
- It was responsive to the need for the direct beneficiaries being justice professionals and the vulnerable groups targeted by PAGO DA.
- PAGO DA was found to be synergic to other interventions in the justice sector of the UN agencies and EU in Viet Nam. It was also complementary to other international cooperation initiatives of the key national partners.

Q1. To what extent was the EU JULE Programme in line with national development priorities and responsive to context of the country, as well as the needs of beneficiaries?

47. **Relevance to the national development priorities.** Rapid economic growth and improvement in living standards over the past three decades have put Viet Nam to among few top-performing developing economies. One of the legacies of Viet Nam's rapid development path is its substantial governance deficits. The market economy reform has been a key factor underlying the country's economic success. But transparency, accountability, citizen's participation, and legislative and judicial systems have progressed tend to progress at a slower pace. Therefore, addressing these governance challenges was recognized to be essential for the country's transition to a high-income country. Such priority was reflected in the Socio Economic Development Plan (SEDP) 2016-2020. This continued to be a focus in the current SEDP 2021-2025.⁵

48. **Relevance to the country's commitment to SDGs.** This alignment was strongly evident in the commitment of Viet Nam toward SDG by localizing 17 global SDGs into 115 Viet Nam SDG (VSDG) targets in the National Action Plan for Implementation of the Agenda 2030 for Sustainable Development.⁶ In this Agenda 2030, Vietnam has paid particular attention to vulnerable groups such as the poor, people with disabilities, women, children, and ethnic minorities through several policies promoting social equality to ensure that no one is left behind. Among these targets, Viet Nam has advanced progress toward SDG 5 on gender, SDG 10 on reduction in equality and improvement in promotion of access to justice and information; and SDG 16 on promotion of a peaceful, fair, just, equitable, and equal society for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels (see the Vietnam Voluntary National Review (VNR) on SDG Report 2023 for further details on progression of these SDGs).⁷ It should be noted that supporting Viet Nam to progress the SDGs remains the main priority of the UN and therefore, it could also be concluded that the programme was fully in line with UNDP commitments to support Viet Nam in advancing SDG16 in particular.

⁵ In the SEDP 2016-2020, governance and institutional reforms were in the strategic solution 08 (out of 10 strategic solutions stated in the Resolution 142/2016/QH14 on the approval of the SEDP 2016-2020. In the SEDP 2021-2025, governance, institutional development, legal and judicial reforms were in the strategic solution 03 (out of 13 strategic solutions identified in the Resolution 16/2021/QH15 of the National Assembly on the approval of the SEDP 2021-2025.

⁶ This was the Decision 622/2017/QĐ-TTg dated 10 May 2017 of the Prime Minister on the approval of the National Action Plan on the Implementation of the Agenda 2030 for sustainable development.

⁷ According to the latest Voluntary National Review (VNR) on the implementation of the SDG 2023 of the GoVN, of 09 indicators under SDG16, most of the indicators were either on-track or surpassed the expected progress by 2022 (see GoVN, 2023, p. 157).

49. **Relevance to the Human Rights agenda of Vietnam.** Vietnam has ratified seven out of nine core conventions related to human rights.⁸ PAGO DA was reported to be relevant to the needs of the relevant agencies to advance the specific international commitments of the country. The PAGO DA component supported the National Action Plan on Strengthening the Effectiveness of the Implementation of the International Covenant on Civil and Political Rights, which was approved by Decision no. 1252/QD-TTg of the Prime Minister to respond to the U.N Human Rights Committee's recommendation on the 3rd National Report on the Implementation of the International Covenant on Civil and Political Rights (ICCPR), particularly those noted in paragraphs 24, 46 and 52 the Concluding Observations. In particular, a study was commissioned by PAGO DA to propose a monitoring and assessment mechanism on the implementation of the UN Human Rights Committee recommendations, in consultation with domestic organizations and agencies. As a result, a set of ICCPR indicators on the right to a fair trial, equality and non-discrimination was developed and accepted by MoJ. Other examples of PAGO DA support to the country Human Rights commitments were evidence through consultation with the MoJ Department of International Laws.

50. **Relevance to the justice reforms.** Viet Nam has embarked on a justice reform to develop a comprehensive legal framework to strengthen legal and judicial institutions for a more effective and accountable justice system for around two decades. The two cornerstones of the reform were the Resolution 48/2005/NQ-TW of the Communist Party's Standing Committee on "Strategy for the Development and Improvement of Vietnam's Legal System to the Year 2010, with a vision to 2020 (LSDS)" and the Resolution 49/2005/NQ/TW on the Judicial Reform Strategy to 2020. According to these Resolutions, the improvement of the legal system, the development of a rule of law state, an effective judicial system capable of enforcing judgements and promoting better access to justice were areas of priorities for Vietnam justice reforms. To this end, EU JULE has contributed to capacity development for the justice sector organization and improvement of access to justice for all, especially for the vulnerable groups. In particular, the action supports the development and implementation of a new vision and strategy for professional legal empowerment through behaviour change of justice institutions and actors, generating data to inform the legislative process to revise laws and regulations for legal empowerment and access to justice.

51. **Relevance to direct beneficiaries.** Direct beneficiaries of PAGO DA were the main stakeholders of the justice system. These encompassed juvenile court judges, prosecutors, lawyers, professionals at law schools, future generations of lawyers. According to UNDP and MoJ PMU, need assessments were conducted to assess the capacity and identified priorities for capacity development of PAGO DA.⁹ These direct beneficiaries were the main targets of several capacity development efforts. By the PAGO DA completion, there were 15,462 turns of legal officials, legal practitioners, judges have been trained; and 3,256 turns of law students were trained on child justice and gender sensitive. Post-training assessments from the 18 training courses reviewed in this evaluation show perceptions of direct beneficiaries on improved knowledge and skills. Stakeholder consultation with key implementing partners who conducted these capacity development activities, especially the MoJ Department of Legal

⁸ These include the International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, Convention on the Rights of the Child, Convention on the Elimination of All Forms of Discrimination against Women, Convention on the Rights of Persons with Disabilities.

⁹ For instance, a survey on capacity needs assessment for legal aid providers in Viet Nam was conducted by the MoJ Department of Legal Aid on four provinces of Ha Giang, Dong Thap, Hoa Binh, Thanh Hoa. The survey studies were then used by the Department of Legal Aid to design the training materials to train local legal aid providers supported by PAGO DA.

Dissemination and Education, Department of Legal Aid, generally indicated that exposure to good practices and international standards in judicial procedures and legal aid was a major value adding of the PAGO DA's capacity development.

52. **Relevance to final beneficiaries.** Final beneficiaries of EU JULE were CSOs and vulnerable groups that included people with disabilities (PwD), ethnic minorities, children, survivors of gender-based violence (GBV) and domestic violence (DV), poor people, and other vulnerable groups. As discussed earlier, with fieldwork being not possible within the evaluation timeframe, direct feedback from these final beneficiaries was not collected in this evaluation. However, the needs to improve access to justice for these vulnerable groups was evident in many existing studies. For instance, a survey on legal awareness of the vulnerable groups commissioned by PAGO DA in 2020 indicated that between 50-60% of the survey respondents in six provinces were aware of basic rights. The survey results indicated the demand for access to legal information was very high. Notably, the demand for legal information was reported to be lowest among the most vulnerable groups such as the poor and women.¹⁰ Consultation with MoJ stakeholders who implemented activities to improve access to legal aid (the MoJ Department of Legal Aid) and to raise awareness of the vulnerables on rights (the MoJ Department of Legal Dissemination and Education) confirmed their self-perceived relevance of PAGO DA support, both from the demand and supply side, to enhance awareness of the vulnerable groups as well as access to legal advice, assistance, and representation. Therefore, PAGO DA was found to be highly relevant to the needs of final beneficiaries.

Q2. To what extent was the EU JULE Programme in line with country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs; as well as with the EU Multiannual Indicative Plans?

53. **Relevance to the UNDP Country Programme, the UNDP Strategic Plan, the support for SDGs.** The EU JULE (and PAGO DA in particular) is fully aligned to the outcomes of the UNDP Strategic Plan 2022-2025 and UNDP Country Programme 2022-2026. It contributes directly to the UNSDCF outcome 4 on governance and access to justice. The EU JULE results were in line with the pathways to achieve this UNSDCF outcome 4 through rule of law and equal access to justice to all; legal awareness among rights' holders and duty bearers; and institutional capacity of the justice sector.¹¹ In particular, it was stated in the Country Programme that "*equitable access to justice will be strengthened by reinforcing legal aid services at the local level that are gender sensitive and disability inclusive, and by enhancing capacities of justice institutions*".¹² This is essentially similar to a part of PAGO DA's intervention logic where capacity of justice institutions and equitable access to justice, legal aid are at the center. Activities under the result 2 of PAGO DA were to improve access to legal aid services (see paragraphs 12-14 for a description of the PAGO DA's Theory of Change and intervention logics).

54. **Relevance to the EU's priorities reflected in the Multi-Annual Indicative Programme.** The EU JULE Programme was relevant to the two consecutive EU's Multiannual Indicative Programme (PIM) for the period 2014-2020 and MIP 2021-2027. Under the former, governance and rule of law were two of the focus sectors. The EU JULE (and PAGO DA in particular) contributed directly to the MIP 2014-2020's specific objective 2.1 of "access to

¹⁰ This survey was one PAGO DA activity implemented by the MoJ Department of Legal Dissemination and Education in 2020. The study results were then used by the Department to design the training courses that targeted legal communicators and mediators in organized in the following years.

¹¹ See the Theory of Change provided on page 6 of the UNDP Country Programme for Vietnam 2022-2026 (UNDP, 2021, p. 6)

¹² See the UNDP Country Programme for Vietnam 2022-2026 (UNDP, 2021, p. 15)

justice for the benefit of citizens and business is increased, in particular for women, the poor and the vulnerable groups". It partly contributed to the MIP 2014-2020's specific objective 2.2 of *"the government's ability for accountable, transparent and cost-effective service delivery is enhanced"* by activities under the result 2.¹³ Building on achievements during the period 2014-2020, the MIP 2021-2027 continues to focus on strengthening governance, rule of law and institutional reform – being one of the three priorities areas for the EU-Viet Nam cooperation. In the current MIP 2021-2027, PAGO DA directly contributes to the specific objective 3.2 of *"Citizens and businesses have access to an increasingly qualified, transparent, more inclusive and independent justice system through the promotion of rule of law and human rights following international human standards and in line with SDG 16"*.¹⁴ Activities in the result 1 to result 3 of PAGO DA were in line with this objective (see Annex 3 for description of PAGO DA activities).

Q3. How has the PAGO DA component been compatible and synergized with other interventions in the justice sector and partner organizations?

55. **EU JULE PAGO DA being synergic to other interventions in the justice sector of the UN agencies.** Governance, rules of law, human rights protection, access to justice in general, for children, women, ethnic minorities, and other vulnerable groups have been the areas of focus for the UN in Viet Nam, and of UNDP, UNICEF in particular. The EU JULE PAGO DA was complementary with other interventions of UNDP, UNICEF in the One Strategic Plan 2017-2021 (particularly the Focus Area 2, Outcome 4.2) and the UN Sustainable Development Framework 2022-2026 (under the outcome on Improved Governance and Access to Justice). Cooperation between the two UN agencies was found to be generally smooth due to a clear "division of labour" in the work-planning to avoid overlaps. While UNDP focused on supporting the justice sector (both on demand and supply sides), UNICEF focused on promoting justice for children. Such cooperation was able by the agreed arrangements for fund transfer, reporting, and joint efforts on relevant activities, especially those related to policy advocacy (under the result 3 of EU JULE).¹⁵

56. **EU JULE PAGO DA being complementary to other international cooperation initiatives of the key national partners.** The UN and EU have developed partnership with the EU JULE key national partners for a long time. For UNDP and UNICEF, the two agencies have worked with the Ministry of Justice, Supreme People's Court, Supreme People's Procuracy, and other legal and judicial institutions to support legal and judicial reforms in Vietnam in more than two decades. Before EU JULE, EU and member states, Denmark and Sweden, have supported the GoVN in the legal and judicial reforms through a long-term Justice Partnership Programme (JPP). This JPP targeted the Supreme People's Court, the Supreme People's Procuracy, and Vietnam's Bar Federation, under the supervision of the Ministry of Justice. It also supported non-governmental organization in providing initiatives to enhance awareness of and access of the vulnerable groups to justice. With this, EU JULE is a continuation of the existing EU/UN-Viet Nam cooperation with MoJ and other agencies in the justice sector. Notably, the UN and GoVN agencies emphasized the significance of EU JULE as a major initiative to support the legal and judicial reforms of the country. Another example was a complementarity between PAGO DA and a World Bank-supported project at MoJ on

¹³ See the objectives under Governance and Rules of Law in the MIP 2014-2020 (EU 2014, p. 10)

¹⁴ See the objectives under the priority area 3: Strengthening governance, rule of law and institutional reform (EU, 2022, p. 15).

¹⁵ Lessons learned from the previous interventions of the UN and EU were well reflected in the EU JULE design. This was duly reflected in the MTE Report of EU JULE and therefore dropped out from the scope of this evaluation.

“Improved Delivery of Legal Aid for the Poor and the Vulnerables”.¹⁶ Based on the discussion with the MoJ Department of Legal Aid (who has been the implementing partner in this project), PAGOda and that project were very closely related. There were examples where the outputs of PAGOda were shared to and utilized by the World Bank-supported project and vice versa.¹⁷ With the analysis in paragraphs 55 and 56, PAGOda was found to be coherent to other interventions in the justice sector and partner organizations.

5.2 Effectiveness

57. **Summary.** Findings on effectiveness are summarized in the table below.

- PAGOda completed all activities in the workplans. As of May 27, 2024, all 322 approved activities were completed. The disbursement rate was estimated at 98.9% (subject to increase once pending expenditures are settled).
- PAGOda has produced significant results in all the four result areas. It either achieved or surpassed all targets set in the outcome and output indicators of the logframe (except a shortage in a few outputs that were no longer in demand by national partners). Based on this performance, the programme was assessed to achieve its expected impact of contributing to strengthening the rule of law through a more reliable, trusted, and better accessed justice system.
- COVID-19 created several delays in implementing improved activities. Switching to online modality was the main response strategy but it took a certain time to adapt. The quality of activity implementation during COVID-19 was not seriously affected. COVID-19 and other challenges were constantly monitored, and an 18-month extension was made to allow sufficient time for completion.
- There were other factors that contributed to delays or adjustment of some activities. These were discrepancies between the UN-EU DoA and the GoVN ProDoc, withdrawal of UNODC, some extended time required for exercising the PSC mandates. Extra efforts were made to address influence on the programme performance. Capacity development outcomes could be stronger if modular learning and organizational development were incorporated to the implementation strategies.
- PAGOda implementing partners were the owners of their (proposed and approved) activities that were found to be demand-driven. Participation of a wider range of stakeholders was invited by the series of annual Legal Partnership Fora and Policy Dialogues.

Q4. What is the level of overall progress and results achieved by PAGOda and their contribution to the programme's overall purpose according to the logframe and its indicators?

58. **Significant results observed in all the four results areas.** Significant results were recorded by PAGOda and EU JULE in general in all the four result areas. These results were highlighted in the series of donor reports as well as the most recent presentation on achievements of EU JULE jointly prepared by the UN and MoJ to prepare for the EU JULE Closing Programme Workshop scheduled on May 31, 2024. Before embarking on assessment of effectiveness in the light of the evaluation question 4 above, the table below provides some highlights of key achievements.

¹⁶ See <https://projects.worldbank.org/en/projects-operations/project-detail/P171660> for further information on this project.

¹⁷ For instance, the survey on capacity needs assessment for the legal aid provider in Viet Nam conducted by the Department of Legal Aid under the support from PAGOda was shared and used by the “Improved Delivery of Legal Aid for the Poor and the Vulnerables” to formulate communication activities.

Table 2. Highlights of the Key Achievement

Highlights of key achievements under PAGoDA

- Number of activities: 354, with 32 withdrawn;
- 322 activities completed, reaching 100% as of 31st May 2024;
- 5,398,111 women and girls having access to information on the prevention of gender-based violence;
- 176,754 children, parents and people equipped with knowledge on protection of women and children against all forms of violence
- 15,710 turns of legal officials, legal practitioners and judges receiving both online and in-person training;
- 3,256 turns of law students trained on child justice and gender sensitivity
- 12,500 juveniles having access to child-friendly judicial procedures
- Supporting the final review of the implementation of 7 legal normative documents for better implementation
- 26 studies on different topics
- 6 legal fora, and 7 policy dialogues (3 of UNDP, and 4 of UNICEF)
- 76 precedent proposals exchanged and discussed to be finalized
- 8 nationwide surveys on the provision of legal services to identify priorities in implementation

Source: extracted from the updated Logframe (as of May 27, 2024) and draft summary of the MoJ PMU on progression in 2024 (donor report for 2024 was not yet available)

59. **Completion of the approved workplans.** Since the start of August 2018, PAGoDA has planned for 354 activities with 27 implementing partners. On average, PAGoDA has planned for approximately 59 activities per year (i.e. 354 activities in 73 months). This represents a big workload for the programme implementing partners. Of this number, 182 activities were not completed within the year of implementation and therefore were carried-over to the following year(s) (accounted for 51.4 percent). It was also noted that 32 approved activities were withdrawn by the implementing partners (or 9% of approved activities). After subtracting these withdrawn activities, PAGoDA has implemented a total of 322 activities during its timeline. According to the update of UNDP and PMU, as of 27 May 2024, all of the activities were completed. This 100 percent completed rate of the workplans by the completion of a complex project like the EU JULE Programme was significant. In terms of financial disbursement, as of 27 May 2024, the disbursement rate of the PAGoDA component was estimated at 98.9 percent.¹⁸

60. **Carrying over activities being an issue of planning.** The fact that 33.7 percent of approved activities were carry-over to the following years needs a discussion. At a first glance, it might signal slow progress in the workplan implementation. However, when carryover activities were analyzed, it shows that most of these activities required implementation in multiple years. For instance, the activity 1.3.1.4. Development of the Optional Course "Gender, gender equality and law" and organize ToT for Ha Noi Law University's lecturers. The activity started in 2021; a draft textbook was completed and shared to collect feedback in December 2022; a ToT training was delivered to lecturers and legal experts to test the textbook and other related training materials; other roll-out training courses were completed in 2023. This was

¹⁸ This figure is subject to further confirmation as the MoJ PMU was in the process of consolidating figures from different implementing partners. At the time of this evaluation, there were some on-going activities. In addition, financial figures from some completed activities were not updated yet as the payment process was not marked completed. Therefore, it was anticipated that the disbursement figure by May 31 might be higher.

confirmed by the stakeholder consultation that most carryover activities were caused by the nature of the activities proposed by the implementing partners. With the activities delivered at 100%, the results in terms of achieving the expected output, outcome, and impact were analyzed below.

61. **Meeting the targets captured by a traffic light measurement.** To provide a more concrete assessment of the PAGO DA progress in meeting the outcomes and outputs, the table below provides assessment of progression using a traffic light measurement. Accordingly, green bubble symbolizes achieving the target; yellow bubble stands for achievements were made but reaching the targets was inconclusive; red bubble indicates limited progress seen and achieving the targets was unlikely. The assessment using this traffic light measurement was based on comparing the actual figures to the planned figures of the output and outcome indicators in the logframe, using the data updated by UNDP and MoJ PMU by May 27, 2024 (further details are provided in Annex 8 of the current report). Based on this “traffic light” assessment (as provided in the table 3 below), the following comments could be drawn.

Table 3. Meeting the Targets Captured by Traffic Light

Indicators	EoP Target	Status for 2024	Assessment of progress
Impact			
Percentage of people have trust in courts and judicial agencies	89%	86.75%	● Assessed to be achieved (see para. 64, 65)
Result 1			
Outcome** (a) Percentage of communes/wards/towns which qualify/meet the criteria of access to law	90%	95.2%	●
Output (b) Number of legal communicators and disseminators who have accessed the training programme under EU JULE	500	2484 (1173M, 1311F)	●
(c) Number of women who receive gender-sensitive information on protection against GBV under EU JULE	60,000	5,398,111	●●●
(d) Number of children who receive child-sensitive information on the protection of their rights under EU JULE	120,000	176,754	●
Result 2			
Outcome (a) Number of cases in which legal aid representation is provided	26,000	41,400	●●
Output (b) Number of legal aid providers who receive training under EU JULE	350	1148 (556M, 592F)	●●
(c) Number of mediators who receive training under EU JULE	300	415 (196M, 219F)	●
(d) Number of Family and Juvenile judges that have been trained and certified in dealing with children in contact with the justice system	230	232 (148M, 84F)	●
(e) Number of child justice training programmes institutionalized by relevant justice professional academies/universities	4	5	●
Result 3			
Outcome (a) Number of new legal documents and policies adopted for improved legal empowerment and access to justice	8	9	●
Output	8	7	●*

(b) Number of laws/regulations reviewed for better implementation, supported by EU JULE			
(c) Number of legal studies produced by EU JULE	15	24	●
(d) Existence of indicators on children in contact with law and children involved in family law cases integrated in the reporting systems of the SPC and SPP	Available	Available	●
Result 4			
Outcome			
(a) Number of precedents promulgated	50	70	●
Output			
(b) Number of codes of conducts and relevant regulations developed and/or reviewed	2	1	●*
(c) Number of judicial officers trained on enhanced integrity and transparency in the justice sector	600	923	●
(d) Precedent proposals reviewed and publicly consulted	40	76	●
(e) Number of tools (including survey and statistical analysis) contributing to the measurement of the performance of the justice sector under EU JULE	3	2	●*

Notes: (i) 02 green bubbles were used to indicate that the actual figures are about two times higher than the targets; (iii) 03 green bubbles suggested that the achievement was far beyond the expected level; (iii) * added to the bubble to indicate that the shortage was caused by the implementing partners either withdrew the activities or did not propose the activities as these were no longer in demand. (iv) ** indicators in this table were numbered by alphabet letters to be consistent with the numbering of these indicators in the PAGoDA logframe maintained by UNDP and MoJ PMU (see Annex 8).

Source: figures were from the Updated Logframe (as of May 27, 2024) of UNDP and MoJ PMU

62. **All the output indicators being achieved or exceeded.** Table 3 provides an assessment of progress against the 14 output indicators monitored under PAGoDA. It was first noted that there were three outputs that exhibited a shortage compared to the target values (the ones with an asterisk after the bubble). At first glance, it might suggest that these outputs were not completed. However, further discussion with UNDP and MoJ PMU suggested insights leading to these shortages. These were caused by the implementing agencies either withdrew their proposed activities or did not propose any activities under these outputs after some results were made at the early stage. It was understood that additional delivery of these outputs was no longer in demand by the implementing partners. With this, the shortage of these three output indicators should not be assessed as lack of progress or under-performing. Therefore, these indicators were still assessed to be likely achieved (with one green bubble). For the remaining outputs, all the indicators were either achieved or exceeded. Notably, the output “Number of women who receive gender-sensitive information on protection against gender-based violence under EU JULE” was achieved by nearly 90 times higher than the target (i.e. around 5.4 million women compared to the target of 60 thousand women. This outstanding achievement was discussed with the MoJ Department of Legal Dissemination and Education in this evaluation. It was explained that the achievement was made through two channels. First, there were 2,484 legal communicators trained by PAGoDA and these communicators then disseminated information on gender sensitivity and gender-based violence (GBV) prevention and control in their localities. Second and more importantly, the Department has developed a Master Plan on Strengthening of Legal Dissemination and Education for Enhanced Protection of Children and Women from Gender-based Violence with PAGoDA support. A Handbook on Legal Dissemination and Communication Skills for Prevention and Tackling Early and Consanguine Marriage was also developed with PAGoDA support and used by legal communicators in the work. Combined the effects of these two activities, based on the provincial reports, the figure of 5.4 million women reached was derived.

63. **All the outcome indicators being achieved or exceeded.** There were four outcome indicators identified to assess the performance under the four results of PAGO DA. These indicators include: (i) Percentage of communes/wards/towns which qualify/meet the criteria of access to law according to the criteria regulated by MoJ; (ii) Number of cases in which legal aid representation is provided; (iii) Number of new legal documents and policies adopted for improved legal empowerment and access to justice; (iv) Number of precedents promulgated. These outcomes indicators were added to the programme logframe under Rider 4, signed on 30 Nov. 2022. As captured in table 3, all of these indicators were achieved and exceeded the targets. Notably, the outcome indicator 02 on number of cases in which legal aid representation was achieved a level that was considerably higher than the target by the end of the programme (EoP). This suggested an outstanding performance under result 2 relative to those under other results areas of the EU JULE PAGO DA.

64. **Impact indicator and its caveat in informing the programme impact.** To assess achievement of the expected impact, it is important to recall the development of the impact indicator. In the programme design, only output indicators were prescribed in the logframe. After the MTE, UNDP, MoJ PMU and other relevant partners reviewed the logframe and proposed indicators to capture the programme impact and outcomes (see sub-section 5.6 for more details). Discussion with UNDP suggested that selection of an impact indicator was subject to intensive discussion amongst the stakeholders concerned. After several options, data availability was prioritized in this selection. With this, *“Percentage of people have trust in courts and judicial agencies”* as a proxy for the programme impact statement of *“strengthened the rule of law through a more reliable, trusted, and better accessed justice system”* was finally agreed upon. The primary rationale for this selection was that this indicator could be informed by the annual surveys of the Provincial Governance and Public Administration Performance Index (PAPI). However, assessing the programme progression toward this indicator was subject to caveats which were recognized by PSC at the annual meeting in 2022 to approve the revised logframe as part of Rider 4. This indicator was tracked by PAPI for several years, but changes were modest. Notably, there were several factors contributing to the dynamics underlying this figure, and EU JULE was only one of these factors and it was challenging, if not possible, to isolate contribution of EU JULE to this figure. Nevertheless, the indicator appeared to be the most easily available proxy for the expected EU JULE impact and therefore, it was adopted in the revised logframe.

65. **However, based on progress against all outcomes and outputs, PAGO DA was assessed to be achieving its impact.** The caveats were seen in practice. As of 2023, there was a shortage of 2.25 percentage point between the target and the actual figures on the impact indicators. But if this shortage was used to suggest that the programme has not delivered to its expected impact, it would not be a fair judgement. Again, it should be duly noted that the EU JULE Programme was one among several factors contributing to the trust of citizens in courts and judicial agencies. Although the outputs under the result areas 1 (increased public awareness of rights) and 2 (increased access to legal advice, assistance and representation) were all achieved, the coverage of EU JULE was constrained at the central level and some selected provinces. In some specific areas, there was a significant number of people reached through activities to enhance gender-sensitive awareness on protection against GBV and child rights (as captured in table 3), but the reported figures accounted for around five percent of the total population. Therefore, one programme like EU JULE was not sufficient to boost the trust of the public in courts and judicial agencies, which are also driven by other factors that are out of control of EU JULE. Given this, it might be most reasonable to argue that this shortage of the impact indicator is more an issue of indicator selection and

definition rather than an indication of under-performance. In this evaluation, achievements of the expected outcomes and outputs were seen as a reasonable background for assessing the programme contribution to the expected impact. In this direction, as all outputs and outcomes were achieved or exceeded, it might be reasonable to argue that the impact was achieved.

Q5. What has been the impact of COVID-19 on the implementation of PAGOda and how has the EU JULE partners responded?

66. **Delays by the COVID-19 pandemic.** The project activities were subject to delay at different periods in between late 2020 to early 2022 due to COVID-19 resultant social distancing measures, including some lockdowns. Field surveys, capacity development activities, consultation workshops were subject to several rescheduling between the COVID-19 lockdown periods. Deployment of international experts to Vietnam was also postponed due to closure of international commercial flights. The workplan 2021 that characterized by different lockdown periods, was most severely affected with 71 activities carried over to 2022 (i.e. 58% of the total approved activities for 2021). During lockdowns imposed this year, people were allowed to get out of their home only when official papers were issued by some organizations in charge of monitoring social distancing. There were some short spells between the lockdowns, domestic travelling was possible but subject to several procedures and negative COVID-19 test results within 72 hours. In this context, there were no other choices but switching to online interactions to implement the programme activities. However, it took a while for all stakeholders to adjust their working attitude to adapt to the “new normal”. Notably, upgrading facilities for virtual working space, including equipment for work from home (WFH), also took times and resources.

67. **Responses to delays caused by COVID-19 and quality of implementation.** Switching to online events, e-learning training courses, hybrid methods for surveys (i.e., using online data collection arrangements combined with short and targeted fieldtrips when travel restrictions were temporarily removed or partly lifted) were among the measures adopted to respond to the challenges caused by COVID-19. With these measures, PAGOda continued to deliver on the revised workplans during the pandemic. However, it was reported that additional pressure incurred to UNDP, UNICEF, and MoJ PMU in terms of quality assurance and timely reporting for the activities of the implementing partners. E-learning modality was found with certain limitation in reaching to some specific groups at the community level due to unstable internet connection and lacking equipment required (e.g. computers, laptops). Therefore, activities with the beneficiaries from the grassroots level were usually rescheduled to the time when face-to-face workshops or training courses were possible. Some studies were extended for longer periods than originally planned. The stakeholder consultation indicated that while COVID-19 certainly caused delays in implementation, it did not seriously affect the quality of the activities that could be executed. The COVID-19 related challenges, as well as other challenges discussed below, were well documented in the progress reports and discussed at the PSC meetings in 2020 to 2022 to revise the workplans for accommodating the resultant pauses and delays in the programme implementation. Notably, the EU JULE has been extended to 31 May 2024, adding 18 months to the programme duration, to allow sufficient time for completion of the planned activities.

Q6. What factors have contributed to achieving, or not, intended outputs and outcomes? What are key constraints and challenges in achieving programmes expected results?

68. **Unexpected factors caused challenges for PAGOda implementation.** In addition to the COVID-19 pandemic (as above), there were unexpected factors that caused certain difficulties for PAGOda implementation. Delay in the approval of ProDoc of the GoVN cause a

6-month suspension of the Programme within the 5-year timeframe of the EU JULE. Withdrawal of UNODC in 2019 was another factor. Although this withdrawal did not affect the PAGODA outcome, UNDP and UNICEF need a certain time and efforts to accommodate additional activities previously planned for UNODC. Engagement with some GoVN partners to implement former UNODC activities also encountered some challenges, especially with MPS. In addition, the work planning process was longer than expected. Having 35 implementing partners in the PAGODA component, it takes time for UNDP, UNICEF, and MoJ to work with all partners on the proposed activities before submitting to the PSC meeting for endorsement.¹⁹ There were delays in exercising the PSC mandates. For instance, it might take a month to get agreement on timing of the PSC meeting, especially to fit to busy schedules of the co-chairs. After the PSC meeting, it might take another month for endorsement of the minutes. In practice, PSC meetings were usually held in April or even May of the year, it means that the approved workplan was not available until the middle of the year and this caused certain delays in implementation.

69. Differences between DoA and the GoVN ProDoc being another factor of delay.

For the UN and EU, the co-Delegation Agreement (DoA) was the bidding document for the PAGODA component. This DoA was signed between EU and UNDP and the component description was an annex of that DoA. Based on this DoA and that of EU and Oxfam (for the JIFF component), the MoJ developed and approved a Programme Document (ProDoc) and therefore was bound to it. Discrepancies between the EU-UN DoA and the GoVN ProDoc were significant in certain areas. For instance, the GoVN ProDoc does not envisage any activities to be conducted by non-governmental organizations (NGOs) or research organizations. Such discrepancies were addressed and updated in Rider 3 made in October 2020. However, executing some activities was not possible before these differences were addressed in Rider 3. The processes of addressing this difference was found to time-consuming and this added extra burden for the stakeholder affected.

70. Additional elements of capacity development for more results.

While assessing capacity development results of the PAGODA component, it was found that some limitations in the capacity development strategy adopted to guide capacity development activities. Learner-centered and adult-learning approaches were introduced by PAGODA and appreciated by stakeholders consulted. Train the trainer approach was also adopted by the implementing partners. However, capacity development mainly relied on on-and-off training events held for two or three days. If a modular learning approach was adopted to allow the trainees to experience a learning cycle with arrangements for practicing the new knowledge and skills introduced. It was also observed that a strategy for organizational capacity development was not available to differentiate capacity development interventions at the individual and organizational levels. As a result, although capacity development for justice institutions was a focus under the result 3, this organizational capacity building was still relied on series of training events for individuals. The results from capacity development would be stronger if these features could be added to the implementation strategies to guide the implementing partners in their capacity building efforts.

Q7. To what extent have different stakeholders been involved in the implementation of the PAGODA component? Was that participatory?

¹⁹ These 34 implementing partners consists of 21 departments of MoJ, 05 Departments of Justice (joined the PAGODA component in 2023), 02 department of MPS, 02 institutions under SPC, and SPP, VLA, VBA, and Central Committee for Internal Affairs (CCIA) of the Communist Party of Vietnam.

71. **Participation of different stakeholders in PAGODA implementation ensured.** Implementing partners were actively involved in PAGODA implementation. Discussion with the MoJ PMU indicated that PAGODA partners were requested to propose their activities and participate in annual work-planning processes. For implementation of approved activities, the PAGODA implementing partners were responsible for executing the activities by themselves with technical inputs and quality assurance from the UN agencies or MoJ. The stakeholder consultation indicated that the support from UNDP, UNICEF, or MoJ was instrumental for the implementing partners in delivering their sub-workplans but ownership in implementation was those of the partners. Reviewing many of post-training reports also indicated active participation of legal and judicial professionals in capacity development activities. For all the studies commissioned under PAGODA, a participatory approach was adopted when primary data collection was made. Participation of the vulnerable groups such as women, children, ethnic minorities etc. was not a particular issue for PAGODA as the component does not directly target these beneficiaries. This was a subject under the JIFF component that was not in the scope of the evaluation.

72. **Legal Partnership Forum being a major platform for participation of all stakeholders.** To encourage participation, disseminating lessons learned and good practices, the EU JULE Programme has introduced the Legal Partnership Forum initiative. This was a unique forum that brought together the GoVN agencies, the UN, EU, other international donors, and CSOs to discuss critical issues on the legal and judicial reforms of Viet Nam. For EU JULE, this was an important arrangement to have PAGODA's GoVN partners and JIFF grantees from the CSO sector work together to enhance exchange of information and discuss opportunities for cooperation. In addition to these 06 Legal Partnership Fora (held annually), UNDP and UNICEF organized 07 Legal Policy Dialogues to continue substantive discussions at the Fora in a more targeted dialogue that aims at gathering inputs and advocating for changes in the related laws and legal regulations. According to the PAGODA M&E database, a number of nearly 2,000 participants attended these Legal Partnership Forum and Policy Dialogue initiatives, of which 38% were women.

5.3 Efficiency

73. **Summary.** Findings on efficiency are summarized in the table below.

- As of May 27, 2024, PAGODA has disbursed at an estimated rate of 98.9%. The PAGODA completion, an amount of USD 68,773 was left un-used. Annual disbursement rates were usually higher than 90% during the programme implementation, except for 2019 when ways of workings were gradually established and operationalized.
- PAGODA adopted some implementation strategies to ensure cost-effectiveness in the component implementation such as using the UN-EU cost norms, the UN procurement for goods and services required. Mobilizing national expertise, while acknowledging the “comparative advantage” of the UN and EU in bringing in international standards and good practices, is another cost-saving factor.
- PAGODA's management structure was found to be efficient from a cost-effective perspective. The average management cost was estimated at 18.6% of the total programme budget, which was in an acceptable range for projects with strong technical assistance focuses. However, being a multi-agency initiative, management capacity development for MoJ PMU and other focal persons from implementing partners should have been prioritized at early stages of the programme implementation.

- The M&E system was generally efficient in providing inputs for management decision. Nevertheless, management of knowledge products and learning arrangements were areas for improvements to enhance effectiveness and efficiency.

Q8. To what extent have PAGOda funds and activities been delivered in a timely manner? To what extent has the UNDP project implementation strategy and execution been efficient and cost-effective?

74. **Reaching a disbursement rate of 98.9 percent at the PAGOda completion.** As of May 27, 2024, PAGOda has reached an estimated disbursement rate of 98.9 percent. The details are provided in the table 4 below. As of May 27, 2024, the disbursement rate recorded in the UNDP system was 92.5%. However, there was an amount of USD 373,779 for some completed activities already disbursed but not yet reflected in the system as the invoices and supporting documents were subject to clearance before that amount could be added to the disbursement figure in the system. Discussion with UNDP suggested that the clearance of this pending amount would be solved within a week. With this, the pending amount was added to the total disbursed expenditure and therefore the disbursement rate was estimated at 98.9 percent by the programme completion. It means that by the PAGOda completion, an amount of USD 68,773 was left un-used.

Table 4. Disbursement Rates during the PAGOda Cycle

Year	Approved budget (USD)	Actual expenditure (USD)	Disbursement rate (%)
2017-18	275,066	251,674	91.5%
2019	1,143,153	951,233	83.2%
2020	1,024,968	1,009,335	98.5%
2021	1,290,360	1,215,654	94.2%
2022	1,239,230	1,202,600	97.0%
2023	831,971	765,876	92.1%
2024*	453,394	419,219	92.5%
Pending**		373,779	
TOTAL	6,258,143	6,189,370	98.9%

Note: * Figures of 2024 were as of May 27, 2024 (as appeared in the UNDP Quantum); ** the amount of USD 373,779 was on the activities completed. Invoices and supporting documents to clear this pending amount in the system were submitted and subject to revision by the implementing partners.

Source: based on the annual workplans (AWP) and donor reports; figures on 2024 were from UNDP

75. **Disbursement rates being high during the programme cycle.** Figures in table 4 show that disbursement was generally high during the programme cycle. Except for 2019, the disbursement rates in all other years were higher 92 percent to 98 percent. The disbursement in 2019 was lower than the average as it was the first year of full implementation after the GoVN ProDoc approval. As described in the background section 2 of this report, the EU JULE Programme was subject to a 6-month suspension for the GoVN approval process, and it resumed again on 1st August 2018. With this interruption, the programme was officially launched on October 12, 2018. It took time for all the national implementing partners to get familiar with the project working procedures and processes. As a result, the disbursement rate in the first full year of PAGOda was 83.2 percent, which was the lowest rates along the programme cycle.

76. **Cost-effectiveness of the implementation strategies.** It was found that using the UN-EU cost norms and mobilizing local expertise when possible were two elements of the PAGO DA implementation strategy that contributed to cost-effectiveness. Regarding the former, the UN-EU cost-norms were used as the basis for budgeting PAGO DA activities. These tripartite cost norms were jointly developed by the GoVN, the UN and EU based on good practices in costing the activities for development aid projects. The cost norms reflect difference across regions and provinces, based on market rates of typical expenditure items. It was generally understood that these UN-EU cost norms were a measure to ensure value for money as well as harmonization between the GoVN and donors in financial management. Value of money was also ensured through adoption of the UN procurement procedures for goods and services required for the PAGO DA implementation.

77. **Mobilizing local expertise is another cost-effective implementation strategy.** From an efficiency perspective, mobilizing local expertise is a cost-effective approach for implementing activities. In practice, almost all consultants for capacity development activities were led by qualified national consultants. For studies, a team mixed of international and national consultants was usually seen for key studies to provide inputs for strengthening or revising legal regulations or judicial procedures and practices. A difference preference between the national partners and EU was noted regarding mobilizing national expertise. While recognizing the cost-effectiveness as well as qualification of national consultants, the donor and the UN tend to encourage a stronger role of international experts in sharing international good practices. From the national partners' perspective, having international good practices was recognized as a "comparative advantage" of the UN and EU. However, consultation with national partners indicated an understanding that there is local capacity available in most cases when external expertise needs to be mobilized. In this context, mobilization of international experts should be justified when local expertise is not available or sufficient.

78. **Combining top-down and bottom-up in the programme interventions.** One difficult question to assess efficiency raised by some stakeholders consulted was whether allocation of resources was optimal between working through state institutions (i.e. PAGO DA) and CSOs (i.e. JIFF). Addressing this question was not in the scope prescribed for the current evaluation. However, from an efficiency perspective, it might be reasonable to suggest that allocating the programme resources should be made through some evidence-based processes to allow a sound assessment of resource allocation. This is an issue to consider for future interventions that encompass both state institutions and the CSO actors.

Q9. To what extent was the EU JULE Programme management structure as outlined in the EU JULE Programme document efficient in generating the expected results?

79. **The PAGO DA management structure being efficient in generating the expected results.** The PAGO DA management structure consisted of PSC, MoJ PMU, and UN Programme Coordination Team (PCT) led by UNDP, and focal persons of the PAGO DA implementing partners. In this management structure, the MoJ PMU was in charge of both PAGO DA and JIFF component. The operational cost of the MoJ PMU was borne by the GoVN as counterpart funding, which accounted for nearly 9.5% of the total EU JULE budget (or 19.5% of the PAGO DA total funding). This contributed to the cost-saving of the programme management cost. For other structures in the programme management (i.e. PCS and focal persons at the PAGO DA implementing partners), no management cost incurred during the programme cycle. With this, it might be reasonable to argue that the programme management structure contributed to enhance efficiency of EU JULE and of PAGO DA in particular. In

general, management cost accounted for about 18.6% of the total programme budget.²⁰ Compared with many other projects with a strong focus on technical assistance like EU JULE, this level of management cost appeared to be within a reasonable range. And this was a signal of PAGOda management being cost-effective.

80. **Having an MoJ “umbrella” management unit being an important feature of the programme management.** There were 35 implementing partners engaged in the delivery of PAGOda and the MoJ PMU was in charge of coordinating all these implementing partners, including the institutions that do not belong to the MoJ organizational structure such as PSC, SPP, MPS etc. With this arrangement, management of the PAGOda activities were “centralized” to MoJ. With this arrangement, UNDP worked with MoJ as a National Implementing Partner (NIP), and through the NIM with other implementing agencies being Co-Implementing Partners (CIP). This was found to be an efficient management arrangement. However, it should be noted that having this “umbrella” management structure at MoJ will not be possible for future multi-agency interventions. According to the new ODA management regulations promulgated in the recent years, each implementing partners of ODA projects needs to develop its own ProDoc and establish its management structure (see sub-section 7.2 for further discussions).

81. **Management capacity for the PAGOda implementing partners.** With a large number of activities conducted by 35 implementing partners (as above), the programme management was challenging, especially in terms of ensuring quality assurance, compliance, and physical progress. This was further burdensome by recent changes in ODA management. Organizing workshops or events with “international elements” (i.e. being supported by donors, having presence of international professionals) requires an approval process that could be time-consuming. Regulations in using counterpart funding for ODA project management introduced further restrictions in mobilizing contracted staff to assist project management tasks as well as new regulations on settlement approval through the State Treasury system.²¹ Staff mobility in some implementing partner further introduced the burden for the MoJ PMU as well as the UN in providing induction for new focal persons assigned by the implementing partners. In this context, the stakeholders consulted expressed a well-perceived need for capacity development in project management. Unfortunately, the programme has not envisaged activities and budget required to meet that need of capacity development for project management. This caused certain difficulties for implementation processes by the PAGOda implementing partners. As indicated by the stakeholders consulted, this also created an additional burden for the MoJ PMU and the UNDP management team.

Q10. To what extent has the monitoring and evaluation system ensured effective and efficiency programme management?

82. **M&E system contributing to efficiency of the programme management.** Based on desk review, it appeared that an adequate M&E system was operationalized in practice. Data collection and reporting were the responsibilities of all the implementing partners. These M&E data and inputs are then compiled and maintained by UNDP in conjunction with MoJ PMU before reporting to the donor. For the PAGOda activities under UNICEF and its partners, M&E

²⁰ This management cost was recorded under output 5 of the financial reports attached to the annual donor reports. This cost consists of personnel cost of the UN, M&, general operating and other direct costs. The figure of 23% based accumulative management costs up to 31 December 2023.

²¹ For instance, Circular 23/2022/TT-BTC dated April 06, 2022, of the Ministry of Finance on financial management of the ODA grants under the State Budget introduced new restrictions. Notably, it was no longer possible for PMUs to use counterpart funding to hire contracted staff to support the tasks of PMU. In addition, before payments to PMU accounts are made, all payment supporting documents must be approved by the State Treasury.

data were compiled by UNICEF-assigned M&E focal points before sharing to UNDP. Indicators required in the programme logframe were frequently updated according to the prescribed frequency of data collection and reporting. The system had certain limitations in defining outcome-level indicators. This issue was highlighted in the MTE. UNDP acknowledged the recommendation of the MTE to address this issue. After considering different options from a data availability perspective, a set of impact and outcome indicators were proposed to the donor and approval was made in the Rider 4 (for the 18-month extension of EU JULE until 31 May 2024). In this regard, the M&E system contributed positively to effective and efficient management of the PAGO DA implementation (see sub-section 5.5 and 5.6 for further discussion of M&E issues).

83. **Knowledge management being a factor undermining the potential contribution of M&E to efficiency.** Knowledge management – being a part of the M&E arrangements should have been improved. The EU JULE and PAGO DA have produced a fertile stock of knowledge products. PAGO DA has commissioned 08 nation-wide surveys on the demand-side needs on legal information and legal services and on the supply-side of legal service information, legal aid, grassroot mediation, civil registration. This represents a value database on legal and judicial services. As of April 2024, 24 legal studies have been completed. Most notably, more than 60 training courses were designed, tested, and rolled out to several legal professionals and law students. Recognizing the growing stock of knowledge products, the MTE recommended to support a Human Rights Digital Library at the Human Rights Institute of the Ho Chi Minh National Academy for Politics (HCMA) (see sub-section 5.6 for a discussion on how the MTE recommendations were pursued). However, as HCMA was not targeted by the GoVN ProDoc or the EU-UN DoA neither, this direction was not further pursued by MoJ. It was found in the TE that the attachment of that library to HCMA’s HRI was not well grounded. There were other options to consolidate knowledge management by establishing a knowledge hub either at MoJ or the UN to share the knowledge products produced by EU JULE.

5.4 Sustainability

84. **Summary.** Findings on sustainability are summarized in the table below.

- Among the key results of PAGO DA, contribution to development and implementation of laws, institutional development in the justice sector (especially the roll-out of the Family and Juvenile Courts), developed and endorsed courses were found to be certainly sustainable.
- Improvements in the individual capacity of legal and judicial professionals are likely to be sustained. The extent of sustainability might depend on whether these professionals would have opportunities to use their knowledge and skills consolidated from the PAGO DA capacity development in their day-to-day work.
- The evaluation was inconclusive in terms of availability of resources available to continue certain processes supported by PAGO DA. In addition, limited learning arrangements might partly hinder potential scaling-up and sustainability.
- An explicit Exit Strategy was not part of the programme design or revision. It was found that the legal and judicial reform was an on-going process. Although achievements under EU JULE and PAGO DA were recorded, several problems and challenges remained to be addressed. Therefore, a perception of an Exit Strategy among the key partners was to continue the cooperation to support the legal and judicial reforms.

Q11. What is evidence of sustaining the benefits generated by PAGOda? To what extent will financial and economic resources be available to sustain the benefits achieved by the PAGOda component of the EU JULE Programme?

85. **PAGOda's contribution in development and implementation of laws being sustained.** Among the main results of PAGOda, the results in development and implementation of laws are certainly sustained. PAGOda commissioned 24 legal studies, providing recommendations to relevant agencies for improved law development and implementation. With these studies, 07 laws were reviewed to make these laws more responsive to the needs and aspirations of the people. With these studies, PAGOda also contributed inputs for development of different legal documents such as the Resolution 06/2019/NQ-HDTP to provide guidance on the adjudication of sexual crimes and protection of minors; or the Inter-Circular 01/2022/TTLT-VKSNDTC-TANDTC-BCA-BQP-BLDTBXH between SPP, SPS, MPS, Ministry of Defense (MoD), and MoLISA on inter-agency cooperation in dealing with sexual abuse of minors. Notably, the draft Law on Justice for Minors was enlisted in the National Assembly's agenda for 2024. In addition, these studies also provided recommendations of improving legal framework to align with standards set out in the core UN human rights conventions and implementation of Human Rights Committee's recommendations. A representative from the MoJ Department of International Laws highly appreciated the recommendations made by these law reviews. As these laws will continue to be enforced (or to be drafted or revised), the contribution made by PAGOda is certainly sustained.

86. **Sustaining the developed and endorsed training courses for legal professionals.** A number of more than 60 training courses designed, tested, and rolled out by PAGOda are most likely to be sustained. Post-training reports reviewed in this evaluation indicated positive feedback from the trainees on the materials adopted. The course on gender, gender equality in law and policy was endorsed by Hanoi Law University and structured to be an optional course in the university's curriculum. It was suggested that discussion was on-going on whether this course would be converted into a mandatory course for law students. A representative from the University confirmed that this was under consideration by the University lead. In addition, there was evidence that many of these training materials have been used by related stakeholders either as reference materials or main training materials used in other capacity development activities that are not supported by PAGOda. For instance, the MoJ's Department of Legal Dissemination and Education has rolled out the Handbook on Legal Dissemination and Communication Skills for Prevention and Tackling Early and Consanguine Marriage and Master Plan on Strengthening of Legal Dissemination and Education for Enhanced Protection of Children and Women from Gender-based Violence to a nation-wide scale. These materials were now used by all the provincial DoJ in providing technical training for local legal communicators. This is a strong indication of sustainability.

87. **Institutional developments of the justice sector being sustained.** Among institutional development of the justice sector supported by PAGOda, the rolling out of Family and Juvenile Court to 38 provinces (from only one Court at the start of EU JULE) was a significant contribution of the PAGOda component. In addition, family and juvenile judges were designated in nine district courts (none of the districts having family and juvenile judges at the start of EU JULE). To further support the operation of the Family and Juvenile Courts, a guideline on essential equipment of the Family and Juvenile Courts were also developed. Consultation with a representative from DoJ Quang Tri, one of the five provinces participating in PAGOda, suggested that the guideline was used by Quang Tri People Court to equip the

provincial Family and Juvenile Court. It was estimated that these Courts have benefited at least 12,500 minors to date. In addition, PAGO DA developed three child justice training programmes adopted by the SPC Court Academy, 126 judges having enhanced capacity; 15,000 judges and court personnels sensitized on child abuse. A representative from the PSC consulted in this evaluation indicated that the three training programmes developed with the PAGO DA support were instrumental for the Court Academy to enhance their curriculum. Consultation with representatives from SPC's Court Academy suggested that PAGO DA marked a milestone by rolling-out the Family and Juvenile Courts and it apparently contributed to improve access to justice for children, minors, and women. With these efforts, this institutional development is most likely to be sustained.

88. **Sustaining the improved capacity of legal professionals.** Improvement in individual capacity for legal professionals was among the key results of PAGO DA. As of May 27, 2024, a number of 15,462 legal professionals, including lawyers, judges, prosecutors, legal communicators, legal aid providers, mediators, and law lecturers were trained by different PAGO DA implementing partners. Reviewing the post-training reports of 18 training courses indicated improved in competency of these professionals after the training events. Notably, 3,256 turns of future law professionals were trained in child justice and gender sensitivity. With achievement of the legal and judicial reforms in Vietnam, it could be anticipated that these professionals would have opportunities to use their knowledge and skills consolidated from the PAGO DA capacity development in their day-to-day work. Discussion with a representative from DoJ Lai Chau, one participating province of PAGO DA, suggested that the knowledge and skills from PAGO DA-supported training courses were very useful. However, some skills would need to be practiced more to be sustained. To ensure this sustainability, further evidence on how the improvement in individual capacity has been transformed into behaviour changes and contributed to job performance of legal professionals should be conducted after the completion of EU JULE. In addition, as discussed in sub-section 5.2, if modular learning and organizational development were incorporated in the PAGO DA implementation strategies, capacity development outcomes would be stronger and therefore, sustainability of the improved capacity might be enhanced.

Q12. Are there any risks that may jeopardize sustainability of EU JULE Programme benefits generated by PAGO DA?

89. **Resources to maintain some benefits being inconclusive.** One important results of PAGO DA were to increase awareness on gender-based violence and corporal punishment for 5,398,111 women and girls. In addition, 176,754 minors, parents and community members gained improved knowledge for strengthened protection of children and women from violence. This improvement in the demand-side access to justice was made possible with technical and financial support from PAGO DA, particularly by the MoJ Department for Legal Aid, Department of Legal Dissemination and Education. Evidence of the increase in public resources allocated to continue this awareness raising to a wider scale was however inconclusive. Representatives from these departments of MoJ suggested that the number of local legal communicators and legal aid providers is very large. PAGO DA has provided capacity development to around five to seven percent of these local professionals. Additional resources required to provide capacity development for the others to multiply the capacity development effect to a nation-wide scale. Without the support from PAGO DA, it was not clear how this process could be accelerated from the existing public resources.

90. **Learning arrangements.** Being multi-stakeholder initiative on the four outcomes that cover key aspects of the justice system in the country, the potential for learning, both

horizontally (across the PAGOda implementing partners) and vertically (between the central and local levels), was promising. A large and growing stock of knowledge products generated by PAGOda added substances to this learning potential. However, learning events were not usually seen in the periodic progress reports. Reviewing the annual workplans indicated that activities designated for learning were not in place. Nevertheless, certain elements of learning were seen in other events organized by PAGOda. Notably, the Legal Partnership Forum and Policy Dialogues were the events where documents on achievements or lessons learned from EU JULE and PAGOda in particular were shared. The learning effects of these elements could be stronger if learning was integrated into these events as one of the key objectives. Consultation with some key stakeholders such as UNDP or MoJ PMU also suggested that learning arrangements should have been more explicit in the programme implementation strategies to contribute to sustainability through buy-in and scaling-up of the PAGOda good practices. This was an area for improvement of monitoring and evaluation, especially for future programming.

Q13. To what extent do UNDP interventions under the PAGOda component have well-designed and well-planned exit strategies?

91. **Exit Strategy focusing on continuing the cooperation to contribute to the legal and judicial reform.** Whether an Exit Strategy was well constructed and if yes, how this has been executed was not inconclusive in this evaluation. Exit Strategy was not usually mentioned in the donor reports, PSC meeting minutes, or other related documents on PAGOda. The stakeholder consultation suggested a strong perception that the legal and judicial reform was an on-going process. Although achievements were recorded, several problems and challenges remained to be addressed. The current EU JULE was widely recognized as a good background for continuing and strengthening international cooperation in the legal and judicial reforms. With this perception, an Exit Strategy was largely seen as building another phase of the EU JULE Programme. The UN has consulted with the government agencies and the donor on the priorities in the legal and judicial reforms in the future, particularly in child justice, capacity development for officials in the legal and judicial system, as well as other priorities. The EU has also discussed with the UN and other national partners on future cooperation in the justice sector. For the state agencies consulted, continuing the cooperation in the justice sector, which started before the EU JULE was suggested. In this context, aiming for another phase of EU JULE for continuation of the UN-EU cooperation with the GoVN in the justice sector was not seen by this evaluation as lack of an Exit Strategy.

5.5 Cross-Cutting Issues

92. **Summary.** Findings on cross-cutting issues are summarized in the table below.

- Cross-cutting issues, including human rights, disability and gender equality and empowerment of women were reflected in the EU JULE objectives and targeting strategy, especially under the first two outcomes. This was evidence of the LNOB principle.
- In particular, strong evidence of gender equality and empowerment was found in the implementation arrangements of PAGOda as well as in actual maneuver of the implementing partners. There were activities that explicitly addressed gender-differentiate needs on legal services. Sex-disaggregated data was collected for most activities.
- Reaching ethnic minorities was operationalized through geographical targeting. Some special efforts were also made to translate selected training materials into the ethnic minority languages. However, data disaggregation according to ethnic groups and disabilities was not available.

- Improved access to justice for children was a priority. PAGO DA was instrumental in rolling out the Family and Juvenile Court to 38 provinces. A number of 176,754 children, parents and community members received information on children rights and child protection.
- Ensuring disability inclusion was not explicitly addressed in the programme’s implementation strategy and this was found to be an area for improvement in future programming.
- Although Social and Environmental Standards (SES) were not required for EU JULE, SES was developed and applied. Risk assessment was made at the design and mitigation measures were executed in actual programme management to address potential risks.

Q14. Have the relevant cross cutting issues, including human rights, disability and gender equality and empowerment of women been adequately mainstreamed in the design and the implementation of the programme?

93. **Mainstreaming cross-cutting issues in the design and implementation of PAGO DA.** It was found that cross-cutting issues, including human rights, gender equality and empowerment of women, targeting vulnerable groups being reflected in the design and implementation of the EU JULE Programme, and PAGO DA in particular. This was in line with Leave No One Behind (LNOB) commitments of the UN, EU, and the GoVN. Reflection of the cross-cutting issues was seen in the EU JULE objective of “*to increase access to justice for vulnerable groups, including women, children, ethnic minorities, and the poor to ensure that no one is left behind*”. To achieve this objective, reaching the vulnerable groups, including women, children, the poor, and ethnic minorities was prioritized in planning for activities, development of activity proposals, as well as implementation of activities under the first two result areas of PAGO DA. Stakeholder consultation indicated that for activities implemented on the ground, these vulnerable groups were the primary targets.

94. **Cross-cutting issues in approval of activities and planning for implementation.** Based on the guidance from UNDP and MoJ PMU, targeting the vulnerable groups was one important criterion to consider when the implementing partners selected activities for annual work planning. Discussion with MoJ PMU suggested that when screening the proposals from different implementing partners, targeting the vulnerable was among the set of criteria used. After activities being approved by PSC at the annual PSC meeting, the implementing partners also consider targeting the vulnerable group when preparing the concept note and budget for no objection from UNDP and MoJ PMU before implementation. This process was confirmed by the implementing partners consulted in this evaluation.

Q15. To what extent have the poor, women, people with disabilities (PwDs), other disadvantaged and marginalized groups benefited from interventions of the PAGO DA component of EU JULE?

95. **Strategies for gender equality and empowerment.** It was found that gender equality and empowerment were conducted through improving legal framework for ensuring equal access to justice. Accordingly, many of activities under PAGO DA sought to support Viet Nam with efforts to align the legislative and regulatory framework to standards set out in the international conventions, including analysis on the right to access to justice for women in accordance with CEDAW, and the right to access to justice for persons with disabilities in the areas of employment and vocational training in accordance with the Convention on the Rights of Persons with Disabilities (CRPD). In addition, PAGO DA commissioned analysis of gender-differentiate needs on legal services and action taken. A series of empirical and diagnostic studies was carried out at selected provincial and commune levels to dig out gender issues in both the demand-side and the supply-side constraints in the legal sector, as well as proposed

solutions to address gender-differentiate needs and inadequate access to resources and opportunities experienced by women and girls. Finally, gender equality and empowerment strategies were also to address GBV and discrimination. To this end, PAGO DA provided support to develop and implement programmes, policies and guidelines for the Legal Aid Law and of the Family and Juvenile Court, child victims of abuse in contact with the justice system and women survivors of gender-based violence. With this support, the capacity of legal and judicial organizations to address discrimination against women, and gender-based violence was strengthened. The evaluation did not find any evidence of unintended effects against women.

96. **Sex-disaggregated figures available to partially inform gender equality and empowerment.** For all project activities, an M&E requirement was to track for participation of children, women, and ethnic minorities in the activities. In fact, sex-disaggregated data was available in most activities since 2020.²² Based on this incomplete data, it was estimated that women accounted for 42 percent of direct beneficiaries from training courses carried out under PAGO DA. It was also found that women accounted for 65 percent of total beneficiaries that increased awareness on gender-based violence and corporal punishment.²³ Most notable, around 5.4 million women received gender-sensitive information on protection against gender-based violence under the PAGO DA support. For other dimensions such as poverty status, ethnic minorities, people with disabilities, data was not always reported by the implementing partners and therefore not compiled in the M&E database. This limited data availability of beneficiaries according to poverty status, ethnic minorities, people with disabilities renders it difficult to monitor how these vulnerable groups participated to and benefited from the programme implementation (see below for more details). Data disaggregation according to types of vulnerabilities is an area of improvement for the future programming.

97. **Reaching ethnic minorities.** Ethnic minorities are among the most vulnerable groups in Viet Nam. Accounting for 14.6 percent of the total population, ethnic minorities contributed up to 88 percent of the poor.²⁴ The EU JULE adopted two strategies for reaching ethnic minorities. It was indicated by some PAGO DA implementing partners that activities were prioritized to poor provinces and those with high proportion of ethnic minorities. For instance, in the five provinces that joined the PAGO DA component in 2023, namely Kien Giang, Quang Ngai, Quang Tri, Phu Tho, Lai Chau, four provinces were with high concentration of ethnic minority groups. By this geographical targeting, it is noted that the PAGO DA component also prioritized the poor given the dominance of ethnic minorities in the poor population (as above). In addition, some designated efforts and arrangements were also pursued during implementation of certain activities. For instance, some training materials developed by the MoJ Department of Legal Dissemination and Education were translated into ethnic minority languages. With these materials translated, grassroot-level legal communicators and mediators could then diffuse the legal knowledge to ethnic minority group in their own languages. Unfortunately, assessing to what extent the PAGO DA has reached ethnic minorities

²² In the first two years of the programme implementation, data disaggregation was not obligated. In addition, for some online events organized during COVID-19, due to unstable internet connection at the community level, it was not possible to track for participation according to sexes.

²³ The figure of 5,398,111 women and girls having access to information on the prevention of gender-based violence was excluded from this calculation. Otherwise, the percentage of women and girls benefited from increased knowledge on GBV would be around 95%.

²⁴ Figures were calculated using the data available from the Vietnam Population and Housing Census 2019 (for the proportion of ethnic minorities in the population) and the Vietnam Household Living Standards Survey 2020 (for the proportion of ethnic minorities in the total poor).

was not possible as the ethnic group-disaggregated data was not collected by the Programme. This was certainly an area for improvement for future interventions of the UN.

98. **Addressing the access to justice for children.** Reaching children was a priority in PAGO DA. However, this was under the interventions assigned to UNICEF and therefore was not within the scope of the current evaluation focusing on UNDP. Nevertheless, reaching children is briefly discussed in this section to highlight how PAGO DA has addressed the needs of the vulnerable groups as part of LNOB. Several results were seen in improving access to justice for children. Most importantly, PAGO DA was instrumental in rolling out the Family and Juvenile Court to 38 provinces (from only one province at the start of EU JULE). To enhance capacity for these Courts, 232 Family and Juvenile judges have been trained and certified in dealing with children in contact with the justice system. This represents a significant improvement in access to justice for children. As part of awareness raising under the result 1, a number of 176,754 children, parents and community members received information on children rights, child protections. In addition, five child justice training programmes were institutionalized by Hanoi Law University, SPC's Court Academy.

99. **Addressing the needs of people with disabilities.** People with disabilities (PwDs) were identified in the vulnerable groups by the programme document (both the UN-EU DoA and the GoVN ProDoc). However, ensuring disability inclusion (DI) was found to be under-performed. A disability plan or strategy was not explicitly developed for DI as a separate document. In practices, DI was partly addressed by 02 activities (out of 354 activities completed). Accordingly, under the result 1, 47 legal aid providers (22 men, 25 women) were trained under pilot trainings on skills in providing legal aid for people with disability and victims of domestic violence. In addition, under the result 2, one study was commissioned to assess the situation of access to justice by PwDs in 2022. However, the findings from this study did not materialize in proposed activities for further interventions. Consultation with the MoJ Department of Legal Dissemination and Education however suggested that in many training courses organized for local legal communicators under PAGO DA, disability was covered either as a cross-cutting issue or an issue of special focus. But this was not reflected in the donor reports or M&E data. Given this, the performance of PAGO DA in DI might be under-reported. Finally, it was also noted that PAGO DA supported MoJ on reporting and implementation of the International Convention on the Rights of Persons with Disabilities (CRPD). Nevertheless, ensuring DI by having an explicit DI strategy would require greater attention in any future programming, not least given the high percentage of PwDs in Viet Nam

100. **Dealing with Social and Environmental Standards.** The issue of Social and Environmental Standards (SES) was discussed with UNDP and EU during this evaluation. It was found that the SES were not required for EU JULE. These were not included in the Programme document as well as other implementation guidance in the early stages. However, these standards were developed in 2020 to show commitments of UNDP and EU, as well as other implementing partners of the Programme, to social and environmental safeguards. Since then, compliance with SES was monitored in annual progress reports. By the completion of PAGO DA, there was no cases of violation of SES were reported. This might be attributed to the commitments to SES, even though these were not required for project like the EU JULE. In addition, the focus of PAGO DA was to provide capacity development support for professionals in the justice sector and these professionals then reached the target vulnerable groups through trainings, awareness-raising events, or providing legal aid. With this nature, the potential risk in terms of SES in the Programme implementation was modest.

101. **Risk management during the PAGO DA implementation.**²⁵ During the design phase of the EU JULE, as suggested by representatives from the UN and EU, risk analysis was pursued. Accordingly, the four types of risk were identified, including (i) Duplication and insufficient coordination between the Action and other justice, rule of law interventions; (ii) Local governments have insufficient capacities to coordinate in implementing the programme; (iii) Administrative gridlock across state institutions interfere in project implementation; and (iv) Decrease of USD exchange rate against EUR/VND. In the EU JULE design document, all of these risks were assessed to be low and mitigation measures were identified to mitigate these risks. Therefore, the design was concluded to be highly feasible with low risk. However, risk management has been pursued as part of the programme management focus. It was suggested during the stakeholder consultation in this evaluation that risk management was an issue discussed regularly between the UN, EU, and MoJ as part of the annual work-planning and PSC meetings. Assessing how the risks identified in at the design stage being managed during the programme implementation, this evaluation concluded that risk management of PAGO DA was found to be satisfactory (see Annex 9 for more details).

5.6 Implementation of the MTE Recommendations

102. **Summary.** At the MTE, five recommendations were made to UNDP, of which four were agreed and one was partially agreed. As of May 27, 2022, actions to implement the recommendations for the current EU JULE were completed. Actions to implement the recommendation pertaining to next programming was initiated and ongoing (as it should be).

Q16. How has UNDP implemented the recommendations suggested and agreed at the MTE?

103. **Recommendations at the MTE for UNDP.** As prescribed in the ToR, one task of this evaluation was to assess how the recommendations made at the MTE to UNDP have been pursued. At the MTE, the consultant teams suggested five recommendations for UNDP, including (i) Strengthen the result framework to ensure more result-oriented implementation, and monitor outcome results; (ii) Ensure that there is a mutual understanding of what the goal of the EUJULE is and how this success and change should be measured; (iii) Tap into relevant European expertise and best practices of the EU member states; (iv) Discuss with the Human Rights Institute the possibilities of creating a digital Human Rights Library to sustain the wealth of the knowledge and research developed; and (v) design a distinctive component that supports Vietnam in the implementation of relevant recommendations from the UPR and UN Treaty Bodies in the next phase of EU JULE (full description of these recommendations was provided in Annex 10 of this Report).

104. **UNDP management responses and execution of the recommendations.** Upon the MTE recommendations, the UNDP management agreed with four recommendations and partly agreed with one recommendation (i.e. the one on setting up a Human Rights Library). In the UNDP Management Responses, actions with timeline for implementation were identified to pursue these recommendations. Since then, all these recommendations have been pursued by UNDP in collaboration with MoJ and other relevant stakeholders. Progress toward this agreed recommendation is provided in the table below. As of May 27, 2024, the first four recommendations were completed. The final recommendation pertaining to the next phase of the EU JULE Programme was initiated. At present, UNDP, MoJ, EU and other related

²⁵ It is noted that assessing risk management was not prescribed in the ToR or in the evaluation report templates and quality assurance described in the UNDP Evaluation Guideline (2021 update). However, a brief discussion of risk management was added to this analysis to further highlight how UNDP and other partners have effectively managed PAGO DA, which contribute to effectiveness assessment.

stakeholders have been in discussion on the possibility of the next programming. Consultation made in this evaluation suggested all parties were optimistic about having a new phase. Further details on the implementation of these MTE recommendations are provided in Annex 10 of the current Report.

Table 5. Progress toward the Agreed MTE Recommendations to UNDP

MTE Recommendations	UNDP Response	Summary of progress	Status
Strengthen the result framework to ensure more result-oriented implementation, and monitor outcome results	Agreed	The original log-frame was reviewed; one impact indicator and four outcome indicator (one per each result) proposed. The revised logframe was approved as part of Rider 4, signed on 30 Nov. 2022.	Completed
Ensure that there is a mutual understanding of what the goal of the EUJULE is and how this success and change should be measured	Agreed	Two actions were identified and pursued: Action 1: Common messages on programme impacts were prepared and agreed at the annual PSC meeting 2022 Action 2: Common messages on EU JULE impacts were drafted to be used for opening remarks of EU JULE events, press releases and other channels	Completed Completed (projected by May 31, 2024)*
Tap into relevant European expertise and best practices of the EU member states	Agreed	UNDP discussed with the national implementing partners to consider having relevant best practices from EU member states in the studies commissioned by PAGO DA.	Completed
Create a digital Human Rights Library to sustain the wealth of the knowledge and research developed	Partially agreed	UNDP discussed with MOJ and proposed a meeting with other partner concerned to explore options. Proposal was not accepted by MoJ as the proposed host agency was not included in the ProDoc and it would require MoJ to initiate an approval process to revise the ProDoc	Completed (action was pursued but not accepted by MoJ)
Design a component that supports Viet Nam in the implementation of relevant recommendations from the UPR and UN Treaty Bodies in the next phase	Agreed	As EU JULE approaching the completion, there has been discussion between UNDP, EU, MoJ on possibility of a next programming. The focuses suggested in this recommendation were discussed.	Initiated and on-going

Note: UNDP indicated that this action was marked in the system as “on-going”. But this was projected to be completed by May 31, 2024, when the EU JULE Closing Workshop would be held. At the time of this evaluation, messages for the Opening Remarks of that Workshop were prepared. Therefore, it could be projected that the action would be completed by May 31, 2024.

5.7 Lessons Learned²⁶

105. **Summary.** Six lessons learned were highlighted in this evaluation, including (i) Strong national ownership and leadership being the key to success; (ii) Importance of a multi-level approach in supporting the justice reform; (iii) 108. Gradual approach in addressing politically sensitive development challenges; (iv) State agencies and CSOs working together for advancing a joint agenda in the justice sector; (v) Breadth and quality of PAGO DA partnerships; and (vi) Clear division of labour being an important condition for success of a joint programme.

Q17. What are lessons learned to be considered by the EU JULE stakeholders and beneficiaries? What can the team recommend for the programming of any future EU-funded intervention?²⁷

106. **Strong national ownership and leadership being the key to success.** This was perceived by the stakeholders consulted as an important lesson learned. In an initiative supporting the legal and judicial reforms like EU JULE, it is important that the key GoVN agencies are in the driving seat. The leadership of MoJ being the main state guardian of the justice sector and active participation of other key institutions such as MPS, SPC, SPP was assessed to be key factors leading to the PAGO DA success story. National ownership was reflected in the demand-driven nature of the work planning processes. All activities were in fact proposed and implemented by the national implementing partners. Strong leadership of MoJ was reflected in the leadership of the PSC by an MoJ Vice Minister in executing the PSC mandates as well as other high-level events such as Legal Partnership Fora or Policy Dialogue.

107. **Importance of a multi-level approach in supporting the justice reform.** EU JULE's comprehensive approach with two complementary components – PAGO DA and JIFF – was an important factor contributing to the results. PAGO DA focused on institutions and systems strengthening, including through high-level policy dialogue on justice sector reform. JIFF, meanwhile, facilitated a bottom-up approach that worked directly with vulnerable communities to better understand and respond to their access to justice needs. In so doing, the Programme worked on both the supply and demand side of justice, from bottom-up to top-down, strengthening the linkages between local needs and supply capacity of the national systems. This combination of top-down and bottom-up was also reflected in the PAGO DA component itself. While activities were implemented to capacitate some key institutions at the central level, resources were also allocated for state institutions to reach to the grassroot level, especially in terms of provision of legal information and legal aid services.

108. **Gradual approach in addressing politically sensitive development challenges.** Addressing constraints in the justice sector and public governance is usually a politically sensitive issue in almost all contexts and Viet Nam is not an exception. This sensitivity is perhaps a root cause of this sector being relatively lagged in the reforms launched in Viet Nam over the past four decades. The UN and EU have persistently worked in this field for around two decades under different avenues, responding to opportunities that might steadily be opened to international cooperation. The commitments to international conventions and treaties were an avenue for the UN and donors to establish gradual cooperation in addressing constraints in the justice sector and contributing to the legal and judicial reforms in Viet Nam.

²⁶ The UNDP Evaluation Guidelines (Section 4 on UNDP evaluation report templates and quality standards) suggest that lessons learned, if required in the ToR, are presented in the final section of the main text in the report. In this evaluation, it was perceived that lessons learned are among key findings and therefore should be better placed in this Section 5.

²⁷ This sub-section only discusses the lessons learned part of the evaluation question no. 17

The EU JULE Programme and PAGO DA would not be a success without prior engagements and long-term cooperation of the UN and EU with MoJ in particular and with other key institutions in the justice system.

109. **State agencies and CSOs working together for advancing a joint agenda in the justice sector.** Despite of concerns pertaining on the space for CSOs in Vietnam, the EU JULE Programme is an example of how state agencies and CSOs could work together in advancing politically sensitive development agendas. In a context where space for CSOs is relatively constrained like in Viet Nam, it is important to create space to enable participation and contribution of CSOs. Having a JIFF component reflected a strong commitment of EU and UNDP in supporting the CSO sector. The Legal Partnership Fora and Policy Dialogues supported by PAGO DA were good practices of creating platform for voices and participation of CSOs in politically sensitive issues. Cooperation between the state and CSO sector needs to be further strengthened to become more “organic” but the Programme provided a good background to further facilitate such constructive exchange and cooperation in the future.

110. **Breath and quality of partnership.** The participation, at national and local level, of different departments and entities under MOJ, and the participation of the other key institutions of the justice sector including SPC, SPP, MPS, as well as associations of legal professionals such as VLA, VBA, allowed the PAGO DA component to adopt a comprehensive approach in implementation. It was apparent that managing an international cooperation initiative with 35 implementing partners like PAGO DA was a complicated task. But this breath of partnership was instrumental for adoption of the intervention approach that strategically addressed a wide range of interrelated justice and rule of law priorities. This was possible through the inclusion and participation of diverse national partners, who were open to dialogue based on trust and mutual learning.

111. **Clear division of labour being an important condition for success of joint programmes.** Joint programming modality is a part of the UN system reform. While potential benefits of joint programming among the UN agencies are undoubted, operationalizing joint programmes is usually challenging due to differences in rules, procedures, and practices among the UN agencies. PAGO DA represented a good example of high-performing joint programme. It was found that clear division of labour between UNDP and UNICEF in programme planning, management, implementation, and reporting was the key for this operationalization. It was also acknowledged by the two participating UN agencies in PAGO DA that being flexible to accommodate potential differences in work procedures was instrumental to build and maintain cooperation in joint programmes.

112. **Importance of flexibility and agility.** For an initiative spanning nearly six years like PAGO DA, the implementation process was challenged by many factors. The COVID-19 pandemic caused serious interruption for delivering the workplans. New procedures applied for ODA management represented another challenging for approval process as well as organizing workshops and other public events with “international elements”. The EU JULE Programme timeline spanned over the two socio-economic development planning 2016-2020 and 2021-2025 with some major changes in the institutional context. Notably, operationalizing an initiative with 35 implementing partners was a daily challenge to UNDP and MoJ PMU. This required a responsive and agile approach. This was key to ensure meaningful and timely implementation. To achieve this, implementing agencies had to be actively engaged throughout the design and implementation phase. The PSC also played a vital role, setting the overall strategic direction of the programme. This helped maintain coherence even when certain activities had to be adapted.

6. Conclusions

113. **Conclusion 1. The EU JULE PAGODA component was assessed to be fully relevant.** PAGODA contributed to good governance and justice for all was seen as essential for Viet Nam future development. It was in line with the national development priorities stated in the strategic planning documents (e.g. SEDP 2016-2020; 2021-2025; the country's Agenda 2030). The component supported the country's Human Rights agenda and directly contributed to the on-going legal and judicial reforms that Viet Nam has embarked on. It was fully aligned with the strategies and priorities of the UNDP reflected in the Strategic Plan and the Country Programme 2022-2026, and the support for achieving SDGs. It was also in line with the priorities of the EU in the MIP 2014-2020, 2021-2027. PAGODA was a continuation of the UNDP and EU cooperation with Viet Nam in the areas of good governance and rule of law for around two decades. The EU JULE PAGODA component was also found to be responsive to the needs of the beneficiaries, being institutions in the justice system, legal professionals, the vulnerable groups. It was also evident that PAGODA was synergic to other interventions in the justice sector of the UN agencies and EU. It was also complementary to other international cooperation initiatives of the key national partners.

114. **Conclusion 2. PAGODA was found to be highly effective.** As of May 27, 2024, all 322 approved activities with 35 implementing partners under PAGODA were completed. The disbursement rate was estimated at 98.9%. A high percentage of activities carried over across years was reported due to the nature of activities that require implementation in more than a year. PAGODA has produced significant results in all the four results areas. It either achieved or exceeded all targets set in the outcome and output indicators of the logframe (except a shortage in a few outputs that were no longer in demand by national partners). A discrepancy between the target and actual level of the impact indicator was found. However, it was probably attributed to the selection of impact indicator that was constrained by data availability and hence should not be treated as an under-performing signal. Based on the completion of all outputs and outcomes expected, it is reasonable to argue that the programme has reached its expected contribution to strengthening the rule of law through a more reliable, trusted, and better accessed justice system.

115. COVID-19 created several delays in implementing improved activities. Switching to online modality was the response strategy but it took a certain time to adapt. The quality of activity implementation during COVID-19 was not seriously affected. There were other factors contributed to delays or adjustment of some activities. These were discrepancies between the UN-EU DoA and the GoVN ProDoc, the withdrawn of UNODC, an extended time required for exercising the PSC mandates decision making, especially in approving the workplans and proposed adjustments. These factors created an additional management burden for the partners involved but did not affect the quality of the component implementation. The COVID-19 and those challenges were properly monitored, and an 18-month extension until May 31, 2024, was made to allow sufficient time for completion. The PAGODA implementing partners were the owners of their activities that were found to be demand-driven. Participation of a wider circle of stakeholders was invited by the series of annual Legal Partnership Fora and Policy Dialogues. The component might produce higher capacity development results if modular learning and organizational development were incorporated into the implementation strategies.

116. **Conclusion 3. PAGODA was found to be cost-effective.** A disbursement rate was observed for all years except in 2019 (the disbursement rate was 83.2 percent) when ways of workings were established and operationalized. As of May 27, 2024, the overall disbursement rate was estimated at 98.9 percent. The component adopted some implementation strategies

to ensure cost-effectiveness in the component implementation such as using the UN-EU cost norms, the UN procurement for goods and services required. Mobilizing national expertise, while acknowledging the “comparative advantage” of the UN and EU in bringing in international standards and good practices, is another cost-saving factor. Regarding the management structure, it was found to be efficient from a cost-effective perspective. On average, the programme management cost was estimated at 18.5 percent, which was found in the acceptable range for projects with strong focuses on technical assistance. The evaluation however found that management capacity development for MoJ PMU and other focal persons from the implementing partners should have been prioritized at early stages of the programme implementation. The M&E system was generally efficient in providing inputs for management decision. Nevertheless, management of knowledge products and learning arrangements were areas for improvements to enhance effectiveness and efficiency.

117. **Conclusion 4. Key results of PAGOda were likely to be sustained.** Among the key results of PAGOda, contribution to development and implementation of laws, institutional development in the justice sector (especially the roll-out of the Family and Juvenile Courts), developed and endorsed courses were found to be certainly sustainable. In addition, improvements in individual capacity of legal and judicial professionals are likely to be sustained. The extent of sustainability of the improved individual capacity might depend on whether these professionals would have opportunities to use their knowledge and skills consolidated from the PAGOda capacity development in their day-to-day work. An explicit Exit Strategy was not part of the programme design. It was found that the legal and judicial reform was an on-going process. Although achievements under EU JULE and PAGOda were recorded, several problems and challenges remained to be addressed. Therefore, a perception of an Exit Strategy among the key partners was to continue the cooperation to support the legal and judicial reforms. The evaluation was inconclusive in terms of availability of resources available to continue certain processes supported by PAGOda. In addition, limited learning arrangements might partly hinder potential scaling-up and sustainability.

118. **Conclusion 5. Cross-cutting issues, including human rights, disability and gender equality and empowerment of women were found to be fairly satisfactory but there were areas for improvements.** Cross-cutting issues, including human rights, disability and gender equality and empowerment of women were reflected in the EU JULE objectives and targeting strategy under the first two outcomes. This was evidence of the LNOB principle. In particular, a strong evidence of gender equality and empowerment was found in the implementation arrangements of PAGOda as well as in actual maneuver of the implementing partners. There were activities that explicitly addressed gender-differentiate needs on legal services. Sex-disaggregated data was collected for most activities (except at the early stages and some activities during COVID-19). Reaching ethnic minorities was operationalized through geographical targeting to prioritize locations with high concentration of ethnic minorities. Some special efforts were also made to translate selected training materials into the ethnic minority languages. However, data disaggregation according to ethnic groups was not available. Inclusion of children was a focus and improved access to justice for children was significantly enhanced by rolling-out the Family and Juvenile Courts in 38 provinces. An explicit strategy for disability inclusion was however not found. Ensuring disability inclusion was however found to be an area that needs improvement in the next programming.

119. **Conclusion 6.** In overall, the EU JULE PAGOda was found to be a success. UNDP and UNICEF confirmed their appreciation of the EU JULE Programme being a flagship UN programme on access to justice and rule of law at national, regional and international level. The UN, EU, and MoJ expressed recognition of EU JULE being an example of effective

tripartite partnership between the UN, the UN member state, and the European Union. This was also an example of an effective, multi-agency partnership to advance SDG16. The MoJ and other GoVN stakeholders indicated that the EU JULE has contributed to accelerating the legal and judicial reform of the country. It was commonly perceived that although there were important achievements secured, supporting the legal and judicial remains an unfinished agenda and challenges are ahead. This lends a strong background for a next programming between the UN, EU, and Viet Nam in accelerating the progress toward SDG16, contributing to the legal and judicial reforms of Viet Nam.

7. Recommendations

Q17. What are lessons learned to be considered by the EU JULE stakeholders and beneficiaries? What can the team recommend for the programming of any future EU-funded intervention?²⁸

7.1 Recommendations on the Closing the EU JULE 2017-2024

120. **Recommendation #1: Consolidate the knowledge products for sharing.** This is to collect, consolidate, and organize the existing knowledge products in a way that could be easily shared to legal professionals and the public. This stock of knowledge products, after being consolidated and organized in a structure, should be made available in the portal of UNDP and/or MoJ. As it is no longer possible to procure new consultancy contract after the completion date of May 31, 2024, it is suggested that this might be assigned a task to the UNDP EU JULE management team (with certain inputs from UNICEF and MoJ PMU).

121. *Justification.* PAGoDA has generated a fertile knowledge base, which encompass the 08 surveys (databases and reports), 24 legal studies, several training materials (each training course should include a training outline, training materials in the forms of presentations and reading materials, exercises, and training evaluation tool), materials and proceedings of the Legal Partnership Forum and/or Legal Policy Dialogue; reading references used by several studies commissioned by PAGoDA; documentation of the EU JULE main achievements, lessons learned etc. This knowledge base has not been consolidated and organized in a way that could be easily referred to by the PAGoDA partners. Sharing this base to legal professional and the public was found limited. This recommendation was proposed to utilize this knowledge base to maximize the outreach of PAGoDA and enhance its sustainability.

122. *Implementation details.* **Target:** UNDP. **Priority:** High. **Time:** before August 31, 2024.

7.2 Recommendations on Next Programming

123. **Suggestion of next programming.** Suggestion for a next phase of the EU JULE Programme came out very strongly from the stakeholder consultation made during this evaluation. UNDP and UNICEF confirmed their appreciation of the EU JULE Programme being a flagship UN programme on access to justice and rule of law at national, regional and international level. The UN, EU, and MoJ expressed recognition of EU JULE being an example of effective tripartite partnership between the UN, the UN member state, and the European Union. This was also an example of an effective, multi-agency partnership to advance SDG16. The MoJ and other GoVN stakeholders indicated that the EU JULE has contributed to accelerating the legal and judicial reform of the country and acknowledged that there are

²⁸ This section only discusses recommendations part of the evaluation question no. 17

challenges ahead for future cooperation. In this context, the recommendations of this report focused on next programming.

124. **Target, Priority, and Timing for all recommendations on next programming.** For all recommendations represented in this sub-section, the followings apply: **Target:** the UN, EU, MoJ. **Priority:** High. **Timing:** June 2025.

7.2.1 For the Focus of Next Programming

125. **Recommendations #2: Refine the focus of the current EU JULE/PAGoDA with certain modification in the implementation approaches.** Based on assessment of the current legal and judicial reforms²⁹ and the consultation with key stakeholders of EU JULE, the consultant concludes that the focus of the current EU JULE Programme (i.e. the objectives and the four result areas) should be continued in the next programming. However, additional elements of the intervention approaches should be in place to enhance the programme performance as below.

126. **Adapt a new capacity development model.** A modular approach for capacity development of individual legal professionals should be adopted to avoid on-and-off capacity development events. With this modular approach, the learning will be structured into different stages, depending on the complexity of the subject. Among these stages, a period for learning-by-doing, practicing the knowledge and skills under coaching from the trainers must be in place. This modular will be most costly but the impact on capacity development is vigorous and most likely to sustain.

127. *Justification.* Capacity development approaches adopted by the PAGoDA implementing partners were mainly based on a train-the-trainer approach and on-and-off training events that were based on some adult-learning approaches. While the benefits of these approaches were observed, capacity development impacts could be improved if a modular approach could be applied to avoid loading of knowledge and skills in training events within a few days. Instead, capacity development approaches should be structured into modules with a period for practicing or learning by doing before the process is concluded. This approach should be applied for training legal professionals in the next phase.

128. **Incorporate organizational development paths for key institutions.** Consider an organizational development pathways for key institutions, especially the service providers, in addition to individual capacity development efforts. For targeted institutions, an organizational capacity assessment should be conducted to inform an organizational development plan, which will then serve as the basis for institutional capacity development support.

129. *Justification.* Although capacity development for institutions in the justice system was a priority of the current phase, organizational development approaches were not seen in the PAGoDA implementation strategies. Instead, institutional capacity development mainly relied on improving individual capacity for staff as well as developing or consolidating codes of conducts. Impacts of capacity development for justice institutions would be stronger if organizational development approaches were adopted.

130. **Introduce behaviour change communication in awareness raising.** Having behaviour change communication as another activity line to enhance awareness raising. This is to avoid awareness raising being made in business-as-usual manner (e.g. a big gathering

²⁹ See background documents for the Resolution 27/2022/NQ-TW of the Standing Committee of the Communist Party of Vietnam dated 09/11/2022 on continuation of development of the rule-of-law socialist state in the new era.

of villagers in a commune meeting hall). A strong communication component should be in the design of the next programming.

131. *Justification.* Awareness raising under the result 1 of PAGO DA was made mainly through the network of legal communicators, mediators, and legal aid providers who have participated in capacity development events. Stronger behaviour change communication strategies should be in place to achieve awareness raising at a higher level.

132. **Support digitalization of legal aid and other legal services.** This will be a new area of priority for the next programming. This should be associated with efforts to enhance ICT/digital literacy of the vulnerable groups. Digitalization should be an integral part of efforts under the outcome area 1 (raising awareness of rights) and outcome area 2 (improving access to legal aid and other legal services).

133. *Justification.* Digitalization of legal aid and other legal services was adopted in the justice system in recent years. This has not been prioritized by PAGO DA in the current phase. Adopting digitalization will require a lot of efforts, including to raise digital literacy for the vulnerable groups. Adding another activity line on supporting digitalization and considering digitalization as a cross-cutting issue will maximize the outreach of legal services.

134. **Recommendation #3: Design a theory of change, result framework with SMART indicators, strong learning arrangements for the next programming.** This is to ensure that different components and activities will be synergised. This includes (i) a well-grounded ToC that is transformed into SMART indicators on expected impact, outcome, and output; (ii) data disaggregation design to allow proper monitoring participation of the vulnerable groups; and (iii) a strong learning arrangement.

135. *Justification 1.* A ToC and a well-designed results framework with SMART indicators was not included in the design of the current phase of EU JULE and this created difficulty for monitoring the outcome and impact of the programme. To address this limitation, a well-grounded ToC and results framework with SMART indicators should be part of the design.

136. *Justification 2.* It is important to incorporate arrangements for collection of data that should be disaggregated according to different types of vulnerabilities to inform how the programme targets and benefits the vulnerable groups. This is to overcome the shortcoming of the current phase in terms of informing participation of some vulnerable groups (as discussed in sub-section 5.5).

137. *Justification 3.* A new learning approach should be considered to enhance the learning process across the programme cycle (rather than at some key milestone). A learning to action approach is recommended for further exploration during the design. This will include strategic learning and operational learning arrangements. This will address one limitation of the current phase that did not prioritize a clear learning strategy as part of the programme management (as discussion in sub-section 5.4)

138. **Recommendation #4: Conduct capacity need assessments during the inception phase as background to identify priorities for all implementing partners and allocate funding across different components.** These capacity needs assessments will serve two purposes. First, capacity need assessments at the early stage will inform prioritization of activities. Second, it will create an evidence-based foundation to allocate funding among the state institutions and CSOs to balance between top-down and bottom-up approaches in the next programming.

139. *Justification 1.* Regarding the fund allocation to the PAGO DA and JIFF components, it was not entirely clear in the current phase what were used as the background. Consultation in this evaluation suggested different directions in terms of fund allocation between working through the state institutions and working through CSOs. Such allocation should be need-based, and capacity needs assessments could create a sound background for that allocation.

140. *Justification 2.* There were some capacity needs assessments conducted by the PAGO DA implementing partners in the middle of the programme cycle. These assessments could be more useful if these were conducted at the early stages to inform planning and prioritization of activities in the whole programme cycle.

7.2.2 For the Management of Next Programming

141. **Recommendation #5: Design the next programming being a portfolio of individual projects with strong arrangements for coordination.** Designing a portfolio programme with individual projects managed by each of every implementing partner appears to be the only option for a multi-agency programme. The programme should have only one ProDoc and this will serve as a background to develop individual projects with implementing partners for approval.

142. *Rationalize the number of implementing partners.* This is required to ensure coordination of the portfolio. Having 35 implementing partners as in the current EU JULE PAGO DA will sophisticate any coordination architecture. Rationalize the number of implementing partners to less than 10. Utilize service contracts with other partners for limited amounts of funding (i.e. below USD 200.000) to avoid complicated approval process and management requirements after approval.

143. *Deploy a strong Inception Phase consultant team to work with the implementing partners at early stage.* Invest in an Inception Phase consultant team will be important to support the implementing partners to prepare the project proposals and other paperwork required for approval. This consultant team will also provide capacity development for the implementing partners with regard to project management.

144. *Allow 18-month Inception Phase.* This will be important to ensure that approval of individual projects of the portfolio will be approved at the end of the Inception Phase. And, as indicated above, this will contribute to readiness of the implementing partners in terms of management capacity and familiarity with the project management procedures.

145. **Justification.** In the recent years, ODA management regulations were consolidated with additional procedures and requirements. Accordingly, a similar GoVN ProDoc approved by MoJ as an “umbrella” for PAGO DA is no longer possible. According to the Decree 114/2022/ND-CP and Decree 80/2022/ND-CP, partnership with each implementing agency will need to be approved in the form of a separate project. ODA funding within that project will be treated as part of the state budget for operation of the implementing agency. Adopting these new regulations were found to be difficult for the UN and other donors over the past few years. An UN commissioned report in March 2024 concluded that the approval process might take between six to 18 months for the UN projects.³⁰ Extended delay and difficulties for new project

³⁰ The report shows that as of Jan 2024, there was 17 projects of the UN agencies (excluding the loans projects of the International Fund for Agriculture Development) that were pending for approval procedures under the new ODA management regulations. See Tran Toan Thang, Dang Thi Ha (2024), Challenges and Measures to Accelerate the UN Supported Projects in Vietnam, an assessment commissioned by the UN for more details.

approval was due to (i) lack of clear guidance in the new regulations on some specific areas; (ii) different interpretation across state management agencies of new regulation; and (iii) emerging political complexity delayed decision making processes in some sectors. Similar experience was also observed by CSOs. Consultation with CSOs in this evaluation suggested that it was challenging and time-consuming for CSOs to get projects or new project approval.

146. The UN and other donors have pro-actively discussed with the GoVN agencies to find constructive solutions to address the difficulties for project approval and implementation caused by the new ODA regulations. The Ministry of Planning and Investment (MPI), a key GoVN agency with mandates of ODA management has collected feedback from different stakeholders. But there was no indication of revising the current regulation in the foreseeable future. Therefore, in design of the next phase, the current ODA regulations should be taken a contextual condition and “adaptation” measures are suggested in this evaluation. With this, rationalizing the number of implementing partners is required to keep the approval process manageable. A long 18-month Inception Phase with a strong Inception Consultant team will be needed in that context to support the implementing partners in approval process as well as to prepare readiness for the programme implementation once the approval completed.

7.3 Summary of Recommendations

147. Recommendations made in this evaluation are summarized in the table below with references to the conclusions, evaluation questions, and discussions under the relevant evaluation criteria.

Table 6. Summary of Recommendations of the TE

Reference	Recommendations	Target	Priority
Conclusion 4 Sustainability Question Q12	Recommendation #1. Consolidate the knowledge products for sharing	UNDP	High
Conclusion 2 Conclusion 6 Effectiveness Question Q17	Recommendation #2. Refine the focus of the current EU JULE/PAGoDA with certain modification in the implementation approaches: <ul style="list-style-type: none"> • Adapt a new capacity development model • Incorporate organizational development paths for key institutions • Introduce behaviour change communication in awareness raising • Support digitalization of legal aid and other legal services 	UNDP, EU, MoJ	High
Conclusion 6 Efficiency Cross-cutting issues Implementation of the MTE recommendations Question Q16 Question Q17	Recommendation #3. Design a theory of change, result framework with SMART indicators, strong learning arrangements for the next programming	UNDP, EU, MoJ	High

<p>Conclusion 6 Efficiency Question Q17</p>	<p>Recommendation #4. Conduct capacity need assessments during the inception phase as background to identify priorities for all implementing partners and allocate funding across different components</p>	<p>UNDP, EU, MoJ</p>	<p>High</p>
<p>Conclusion 6 Effectiveness Efficiency Question Q17</p>	<p>Recommendation #5. Design the next programming being a portfolio of individual projects with strong arrangements for coordination:</p> <ul style="list-style-type: none"> • Rationalize the number of implementing partners • Deploy a strong Inception Phase consultant team to work with the implementing partners at early stage • Allow 18-month Inception Phase 	<p>UNDP, EU, MoJ</p>	<p>High</p>

Annexes

Annex 1. Terms of Reference

Position:	01 national consultant to conduct a terminal evaluation of the project EU Justice and Legal Empowerment in Viet Nam (EU JULE)
Duty Station:	Home base, Hanoi
Type of appointment:	Individual contract
Duration:	37.5 working days from March to May 2024
Reporting to:	UNDP Viet Nam

1. Background and context

During 15- year implementation of two strategies for the development and improvement of the Viet Nam Legal System and Judicial Reform³¹, Viet Nam has made significant efforts to develop a robust legal framework and to strengthen legal and judicial institutions towards building a more effective and accountable justice system. Fundamental rights and obligations of citizens are secured by the 2013 Constitution and progressive changes to domestic legislation indicate a growing willingness to embrace the principles of good governance, gender equality, to address all forms of discrimination and violence in the public and private arenas. Efforts are being made to strengthen the rule of law through increased effectiveness and responsiveness of justice institutions, for example the establishment of family and juvenile courts, and the transformation of the legal aid system aligned with the Legal Aid Reform Project, development codes of conducts for professionals in the justice system...

While impressive strides have been made, Viet Nam still faces a number of development challenges to ensure access to justice for all, including: lack of a consistent and predictable legal system and its limited effectiveness and efficiency; weak implementation of laws; limited public legal awareness of rights and lack of sufficient mechanisms for citizens' participation in law development and implementation oversight; and disparities in access to justice persist across several demographic dimensions, such as ethnicity, gender, age, disability, poverty, education and health status. Moreover, the capacity to implement these reforms remain constrained by institutional and human capacity as well as weak coordination between different entities and levels of the justice sector.

Thus, the need to promote legal empowerment and ensure justice to all remains strong in Viet Nam. More work is needed to improve these institutions' reliability, accountability and accessibility so they can address the widening inequalities and injustices that particularly affect women, children, and vulnerable groups including ethnic minorities, people with disabilities, survivors of gender-based violence and human trafficking and internal migrants. This is not the task of a single institution but requires closely coordinate joint efforts and partnership among political, legislative, executive, and judicial institutions, and civil society organizations, at national and local levels. Progressive changes to domestic legislation indicate a growing willingness to embrace the principles of good governance, promote gender equality, address all forms of discrimination and violence in public and private arenas, and respect and protect human rights. Demonstrable efforts are needed to ensure that the justice sector consistently upholds the rule of law at all levels and abides by international standards of due process and transparency. Stronger mechanisms for transparency and integrity in the judiciary are needed to support the country's development and ensure the protection of human rights, especially as a neutral and effective arbiter to ensure that other branches of government adhere to Viet Nam's Constitution, laws and international legal commitments.

In response to Viet Nam's key priorities of the implementation of the Strategy for the Development and Improvement of Viet Nam's Legal System and the Judicial Reform Strategy, EU JULE was designed to support Viet Nam to improve and organize the law implementation, focusing on improvement of mechanisms for rights protection, legal services including advice, assistance and representation.

The EU JULE Programme in Vietnam aims to strengthen the rule of law through a more reliable, trusted and better accessed justice system. This objective will be achieved by increasing access to justice for vulnerable groups, in particular for women, children, ethnic minorities and poor people. The strategic approach is to make people aware of their legal rights, help them invoke those rights in practice, and to improve the availability and quality of legal advice, assistance and representation when needed. EU JULE Programme will address the demand-side and the supply-side constraints in the justice sector by

³¹ Strategy for the Development and Improvement of Viet Nam's Legal System to 2010 with a Vision to 2020 (Resolution No.48/2005) and the Judicial Reform Strategy for the Period until 2020 Resolution No.49/2005)

building, in a coherent and coordinated manner, the capacity of Government institution at both the central and provincial level and civil society organizations. The Programme will be implemented in some provinces to increase impact in relation to the Programme objectives.

The objectives of the Programme are envisaged to be achieved through four results, each one of which is to be realized by implementing a set of indicative activities.

Result 1: Increased public awareness and understanding of rights and on how to invoke those rights.

Result 2: Increased access to legal advice, assistance and representation in both civil and criminal matters.

Result 3: Improved enabling legislative and regulatory framework for legal empowerment and access to justice.

Result 4: Enhanced integrity and transparency in the justice sector.

The Programme was implemented under two main mechanisms: (i) Indirect Management Co-delegation Agreement (PAGoDA) with UNP and UNODC³², UNICEF to support government institutions with the leading role of UNDP; and (ii) the Justice Initiative Facilitation Fund (JIFF) to support civil society. Both management mechanisms implement activities contributing to the achievement of the four results.

The programme tentatively started in 2017, due to the pending the approval of the Government's Programme Document, the first meeting of the Programme Steering Committee (PSC) was held on 20 August 2018 and the Programme was launched on 12 October 2018. The programme was fixed to be ended on 30 November 2020, then we extended two times, one to 30 November 2022, and one to 31 May 2024.

Basic project information can also be included in table format as follows:

PROJECT INFORMATION		
Project/outcome title	EU Justice and Legal Empowerment Programme in Viet Nam (EU JULE) UNDP – subcomponent under PAGoDA mechanism	
Atlas ID	0084003	
Corporate outcome and output		
Country	Viet Nam	
Region	Country wide	
Date project document signed	20 August 2018 ³³	
Project dates	Start	Planned end
	01/11/2017 ³⁴	31/5/2024
Project budget	EUR 5,544,715 ~ USD 6,314,937 ³⁵	
Project expenditure at the time of evaluation	UNDP component: US\$ 5.4 million (to be updated in March 2024)	
Funding source	UNDP component EU fund: EUR 5,062,005 ~ USD 5,771,956 UNDP fund: EUR 482,710 ~ USD 542,981	
Implementing party³⁶	UNDP	

³² UNODC withdrew from the Programme from 1 January 2019

³³ The date of approval Government Project Document

³⁴ The starting date of PAGoDA component

³⁵ Total budget for UNDP sub-component, excluding budget for UNICEF

³⁶ This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

Key partners	Government institutions: Ministry of Justice, Ministry of Ministry of Labour, Invalids and Social Affairs; Ministry of Public Security, Central Committee of Internal Affairs, Supreme People's Court, Supreme People's Procuracy, Viet Nam Lawyers' Association, Viet Nam Bar Federation ³⁷
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In 2021, the Mid-term evaluation was conducted by EU, covering two components PAGOda and JIFF. The evaluation is based on the six standard DAC evaluation criteria: relevance, coherence, effectiveness, efficiency, sustainability, and impact. In addition, the evaluation will assess one EU specific evaluation criterion: the EU added value (the extent to which the Intervention brings additional benefits to what would have resulted from Member States' interventions only). Per UNDP's requests, the evaluation criteria have integrated human rights and gender equality in DAC evaluation criteria.

The programme has already been implemented for over five years with a number of activities accomplished and much progress have been made in bringing justice closer to vulnerable groups. In accordance with UNDP Evaluation Guidelines, the project with a planned budget or actual expenditure of over US\$ 5 million must undertake both midterm and terminal evaluation upon completion of implementation. Thus, the terminal evaluation is planned to assess the results of the sub-component implemented by UNDP under the EU JULE against objective, expected results/outcomes and what UNDP has done to follow up recommendation of MTR and provide appropriate recommendations.

2. Evaluation purpose, scope and objectives

As part of the CO's evaluation plan, this terminal evaluation (TE) is being conducted to provide an assessment of the achievement of project results against what was expected to be achieved, and draw lessons that can both improve the sustainability of benefits from this project, contributing to both desired changes of justice system in Vietnam in particular and overall enhancement of UNDP programming. The TE report promotes accountability and transparency, and assesses the extent of project accomplishments. Results and recommendations of the TE will be used by UNDP, the donor (EU) and national stakeholders for designing other relevant interventions in the future, ensuring national ownership and sustainability of project results. In addition to that, lessons learnt and recommendations from this TE will also be used by the country programme board during its annual review and final review of the country programme (2022-2026), for proper adjustments and improvement of other project/programme design, implementation and evaluation.

The scope of this terminal evaluation focuses on the sub-component of PAGOda implemented by UNDP.

The terminal evaluation will assess the achievement of the UNDP's subcomponent's results against what was expected to be achieved and draw lesson that can both improve the sustainability of the project and aid in the overall enhancement of UNDP programming. The terminal evaluation focuses on determining the relevance, impact, effectiveness, efficiency and sustainability of UNDP work in order to make adjustments and improve contributions to development, especially how UNDP implement recommendations of the Midterm Review.

3. Evaluation criteria and key guiding questions

The terminal evaluation should be rated in accordance with the following aspects: relevance, effectiveness, efficiency, sustainability and **on cross-cutting issues** (human rights, gender, disabilities)

A preliminary list of guiding questions is listed below, which should be further refined by the consultant and agreed with UNDP.

Relevance/ Coherence

1. To what extent was the EU JULE Programme in line with national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs?
2. To what extent does the EU JULE Programme contribute to the theory of change for the relevant country programme outcome?
3. To what extent were lessons learned from other relevant projects considered in the design?
4. To what extent does the EU JULE Programme contribute to gender equality, the empowerment of women and the human rights-based approach?

³⁷ See the annex xxx for more information

5. To what extent has the EU JULE Programme been appropriately responsive to political, legal, economic, institutional, etc., changes in the country? If not, what should be changes?
6. What has been the impact of COVID-19 on the project implementation? To what extent the intervention remained relevant during COVID-19 and/or ability of project to adapt?

Effectiveness

7. To what extent did the EU JULE Programme contribute to the UNDP country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan, and national development priorities?
8. Are the EU JULE Programme objectives and outputs clear, practical and feasible within its frame? Do they clearly address women, men and vulnerable groups?
9. What factors have contributed to achieving, or not, intended outputs and outcomes? What are key constrains and challenges in achieving programmes expected results?
10. In which areas does the EU JULE Programme have the greatest achievements? Why and what have been the supporting factors? How can the EU JULE Programme build on or expand these achievements?
11. In which areas does the EU JULE Programme have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
12. What, if any, alternative strategies would have been more effective in achieving the EU JULE Programme objectives?
13. To what extent have different stakeholders been involved in EU JULE Programme implementation?
14. To what extent has the partnership strategy been appropriate and effective?
15. To what extent are EU JULE Programme management and implementation participatory, and is this participation of men, women and vulnerable groups contributing towards achievement of the EU JULE Programme objectives?
16. To what extent has the EU JULE Programme been appropriately responsive to the needs of the national constituents and changing partner priorities?

Efficiency

17. To what extent was the EU JULE Programme management structure as outlined in the EU JULE Programme document efficient in generating the expected results?
18. To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
19. To what extent have EU JULE Programme funds and activities been delivered in a timely manner?
20. To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?
21. How have the Programme ensured the communication and visibility? How can the programme be better communicated?

Sustainability

22. To what extent will targeted beneficiaries from the EU JULE Programme interventions continue in the long-term?
23. To what extent will financial and economic resources be available to sustain the benefits achieved by the EU JULE Programme?
24. Are there any social or political risks that may jeopardize sustainability of EU JULE Programme outputs and the project contributions to country programme outputs and outcomes?
25. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
26. To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs, possibly affecting project beneficiaries in a negative way?

27. To what extent are lessons learned documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
28. To what extent do UNDP interventions have well-designed and well-planned exit strategies?
29. What could be done to strengthen exit strategies and sustainability?

Cross-cutting issues

30. Have the relevant cross cutting issues, including human rights, disability and gender equality and empowerment of women been adequately mainstreamed in the design and the implementation of the programme

Human rights

31. To what extent have poor, indigenous and physically challenged, women, men and other disadvantaged and marginalized groups benefited from Programme's intervention?

Gender equality:

32. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
33. Is the gender marker assigned to this project representative of reality?
34. To what extent has the project promoted positive changes in gender equality and the empowerment of women?

Disability

35. Were persons with disabilities consulted and meaningfully involved in programme implementation?

Methodology

This TE will adhere to the United Nations Evaluation Group's Norms & Standards, UNDP Evaluation Guidelines and UNDP Evaluation Policy. Please refer to the following links:

- <http://www.unevaluation.org/document/detail/1914>
- <http://web.undp.org/evaluation/guidance.shtml#handbook>
- <http://web.undp.org/evaluation/policy.shtml>

The terminal evaluation report must provide evidence-based information that is credible, reliable and useful. The Evaluator should adopt an integrated approach involving a combination of data collection and analysis tools to capture both tangible and the unquantifiable impact of EU JULE and generate concrete evidence to substantiate all findings. Stakeholders' ownership of the findings, recommendations and follow up actions is seen as one of the key factors for ensuring commitment to project implementation in the later stage. Gender and human rights lens should be applied thoroughly during all stages of evaluation to duly address gender, disability, and human right issues.

It is expected that the evaluation methodology will comprise of the following elements:

Document review:

The consultant will review all relevant sources of information including documents:

- Project documents (contribution agreement between UNDP and EU and its amendments, Project document approved by Minister of Justice).
- Midterm Review Report
- UNDP management response
- Logframe results framework.
- Annual Donor Progress Reports from 2018-2023
- Programme Steering Committee Minutes from 2018-2023
- Annual workplans from 2018-2023.

Meeting and interview with key stakeholders

Stakeholders of the interventions under the PAGoDA component are government institutions, including Ministry of Justice, Ministry of Public Security, Ministry of Labour, Invalids and Social Affairs; Supreme People's Court, Supreme People's Procuracy, Viet Nam Lawyers' Association, Viet Nam Bar Federation... Other target groups include provincial departments of justice; law universities and research institutions relating to law and justice.

Stakeholder involvement in the Terminal evaluation should include, but not limited to:

1. Ministry of Justice:

- Department of Legal Dissemination and Education.
- National Legal Aid Agency
- Department of International law
- Department of International Cooperation
- Ha Noi Law University
- Project Management Unit

2. Supreme Court:

- Department of International Cooperation
- Legal and Research Management Department

3. Supreme People's Procuracy

- Ha Noi Procuracy University

4. Ministry of Labour, Invalids and Social Affairs

- Department of Legal Affairs

5. Vietnam Lawyers' Association

6. Vietnam Bar Federation.

7. JIFF Secretariat (OXFAM)

8. UNICEF

9. EU Delegation to Viet Nam

Stakeholders of the intervention of PAGO DA (for UNDP's sub-component)

#	Key stakeholders	Key results involvement				
		Result 1	Result 2	Result 3	Result 4	Management
1.	Ministry of Justice - Department of Legal Dissemination and Education.	x	x			
2.	Ministry of Justice - National Legal Aid Agency		x			
3.	Ministry of Justice - Department of International law	x		x		
4.	Ministry of Justice Department of International Cooperation			x		x
5.	Ministry of Justice- Project Management Unit					x
6.	Ha Noi Law University	x				
7.	Supreme People's Court - Department of International Cooperation		x	x	x	x
8.	Supreme People's Court- Legal and Research Management Department		x	x	x	
9.	Supreme People's Procuracy- Ha Noi Procuracy University				x	
10.	Ministry of Labour, Invalids and Social Affairs- Department of Legal Affairs	x		x		
11.	Vietnam Lawyers' Association	x	x			
12.	Vietnam Bar Federation				x	
13.	UNICEF					x
14.	JIFF Secretariat (OXFAM)					X
15.	EU Delegation					x

4. Evaluation products (deliverables)

The Terminal evaluation Report analyses results against what was expected to be achieved and draw lesson that can both improve the sustainability of the project and aid in the overall enhancement of UNDP programming.

More specifically deliverables are:

1. **Evaluation inception report** (max 10 pages). The inception report will be carried out following and based on preliminary discussions with UNDP after the desk review, detailing the evaluation methodology and includes evaluation matrix with methodology, data collection tool, and data resource for evaluation.
2. **TE debriefing**: Key findings and recommendations presented to the key stakeholders (half-day seminar at the UN House, 304 Kim Ma, Ha Noi)
3. **Draft Terminal evaluation report**: The draft Report should be in English and include 2-3 pages of Executive Summary. The draft report should be concise, self-explanatory, evidence-based, and the recommendations therein should be clear, constructive and forward-looking.
4. **Presentation on key findings and recommendations** to be share at the half day seminar
5. **Audit Trail**: Addressing all comments from key stakeholders on the draft report.
6. **Evaluation report in English**, (max. 25 pages excluding annexes), including executive summary with critical and analytical view and clear recommendations. The

terminal evaluation report should be concise, self-explanatory and evidence-based, and the recommendations therein should be clear, constructive and forward-looking.

5. Evaluation team composition and required competencies

The Terminal evaluation will be conducted by an independent national consultant.

Required qualifications:

- Postgraduate degree in political science, economics, development studies, or a related discipline
- At least 10 years of experience in conducting research, preferred in areas of governance;
- Good knowledge of legal and judicial system of Viet Nam
- Proven experience in project evaluation
- Demonstrated experience with UNDP and/or other multilateral/bilateral development assistance agencies in similar assignment
- Having good writing skills in English and Vietnamese

6. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation”. The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

7. Implementation arrangements

UNDP Country Office will contract the consultant and will be responsible for providing all relevant documents. UNDP staff will provide support by liaising with the MOJ PMU to facilitate introductions with key informants and support the consultant to contact some specific partners. It will be the responsibility of the independent consultant to arrange meetings.

8. Time frame for the evaluation process

The terminal evaluation will take place from 15 March to 31 May 2024 with a total number of 37.5 working days for the consultant. It is suggested as per the below tentative schedule:

Working day allocation and schedule for Terminal evaluation (outcome evaluation)

ACTIVITY	ESTIMATE D # OF DAYS	DATE OF COMPLETION	PLACE	RESPONSIBLE PARTY
Meeting briefing with UNDP (UNDP M&E analyst and EU JULE team as needed)	1	2 nd week of March 2024	UNDP or remote	Evaluator
Sharing of the relevant documentation with the Evaluator	-	2 nd week of March 2024	Via email	EU JULE PM
Desk review, Evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed	7	End of March 2024	Home- based	Evaluator
Submission of the inception report	-	1 st week of April 2024		Evaluator
Comments and approval of inception report	5	1 st week of April 2024		UNDP
Meeting and interview stakeholders	7	1 st and 2 nd week of April 2024	Ha Noi	Evaluator, UNDP staff support if needed
Preparation of draft evaluation report (25 pages maximum excluding annexes), executive summary (2 pages)	14	Within two weeks of the completion of interview	Home- based	Evaluator
Draft report submission for consult with stakeholders and UNDP's comments	5	1 st week of May2024		Evaluator, UNDP
Half day seminar	0.5		Ha Noi	Evaluator, UNDP
Consolidated UNDP and stakeholder comments to the draft report	3	2 nd week of May 2024	Home- based	Evaluator
Finalization of the evaluation report and Submission of the terminal evaluation report to UNDP	5	By 27 May 2024	Home- based	Evaluator
Estimated total days for the evaluation (incl. 37.5 working days of the evaluator)	47.5 days			

9. Allocation of working days and expected outputs

Review Process	Number of Days	Expected Outputs
Meeting briefing with UNDP	1	<ul style="list-style-type: none"> Initial briefing with UNDP
Desk review, Evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed	7	<ul style="list-style-type: none"> Notes with concrete elaborated questions and interview schedules Evaluation inception report (max 10 pages). The inception report will be carried out following and based on preliminary discussions with UNDP after the desk review, detailing the evaluation methodology and includes evaluation matrix with methodology, data collection tool, and data resource for evaluation.
Interviews with relevant stakeholders	7	<ul style="list-style-type: none"> Suggested and expanded sample of informants Informants met for data and information inputs for the review
Report writing	14	<ul style="list-style-type: none"> Briefing of the initial findings and recommendations to the key stakeholders in the half-day seminar in Ha Noi Draft Terminal evaluation report: The draft Report should be in English and include 2-3 pages of Executive Summary. The draft report should be concise, self-explanatory, evidence-based, and the recommendations therein should be clear, constructive and forward-looking.
Half day seminar	0.5	<ul style="list-style-type: none"> Presentation to share findings and recommendations to the key stakeholders
Consolidation of UNDP and stakeholder comments to the draft report	3	<ul style="list-style-type: none"> Audit Trail: Addressing all comments from key stakeholders on the draft report.
Finalization of the final report	5	<ul style="list-style-type: none"> Final report in English (max. 25 pages excluding annexes), including executive summary with critical and analytical view and clear recommendations. The terminal evaluation report should be concise, self-explanatory and evidence-based, and the recommendations therein should be clear, constructive and forward-looking.
Total	37.5	

10. Provision of monitoring and progress controls

- UNDP Viet Nam shall be responsible for quality control of the deliverables.
- The consultant will work under the supervision of the UNDP Viet Nam M&E Analyst and Head of Governance and Participation Team/EU JULE PM
- The consultant will report directly to UNDP Viet Nam.

11. Contract Payment

- UNDP Viet Nam shall pay the consultant upon UNDP's satisfaction with expected deliverables set forth in Section 5 above. The payment shall be made twice against two important milestones as indicated in the table below:

Sequence	Description	Indicative Dates for Instalments	Percentage of Payment
1st payment	Upon receipt and acceptance of Deliverable 1,2, 3 and 4 as specified in Section 5.	8 May 2024	70% of the total contract value
Final payment	Upon receipt and acceptance of Deliverables 5 and 6 as specified in Section 5.	27 May 2024	30% of the total contract value

12. Criteria for selection of the national consultant

Evaluation Criteria for the National consultant		Maximum Points
1	Postgraduate degree in political science, economics, development studies, or a related discipline	100
2	At least 10 years of experience in conducting research, preferred in areas of governance;	200
3	Good knowledge of legal and judicial system of Viet Nam	100
4	Demonstrated experience in project evaluation (sample to be required)	300
6	Demonstrated experience with UNDP and/or other multilateral/bilateral development assistance agencies in similar assignment	200
7	Having good writing skills in English and Vietnamese (sample to be required)	100
Total		1,000

Annex 2. Involvement of Key Stakeholders in PAGoDA

#	Key stakeholders	Key results involvement				
		Result 1- Increased legal awareness	Result 2- Increased access to legal aid	Result 3- Improved legal framework	Result 4- Enhanced integrity and transparency	Management, operation and cooperation
1.	MoJ - Department of Legal Dissemination and Education.	x	x			
2.	MoJ - National Legal Aid Agency		x			
3.	MoJ - Department of International law	x		x		
4.	MoJ - Department of International Cooperation			x		x
5.	Ha Noi Law University	x				
6.	SPC - Department of International Cooperation		x	x	x	x
7.	SPC - Legal and Research Management Department		x	x	x	
8.	SPP - Ha Noi Procuracy University				x	
9.	MoLISA - Dept. of Legal Affairs	x		x		
10.	Vietnam Lawyers' Association	x	x			
11.	Vietnam Bar Federation				x	
12.	Provincial Dept. of Justice (of Kiên Giang, Quảng Ngãi, Quảng Trị, Phú Thọ, Lai Châu provinces)	x	x	x		
13.	Research institutions			x		
14.	Central Comt. for Internal Affairs			x		

Annex 3. Descriptions of Main Activities in PAGoDA

Activities related to Result 1:

- Act. 1.1 Development and implementation of a comprehensive and professional legal empowerment behaviour change strategy.
- Act. 1.2 Capacity needs assessment of the state communicators (the '*bao cao vien*') based on the legal empowerment strategy.
- Act. 1.3 Capacity development of the state communicators based on the findings of the needs assessment.
- Act. 1.4 JIFF
- Act. 1.5 Support interventions to raise public awareness on protection of rights and access to justice for vulnerable groups, and in particular for women, children, ethnic minorities, and poor people.

Activities related to Result 2:

- Act. 2.1 Capacity needs assessment of legal aid providers working in the justice system.
- Act. 2.2 Capacity development of legal aid providers based on the needs assessment and in accordance with the UN Principles and Guidelines on Access to Legal Aid.
- Act. 2.3 Targeted support for the implementation of the Law on Legal Aid and the Legal Aid Reform Project of the Ministry of Justice 2015 - 2020.
- Act. 2.4 Targeted support for dispute resolution mechanisms in accordance with the Law on Grass Roots Mediation (2013) and based on priorities identified through rigorous research.
- Act. 2.5 Legal advice and information sessions in prisons and pre-trial detention facilities.
- Act. 2.6 Support for the implementation of the anticipated Family and Juvenile Court Act, with emphasis on developing a more child friendly justice system, improving diversion, restorative justice and reintegration schemes for juvenile offenders in accordance with applicable UN standard minimum rules and guidelines.
- Act. 2.7 Support for the protection and assistance to survivors of gender-based violence and child victims of abuse.
- Act. 2.8 JIFF
- Act. 2.9 Needs based training for law enforcement and criminal justice officials as well as staff of other relevant agencies to meet the needs of survivors of gender-based violence and child victims of abuse.

Activities related to Result 3:

- Act. 3.1 Targeted support for the revision of a limited number of laws and regulations that are proven to constitute substantial impediments to enhancing access to justice and/or to laws and regulations aiming at the protection of rights, in line Chapter 2 of the 2013 Constitution.
- Act. 3.2 Expand the evidence base for results oriented justice sector policy making at national and sub-national levels (with breakdown data by gender and for vulnerable groups), including a baseline survey of the criminal justice system in selected provinces.
- Act. 3.3 JIFF
- Act. 3.4 Maintaining the constructive policy dialogue between the EU, Viet Nam and the UN on justice sector reform.

Activities related to Result 4:

Act. 4.1 Support for the development and implementation of codes of conduct and ethical standards for professionals in the justice sector.

Act. 4.2 JIFF

Act. 4.3 Assistance for the publication of judgments and the accumulation of legal precedent.

Act. 4.4 JIFF

Act. 4.5 Rolling out of a justice index at provincial and national level to measure performance in the justice sector (with breakdown data by gender and vulnerable groups)

Note: "JIFF" means the activities referred to were not in the scope of PAGO DA but these were under the JIFF component.

Source: Compiled from the UN-EU DoA

Annex 4. Evaluation Matrix

Evaluation questions	Judgement criteria/Indicator	Sources	Data collection methods
Relevance/Coherence			
Q1. To what extent was the EU JULE Programme in line with national development priorities and responsive to the context of country, as well as the needs of beneficiaries?	<ul style="list-style-type: none"> - The extent of alignment between the EU JULE programme and the national development priorities of Viet Nam. - The extent of alignment to the Strategy for the Development and Improvement of Viet Nam's Legal System to 2010 with a Vision to 2020; and the Judicial Reform Strategy until 2020. - Availability of activities and outputs that are responsive to the needs of beneficiaries. 	<ul style="list-style-type: none"> - Viet Nam Agenda 2030. - Strategy for the Development and Improvement of Viet Nam's Legal System to 2010 with a Vision to 2020; and the Judicial Reform Strategy until 2020. - EU's Multiannual Indicative Plans. - UNDP Country Programme, Strategic Plan, and other relevant documents. 	<ul style="list-style-type: none"> - Desk review of the existing documents shared by the programme partners - Desk review of existing studies or reports related to the justice reforms of Viet Nam - Review of figures on progressions of SDGs - Interviews and small group meetings with key stakeholders
Q2. To what extent was the EU JULE Programme in line with country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs; as well as with the EU Multiannual Indicative Plans?	<ul style="list-style-type: none"> - Availability of activities to support the UNDP country programme outputs and outcomes, the UNDP Strategic Plan and progression toward SDGs. - The extent of being in line with the EU Multiannual Indicative Plans (MIP). 	<ul style="list-style-type: none"> - EU JULE ProDoc, Action Agreements. - Other programmes or projects implemented by UNDP, MoJ, and other partners in the justice sector 	
Q3. How has the PAGoDA component been compatible and synergized with other interventions in the justice sector and partner organizations?	<ul style="list-style-type: none"> - The extent of complementarity between EU JULE and other interventions of the UN, the GoVN in the justice sector. 	<ul style="list-style-type: none"> - Studies or reports on the needs for and level of access to justice - Perceptions of or feedback from different stakeholders and beneficiaries on the programme interventions are responsive to their needs 	
Effectiveness			

Q4. What is the level of overall progress and results achieved by PAGOda and their contribution to the programme's overall purpose according to the logframe and its indicators?	<ul style="list-style-type: none"> - % of progress toward expected outputs and outcomes in the logframe. - Rates of completion of activities approved in annual workplans for PAGOda. 	<ul style="list-style-type: none"> - Updated logframe of the programme. - Approved annual workplans. - Donor reports since the start of the programme. - Record of discussions on revised activities or activities withdrawn from the workplans. - Meeting minutes of SC meetings. - Documentation on events organized by the programme partners to disseminate the results. - Records of media. - Perceptions of relevant stakeholders and beneficiaries on the progress of PAGOda according to the approved workplans. 	<ul style="list-style-type: none"> - Desk review of donor reports, annual workplans, and other relevant documents shared by the programme partners. - Desk reviews of figures on the indicators of the logframe; other related M&E data. - Interviews and small group meetings with UNDP, the EU PMU of MoJ, other stakeholders and beneficiaries.
Q5. What has been the impact of COVID-19 on the implementation of PAGOda and how has the EU JULE partners responded?	<ul style="list-style-type: none"> - Delays caused by COVID-19 in the implementation of PAGOda activities. - Strategies taken to adapt to the COVID-19 resultant social distancing and travel restrictions. 		
Q6. What factors have contributed to achieving, or not, intended outputs and outcomes? What are key constraints and challenges in achieving programmes expected results?	<ul style="list-style-type: none"> - Factors contributed to achievements of PAGOda outputs and outcomes. - Challenges in the implementation of PAGOda in practice; strategies taken to address these challenges. 		
Q7. To what extent have different stakeholders been involved in the implementation of the PAGOda component? Was that participatory?	<ul style="list-style-type: none"> - Engagement of stakeholders in planning the activities of the PAGOda component. - The extent of participation of different stakeholders in the implementation and management of the PAGOda component. 		
Efficiency			
Q8. To what extent have PAGOda funds and activities been delivered in a timely manner? To what extent has the UNDP project implementation strategy and execution been efficient and cost-effective?	<ul style="list-style-type: none"> - Evidence of cost-shared activities, mobilization of funding from other sources to supplement the activities. - Focus of funding allocation to the most prioritized outcomes and outputs. - Annual disbursement rates. 	<ul style="list-style-type: none"> - Annual workplans. - Donor reports. - Meeting minutes of SC meetings. - Financial figures shared by the programme partners. - Guidance notes or manuals on budgeting, financial management, procurement. - Audit reports. 	<ul style="list-style-type: none"> - Desk review of donor reports, annual workplans, and other relevant documents shared by the programme partners. - Desk reviews of audit reports, and other related documents. - Interviews and small group meetings with UNDP, the EU PMU of MoJ, other stakeholders and beneficiaries.
Q9. To what extent was the EU JULE Programme management structure as outlined in the EU JULE Programme document efficient in generating the expected results?	<ul style="list-style-type: none"> - Availability of clearly established processes to safeguard the use of funds, value-for-money, transparency and accountability financial management, and procurement processes. 		

Q10. To what extent has the monitoring and evaluation system ensured effective and efficiency programme management	<ul style="list-style-type: none"> - Availability of M&E data for management decisions. - Knowledge products shared across different stakeholders to improve intervention strategies and implementation of PAGO DA. 	<ul style="list-style-type: none"> - Other materials regarding financial procedures, cost-norms, budget approval. - Perceptions of the programme partners and other relevant stakeholders. 	
Sustainability			
Q11. What is evidence of sustaining the benefits generated by PAGO DA? To what extent will financial and economic resources be available to sustain the benefits achieved by the PAGO DA component of the EU JULE Programme?	<ul style="list-style-type: none"> - Evidence of sustaining the benefits (in terms of results or processes) generated by PAGO DA? - The extent to which stakeholders are prepared to continue initiatives facilitated by the programme. - Availability of resources from the PAGO DA partner institutions to continue the processes established by the programme. 	<ul style="list-style-type: none"> - Donor reports. - Meeting minutes of SC meetings. - Documentation of the programme on lessons learned and good practices. - Evidence of buy-in and scaling up. - Exit Strategy and progress in implementing the Exit Strategy. 	<ul style="list-style-type: none"> - Desk review of donor reports, annual workplans, and other relevant documents shared by the programme partners. - Interviews and small group meetings with UNDP, the EU PMU of MoJ, other stakeholders.
Q12. Are there any risks that may jeopardize sustainability of EU JULE Programme benefits generated by PAGO DA?	<ul style="list-style-type: none"> - Factors that contributed to sustaining the outcomes and processes of the programme. - Factors or risks that might hamper the ability of the programme partners in sustaining the processes or initiatives facilitated by PAGO DA. - Availability of evidence of scaling up. 	<ul style="list-style-type: none"> - Perceptions of the programme partners and other relevant stakeholders. 	
Q13. To what extent do UNDP interventions under the PAGO DA component have well-designed and well-planned exit strategies?	<ul style="list-style-type: none"> - Availability of the Exit Strategy. - Evidence of strategies adopted by the partners to execute the Exit Strategy. 		
Cross cutting issues			
Q14. Have the relevant cross cutting issues, including human rights, disability and gender equality and empowerment of women been adequately	<ul style="list-style-type: none"> - Availability of strategies to ensure cross cutting issues, including human rights, disability and gender equality and empowerment of women were addressed 	<ul style="list-style-type: none"> - Programme documents. - Donor reports. 	<ul style="list-style-type: none"> - Desk review of donor reports, annual workplans, and other

mainstreamed in the design and the implementation of the programme?	in the design and implementation of the PAGO DA component.	<ul style="list-style-type: none"> - M&E data maintained by the programme partners that provide disaggregation according to sex, disabilities, poverty status, ethnic minorities. - Materials on strategies or measures taken by the programme partners to ensure participation of different vulnerable groups. - Perceptions of the programme partners and other relevant stakeholders. - 	<p>relevant documents shared by the programme partners.</p> <ul style="list-style-type: none"> - Interviews and small group meetings with UNDP, the EU PMU of MoJ, other stakeholders.
Q15. To what extent have the poor, women, people with disabilities (PwDs), other disadvantaged and marginalized groups benefited from interventions of the PAGO DA component of EU JULE?	<ul style="list-style-type: none"> - Availability of monitoring mechanism to collect the information on the programme outputs and outcomes that could be disaggregated by sex, poverty status, disabilities of the beneficiaries. - Number of the poor, women, people with disabilities (PwDs), other disadvantaged and marginalized groups supported by the programme. 		
Implementation of MTE recommendations			
Q16. How has UNDP implemented the recommendations suggested and agreed at the MTE?	<ul style="list-style-type: none"> - Progress of actions agreed by UNDP in the management responses to the MTE recommendations. 	<ul style="list-style-type: none"> - MTE report (ToR, full report, annexes). - UNDP management responses to MTE recommendations. - UNDP management's update on progress of implementing the MTE recommendations. 	<ul style="list-style-type: none"> - Desk review of the MTE report and UNDP management response - Interview with UNDP management on implementation and progress of agreed actions
Lessons learned and recommendations			
Q17. What are lessons learned to be considered by the EU JULE stakeholders and beneficiaries? What can the team recommend for the programming of any future EU-funded intervention?	<ul style="list-style-type: none"> - Availability of documentation on good practices or lessons learned. - Channels to disseminate the results and good practices of the programme to relevant stakeholders. 	<ul style="list-style-type: none"> - Donor reports. - Documentation on events organized to disseminate the results, good practices, lessons learned. - Records of media. 	<ul style="list-style-type: none"> - Desk review of donor reports, annual workplans, and other relevant documents shared by the programme partners.

	- Number of recommendations made by the evaluation.	- Perceptions of the programme partners and relevant stakeholders.	- Interviews and small group meetings with UNDP, the EU PMU of MoJ, other stakeholders.
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Annex 5. List of Key Documents Reviewed

1. Agendas and proceedings of 03 Legal Policy Dialogues organized by UNDP
2. Agendas and proceedings of 06 Legal Partnership Fora held by EU JULE
3. Annual Workplan of EU JULE: PAGO DA Mechanism (for workplans from 2017 to 2024)
4. Co-Delegation Agreement ACA/2015/372-239: Description of the Action: EU Justice and Legal Empowerment Programme in Vietnam (EU JULE), PAGO DA mechanism
5. EU JULE Achievement Report 2018-2021, 2018-2024
6. EU JULE Donor Reports from 2017-2024
7. EU JULE Programme Document of the GoVN (in association with Decision 2218/QD-BTP dated 18/08/2018 on the approval of the EU JULE Programme.
8. EU JULE Programme Steering Committee Meeting Minutes (for annual meeting from 2018-2023)
9. EU JULE Update Progress to May 2024 (incomplete draft)
10. Final reports of 08 surveys commissioned by PAGO DA
11. 24 legal study reports commissioned by PAGO DA
12. Mid-Term Evaluation Report and Management Response to the MTE Recommendations
13. Training materials (course outline, presentations, post-training reports) of 18 training courses
14. Updated logframe with indicators to May 2024
15. Vietnam Voluntary National Review on the Implementation of SDGs 2023
16. Vietnam Social-Economic Development Plans (SEDP) 2016-2020, and 2021-2025
17. UNDP Country Programme 2022-2026
18. UNDP Strategic Plan 2022-2025
19. EU Multiannual Indicative Plan 2014-2020 and 2021-2027
20. United Nation Evaluation Group's Norms & Standards
21. UNDP Evaluation Guidelines and UNDP Evaluation Policy
22. 20 media coverage on EU JULE PAGO DA
23. Documents package prepared for the EU JULE Closing Workshop (scheduled on May 31, 2024)

Annex 6. List of Stakeholders Met

No.	No. of people met		Organizations
1.	Dao Thi Thu An	F	UNDP EU JULE management team
2.	Nguyen Phuong Anh	F	UNDP EU JULE management team
3.	Nguyen Ngoc Han	F	UNDP EU JULE management team
4.	Nguyen Thanh Truc	F	UNICEF EU JULE management team
5.	Le Hong Loan	F	UNICEF EU JULE management team
6.	Vijaya Ratnam Raman	M	UNICEF/UNFPA/UN Women EVAWC Coordinator
7.	Jesus Lavina	M	European Union Delegation in Viet Nam
8.	Dao Quy Loc	M	MoJ Project Management Unit
9.	Nguyen Minh Hang	F	MoJ Department for International Cooperation
10.	Phan Hong Nguyen	M	MoJ Department for Legal Dissemination and Education
11.	Luu Cong Thanh	M	MoJ Department for Legal Dissemination and Education
12.	Vu Thi Huong	F	MoJ Department for Legal Aid
13.	Phan Thi Thu Ha	F	MoJ Department for Legal Aid
14.	...		MoJ Department of International law
15.	Nguyen Van Binh	M	MoLISA Department of Legal Affairs
16.	Bùi Thị Nhân	F	SPC Department of International Cooperation
18.	...		SPC Legal and Research Management Department
19.	Nguyễn Đức Hạnh	M	SPP Ha Noi Procuracy University
20.	Nguyen Phuong Thao	F	Vietnam Lawyers' Association
21.	Tran Nguyen Hong	M	Vietnam Bar Association
22.	Nguyễn Văn Quang	M	Hanoi Law University
23.	Nguyen Quang Tu	M	JIFF Secretariat (Oxfam)
24.	Le Van Hai	M	Research Center for Initiatives in Com. Dev. (JIFF grantee)
25.	Nguyen Ba Kim	M	Research Center for Initiatives in Com. Dev. (JIFF grantee)
26.	Le Dinh Lap	M	Action to the Community Development Center (JIFF grantee)
	TOTAL		

Annex 7. Interview Templates

INTERVIEW TEMPLATES WITH UNDP

INTERVIEW CONSENT

Hello. My name is Hung Pham. I have been commissioned by UNDP to evaluate the EU Justice and Legal Empowerment (EU JULE) Programme, focusing on the PAGOda component implemented by UNDP with different agencies of the Government of Vietnam in the justice sector. The purpose of this evaluation is to provide an assessment of the achievement of project results against what was expected to be achieved; to draw lessons that can both improve the sustainability of benefits from this project, contributing to both desired changes of justice system in Vietnam and overall enhancement of UNDP programming.

I would like to request your consent to participate in this interview. Please note that:

- Your participation in this interview is voluntary
- You are free to withdraw from this interview at any time for any reason
- The information you will share will be used only for the purpose of this evaluation. This and your personal information will be kept strictly confidential as per the policy of the Data protection practices.

Please confirm if you understand the objective of this interview, the conditions stated above, and are voluntary to participate in the interview: Yes No

INTERVIEW QUESTIONS

1. To what extent was the EU JULE Programme in line with country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs?
2. How has the PAGOda component been compatible and synergized with other interventions by UNDP in collaboration with the GoVN agencies and other stakeholders in the justice sector?
3. To what extent have the activities by UNDP and those by UNICEF in the PAGOda been complementary and synergized?
4. Among the PAGOda outcomes and outputs, are there any outcomes or outputs that have not been achieved? If yes, what are the main constraints encountered?
5. What factors have contributed to achieving, or not, intended outputs and outcomes? What are key constraints and challenges in achieving programmes expected results?
6. What has been the impact of COVID-19 on the implementation of PAGOda and how has the EU JULE partners responded to these challenges?
7. To what extent have different stakeholders been involved in the implementation of the PAGOda component? How do you assess the ownership and engagement of the key GoVN partners?
8. What measures have been applied by UNDP and the GoVN implementing partners to save the cost of implementation or to maximize the results within the budget available?
9. How has the current management structure worked? Have any components of this structure been under-performed? Have the management capacity of different partners been satisfactory? What measures have been taken to improve the project management capacity for the implementing partners?
10. What have been challenges or difficulties in operationalizing the MEL system of PAGOda? Was there a learning strategy designed as part of the MEL system? What are the key learning events organized?

11. What is the current status of knowledge products? How have these products been collected, stored, and disseminated?
12. To what extent will financial and economic resources be available to sustain the benefits achieved by the PAGO DA component of the EU JULE Programme? Are there any risks that may jeopardize sustainability of EU JULE Programme benefits generated by PAGO DA?
13. To what extent do UNDP interventions under the PAGO DA component have well-designed and well-planned exit strategies, what could be done to strengthen sustainability?
14. Have the relevant cross cutting issues, including human rights, disability and gender equality and empowerment of women been adequately mainstreamed in the design and the implementation of the programme?
15. To what extent have the poor, women, people with disabilities (PwDs), other disadvantaged and marginalized groups benefited from interventions of the PAGO DA component of EU JULE?
16. How has UNDP implemented the recommendations suggested and agreed at the MTE?
17. What are best practices to sustain the programme results to be considered by the EU JULE stakeholders and beneficiaries? What can the team recommend for the programming of any future EU-funded intervention?

INTERVIEW TEMPLATES WITH UNICEF

INTERVIEW CONSENT

Hello. My name is Hung Pham. I have been commissioned by UNDP to evaluate the EU Justice and Legal Empowerment (EU JULE) Programme, focusing on the PAGoDA component implemented by UNDP with different agencies of the Government of Vietnam in the justice sector. The purpose of this evaluation is to provide an assessment of the achievement of project results against what was expected to be achieved; to draw lessons that can both improve the sustainability of benefits from this project, contributing to both desired changes of justice system in Vietnam and overall enhancement of UNDP programming.

I would like to request for your consent to participate in this interview. Please note that:

- Your participation in this interview is voluntary
- You are free to withdraw from this interview at any time for any reason
- The information you will share will be used only for the purpose of this evaluation. This and your personal information will be kept strictly confidential as per the policy of the Data protection practices.

Please confirm if you understand the objective of this interview, the conditions stated above, and are voluntary to participate in the interview: Yes No

INTERVIEW QUESTIONS

1. What have been the arrangements between UNDP and UNICEF in this joint initiative under the PAGoDA component of EU JULE? How have these arrangements been operationalized in practices? Have you got any issues or problems with these arrangements?
2. How has the PAGoDA component been compatible and synergized with other interventions by UNICEF in collaboration with the GoVN agencies and other stakeholders in the justice sector?
3. What has been the “division of labour” between UNDP and UNICEF in implementing the PAGoDA component of EU JULE? How do you assess this division of labour? Would that be the optimal in terms of optimizing the expertise and resources?
4. To what extent have the activities by UNDP and those by UNICEF in the PAGoDA been complementary and synergized? Have UNDP and UNICEF identified joint activities? If yes, to what extent have these joint activities contributed to the programme outcomes and outputs?
5. Based on your own assessment, what factors have contributed to achieving, or not, intended outputs and outcomes? What are key constrains and challenges in achieving programmes expected results?
6. To what extent have different stakeholders been involved in the implementation of the PAGoDA component? How do you assess the ownership and engagement of the key GoVN partners?
7. What measures have been applied by UNICEF and other implementing partners to save the cost of implementation or to maximize the results within the budget available?
8. How has the current management structure worked? Have any components of this structure been under-performed? Have the management capacity of different partners been satisfactory? What measures have been taken to improve the project management capacity for the implementing partners?
9. Have the relevant cross cutting issues, including human rights, disability and gender equality and empowerment of women been adequately mainstreamed in the design and the implementation of the programme?

10. To what extent will financial and economic resources be available to sustain the benefits achieved by the PAGO DA component of the EU JULE Programme? Are there any risks that may jeopardize sustainability of EU JULE Programme benefits generated by PAGO DA?
11. What are best practices to sustain the programme results to be considered by the EU JULE stakeholders and beneficiaries? What can the team recommend for the programming of any future EU-funded intervention?

INTERVIEW TEMPLATES WITH MoJ MPU

INTERVIEW CONSENT

Hello. My name is Hung Pham. I have been commissioned by UNDP to evaluate the EU Justice and Legal Empowerment (EU JULE) Programme, focusing on the PAGoDA component implemented by UNDP with different agencies of the Government of Vietnam in the justice sector. The purpose of this evaluation is to provide an assessment of the achievement of project results against what was expected to be achieved; to draw lessons that can both improve the sustainability of benefits from this project, contributing to both desired changes of justice system in Vietnam and overall enhancement of UNDP programming.

I would like to request for your consent to participate in this interview. Please note that:

- Your participation in this interview is voluntary
- You are free to withdraw from this interview at any time for any reason
- The information you will share will be used only for the purpose of this evaluation. This and your personal information will be kept strictly confidential as per the policy of the Data protection practices.

Please confirm if you understand the objective of this interview, the conditions stated above, and are voluntary to participate in the interview: Yes No

INTERVIEW QUESTIONS

1. To what extent was the EU JULE Programme in line with national development priorities and responsive to political, legal, economic, institutional, etc., changes in the country?
2. How has the PAGoDA component been compatible and synergized with other interventions by MoJ as well as other the GoVN agencies in the justice sector?
3. Among the PAGoDA outcomes and outputs, are there any outcomes or outputs that have not been achieved? If yes, what are the main constraints encountered?
4. What factors have contributed to achieving, or not, intended outputs and outcomes? What are key constrains and challenges in achieving programmes expected results?
5. What has been the impact of COVID-19 on the implementation of PAGoDA and how has the EU JULE partners responded to these challenges?
6. To what extent have different stakeholders been involved in the implementation of the PAGoDA component? How do you assess the ownership and engagement of the key GoVN partners?
7. What measures have been applied by the GoVN implementing partners and the UN agencies to save the cost of implementation or to maximize the results within the budget available?
8. How has the current management structure worked? Have any components of this structure been under-performed? Have the management capacity of different partners been satisfactory? What measures have been taken to improve the project management capacity for the implementing partners?
9. What have been challenges or difficulties in operationalizing the MEL system of PAGoDA? Was there a learning strategy designed as part of the MEL system? What are the key learning events organized?
10. What is the current status of knowledge products? How have these products been collected, stored, and disseminated?

11. To what extent will financial and economic resources be available to sustain the benefits achieved by the PAGO DA component of the EU JULE Programme? Are there any risks that may jeopardize sustainability of EU JULE Programme benefits generated by PAGO DA?
12. To what extent do UNDP interventions under the PAGO DA component have well-designed and well-planned exit strategies, what could be done to strengthen sustainability?
13. Have the relevant cross cutting issues, including human rights, disability and gender equality and empowerment of women been adequately mainstreamed in the design and the implementation of the programme?
14. To what extent have the poor, women, people with disabilities (PwDs), other disadvantaged and marginalized groups benefited from interventions of the PAGO DA component of EU JULE?
15. What are best practices to sustain the programme results to be considered by the EU JULE stakeholders and beneficiaries? What can the team recommend for the programming of any future EU-funded intervention?

INTERVIEW TEMPLATES WITH THE IMPLEMENTING PARTNERS IN PAGODA

INTERVIEW CONSENT

Hello. My name is Hung Pham. I have been commissioned by UNDP to evaluate the EU Justice and Legal Empowerment (EU JULE) Programme, focusing on the PAGoDA component implemented by UNDP with different agencies of the Government of Vietnam in the justice sector. The purpose of this evaluation is to provide an assessment of the achievement of project results against what was expected to be achieved; to draw lessons that can both improve the sustainability of benefits from this project, contributing to both desired changes of justice system in Vietnam and overall enhancement of UNDP programming.

I would like to request for your consent to participate in this interview. Please note that:

- Your participation in this interview is voluntary
- You are free to withdraw from this interview at any time for any reason
- The information you will share will be used only for the purpose of this evaluation. This and your personal information will be kept strictly confidential as per the policy of the Data protection practices.

Please confirm if you understand the objective of this interview, the conditions stated above, and are voluntary to participate in the interview: Yes No

INTERVIEW QUESTIONS

1. To what extent was the EU JULE Programme in line with the mandates and priorities of your organizations in the legal and judicial reforms?
2. How has the PAGoDA component been compatible and synergized with other interventions of your organization in the justice sector?
3. How were your organization's activities in PAGoDA identified? What was the process applied to finalize and approve these activities? To what extent have you been satisfied with the approval decision of the PSC?
4. How have your organization's activities in PAGoDA been managed? To what extent have you received the support from UNDP, MoJ's PMU in the implementation of these activities?
5. Has your organization assigned one or some staff in charge of the activities under PAGoDA? What were the measures introduced by UNDP, MoJ's PMU to support these focal points in the project management?
6. What has been the level of progress of these activities? What factors have contributed to the completion of these activities as well as the outcomes that these activities contribute to? What are the key constraints and challenges in implementing these activities?
7. Has your organization implemented the activities at the sub-national level? If yes, what were the links between the activities at the national and sub-national levels?
8. For the training courses or events organized by your organizations at the local level, how do you assess level and quality of participation from the targeted participants? To what extent have these events contributed to awareness raising or improved access to legal aid? *(for the MoJ Dept of Legal Aid and Dept of Legal Dissemination and Education only)*
9. What has been the impact of COVID-19 on the implementation of these activities and how has your organization and other partners responded to these challenges?
10. What measures have been applied by your organization to save the cost of implementation or to maximize the results within the budget available?

11. What are the main benefits generated by the PAGO DA activities implemented by your organizations? To what extent do you think these benefits might be sustained after the completion of PAGO DA?
12. What are good practices generated by the PAGO DA activities implemented by your organizations? Have you shared these good practices to other partners? Have you observed any attempts of other partners to adopt these best practices?
13. What are the areas for improvement in collaborating with UNDP and other partners within the EU JULE PAGO DA component?
14. After the completion of the current the EU JULE PAGO DA, do you think there are needs for future cooperation between the UN, EU, and your organizations? If yes, what should be the priorities of this cooperation?

INTERVIEW TEMPLATES WITH JIFF SECRETARIAT AND GRANTEE

INTERVIEW CONSENT

Hello. My name is Hung Pham. I have been commissioned by UNDP to evaluate the EU Justice and Legal Empowerment (EU JULE) Programme, focusing on the PAGO DA component implemented by UNDP with different agencies of the Government of Vietnam in the justice sector. The purpose of this evaluation is to provide an assessment of the achievement of project results against what was expected to be achieved; to draw lessons that can both improve the sustainability of benefits from this project, contributing to both desired changes of justice system in Vietnam and overall enhancement of UNDP programming.

I would like to request your consent to participate in this interview. Please note that:



- Your participation in this interview is voluntary
- You are free to withdraw from this interview at any time for any reason
- The information you will share will be used only for the purpose of this evaluation. This and your personal information will be kept strictly confidential as per the policy of the Data protection practices.

Please confirm if you understand the objective of this interview, the conditions stated above, and are voluntary to participate in the interview: Yes No

INTERVIEW QUESTIONS

1. What were the arrangements for cooperation between JIFF and PAGO DA in the EU JULE? Were these arrangements explicitly discussed, agreed and documented? (For JIFF Secretariat only)
2. In practices, how have these cooperation arrangements been operationalized? Have you observed any difficulties in operationalizing these arrangements? (For JIFF Secretariat only)
3. To what extent has the cooperation between JIFF and PAGO DA contributed to the programme outcomes and outputs? (For JIFF Secretariat only)
4. What were examples of JIFF grantees and PAGO DA implementing partners working together in EU JULE? To what extent have these joint works been facilitated?
5. What are the challenges for CSOs to contribute to the legal and judicial reforms in Viet Nam? To what extent has the EU JULE (and PAGO DA in particular) contributed to address these challenges?
6. Was EU JULE (and PAGO DA in particular) a good example of CSOs and government agencies working together in contribute to (and PAGO DA in particular)? What lessons could be drawn from this? What would be the implications for cooperation between CSOs and government agencies in the areas of legal and judicial reforms?

Annex 8. Updated Logframe as of 27 May 2024

Results		Indicators	Baseline	Target	Means of verification	Status for 2024	Assessment of progress
To increase access to justice for vulnerable groups, particularly women, children, ethnic minorities, and poor people	Specific objective of the programme Impact	Percentage of people have trust in courts and judicial agencies	2017: NA 2018: 87.62%	2019: 88% 2020: 88.2% 2021: 88.5% 2022: 88.7% 2023: 89%	The Viet Nam Provincial Governance and Public Administration Performance Index (PAPI)	2020: 88.38% 2021: 86.91% 2022: 86.79% ³⁸ 2023: 86.75 ³⁹	Inconclusive due to lack of relevant data
Result 1: Increased public awareness and understanding of rights and how to invoke those rights	Outcome	(e) Percentage of communes/wards/towns which qualify/meet the criteria of access to law, including Indicator #2 on access to legal dissemination ⁴⁰	(a): NA (data available from 2018)	(a) 2018: 60% 2019: 70% 2020: 75% 2021: 80% 2022: 85% 2023: 90% ⁴¹	a) Estimated figure in January; Official data available in May MOV: MOJ reports	a) 2020: 84.4 % 2021: 93% ⁴² 2022: 94.8% ⁴³ 2023: 95.2% ⁴⁴	
	Output	(f) Number of legal communicators and disseminators who have accessed the training programme under EU JULE	(b): 0 (The training programme is developed in 2020. The first training activity starts in 2021)	(b) 2020: 0 2021: 200 2022: 350 2023: 500	b) Project Report; MOJ Department of Legal Dissemination and Education report	b): 2020: 72 legal communicators (31 women, 41 men)	

³⁸ Updated, the 2022 PAPI was launched on 12 April 2023

³⁹ Updated, the 2023 PAPI was launched on 2nd April 2024



⁴⁰ Indicators of communes/wards/towns which qualify/meet the criteria of access to law stipulated in the Decision 619/QD-TTg dated 8 May 2017, replaced by the Decision 25/2021/QD-TTG dated 22 July 2021

⁴¹ The Action finishes in May 2024, at the outcome level, the target is set to 2023

⁴² According to the Statistical Report of MOJ published on 30 August 2022 (Decision 1789/QD-BTP): The number of wards, towns and communes meet the criteria of access to law in 2021 was 9,938, including 7,711 communes, 2,227 wards, towns, account for 93% of 10,599 wards, towns and communes of Vietnam (as 31 December 2021).

⁴³ Updated: In a report dated January 1, 2023, the Ministry of Justice (MOJ) initially estimated that 93.5% of Vietnam's communes, wards, and towns met the criteria for legal access in 2022. According to the official figures stated in Decision 2132/QD-BTP, dated August 31, 2023, a total of 10,058 administrative units—which includes 7,808 communes and 2,250 wards and towns—successfully met these criteria. This revised percentage accounts for 94.8% of the 10,604 communes, wards, and towns in Vietnam, as corroborated by data published by the General Statistics Office (GSO) on December 31, 2022.

⁴⁴ In the Report 01/BC-BTP date 01 January 2023 of the Ministry of Justice, initially estimated that 10,596 communes, wards, towns met the criteria for legal access in 2023, accounting for 95.2%

		(g) Number of women who receive gender-sensitive information on protection against GBV under EU JULE	(c): 0 (The information on protection against GBV is developed in 2020, available in 2021)	c) 2021: 30,000 2022: 60,000	c) Project Report; MOJ Department of Legal Dissemination and Education report	2021: 309 legal communicators (161 women, 148 men) ⁴⁵ 2022: 1439 (676 men, 763 women) ⁴⁶ 2023: 2028 (960 men, 1068 women) ⁴⁷ 2024: 2484 (1173 men, 1311 women) ⁴⁸ c) 2020: 0 2021: 0 ⁴⁹ 2022: 5,397,092 2023: 5,398,111 ⁵⁰	
		(h) Number of children who receive child-sensitive information on the protection of their rights under EU JULE	(d): 0 (the information on protection of children rights is developed in 2020, available in 2021)	d) 2021: 50,000 2022: 100,000 2023: 120,000	d) Project Report; VLA, MOJ Department of Legal Dissemination and Education report	d) 2020: The information is developed in 2020 2021: 53,700 children and parents 2022: 174,132 children, parents and	

⁴⁵ Cumulative figure, in addition to 72 provincial legal communicators were trained under pilot trainings on gender sensitive grassroots mediation (41 men and 31 women) in 2020, in 2021, 237 legal communicators and disseminators (107 men, 130 women) were trained under trainings on skills and methodologies for legal dissemination and handling compensation cases



⁴⁶ Cumulative figure, in addition to 309 legal communicators were trained in 2021, in 2022, 1130 legal communicators and legal officers in charge of providing legal information (528 men, 602 women) were trained under different training on skills, methodologies and legal information in different legal topics, including 244 legal communicators (132 men, 112 women) were trained on gender sensitive grassroots mediation under Activity 2.4.4 Output 2

⁴⁷ Cumulative figure, in addition to 1439 legal communicators, legal disseminators and legal officers in charge of providing legal information were trained from 2020 to 2022, in 2023, 589 legal communicators and legal disseminators (284 men, 305 women) were trained under Activities 1.2.1.5, 1.3.1.9, 1.3.1.15-17, 1.5.4.27, including 253 legal communicators (119 men, 134 women) were trained on gender sensitive grassroots mediation under Activity 2.4.5.5-9 under Output 2

⁴⁸ Cumulative figure, in addition to 2028 legal communicators, legal disseminators and legal officers in charge of providing legal information were trained from 2020, 2022, and 2023, in 2024, 456 legal communicators and legal disseminators (213 men, 243 women) were trained under Activities 1.5.4.29, 1.3.1.20, 1.3.1.21, 1.5.4.32, 1.5.4.34, 1.5.4.35

⁴⁹ The information is being finalized in late 2021 and will be distributed in 2022

⁵⁰ Cumulative figure. In 2023, 1019 women and girls received gender-sensitive information on protection against GBV, making the total number of 5,398,111 women and girls having access to gender-sensitive information on protection against GBV

						community members ⁵¹ 2023: 176,754 children, parents and community members ⁵²	
Result 2: Increased access to legal advice, assistance, and representation in both civil and criminal matters	Outcome	(f) Number of cases in which legal aid representation is provided	(a): Official data not available	(a):2018: 18,000 2019:20,000 2020: 22,000 2021: 24,000 2022: 25,000 2023: 26,000 ⁵³	(a) Estimated figure in January; Official data available in May MOV: MOJ reports	a) 2020: 22,911 cases ⁵⁴ 2021: 31,349 cases ⁵⁵ 2022: 37,419 cases ⁵⁶ 2023: 41,400 cases ⁵⁷	
	Output	(g) Number of legal aid providers who receive training under EU JULE	(b): 0 (The training programme is developed in 2020. The first training activity starts in 2021)	(b): 2021: 120 2022: 350 2023: 350 ⁵⁸	(b) Project report	b) 2020: 86 (38 men, 48 women) 2021: 251 (139 men, 112 women) ⁵⁹	

⁵¹ Cumulative figure, in addition to 53,700 children and parents who receive child-sensitive information on the protection of their rights, in 2022, 120,432 children, parents and community members

⁵² Cumulative figure, in 2023, 2,622 children, parents and community members received child-sensitive information on the protection of their rights, making the total number of 176,154 children, parents, and community members who were equipped with enhanced legal awareness

⁵³ The Action finishes in May 2024, at the outcome level, the target is set to 2023

⁵⁴ Update of the figure published by MOJ in July 2021.

⁵⁵ Update: According to the Statistical Report of MOJ published on 30 August 2022 (Decision 1789/QD-BTP): The number of representations in legal proceeding cases was 31,349 cases (estimation of 23,982 criminal cases, 6,848 civil cases, 399 administrative cases and 120 other cases)

⁵⁶ The estimation of number of cases published by MOJ in January 2023 is 32,081, including 24,764 criminal cases, 6,822 civil and family cases, 389 administrative cases and 106 other cases (Statistical sheet #17);

Update: According to the Decision 2132/QD-BTP dated 31 August 2023, the number of representations in legal proceeding cases was 37,419 cases, number of completed cases was 21,276 cases

⁵⁷ Estimated figure published by MOJ in December 2023 is 41,400 cases, number of completed cases was 21,255. Official data will be available in June-August 2024.

⁵⁸ There will be no trainings in 2024

⁵⁹ Cumulative figure, including 86 legal aid provider were trained (38 men, 48 women), 47 legal aid providers (22 men, 25 women) were trained under pilot trainings on skills in providing legal aid for people with disability and victims of domestic violence; 39 lawyers and legal aid officers (16 men and 23 women) were trained on skill in providing legal aid for child offenders, child victims and witnesses of sexual abuse and exploitation, and girls/women survivors of GBV) in 2020; In 2021, 32 legal aid providers were trained on gender and rights sensitive legal aid for persons with disabilities and skills to provide gender and rights sensitive legal aid for victims of domestic violence; and 133 VLA legal aid providers and legal collaborators were trained on lawyering skills

						<p>2022: 901 (421 men, 480 women)⁶⁰ 2023: 959 (456 men, 503 women)⁶¹ 2024: 1148 (556 men, 592 women)⁶²</p> <p>c) 2020: 108 grassroots mediators (50 men and 58 women) 2021: 108⁶³ 2022: 223 (105 men, 118 women)⁶⁴ 2023: 223⁶⁵ 2024: ⁶⁶ 415 (196 men, 219 women)</p> <p>d) 2020: 83 judges 2021: 83 (51 men, 32 women)⁶⁸</p>	<p>(h) Number of mediators who receive training under EU JULE</p> <p>(i) Number of Family and Juvenile judges that have been trained and certified in dealing with children in contact with the justice system</p>	<p>(c): 0 (The training programme is developed in 2020. The first training activity starts in 2021)</p> <p>(d): 0 (The training programme is developed in 2019. The first training activity starts in 2020)</p>	<p>(c) 2021: 100 2022: 200 2023: 300</p> <p>(d) 2020: 60 2021: 150 2022: 200 2023: 230⁶⁷</p>	<p>(c) Project report</p> <p>(d) Court Academy's Report</p>	<p>●</p> <p>●</p>
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⁶⁰ Cumulative figure, in addition to 215 legal aid provider, legal counsellors were trained in 2021, in 2022, 650 (282 men, 368) turn of legal aid providers, legal counsellors and lawyers who provide legal aid service were trained on skills of providing legal aid in different legal topics.

⁶¹ Cumulative figure, in addition to 901 legal aid provider, legal counsellors were trained in 2021 and 2022, in 2023, 58 (35 men, 23) legal counsellors who provide legal aid service were trained on skills of providing legal aid and legal consultancy

⁶² Cumulative figure, in addition to 959 legal aid provider, legal counsellors were trained in 2021, 2022, and 2023, in 2024, 189 legal collaborators (100 men, 89 women) who provide legal consultancy services were trained in skills of organizational management and development (for better services), as well as consultancy skills for vulnerable groups, including victims of gender-based violence and children

⁶³ Due to covid, trainings for grassroots mediators were postponed.



⁶⁴ Cumulative figure, in addition to 108 grassroots mediators were trained in 2020, in 2022, 115 grassroots mediators (55 men, 60 women) have been trained by district legal communicators, who have been trained under TOT trainings.

⁶⁵ No training for grassroots mediators in 2023

⁶⁶ Cumulative figure, in addition to 223 grassroots mediators were trained in 2020, 2022, in 2024, 192 grassroots mediators (91 men, 101 women) of Quang Tri, Lai Chau and Quang Ngai provinces have been trained by district legal communicators, who have been trained under previous TOT trainings.

⁶⁷ The training programmes will be taken over by the Court Academy by end of 2023.

⁶⁸ Training was postponed to 2022 due to COVID.

		(j) Number of child justice training programmes institutionalized by relevant justice professional academies/universities	(e): 0	(e): 2020: 1 2021: 2 2022: 3 2023: 4	(e) Project report	2022: 133 (88 men, 45 women) ⁶⁹ 2023: 232 (148 men, 84 women) ⁷⁰ e) 2020: 2 ⁷¹ 2021: 2 2022: 4 ⁷² 2023: 5 ⁷³	
Result 3: Improved enabling legislative and regulatory framework for legal	Outcome	(e) Number of new legal documents and policies adopted for improved legal empowerment and access to justice	(a): NA	(a): 2018: 0 2019: 2 2020: 3 2021: 5 2022: 7 2023: 8 ⁷⁴	(a) Official Gazette; Data published on <i>duthaonline.quochoi.vn</i> and other publicly accessible channels	a) 2020: 3 2021: 6 ⁷⁵ 2022: 7 ⁷⁶ 2023: 9 ⁷⁷	

⁶⁹ Cumulative figure, in addition to 83 judges (51 men, 32 women) were trained in 2020, in 2022, 50 judges (37 men, 13 women) have been trained and certified in dealing with children in contact with the justice system, in total 88 men, 45 women)

⁷⁰ Cumulative figure, in addition to 133 judges (88 men, 45 women) who were trained in 2020 and 2022, in 2023 99 judges (60 men, 39 women) have been trained and certified in dealing with children in contact with the justice system by the Court Academy, using funding sources other than EU JULE, making a total of 232 judges (148 men, 84 women) with enhanced child justice capacity

⁷¹ Foundation Training Course on child-sensitive adjudication of child sexual abuse cases was institutionalized with the Court Academy of the Supreme People's Court), Child Justice Textbook launched and institutionalized as an optional course of Hanoi Law University curriculum

⁷² Cumulative figure, in 2022 two new training modules on child justice were launched by Judicial Academy




⁷³ Cumulative figure, in 2023, a new Advanced Training Course on Adjudication of Family Law Cases Involved Children was completed by the Court Academy.

⁷⁴ The Action finishes in May 2024, at the outcome level, the target is set to 2023

⁷⁵ In addition to 3 legal documents in 2020 (Resolution 04/2019/NQ-HDTP of Justice Council of SPC on precedent, the Resolution 06/2019/NQ-HDTP of Justice Council of SPC and Law on dialogue and mediation annexed to the court), in 2021, 3 legal documents are approved, namely Decision 400/QD-VKSNDTC dated 30 Oct 2020 Issuing Statistical Forms for Data Collection on Minors Who are Victims in Criminal Cases; Decision 454/QD-TANDTC dated 15 Dec 2020 Issuing Statistical Forms for Court Mediation, Reconciliation, and Family and Juvenile Courts, Decision 252/QD-VKSNDTC dated 11 Aug 2021 Issuing Statistical Forms and Guidance for Collection of Data on Juvenile Offenders in the Procuracy Sector

⁷⁶ Joint Circular 01/2022/TTLT-VKSNDTC-TANDTC-BCA-BQP-BLĐTBXH dated 18 Feb 2022 stipulating cooperation among competent agencies in receiving and handling reports, denunciation on alleged crimes, proposing criminal proceeding initiation, investigation, prosecution, and adjudication of the first instance of sexual cases involving people under 18 years.

⁷⁷ Coordination Programme between MOJ and SPC No.1603/CTPH-BTP-TANDTC dated 19 May 2022 on duty lawyer at court; Coordination Programme between MOJ and MPS No. 5789/CTPH-BTP-BCA dated 27 November 2023 on duty legal aid providers during criminal investigations

empowerment and access to justice	Output	(f) Number of laws/regulations reviewed for better implementation, supported by EU JULE	(b): 0	(b) 2018: 1 2019: 2 2020: 3 2021: 5 2022: 7 2023: 8	(b) Project report; Media coverage; reports of relevant agencies	b) 2020: 5 2021: 7 ⁷⁸ 2022: 7 ⁷⁹ 2023: 7 ⁸⁰	
		(g) Number of legal studies produced by EU JULE	(c): 0	(c) 2018: 1 2019: 2 2020: 4 2021: 6 2022: 8 2023: 15	(c) Project Report	c) 2020: 9 2021: 18 ⁸¹ 2022: 22 ⁸² 2023: 24 ⁸³	
		(h) Existence of indicators on children in contact with law and children involved in family law cases integrated in the reporting systems of the Supreme People's Court and Procuracy	(d) No	(d) 2022: Available	(d) SPC's and SPP's report	d) 2020: NA 2021: Available ⁸⁴ 2022: Available 2023: Available	

⁷⁸ In addition to the law on Lawyers, Law on Civil Status were reviewed in last reporting cycle, in 2020, the draft amendments to the Law on Handling of Administrative Violations reviewed and commented by UNDP, UNICEF and other UN agencies, Law on Criminal Records and Law on Court organization were reviewed; In 2021, the Decree 59/2012/ND-CP dated 23 July and Decree 32/2020/ND-CP on monitoring of law implementation; Circular 03/2019/TT-BTP of Ministry of Justice on judicial statistics were reviewed

⁷⁹ There have been no related activities proposed by Vietnamese agencies in 2022.





⁸⁰ There have been no related activities proposed by Vietnamese agencies in 2023.

⁸¹ In addition to 9 legal studies conducted in previous years (the study on death penalty, Act 3.1.1.3 CEDAW, Act .2.1.3 participation of vulnerable groups in policy and law-making process, 3.2.2.2 ICCPR mechanism for monitoring, Act 3.1.1.4 international experience on mutual legal assistance, Act 3.1.4.6 CRPD, Act 3.1.4.7 rights of migrant workers, Act 3.2.2.5 ICCPR indicators and ICCPR legal framework), in 2021, 9 legal studies are being conducted (Act 3.1.1.11 emergencies and covid, , Act 3.1.2.1 legal and judicial human resource, Act 3.1.2.2 access to education, Act 3.1.2.3 PWDs, Act. 3.2.1.8 civil mutual legal assistance; Act 3.2.1.9 registration of children, Act 3.2.2.10 gender equality in grassroots mediation, Act 3.2.2.12 ICCPR and Act 3.2.3.1 data protection)

⁸² Cumulative figure, in 2022, 4 legal studies have completed (Act. 3.1.1.9, 3.1.1.10, 3.1.1.13 and 3.2.3.1)

⁸³ Cumulative figure, in 2023 two legal studies have been completed (Act 3.1.2.4, Act 3.2.1.6)

⁸⁴ Child justice indicators were integrated in the criminal statistical systems of the Court and Procuracy Sectors, as per the Decision 400/QD-VKSNDTC dated 30 Oct 2020 Issuing Statistical Forms for Data Collection on Minors Who are Victims in Criminal Cases; Decision 454/QD-TANDTC dated 15 Dec 2020 Issuing Statistical Forms for Court Mediation, Reconciliation, and Family and Juvenile Courts, Decision 252/QD-VKSNDTC dated 11 Aug 2021 Issuing Statistical Forms and Guidance for Collection of Data on Juvenile Offenders in the Procuracy Sector

Result 4: Enhanced integrity and transparency in the justice sector	Outcome	(f) Number of precedents promulgated	(a): 16	(a) 2018: 20 2019: 25 2020: 30 2021:35 2022: 40 2023: 50	(a) Data published on anle.toaan.gov.vn	(a) 2020: 39 2021: 52 2022: 56 2023: 70	
	Output	(g) Number of codes of conducts and relevant regulations developed and/or reviewed	(b): 0	(b): 2018:0 2019: 0 2020: 1 2021: 2 2022: 2 ⁸⁵	(b) Reports of relevant state agencies	(b) 2020: 1 2021:1 ⁸⁶ 2022: 1 ⁸⁷ 2023: 1 ⁸⁸	
		(h) Number of judicial officers trained on enhanced integrity and transparency in the justice sector under EU JULE	(c): 0	(c) 2018: 0 2019: 200 2020: 250 2021: 300 2022: 500 2023: 600 ⁸⁹	(c) SPC, VBF's reports; Project reports; Media coverage	c) 2020: 532 2021: 532 ⁹⁰ 2022: 775 ⁹¹ 2023: 923 ⁹²	
		(i) Precedent proposals reviewed and publicly consulted under EU JULE	(d): 0	(d) 2018: 0 2019: 8 2020: 15 2021: 20 2022: 25	(d) SPC's activity reports; Project Reports; Media coverage	(d) 2020: 31 2021: 48 ⁹⁴ 2022: 62 ⁹⁵	

⁸⁵ There have been no related activities proposed by Vietnamese agencies on review/develop the code of conduct in 2021-2022

⁸⁶ Review of regulations related to the code of conduct of inspectors in 2020. No related activities proposed by Vietnamese agencies in 2021.

⁸⁷ No related activities proposed by Vietnamese agencies in 2022.

⁸⁸ No related activities proposed by Vietnamese agencies in 2023.

⁸⁹ There will be no trainings in 2023


⁹⁰ Cumulative figure, including 272 judges were trained in 2019; 2020 260 judges and court official are trained (118 judges and court officials are trained and 142 judges and court official are trained on the implementation of the 2015 Civil Code and the 2015 Civil Procedure Code and the Penal Code and the 2015 Criminal Procedure Code in dealing with ethical dilemmas faced by judges). Due to Covid, trainings for judges have been postponed to 2022.

⁹¹ Cumulative figure, in addition to 532 judges were trained in 2019 and 2020, in 2022, 243 judges (136 men, 107 women) were trained.

⁹² Cumulative figure, in addition to 775 judges were trained from 2019 to 2022, in 2023, 71 judges (34 men, 37 women), 77 lawyers (61 men, 16 women) were trained on the code of conduct and ethics for judges and lawyers.

⁹⁴ Cumulative number, including 17 judgments in 2019, 14 judgements in 2020 and 17 judgments were reviewed in the workshop organized in July 2021

⁹⁵ Cumulative number, in addition to 48 judgments in 2019, 2020, 2021, in 2022 14 draft precedents were reviewed under the consultation workshop supported by EU JULE

			2023: 40 ⁹³		2023: 76 ⁹⁶	
	(j) Number of tools (including survey and statistical analysis) contributing to the measurement of the performance of the justice sector under EU JULE	(e): 0	(e): 2018: 0 2019: 0 2020: 1 2021: 2 2022: 3 ⁹⁷	(e) Project Report	(e)2020: 1 2021: 1 ⁹⁸ 2022: 2 ⁹⁹ 2023: 2 ¹⁰⁰	

Source: UNDP and MoJ PMU

⁹³ There will be no related activities in 2023

⁹⁶ Cumulative number, in addition to 62 judgments reviewed from 2019 to 2022, 14 draft precedents were reviewed under the consultation workshop supported by EU JULE on 19 April 2023

⁹⁷ There have been no related activities proposed by Vietnamese agencies in 2021-2022

⁹⁸ Guidance on statistical analysis on grassroots mediation and legal aid in 2020. The next guidance on civil status and criminal record is being developed in 2021 and will be finalized in 2022

⁹⁹ Guidance on statistical analysis on grassroots mediation and legal aid in 2020 and guidance on civil status and criminal record in 2022

¹⁰⁰ No related activities proposed by Vietnamese agencies in 2023

Annex 9. Assessment of Risk Management

Type of risks	Assessment of Risk Management
Duplication and insufficient coordination between the programme and other justice, rule of law interventions	<ul style="list-style-type: none"> • Duplication of PAGoDA interventions and other interventions was avoided through the work-planning process. The implementing partners proposed their activities based on their needs. Rationale for the proposed activities required, including whether these might overlap with other interventions, by UNDP and MoJ. All the proposed activities were subject to screening by UNDP and MoJ PMU before submitting to the PSC. Once approved, the implementing partners were requested to prepare concept notes and budget for approval from UNDP and PMU. Through this process, duplication was avoided. • Regular update between PAGoDA and JIFF were made at least annually for work-planning. There were other events organized by EU JULE where PAGoDA and JIFF partners interacted (such as Legal Partnership Forum, Policy Dialogue, workshops to share the findings from the surveys, legal reviews etc.)
Local governments have insufficient capacities to coordinate in implementing the programme	<ul style="list-style-type: none"> • Only 05 provinces were selected to participate in PAGoDA (Kiên Giang, Quảng Ngãi, Quảng Trị, Phú Thọ, Lai Châu) to minimize this risk. • MoJ PMU and UNDP provided hand-on guidance for focal points at the DoJ of the five provinces on activity management and implementation.
Administrative gridlock across state institutions interferes in project implementation	<ul style="list-style-type: none"> • PAGoDA activities were structured around MoJ (21 implement partners out of 35 were MoJ affiliate), SPC, and SPP. While coordination across different ministries or agencies is usually an issue, coordination across different departments of one ministry is usually more effective. • Consultation arrangements across different implementing partners were in place in the forms of annual work-planning; Legal Partnership Forum, Policy Dialogue, workshops and events organized by PAGoDA
Decrease of USD exchange rate against EUR/VND	<ul style="list-style-type: none"> • The EUR/VND exchange rate was closely monitored, and resultant issues were discussed between UNDP, EU, MoJ PMU to mitigate the risk. • Between 2017-2024, sizable fluctuations observed in 2020 (increased by 8.9%) and 2021 (decreased by -8.7%) - using the estimates from the exchange-rates.org portal. But the effect of these fluctuations cancelled out each other between the two years. Since 2023, the EUR/VND increased by nearly 10% in the advantage of PAGoDA with expenditures in VND.

Note: figures on the EUR/VND exchange rates were from exchange-rates.org (assessed May 27, 2024)

Source: types of risks were extracted from the UN-EU DoA;

Annex 10. Implementation of the MTE Recommendations (for UNDP)

Evaluation recommendation 1:				
Strengthen the result framework by including relevant indicators to ensure more result-oriented implementation, and monitor outcome results				
Management response: Agreed				
Outcome indicators should be reviewed and strengthened to enable measurement of outcome results and impacts (in agreements with MOJ, national partners and EU Delegation).				
It should be noted that there are challenges in proposing new indicators that could measure the impact, outcome results that reflect the nature of interventions of the programme. The sources/means of verification might not available or data was not officially publicized. In addition, the updated log-frame with new outcome indicators need to be agreed and reflected in amendment of the agreement between EU and UN (Rider 4)				
Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status as of May 27, 2024
1.1 In close consultation with MOJ, UNICEF, EUD and relevant national partners, review the current log-frame and propose new indicators (to ensure more result-oriented implementation and monitor outcome results), then include the updated log-frame in Rider 4 (for 18-month extension)	30 November 2022	EU JULE team	The logframe has been updated in the Rider 4, duly signed on 30 November 2022	Completed
Evaluation recommendation 2.				
Ensure that the perception of the impact is balanced across the main stakeholders, ensuring that there is a mutual understanding of what the goal of the EUJULE is and how this success and change should be measured towards the end of the Programme				
Management response: Agreed				
Re-emphasize the impact of the programme and how to measure the changes to ensure the mutual understanding of the goal and key expected results of the EU JULE of main stakeholders				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status as of May 27, 2024

2.1 Develop common messages on programme impacts (to be presented in 2022 annual PSC meeting) in order to ensure the mutual understanding of the overall objective, specific objectives as well as expected results of the EUJULE among main stakeholders.	30 November 2022	EU JULE team	Recommendations have proposed to the 5 th meeting of PSC on 25 April 2022. PSC requested both PAGODA and JIFF component to consider the appropriate recommendations of EU JULE mid-term review related to the current phase in the preparation, approval and implementation of the AWP	Completed
2.2 Common messages on EUJULE impacts are used for EU JULE events' opening remarks, press releases and other communication channels.	30 November 2022		Propose to extend the due date until the programme finishes on 31 May 2014	Initiated Projected to be completed by May 31, 2024**

Evaluation recommendation 3. Consider introducing relevant best EUMS or EU and CoE best practices to leverage the EU-added value

Management response: Agreed

Tap into relevant European expertise and best practices of the EUMS with similar legal systems will be introduced, including study visit, to leverage the EU added value.

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status as of May 27, 2024
3.1 Discuss with national partners during the implementation of study activities that can benefit from best practices of EU member states (to include EUSM as international best practices)	30 November 2022	EU JULE team	Studies included EUSM practices. No further studies in 18-month extension	Completed

Evaluation recommendation 4.

Discuss with the Human Rights Institute the possibilities of creating a digital Human Rights Library to sustain the wealth of the knowledge and research developed within the EUJULE. The Human Rights Institute could serve as a custodian and sustain the efficient, effective, and sustained use of these resources. Once established, the development partners could consult the digital library and update the necessary tools instead of duplicating the efforts.¹⁰¹

¹⁰¹ This recommendations for all Programme, including PAGoDA which lead by UNDP, JIFF (CSO component) and Human Rights Institute

Management response: Partially agreed

UNDP and MOJ has not worked with the Human Rights Institute (HRI) under EU JULE Programme because HRI is not an implementing agency identified in the EU JULE Project Document. Creating a digital Human Rights Library Under may need technical and financial support. However, according to Vietnamese regulations, it would be difficult to support the agency which is not identified in the Project Document. UNDP will proactively work with MOJ to call a joint meeting between MOJ, JIFF Secretariat and UNDP, UNICEF with Human Rights Institute to discuss on the possibility of creating a digital Human Rights Library.

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status as of May 27, 2024
4.1 Discuss with MOJ, propose a joint meeting between MOJ, JIFF Secretariat and UNDP, UNICEF with Human Rights Institute	30 November 2022	EU JULE team	MOJ refused to call a meeting with agencies outside of the programme and suggested to include in the discussion of next phase of the programme	Completed
4.2 Follow up (if any)				

Evaluation recommendations pertaining to the follow-up phase**Evaluation recommendation 5.**

In the next EUJULE phase, design a distinctive component that supports Vietnam in the implementation of relevant recommendations from the UPR and UN Treaty Bodies with the following result areas:

- A) Support in the development of National Human Rights Institutes harmonized with the Paris Principles Support the development of National Human Rights Institutes, including National Mechanism on Prevention of torture.
- B) Support the State in fulfilling the UN Recommendation on ratifying the Second Optional Protocol to the International Covenant on Civil and Political Rights, aiming to abolish the death penalty.
- C) Facilitating technical assistance to the State and specifically to the MoJ in reporting on ICCPR. To this end, intervention could be designed to support reform on the moratorium or complete eradication of the death penalty through ratifying its Second Optional Protocol.
- D) An inter-agency, comprehensive national mechanism and action plan across all UN HRs mechanisms that address HRs implementation and reporting by themes, rather than by treaty.

Management response: Agreed

Include in the discussion with MOJ, national partners during the development of Programme Documents for the next phase.

Be noted that the possibility of including a distinctive component in the next phase depends on the national partners' priorities while keeping the balance among different outcomes of the new programme

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status as of May 27, 2024
5.1 During the formulation of the new EUJULE programme, discuss with MOJ, relevant national partners on the development of a component on improved human rights in Vietnam.	31 December 2022	EU JULE team	The discussion on the next phase is ongoing.	Ongoing - no due date

*Status of implementation is tracked electronically in the ERC database; ** projected by the UNDP EU JULE management team

Source: UNDP

