

Terminal Evaluation of the Project on Access to Justice for Marginalized People

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List of Abbreviations

AID	Alternative for India Development
AISECT	All India Society for Electronics and Computer Technology
AWP	Annual Work Plan
BCI	The Bar Council of India
CAAA	Controller Aid, Accounts and Audit
CBOs	Community Based Organizations
CJWs	Community Justice Workers
CLAP	Committee for Legal Aid to Poor
CPSC	Centre for Promotion of Social Concerns
CSJ	Centre for Social Justice
CSOs	Civil Society Organizations
DAA	Dalit Adhikar Abhiyan
DEA	Department of Economic Affairs
DLSA	District Legal Service Authorities
DoJ	Department of Justice
DRC	Dalit Resource Centre
ELDF (JIF)	Environmental Law and Developmental Foundation
ELDF (YLFP)	Environmental Law Defense Firm
FACE	Fund Authorization and Certificate of Expenditures
FRA	The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006
IEC	Information, Education and Communication
IPs	Implementing Partners
ISS	Implementation Support Services
JIF	Justice Innovation Fund
JJK	Jan Jagriti Kendra
K4D	Knowledge for Development Foundation
KDS	Kerala Development Society
LSAs	Legal Service Authorities
LSCs	Legal Service Clinics
MARG	Multiple Action Research Group
MDGs	Millennium Development Goals
MoHRD	Ministry of Human Resource Development
NALSA	National Legal Service Authority
NPD	National Project Director
NGOs	Non-Governmental Organizations
NLU	National Law University
NMEW	National Mission for Empowerment of Women
PESA	Panchayat (Extension to Scheduled Areas) Act, 1996
PMB	Project Management Board
PMT	Project Management Team
PRI	Panchayati Raj Institution
PSC	Project Steering Committee
RLEK	Rural Litigation & Entitlement Kendra
SAJI	Strengthening Access to Justice
SCs	Scheduled Castes
SHGs	Self Help Groups
SJA	State Judicial Academy
SLSAs	State Legal Service Authorities
STs	Scheduled Tribes
SVSS	Swami Vivekanand Shiksha Samiti
TAAL	Towards Action and Learning
TLSC	Taluka Legal Service Committee
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
YLFP	The Young Lawyers' for Justice Fellowship Program

1 Executive Summary

UNDP's Access to Justice for Marginalized People Project was launched in 2009 in partnership with the Department of Justice, Ministry of Law and Justice, Government of India. It succeeded a preparatory phase, Strengthened Access to Justice in India (SAJI) that carried out a justice sector diagnosis, identified entry points and supported small innovative pilots to identify good initiatives for replication.

The Access to Justice Project was designed based on lessons and results of SAJI and an extensive design mission. Drawing on the recommendations of the Design Mission Report, the Project focuses on creating an enabling environment for ensuring access to justice for marginalized and disadvantaged people, particularly women, Scheduled Castes, Scheduled Tribes, and minorities. On the one hand, the Access to Justice Project aims to directly empower the poor and disadvantaged men and women to seek and demand justice services while on the other, it seeks to improve the institutional capacities of key justice service providers to enable them to effectively serve the poor and disadvantaged. The Project is being implemented in the seven UNDAF focus states, viz. Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Uttar Pradesh, Rajasthan and Odisha.

UNDP India commissioned a Terminal Evaluation of the Access to Justice for Marginalized People Project with a view to seek better results in the future and develop an improved Project design for the next phase (2013 - 2017). Ernst and Young Private Ltd, was engaged to carry out the Terminal Evaluation of the project towards this goal.

Evaluation of Access to Justice for Marginalized Project

The objectives of the Terminal evaluation of Access to Justice Project were as follows:

- ▶ Assess the appropriateness of the project's concept and design in realizing the project's aim to ensure Access to Justice for marginalized communities in 7 target states;
- ▶ Gauge the effectiveness of the institutional arrangement between the Government and UNDP in attaining the objectives of the project;
- ▶ Critically assess the relevance of the project in addressing the development priorities of Government of India as well as UNDAF's goal of achieving MGDs;
- ▶ Review the efficiency and adequacy in implementation and management of the project as well as the results of the project and its impact on the marginalized communities;
- ▶ Document success stories and lessons learnt;
- ▶ Identify challenges in the implementation and the project design and submit recommendations to streamline and enhance effectiveness in the next phase of the Access to Justice Project ;

The scope of the evaluation and documentation is closely related to the following objectives:

- i. Appropriateness of the project's concept and design.
- ii. Review efficiency and adequacy in implementation and management of the project
- iii. Review the results of the project

The evaluation used qualitative data analysis of the available literature and primary data collected during the evaluation. A random sampling method was used for unbiased selection of districts across the seven project states. A purposive method was also applied to ensure that all Project Partners of the Justice Innovation Fund (JIF) & Young Lawyers Justice Fellowship Program (YLFP) were covered. A pilot study was conducted at the project site of

the National Law University and tools modified accordingly. The study was carried out in 17 districts in the seven project states covering 30percent of the total districts.

The documentation of success stories was conducted in Phase II so as to insulate the evaluation processes from any unconscious bias. The best processes and practices were identified from the evaluation findings and highlighted in the Documentation Report

Access to Justice Project Design and Goals

The Project design has organized activities around four broad goals:

- i. Support national and local justice delivery institutions improve justice services to the marginalized,
- ii. Develop legal and representational capacity of civil society organizations and networks providing justice services to disadvantaged groups;
- iii. Enhance legal awareness among women and men belonging to marginalized groups; and
- iv. Inform policies and institutional structures through action research and studies.

The Project pursued a two pronged strategy, on the one hand it worked to improve institutional capacities of key justice service providers enabling them to effectively serve the poor and disadvantaged and on the other, it worked on directly empowering the poor and disadvantaged men and women to seek and demand justice services.

The Program Management Board (PMB) co-chaired by the Department of Economic Affairs (DEA) and UNDP was responsible to oversee the delivery and achievement of results as well as provide strategic direction for future programs. The Project Steering Committee (PSC) was responsible for the review and monitoring of the project, including approval of program activities.

The DoJ designated a National Project Director (NPD), who is responsible for overall management, including achievement of planned results, use of UNDP funds through effective process management and program review and oversight mechanisms. The Project Management Team led by a Project Manager is responsible for the day-to-day management of the program. UNDP supports the PSC by carrying out objective and independent project oversight and monitoring functions in executing its Project Assurance responsibility.

Findings of the Terminal Evaluation of the Access to Justice for Marginalized People project

Relevance

The Access to Justice Project is well aligned with the policies and priorities of Government of India and UNDP. The localized programming addressing the basic issues of access to rights and pursuing participative strategies of reaching marginalized communities responds to the need of the hour. Experiences of denial of rights shared by members of the marginalized communities were far outnumbered by activities taken up under the Access to Justice Project that have empowered people to either take legal recourse on their own or with the support of Para Legal Workers who were trained in this project.

Design

The design of the Access to Justice Project was relevant to the needs of the target groups. The flexibility of the design allowed each Project Partner to tailor its interventions to complement existing programs and provided them a direction to further their work in empowering communities to access their rights and entitlements.

The Project also facilitated channels for engagement and communication between justice delivery providers, administration, law enforcement authorities and the marginalized communities at the local level.

Strategy

On the one hand, the strategy focused on improving institutional capacities of key justice service providers as well as Legal Services Authorities to enable them to effectively serve the poor and disadvantaged communities while on the other, it worked on directly empowering marginalized communities to seek and demand justice services.

Nearly all JIF Partner organizations tapped into the existing social capital that either they or their local NGOs and CBOs Partners had helped create or enable through their previous work. The strategy of having a practical pedagogy for training the young lawyers under the YLFP was also reported to be very effective.

Effectiveness

Management

The project was managed by a Project Management Team, based at the DoJ. The Project has seen a change of three National Project Directors during the implementation phase. Yet, the Project Management Team should be credited for ensuring meetings were held and timelines executed as prescribed. The PMT has also played a vital role in keeping up the momentum of the Project.

At the field level, most JIF Project Partners had an operational office and team at field locations. Some JIF Project Partners had established partnerships with NGOs and CBOs having a local presence as well as establishment. These management systems, put in place by nearly all Project Partners, supported the achievements of both outputs as well as outcomes.

Project Partners of the YLFP and JIF, as well as NGOs and CBOs implementing the JIF program at the grassroots feel the need for an increased interface with the PMT for support to overcome challenges faced in implementation as also engage with local institutional stakeholders for facilitation of access to justice for marginalized communities.

Implementation

A range of interventions are being executed by the Project to enhance demand for justice as well as improve access to justice and thereby achieve project outputs. Some of the interventions were implemented in collaboration with justice service providers like National Legal Service Authorities, State Legal Service Authorities, State Judicial Academies and the legal fraternity while others, in partnership with Ministries like Ministry of Human Resource Development, Ministry of Home and Women and Child Development as well as civil society organizations.

The programs implemented to support national and local justice delivery institutions include activities like conducting workshops, state and national Consultations, supporting NALSA to strengthen the PLV scheme, preparing training modules for sensitizing judges on issues related to marginalized populations and engaging with policy. These interventions have led to a strengthening of the relationship between the Project and NALSA and SLSAs, convergence with the two Ministries and collaboration with the Odisha State Judicial Academy and the Maharashtra State Judicial Academy.

The Access to Justice Project also had a strong focus on enhancing legal awareness of marginalized communities and their elected representatives. The Project therefore focused on developing legal and representational capacities of civil society organizations and networks working on providing access to justice to marginalized communities. These interventions were implemented through two main programs, the Justice Innovation Fund (JIF) and the Young Lawyers for Justice Fellowship Program (YLFP). Seventeen Project

Partners were selected for the JIF program after careful scrutiny that included finalization of the project plans through a consultative process with the support of experts.

The field level program plans were designed by individual Project Partners in keeping with the specific needs of their target population as well as their institutional capabilities. These program interventions were anchored in the existing social capital and nearly all were focused on the demand aspect of access to justice. **Thus both, the intended project outputs and outcomes could be achieved to a large extent despite the short duration of the Access to Justice Project.** They achieved this objective through conducting awareness raising programs, generation of knowledge products, training community justice workers and paralegal workers, hand-holding of beneficiaries in filing of petitions and applications, organizing exposure visits and interface with service delivery providers. Some JIF Partners also successfully invested in building capacities and sensitizing justice and service delivery providers, including law enforcement agencies.

The YLFP is a very innovative initiative that builds the capacity of young lawyers from marginalized communities who are keen to work on ensuring access to justice to their communities. The YLFP laid an emphasis on selection of Fellows from the marginalized communities- Scheduled Castes, Scheduled Tribes and Minorities with a mandatory 30percent participation of women.

The YLFP Project Partners have also established linkages with different justice and service delivery institutions as well as the legal fraternity to provide opportunities for learning for the Fellows, as well as enhanced access to justice to marginalized communities through the services of the Fellows. The YLFP has not only built capacity of the Fellows but also generated interest among the legal fraternity in the regions it is being implemented and led to a demand for expansion of the program. It provides very critical opportunities to young legal intermediaries from within the marginalized community to gain technical expertise, practical skills and leadership capabilities. Importantly, the YLFP presents a constructive model for educated youth from marginalized communities to channelize their motivation to work for enhancing access to justice for their communities.

Another key area of intervention for the project was evidence based action research to inform policy. Two key studies addressing the supply dimension of Access to Justice were conducted, namely with the Legal Service Authorities (LSAs) and Legal Service Clinics (LSCs) of Law Schools. The Project will support the strengthening of the LSCs based on the recommendations of the study and the DoJ will engage with the Bar Council to prepare a module on guiding Law Schools to run LCSs. The findings of the needs assessment of SLSAs will guide the Project to design its support to the LSAs in the upcoming Phase. The Project is also conducting action research on the issue of gender and governance in collaboration with National Mission for Empowerment of Women (NMEW).

Issues identified

1. Security issues

Many functionaries who were part of the project, faced security issues, since it required them to stand up to the dominant elite and hold them to account. There were several instances where the functionaries, especially women, have faced threat to their lives.

2. Absence of institutional partnership with service delivery and law enforcement agencies at the State level

The violation of human rights of marginalized communities at a day to day level is primarily related to issues of entitlement and security that need to be addressed at the local level by the administration and law enforcement authorities. But the Access to Justice Project design did not plan for an institutional partnership with the States or key Ministries that were responsible for providing access to entitlements and ensuring security. This presented a major roadblock to the efforts of the Project Partners in ensuring access to justice for

marginalized communities. It also restricted the YLFP Fellows to working primarily on resolving these issues rather than focus on offering services such as legal advice, legal counseling, mediation, conciliation and litigation etc to marginalized communities and further their access to justice.

3. Inability of Project Partners to forge ties with local Legal Service Authorities

The engagement between the Access to Justice Project and the National Legal Services Authorities and State Legal Services Authorities could not match the pace of the demand for justice generated. This has led to a gap in the expectations of the civil society organizations and the ability of the Legal Service Authorities to respond to these expectations.

4. Lack of enforcement of Laws and lacunae in laws/judicial procedures

One key challenge faced by Project Partners has been lack of enforcement of laws to ensure access to Justice for marginalized communities due to conflict and lacunae in laws and/or judicial procedures and improper prosecution.

5. Limitations of YLFP design

All stakeholders of the YLFP expressed the need for a longer duration program as well as institutional linkages with Legal Service Authorities. YLFP Project Partners and Fellows expressed that the amount of stipend was too inadequate. YLFP Partner organizations and a few Resource Persons shared that the minimum experience criteria for Fellows must be raised to ensure that the selected Fellows have the capabilities to draw optimally from the investments being made by the Fellowship program.

6. Challenges in nurturing leadership amongst marginalized communities

The strategy of the Access to Justice Project pursues a rights based approach and focuses on building leadership of the marginalized communities to ensure access to justice. But the economic vulnerability of marginalized communities constrains sustenance of this leadership. It was also noted that women PLWs faced lot of difficulties as they are not supported by their families and community members.

7. Absence of focus on elected members

Although the outputs focus on raising awareness of elected members, except for two JIF Project Partners working with *Panchayat* members, none of the interventions work with elected members. Neither has there been any movement for convergence with Ministry of *Panchayati Raj* nor with the UNDP Governance Programs. This is a significant limitation of the Project as the elected members are critical stakeholders in enhancing access to justice for marginalized communities.

8. Disbursement policies of the project

Project Partners expressed hardship incurred due to the UNDP disbursement policy of withholding the payment of the last installment against the approval of final completion report. UNDP had enhanced disbursement to 90percent in the JIF II round withholding only 10percent of the funds committed compared to 30percent in JIF I. Yet, Project Partners, being non-profit organizations having limited cash reserves, expressed facing severe challenges in conducting Project activities in the last leg of the Project due to this policy.

Monitoring

The monitoring system included both, field visits by PMT members as well as periodic reports from Project Partners. The monitoring formats were developed and the system streamlined over a period of time. The UNDP officials, too, occasionally visited the field locations.

Although most Partner organizations found the monitoring format a useful tool for documentation and few even expressed they would incorporate it for their own systems, they found it a very time consuming process.

Efficiency

Administrative costs across JIF1 and 2 remained within 20percent of the budget¹. Over 75percent of the budget was spent on capacity building and community outreach² and over 6000 PLWs were trained through this expenditure.

Analyzing the financial data against the primary research findings, the review team observes that the higher value JIF 1 projects were not as cost efficient as the moderately budgeted projects being implemented by locally based NGOs. The innovations and models suggested for replication are drawn primarily from the experiences and achievements of these locally based NGOs who had presented modest budgets. The review team observed similar results in JIF2.

The review team is of the view that overall Access to Justice Project resources have been used optimally by nearly all JIF Project Partners. Positive results have been achieved on the ground despite modest allocation of resources towards the project. This was possible due to a tapping of existing social capital, capacities, linkages and relationships with a cross section of local stakeholders by Project Partners and NGOs/ CBOs. Last but not the least, Project Partners also raised funds outside of UNDP/ JIF to support and strengthen the activities proposed.

The YLFP is a program that has the potential for replication across states. It is, therefore critical to improve the cost efficiency of the training programs that have drawn about one third of the total expenses, through reducing the amount spent on training expenses without diluting the quality of the program.

Conclusion

- ▶ The Access to Justice Project is **very relevant for today's context**. Project interventions address pressing issues of the marginalized such as land alienation, atrocities on Scheduled Castes/ Scheduled Tribes, violence against women as also address capacity challenges of the justice delivery sector. It has empowered marginalized communities to demand access to entitlements, seek redressal to grievances to ensure access and take legal recourse in case of denial of these rights and entitlements.
- ▶ The structured and participatory process adopted to **design the Access to Justice** Project through learning from the previous Phase can be said to be the key driving force behind the success achieved by the Project. The flexibility and responsiveness of the design allowed Project Partners of JIF to design interventions relevant to their regions and deliver them through appropriate strategies to marginalized communities.
- ▶ The foundation of the success of the Access to Justice Project could be said to rest on the strategy to anchor the JIF interventions in the existing social capital. Nearly all JIF interventions were focused on the demand aspect of access to justice. The strategy of Project Partners to draw the cadre of Para Legal Workers from primarily women's SHGs and village level women functionaries of existing government interventions facilitated the empowerment of women.

¹ MARG was an exception

² Swadhikar has earmarked 54% of the budget for personnel. Having visited the field operations of Swadhikar the review team did not find a large operational team in the location it visited. Based on the data available we make the assumption that this personnel expenditure could be earmarked for personnel to impart training.

- ▶ However, voluntary efforts are unlikely to sustain themselves and the Access to Justice Project needs to address the challenges of the economic vulnerability of the PLWs. Furthermore, the Project did not adequately think through the risk dimensions of the interventions of the Access to Justice project and as a consequence, many of the stakeholders continue to face threat to life, are implicated in false cases and other such human rights violations even as they work to provide access to justice to marginalized individuals and families.
- ▶ The key challenge to the achievement of the goals of the Access to Justice project rests on the limited success of the project to engage with the service and **justice delivery institutions**, including law enforcement agencies at the State and local level.
- ▶ The **YLFP** provides a constructive model to educated youth from marginalized communities to direct their motivation for ensuring access to justice for their communities. The program has received a good response from lawyers, and in some regions it has received promise of support from the State Government and State Legal Service Authorities.
- ▶ The Access to Justice Project has made some efforts to work towards **convergence** with the UN system as well as with other Government of India Ministries, Commissions and other stakeholders. The learning from this Project is being used in another UNDP project carried out in eastern Uttar Pradesh while the DoJ has rolled out a similar program in Jammu and Kashmir and the eight North Eastern States in 2012. .
- ▶ There was a definite **focus on gender** at all stages- design, implementation and monitoring, as a result of which success has been achieved in varying degrees. Since the PLW intervention was anchored in the SHGs and other women's collectives at many places, participation of women has been significant. The YLFP faced challenges in the context of participation of women and the social barriers that limit women's participation in public life need to be factored in planning for the next phase.
- ▶ There has been some delay in executing **action research** projects full steam, due to multiple reasons. For one, the quality of proposals received in response to the general call for proposals in 2011 was poor, the budget for 2011 was also very limited and new studies could not be initiated. The review team also observed that the PMT had inadequate institutional capacity to successfully manage the achievement of this output.
- ▶ The Access to Justice Project has generated an extensive body of **knowledge products** that will serve as useful knowledge resources not only for future phases of the Access to Justice Project but also as to all stakeholders working on providing access to justice for marginalized communities. The review team suggests that the Access to Justice Project design standardized IEC templates that can be adapted by individual organizations to respond to local conditions. The proposed Access to Justice website will be linked to the DoJ website and this could facilitate better sharing of resource material.
- ▶ The Project has seen a change in three National Project Directors during the implementation phase. Yet, the **Project Management** Team should be credited for ensuring meetings were held and timelines executed as prescribed. It has also played a vital role in keeping up the momentum of the project. The Project Partners have greater expectations from the PMT because at times they require some mentoring at the operational level.
- ▶ It is not common for UNDP to disburse funds directly to NGOs, and UNDP has made some changes in its disbursement processes. Yet the Project Partners expressed hardship incurred due to the UNDP disbursement policy of withholding 10percent the payment as last instalment against the approval of final completion report. DoJ stakeholders have

also suggested that procurement policies be relooked at to make them more flexible for ensuring implementation timelines are adhered to, especially given the scope of activities and modest quantum of budgets.

Recommendations

Recommendation 1: Build on existing work to maximize the advantages gained during this phase of Access to Justice: The procurement processes including TORs should be focused and detailed to encourage current Project Partners to submit competitive bids. The TORs should call for long term duration projects, at least 4 years, with a definite exit plan.

Recommendation 2: Incentivize and support to lawyers supporting Access to Justice Interventions: Legal fraternity associating with the Access to Justice interventions must be motivated and recognized. Lawyers working in rural areas do not have access to legal resources and exposure to the latest advances in the domain of human rights and judicial domain. The Project could consider working with regional Law Schools, District Courts and DLSAs to establish libraries and events with guest speakers. The scope of the YLFP could also be expanded to include these outreach activities.

Fellows of the YLFP are selected due to their motivation for working in the domain of Access to Justice. The program design requires them to do engage in field projects during the duration of the training program. Fellows wishing to continue the work beyond the YLFP duration should be encouraged and incentivized to do so.

Recommendation 3: Long term strategic action plan to ensure sustainability of the capacity building of civil society organizations intervention : A long term perspective on this intervention including financial incentivization, will allow for optimal utilization of the resources invested, value derived and ensure sustainability. One such possibility is to link them with DLSAs which has been tried at some places. The social capital created by way of this project should be usefully engaged. A wider discussion is required to examine the feasibility of this idea.

Recommendation 4: Building institutional linkages at the State Level: There is a consensus on the issue of need of institutional partnerships with the State Governments across the members of civil society organizations and marginalized community. Besides, it is related with the risk faced by human rights defenders supported and promoted by the Access to Justice Project. There is an urgent need to evolve a strategy to engage with the State Governments. Given the sensitivities of not impinging on the rights of the States and other Ministries this critical demand needs an innovative response. One strategy is through forging partnerships with State Commissions on rights of marginalized communities and fostering convergence with the relevant Central Ministries.

Recommendation 5: Highlight supportive justice delivery, including service delivery and law enforcement stakeholders as Justice Ambassadors: The Project has had the support of a small number of such key officials but their participation has led to significant outputs and outcomes. The Project should pursue a strategy of projecting supportive justice delivery stakeholders as Project Ambassadors. Dissemination of these experiences will have a ripple effect and catalyse support from supply side stakeholders.

Strategies for next phase

The following four strategies are suggested for the next phase:

1. Continued focus on LSAs
2. Develop linkages between the service and justice delivery providers, as well as law enforcement authorities and the social capital created during the current phase
3. Interventions in limited area, wider dissemination of experiential learning
4. Greater focus on knowledge management and evidence based advocacy

2 Background

Marginalized communities like the SCs, STs, minorities and women in India suffer from discrimination, and are likely to be impacted by human rights violations like crime and violations of legal safeguards as it is difficult for them to seek redress. This accentuates the vulnerability of these groups to social, sexual, economic and other forms of exploitation and violence. These issues of poverty and discrimination can be overcome only through access to entitlements and realization of fundamental rights. Justice mechanisms are therefore critical tools in ensuring realization of rights to the communities³.

Marginalized groups experience an inherent inaccessibility to legal justice embedded in the interrelationships of the environment of disadvantage, along with other exclusionary phenomenon of socio-cultural and eco-political nature. The barriers to this poor access to the judicial machinery and services could be due to spatial, temporal, linguistic, social - cultural, economic or symbolic. Physical access to Justice sector institutions especially formal (police, prisons, prosecution and courts) is limited not only in terms of distances and costs, but also because these institutions do not have any differential preference for the access of the marginalized.

The UN Commission on the Legal Empowerment of the Poor, as “the first global initiative to focus specifically on the link between exclusion, poverty and law” believes that “poverty can only be reduced if governments give all citizens, especially the poor, a legitimate stake in the protections provided by the legal system, which should be not be the privilege of the few but the right of all persons”.

UNDP defines access to justice as, “the ability of people to seek and obtain a remedy through the formal or informal institutions of justice, and in conformity with human rights standards”. Human rights define a minimum basis for legitimate demands and obligations in regard to people’s well-being. This basis aims to empower the poor and other disadvantaged people, and to strengthen democratic governance. This definition recognizes that access to justice includes the ability to access the judicial system but has a broader scope than mere litigation. It is a right to live within an environment of rights where such rights are effectively protected. Thus Access to Justice encompasses access to entitlements and services⁴. A human rights approach is critical in the realization of access to justice through its strategy to develop people’s capacity to demand accountability in two ways: one by defining a minimum scope of legitimate claims (human rights); and two by enhancing the accountability mechanisms and processes through which they protect these claims.

UNDP’s Access to Justice for Marginalized People Project was launched in 2009 in partnership with the Department of Justice, Ministry of Law and Justice, Government of India in this backdrop. The Project focuses on creating an enabling environment to ensure access to Justice for marginalized and disadvantaged people, particularly women, Scheduled Castes, Scheduled Tribes, and minorities. It seeks to improve the institutional capacities of key justice service providers to enable them to effectively serve the poor and disadvantaged. Keeping a holistic view, it also aims to directly empower the poor and disadvantaged men and women to seek and demand justice services.

The Project is positioned within the over-arching objective of United Nations Development Assistance Framework (UNDAF) 2008-2012, of “promoting social, economic and political inclusion for the most disadvantaged, especially women and girls.” The specific UNDAF outcome of “Systems and mechanisms in place to provide identified vulnerable and excluded groups Access to Justice at local level” was the basis of the Project. The UNDP Country Program focused its efforts to increase the ability of vulnerable groups to seek

³ Programming for Justice: A Practical Guide to a Human Rights Approach to Access to Justice, UNDP, 2005

⁴ Ibid

remedies and of service providers to deliver justice in conformity with national and international human rights principles and standards towards achievement of this outcome.

The Access to Justice Project (2008-2012) of UNDP and Department of Justice, Government of India succeeded a preparatory phase, Strengthened Access to Justice in India (SAJI) that carried out a justice sector diagnosis, identified entry points and supported innovative small pilots to identify good initiatives for replication. The Access to Justice Project was designed based on lessons and results of SAJI and an extensive Design Mission.

The Project aimed to address the specific needs of marginalized communities who do not have strong lobbies to ensure that their rights are guaranteed. This would be achieved through putting in place systems and mechanisms to provide access to justice to these vulnerable communities as well as increasing the abilities of these communities to seek remedies and of service providers to deliver justice in conformity with national and international human rights principles and standards.

1.1 Evaluation of the Project on Access to Justice for Marginalized People

UNDP India commissioned a Terminal Evaluation of the Access to Justice for Marginalized People Project with a view to evaluate results of the current Phase in the context of its relevance, effectiveness, efficiency and sustainability. The findings of this evaluation exercise are expected to support the development of an informed Project design for the next phase (2013 - 2017). Ernst and Young Private Ltd, was engaged to carry out the Terminal Evaluation of the project towards this goal.

The Terminal Evaluation of the Access to Justice Project was intended to measure outcomes, demonstrate the effectiveness and relevance of interventions and strategies, document lessons learned (including lessons that might improve design and implementation of other UNDP projects and government interventions), indicate early signs of impact and recommend which of the interventions were to be promoted and others dropped. It was also expected to look at the potential impact and sustainability of results.

The assignment also included documentation of the project to identify, capture and document the processes followed in the project implementation, lessons learnt, good practices, key achievements and challenges under the Access to Justice Project in the seven States of Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh.

1.2 Objectives of the Evaluation

The objectives of the Terminal evaluation of Access to Justice Project were as follows:

- ▶ Assess the appropriateness of the project's concept and design in realizing the project's aim to ensure Access to Justice for marginalized communities in 7 target states;
- ▶ Gauge the effectiveness of the institutional arrangement between the Government and UNDP in attaining the objectives of the project;
- ▶ Critically assess the relevance of the project in addressing the development priorities of Government of India as well as UNDAF's goal of achieving MDGs;
- ▶ Review the efficiency and adequacy in implementation and management of the project as well as the results of the project and its impact on the marginalized communities;
- ▶ Document success stories and lessons learnt;

- ▶ Identify challenges in the implementation and the project design and submit recommendations to streamline and enhance effectiveness in the next phase of the Access to Justice Project ;

The evaluation used qualitative data analysis of the available literature and primary data collected during the evaluation. A random sampling method was used for unbiased selection of districts across the seven project states. A purposive method was also applied to ensure that all Project Partners of the JIF & YLFP were covered. A pilot study was conducted at the project site of the National Law University and tools modified accordingly. The study was carried out in 17 districts in the seven project states covering 30percent of the total districts. Details of the Methodology are given in **Annexure 1**.

The documentation of success stories was conducted in Phase II so as to insulate the evaluation processes from any unconscious bias. The best processes and practices were identified from the evaluation findings and highlighted in the Documentation Report.

3 Introduction to the Access to Justice project

The Access to Justice for the Marginalized People project is located in the understanding of Access to Justice as a two stage process, starting from the moment a grievance occurs (causing a dispute) to the moment redress is provided. Full access is, thus ensured when the process is completed⁵.

The Access to Justice Project started with a preparatory phase, Strengthened Access to Justice in India (SAJI) I to carry out a justice sector diagnosis, identify entry points and support innovative small pilots to identify good initiatives for replication in the following phase.

3.1 Shaping of Access to Justice Project through Design Mission Report

The Design Mission Review constituted to review the results and recommendations of SAJI identified broad trends in the legal, justice and judicial sector in India related to access to justice issues. It also identified relevant linkages between access to justice and poverty related issues. Further, it outlined some challenges faced by justice sector institutions in ensuring access to justice for poor, disadvantaged and vulnerable groups in India highlighting emerging or existing opportunities. The key findings of the Design Mission included:

- ▶ Severe lack of knowledge within communities and individuals especially those who are poor, vulnerable and living within the periphery of the society.
- ▶ Limited access to legal services available to the ordinary people especially the poor and marginalized.
- ▶ Physical Access to Justice sector institutions especially formal (police, prisons, prosecution and courts) and traditional justice systems limited in terms of distances and costs.
- ▶ Vulnerable people hesitate or do not access the formal or even informal justice systems (especially women) as the procedures to access them are too complex and are not comprehensible for those who have little or no reading ability.

The Design Mission Report drew from the learning of SAJI and suggested broad programmatic guidelines for the Access to Justice:

- ▶ Programs to respond to specific local level needs assessments;
- ▶ Synergy with other UNDP programs to maximize impact for Access to Justice;

⁵ Programming for Justice: A Practical Guide to a Human Rights Approach to Access to Justice, UNDP, 2005

- ▶ Applying a human rights based approach;
- ▶ Capacity development as the overarching approach;
- ▶ Investment in innovative programs having potential for quick and multiplier impact;
- ▶ Building on and strengthening strategic partnerships with state and non-state actors.

The following focus areas were recommended:

- ▶ Strengthen the knowledge of the vulnerable groups especially women, *dalit* and tribal groups on rights by using innovative techniques and public private partnerships.
- ▶ Develop the capacity of civil society groups at the national and local level to work on Access to Justice Project.
- ▶ Strengthen access to legal services to the poor and vulnerable especially women, *dalits* and the tribal group through state and non state services including improving legal education and legal research.
- ▶ Build and sustain dialogue between the government, civil society and vulnerable groups at multiple levels on critical issues of justice.
- ▶ Sensitize the duty bearers of the justice sector institutions (courts, police, prosecution and the prisons) to uphold the rule of law and due process.

These were translated into the goal and components of the Access to Justice Project. The Project seeks to strengthen legal aid and legal empowerment for marginalized people, particularly women, scheduled castes, tribal communities and minorities. It has four components:

- i. Support national and local justice delivery institutions improve justice services to the marginalized,
- ii. Develop legal and representational capacity of civil society organizations and networks providing justice services to disadvantaged groups;
- iii. Enhance legal awareness among women and men belonging to marginalized groups; and
- iv. Inform policies and institutional structures through action research and studies.

The Project is being implemented in the seven UNDAF focus states, viz. Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Uttar Pradesh, Rajasthan and Odisha. The implementation design of the Project is such that it supports organizations (including NGOs/CBOs) to undertake innovative activities towards achieving the Project Goals in the socio-cultural contexts of the target groups in the focus states.

3.2 Management Structure of Access to Justice Project

Management Arrangements

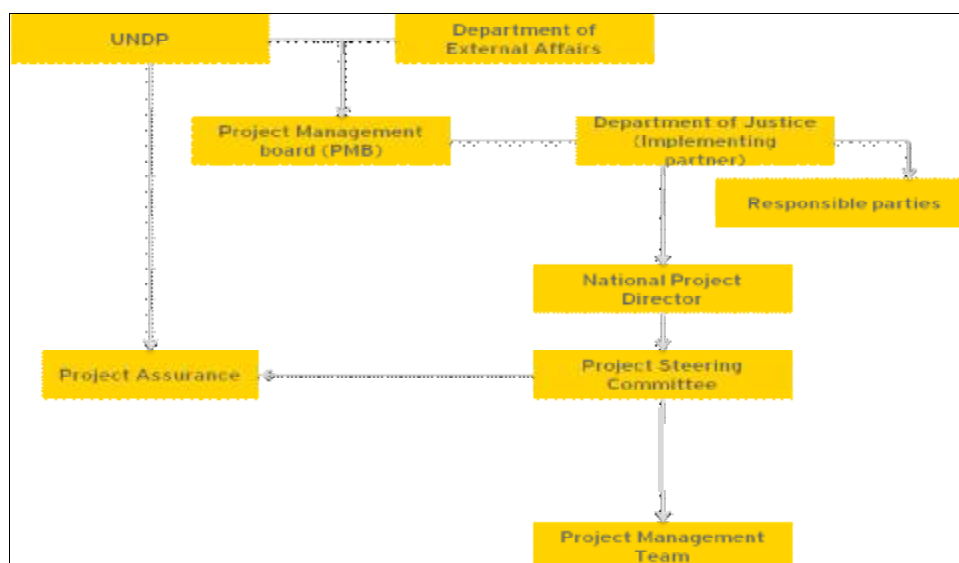


Figure 1 Management Arrangement

Implementation Arrangements

A Program Management Board (PMB) was set up and co-chaired by DEA and UNDP. The PMB had a mandate to oversee the delivery and achievement of results for all the initiatives under the Democratic Governance program outcome and provide strategic direction for future programs in this outcome area. The PMB was also responsible for appraising new program initiatives prior to signing off with the Implementing Partners (IPs). The PMB comprised of Ministries relevant to the Democratic Governance program outcome and relevant stakeholders identified in consultation with UNDP and Implementing Partners. It met twice a year, in the 2nd and 4th quarter, to take stock of the physical and financial progress.

- a. **Potential Implementing Partners:** The program was anchored in the Department of Justice (DoJ), Ministry of Law and Justice, Government of India which was designated as the Implementing Partner (IP). The DoJ designated a National Project Director (NPD), who is responsible for overall management, including achievement of planned results and for the use of UNDP funds through effective process management and well established program review and oversight mechanisms.

The Implementing Partner was authorized to sign a budgeted Annual Work Plan with UNDP on an annual basis, as per UNDP rules and regulations. The Implementing Partner set up a Project Management Team headed by the Project Manager. The Project Manager is responsible for the day-to-day management of the project. She coordinates the Project activities including the preparation of Annual and Quarterly Work Plans, Budget, Financial Reports, etc. and has interface on project management issues.

- b. **Project Steering Committee:** A Project Steering Committee (PSC) was set up under the project. It is chaired by the Secretary, Department of Justice in his capacity as National Project Director (NPD). Other members in the PSC are the Joint Secretary, Department of Justice who also officiates as the Additional NPD, designated representatives from the Finance Department of DoJ, designated representatives from UNDP including the Governance Program Head, Program Officer, Project Manager and select experts.

Recently, NALSA has also joined the Board of the Project Steering Committee on the invitation of the DoJ.

The PSC is responsible to:

- ▶ Ensure that program goals and objectives are achieved in the defined timeframe;
- ▶ Review program progress and suggest implementation strategies periodically;
- ▶ Review program expenditures against activities and outcomes;
- ▶ Approve Annual and Quarterly Work Plans;
- ▶ Make by consensus, management decisions for the project and holding periodic reviews;
- ▶ Endorse contracting arrangements by the Program Steering Committee.

Project reviews were carried out by the PSC on a quarterly basis during the running of the project, or as necessary when raised by the Project Manager.

- a. **Project Management Team (PMT):** The PMT headed by a Project Manager was established under the Project. The Project Manager is responsible for day-to-day management; monitoring and review of project activities; coordination with Responsible Party (ies) and different stakeholders; decision making and is accountable to the NPD and PSC. She prepares the detailed activity and monitoring plan based on the Annual Work Plan (AWP) and Budget and submits it to the PSC for approval. The Project Manager ensures that the project produces the results specified in the project document to the required standards of quality and within specified constraints of time and cost.
- b. **The Project Manager is assisted by a PMT:** (a) Project Officer with substantial experience in legal aid and legal empowerment (b) a Monitoring, Evaluation, and Documentation Officer, and (c) Administrative Assistant. The PMT also uses services of independent Consultants on a needs basis for assisting them to review the IEC material and select activities.
- c. **Project Assurance:** Project Assurance was the responsibility of UNDP. The Assurance role supported the PSC by carrying out objective and independent project oversight and monitoring functions. During the implementation of the Project, this role ensures (through periodic monitoring, assessment and evaluations) that appropriate project management milestones are managed and completed. The NPD, in collaboration with the Project Manager, convenes annual review meetings involving the Implementing Partner and Responsible Parties to review the progress in the previous year and discuss the work plan for the coming year. The Program Assurance representative and the Project Manager meet on an almost daily basis to review, monitor and support project implementation.

3.3 Funds Flow Arrangements and Financial Management

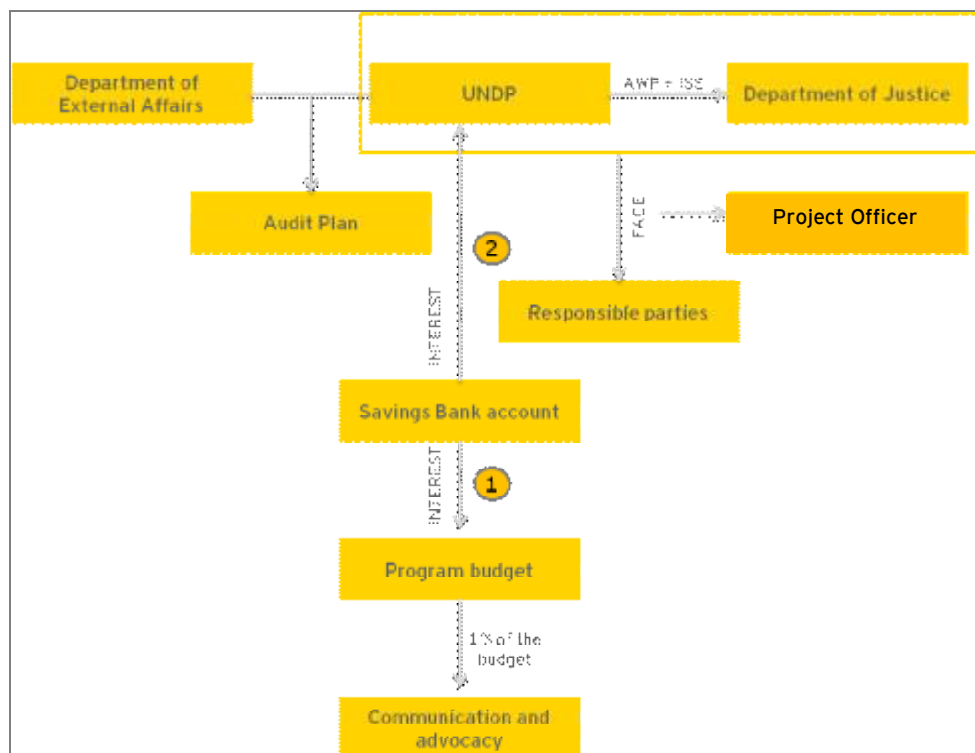


Figure 2 Funds Flow Arrangements and Financial Management

The Department of Justice accounts for funds received from UNDP as per the signed AWP. It requests UNDP to proceed directly with payments whenever required to Responsible Parties on its behalf on a quarterly basis through the standard Fund Authorization and Certificate of Expenditures (FACE) Report. The Project Manager is responsible for compilation and collation of these Financial Reports. The detailed UNDP financial guidelines are provided on signature of the program.

The DoJ entered into an agreement with UNDP for the provision of Implementation Support Services (ISS) by UNDP in the form of procurement of goods and services. Cost recovery for ISS was charged as per UNDP rules and regulations and the details are outlined in the budgeted AWP for each year. 1 percent of the total program budget is allocated for communication and advocacy activities undertaken by UNDP. The project budget is reflected in Department's budget each year but the funds are not physically transferred to the DoJ. Based on the Combined Delivery Report (CDR) submitted by UNDP to Controller Aid, Accounts and Audit (CAAA) and DoJ, the funds spent are reconciled in the government's budget.

Responsible Parties: Project Partners are identified for achieving specific project results. They are designated as Responsible Parties and could be other government or quasi-government departments/ institutions, state governments, civil society organizations (CSOs), or UN agencies.

Under the Access to Justice Project, partnerships were established with the following experienced Civil Society Organizations under the various components of the project.

Table 1: Access to Justice Project Partners

Justice Innovation Fund 1	
1.	Antodaya
2.	Alternative for India Development (AID)
3.	Centre for Promotion of Social Concerns ⁶ (CPSC)
4.	Rural Litigation & Entitlement Kendra (RLEK)
5.	Environmental Law and Development Foundation (ELDF)
6.	Jan Jagriti Kendra (JJK)
7.	Kerala Development Society(KDS)
8.	Multiple Action Research Group(MARG)
9.	Swadhikar
10.	Unnati Organization for Development Education
11.	Knowledge for Development Foundation ⁷ (K4D)
Justice Innovation Fund 2	
1.	Development Alternatives (DA)
2.	National Law University, New Delhi (NLU)
3.	Swami Vivekanand Shiksha Samiti (SVSS)
4.	Towards Action and Learning(TAAL)
5.	Prayatn Sanstha
6.	Centre for Social Justice (CSJ)
Young Lawyers Fellowship Program	
1.	Committee for Legal Aid to Poor (CLAP)
2.	Enviro Legal Defense Firm (ELDF)
3.	Manthan Yuva Sansthan (Manthan)

6 CPSC did not submit final report and documents, and their contract was cancelled

7 Contract cancelled due to inability of K4D to achieve committed deliverables

Table 2 : Collaborating Individuals/Institutions for Access to Justice Project

Creating Database of Primary Justice Sector Institutions	
1.	Centre for Promotion ⁸ of Social Concerns(CPSC)
Conduct a Study on the Law School Based Legal Services Clinics	
1.	V.M. Salgaocar College of Law Miramar, Panaji, Goa
Preparing a training module for Judges on laws and issues relating to the marginalized communities	
1.	Abha Singhal Joshi
Creating curriculum for Adult Legal Education	
1.	All India Society for Electronics and Computer Technology (AISECT)
Survey to Identify gaps in the legal empowerment of people	
1.	Centre for Social Justice (CSJ ⁹)
Access to Justice Project Web Portal	
1.	New Concept Information Systems Pvt. Ltd. New Delhi
Film of Domestic Violence	
1.	Genesis
Video Documentation of Access to Justice Project	
1.	JAM Productions
Training of adolescent girls under Sabala	
1.	CECOEDECON
Digitization of simplified legal information for kiosks	
1.	One World
Training manual for judges on anti-human trafficking	
1.	Maharashtra State Judicial Academy
Action Research for the Empowerment of Women	
1.	National Mission for the Empowerment of Women
State Consultations & Needs Assessment Study	
1.	SLSAs of the states of Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh
Support for training PLVs under NALSA scheme	
1	Odisha State Legal Services Authority
2	Uttar Pradesh State Legal Services Authority
3	Rajasthan State Legal Services Authority
Partnerships with Ministries	
1	Ministry of Human Resource Development
2	Ministry of Women and Child Development
3	Ministry of Home Affairs

⁸CPSC did not compile the Database of primary Justice Sector institutions and their contract was cancelled

⁹ Contract with CSJ was cancelled due to poor quality of report submitted

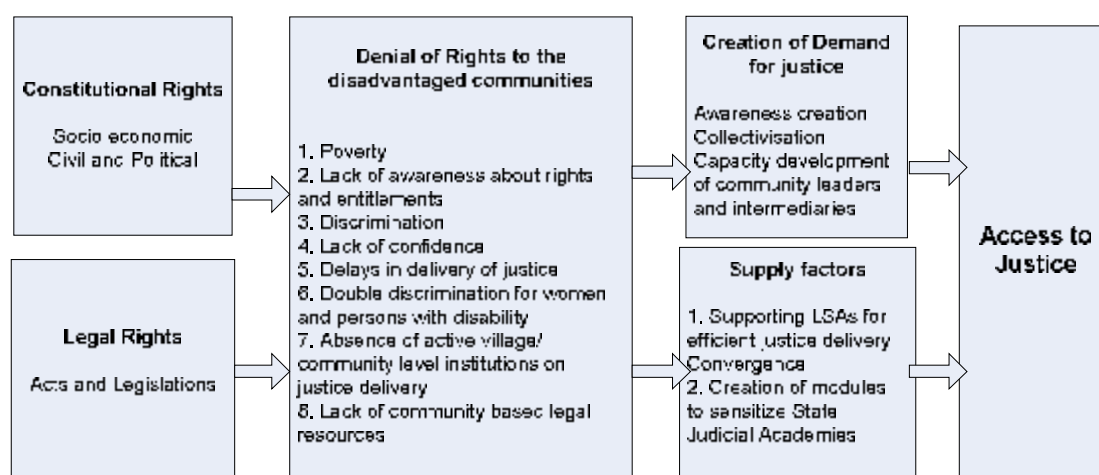
4 Findings of the Terminal Evaluation of the project on Access to Justice for Marginalized People

The Access to Justice project was designed as a response to the limited access to justice for marginalized people despite Constitutional and statutory safeguards. The Government of India recognizes that marginalized communities are characterized by multiple disadvantages like poverty, illiteracy and face social discrimination that impede their access to judicial systems. The National Legal Services Authority was therefore instituted to provide free legal services and conduct forums like *Lok Adalats*, for amicable resolution of disputes.

Despite this, many challenges remain both on the demand as well as the supply side. The exhaustive and participatory processes adopted for designing the Access to Justice Project informed its strategy to have a two pronged approach to address these challenges. On the one hand, the Project empowered communities through legal awareness and capacity building of civil society, thus enhancing demand for justice. On the other, it engaged with the Legal Services Authorities and other select justice delivery stakeholders to develop linkages with the civil society organizations as well support them to build their capacity to provide responsive services to marginalized communities. It also focused on convergence with relevant Ministries of the Government of India to mainstream legal literacy, conducted action research and informed policy.

The following figure provides an overview.

Figure 1: Overview of Access to Justice project



This section brings forth the key findings and observations of the Evaluation Team on the evaluation criteria of relevance, effectiveness, efficiency, results and sustainability. The findings are based on a review of relevant documents and responses received through interviews and discussions at the State and National level

4.1 Relevance

The Access to Justice Project is well aligned with the policies and priorities of Government of India to reform service delivery in various departments, including DoJ, and to improve access of the marginalized to various rights and entitlements. The Project, part of UNDP's Democratic Governance Portfolio, closely accords with India's ongoing efforts against poverty, hunger, ill-health and illiteracy. The project was built upon the lessons learned from the first stage of the project, namely SAJI, and Consultations with several stakeholders. These Consultations included Ministries in the GOI, several justice institutions, CSOs and defence lawyers which highlighted capacity challenges within justice institutions at national, state and local levels as the critical obstacle to ensuring access to justice. The

Project, through its localized programming that addresses the basic issues of access to rights and participative strategies of reaching marginalized communities, responds to the need of the hour. The Project unambiguously underlines the violations in safeguarding the human rights of marginalized communities. It follows a dual strategy of directly empowering the latter through raising their awareness and building capacity of civil society organizations and networks who work with them at the local level to ensure access to justice as per the recommendations of the Design Mission Report.

The relevance of the Access to Justice Project is distinctly visible in the project interventions at the local level in their efforts to meet the challenges faced by the marginalized communities in accessing justice and in matching the perception of the project planners with the perspective of the intended beneficiaries. Project interventions address pressing issues of the marginalized such as land alienation, atrocities on Scheduled Castes/ Scheduled Tribes, violence against women and other individual and political human rights violations- civil, political, economic, social and cultural. They also address capacity challenges of the justice delivery sector, judicial service intermediaries and support mainstreaming of legal literacy in existing programs of relevant Ministries.

During the course of our interactions with different stakeholders a number of heart rending experiences of denial of rights at the community, family and individual level were shared. However, it was encouraging to note that these were far outnumbered by different activities taken up under the Access to Justice Project that have empowered marginalized communities to demand access to entitlements, grievance redressal to ensure access and take legal recourse in case of denial of these rights and entitlements. Community members act independently or with the support of Para Legal Workers, trained by the Access to Justice Project. Some of these examples are shared below.

In Pokhran district of Jaisalmer, Kainu Devi's daughter in law was brutally beaten by members of the upper caste for filling up water from the hand pump which was located near the upper caste habitation. She was also robbed of her jewelry during the course of the fight. Although she filed a case against the offenders no action was taken on it for months. Kainu Devi then approached the Dalit Resource Center (DRC) supported by Unnati, for accessing justice for her daughter in law. The DRC's Block Level Committee mobilized members and organized a procession 'dharna' to draw attention of the District Administration to this issue as well as pressurize the offenders to surrender. Eventually, the offenders surrendered and appropriately compensated Kainu Devi's daughter in law at a Lok Adalat.

In Allahabad district of U.P., the 11 year old daughter of Archana, was sacrificed during a ritual being held by an upper caste family in their village to pray for the good health of their sick daughter. Archana's daughter visited the venue of the prayer ritual for some 'prasad', which was a common practice in the village community. However, on the advice of a local shaman- or 'ojha', the upper caste family sacrificed Archana's daughter to gain good health of their daughter. Archana's family has filed a case against the said family with the help of the District Human Right's Monitor from CPSC. The case is being heard at the District Court and Archana has been provided a compensation of Rs 75000/- during this period.

4.1.1 Design

The Access to Justice Project builds upon UNDP's two-year Strengthening Access to Justice pilot - SAJI (2006-2008) which undertook a broad analysis of the justice sector, focusing on key challenges in the criminal justice and informal justice systems, and in legal aid and legal empowerment. The Access to Justice Project aims to address the needs of marginalized communities through ensuring that their rights are guaranteed and, therefore, strengthen access to justice for the marginalized - particularly women, Scheduled Castes, Scheduled Tribes, minorities. Its interventions are designed to respond to specific local

level needs assessments and to strengthen strategic partnerships with state and non-state actors.

The Ernst and Young review team observed an overwhelming consensus among the Project Partners as well as the implementing NGOs and CBOs that the design of the Access to Justice Project was aligned to the needs of the target groups. Most of the Project Partners were already working with the target population, namely marginalized communities, before they partnered with UNDP. The Project design supported them to plan for interventions that complemented their existing programs, enhanced their capabilities and provided them a direction to further their work in empowering marginalized communities to access their rights and entitlements. The Project Partners appreciated the flexibility of the design that allowed them to tailor their interventions in keeping with the needs and capacities of these vulnerable populations.

The Project acknowledges the Government of India's commitment to enhancing access to justice for marginalized communities and its preeminent role in discharging this obligation. Recognizing the critical role of the Legal Service Authorities in ensuring access to justice for marginalized communities' the project gives special attention to supporting the LSAs in ensuring improved access to justice for these communities. It also partners with relevant Ministries of GOI to synergize with existing programs and enhance outreach.

The Access to Justice Project is cognizant of the critical role of justice delivery providers and intermediaries in ensuring access to justice for marginalized communities. Its interventions therefore also focus on sensitizing judges and the legal fraternity to the concerns of marginalized communities. The Project supports capacity building of legal intermediaries through the YLFP and partnering with Law Schools and building capacity of community members as Para Legal Workers through the JIF program. All these interventions have contributed to enhanced access to justice for marginalized communities. For instance, the flexibility of the project design allowed JIF Project Partner National Law University to pursue a two pronged strategy. One, to provide access to justice to marginalized communities of migrant laborers, and two to sensitize students to the concerns of the marginalized communities as well as develop a model for Law School supported Legal Service Centre's. Thus a critical component of the Project is the development of resources to sensitize the members of the justice delivery system to the concerns of these vulnerable people.

The Project also acknowledges the role of civil society organizations in empowering marginalized communities but recognizes that many of them may lack the technical/legal capacities to address justice delivery processes. It realizes the importance of promoting leadership from within marginalized communities for empowerment, ownership and sustainability and works with NGOs to build capacities of communities and CBOs to enhance access to justice. The Young Lawyers for Justice Fellowship Program (YLFP), although nascent, also reiterates the design focus on direct empowerment of marginalized communities through selection of lawyers from these communities.

Drawing from the learning of SAJI, the Access to Justice Project emphasized the importance of enhancing demand for justice through building legal literacy of the marginalized communities and their elected representatives. The project design understood the need for alternative communication and learning strategies for the marginalized communities and facilitated the use of various multimedia and communication tools like films and radio, as well as development of resource material on legal literacy.

The Project realizes the importance of independent research to identify the challenges faced by justice delivery providers, map the specific constraints faced by marginalized communities and the role of the diverse stakeholders in achieving the broader goal of access to justice.

4.1.2 Strategy

This Project adopts a two pronged strategy focused on improving the responsiveness of the legal service providers and **generating a demand for such services** among the marginalized communities. On the one hand, the focus was on improving **institutional capacities** of key justice service providers to enable them to effectively serve the poor and disadvantaged while on the other, it worked on directly empowering the poor and disadvantaged men and women to seek and demand justice services.

► **Generating demand for access to justice**

The Justice Innovation Fund supported civil society organizations to enhance demand for justice through building their capacity to ensure access to justice for the marginalized communities. Nearly all JIF Project Partners tapped into the existing social capital that either they or their local NGOs and CBOs partners had helped create or enable through their previous work.

Most of the Project Partners anchored their program delivery in established SHGs, *Anganwadi* workers and other women functionaries of government program at the village level. Many drew upon their institutional linkages with various government departments as well as administrative, law enforcement and judicial stakeholders.

In keeping with its design goal of promoting leadership within the marginalized communities, the Project promoted leadership within the communities through the encouraging and building capacities of motivated young lawyers through the YLFP.

JIF Project Partners widely used IEC material and some of them used innovative interventions like community radio and electronic media. The Project developed legal literacy material like manuals and compendiums. These responsive strategies were successful in raising the awareness of the rights and entitlements among the marginalized groups leading to a demand for access to justice.

The strategy of building the capacity of civil society organizations, NGOs and CBOs, through the creation of a cadre of trained Community Justice Workers and Para Legal Workers has paid rich dividends by increasing the legal awareness among the marginalized communities and facilitating their access to justice (redressal of complaints and grievances) and entitlements through procedural and subject matter guidance on a number of cases.

The strategy of having a practical pedagogy for training the young lawyers, one that integrated information dissemination, knowledge building through lectures by jurists and human rights activists as well as field based targets through the use of IEC material was reported to be very effective. The Project proposes to establish information kiosks at public spaces to expand outreach and the content to be put up on the kiosks will be digitized in this phase. This material will be pretested on existing kiosks of the UNDP supported MNREGA project in Rajasthan.

► **Improving institutional capacity of key justice service providers**

The strategy comprised of generation of educational resources to sensitize judiciary, engagement with the National Legal Service Authority as well as State Legal Service Authorities and convergence with relevant concerned Ministries/ Departments. In accordance with this strategy, the Project supported activities like needs assessment of LSAs, preparation of training modules for judges, organizing of National and State Consultations and training of SLSA Para Legal Volunteers.

The Project recognized the Legal Service Authorities at the National, State and District level as the key stakeholders in ensuring Access to Justice for marginalized people. In this context it pursued a proactive strategy in collaborating with the former since inception. Some very good examples of partnerships between State Legal Service Authorities are in place at the District and State level since the early days of the project.

This year the Project deepened this process by formalizing the fostering of ties between NALSA and the Access to Justice Project. The Project also initiated dialogue with the National Judicial Academy and collaborated with State Judicial Academies to develop modules for sensitization of judges on the concerns of the marginalized communities.

The Project engaged with senior Government stakeholders across Ministries to seek convergence of relevant programs through dialogue and consultations. The Consultations provided a forum for all the stakeholders working on legal empowerment of marginalized communities to share their learning and challenges, as well as identify programs for convergence. The partnerships with the Ministry of Human Resource Development for incorporating legal literacy into its continuing adult education program under the *Sakshar Bharat* Scheme, with the Ministry of Women and Child Development for mainstreaming legal literacy with the 'Sabla program' and with the Ministry of Home and the Maharashtra Judicial Academy for developing a training module for sensitizing judges on anti-human trafficking are a result of this strategy.

The Access to Justice Project conducted critical research in key justice delivery domains. It conducted a study of Law School based Legal Service Clinics and a needs assessment of the Legal Service Authorities of the seven project states. Both these studies are the first such efforts in the country and will play a defining role in the design of the next phase of the Project. The project leveraged its technical expertise to provide support on policy issues like providing inputs to the Working Group on Access to Justice of the DoJ for the 12th Five Year Plan, support the DoJ in monitoring the status of under trials, and support in conceptualizing and initiate the implementation of the DoJ Project on A2J in the State of the North East and J&K. The project also facilitated engagement with quasi judicial bodies and government programs such as the National Mission for Empowerment of Women (NMEW), National Commission for Women (NCW) and National Commission for Minorities (NCM).

4.2 Effectiveness

Effectiveness of the Project was evaluated for its management, implementation and monitoring of the Project. Implementation of the project has been discussed in detail. This aspect has been mapped against the four desired outputs or deliverables of the entire Access to Justice Project. Further, outcomes have been mentioned against each output to ascertain the effectiveness of the combined activities carried out.

4.2.1 Management

The Project is managed by a Project Management Team (PMT) of four personnel, based at the DoJ. The Project Steering Committee (PSC) chaired by the National Project Director (NPD) had the advisory and operational responsibility for the project, and was mandated to meet regularly to review the progress of the Project and provide approvals.

The Secretary, DOJ assumes the position of NPD and provides leadership to the PSC. The PSC provides advisory support to the project and ensures the achievement of the Project goals and objectives. It is also responsible for the approval of the Annual and Quarterly Work Plans. The PSC is scheduled to meet every quarter and has held 12 meetings since its constitution in April 2009. A reading of the minutes of the PSCs, interviews with key PSC members as well as assessment of key activities of the project demonstrates the effectiveness of the PSC.

The PSC meets on a regular basis and the minutes of the meeting are well documented, highlighting decisions made and actions to be taken. In recent times, the PSC decided to include special invitees at these quarterly meetings. This is a good strategy and will support widening of partnerships. In the meeting held on January 20, 2012 members from NCPCR and NMEW were invited. More recently the Member Secretary of NALSA has been invited to join the PSC. The PSC deliberates on budget changes and its impact on the pre-decided

AWPs, and makes mid-course corrections. It ensures quality control of IEC material developed through recommending the appointment of legal experts.

The PMT had a turnover during the Project duration, but its leadership remained the same. This ensured seamless functioning of the project despite change in NPDs, revision of work-plans and expansion of project activities. At the same time the PMT also provided technical support to some of the DoJ projects, namely technical support to Sub Group on Access to Justice as part of the working group for the 12th Five Year Plans. The PMT also supported DoJ to monitor status of under trials across the country.

The PMT's effectiveness was not limited to managing operations, supporting the NPD or coordinating with UNDP to ensure program execution and meeting of project goals. It was largely successful in ensuring convergence with Central Government Ministries, getting the buy-in of the SLSAs of the Project states to conduct State Consultations, in getting the participation of State Judicial Academies and ensuring delivery of interventions as committed, by JIF and YLFP Partners. The PMT made regular field visits, participated in critical Project Partner activities, like capacity development events, selection of Fellows in the YLFP and planning workshops of JIF Project Partners and provided need based inputs and hand holding support to Project Partners.

At the field level, drawing from the learning of implementation of interventions by JIF I Project Partners, the Project made it mandatory for Project Partners to have field offices. This was useful to ensure that activities were conducted as per the plan and hand-holding support was provided to the PLWs who were supporting community's access to justice through availing their rights and entitlements. Some JIF partners had established partnerships with local NGOs and CBOs having a local presence as well as establishment to ensure effective outreach and implementation through participation of existing social capital. These management systems, put in place by nearly all Project Partners, supported the achievements of both outputs as well as outcomes.

Project Partners of the YLFP as well as NGOs and CBOs implementing the JIF project at the grassroots feel the need for increased interface between the Project Management Team and Fellows to improve two-way communication and mutual understanding of challenges faced in implementation as also engage with institutional stakeholders for facilitation of access to justice for marginalized communities.

4.2.2 Implementation

A range of interventions are being executed by the Project to enhance demand for justice as well as improve access to justice and thereby achieve project outputs. Some of the interventions are implemented in collaboration with justice service providers like National Legal Service Authority, State Legal Service Authorities, State Judicial Academies and the legal fraternity while others, in partnership with Ministries like Ministry of Human Resource Development, Ministry of Home and Women and Child Development as well as civil society organizations. The Access to Justice Project was designed to achieve the following four outputs (deliverables):

1. Support national and local justice delivery institutions to improve Access to Justice for men and women belonging to disadvantaged communities
2. Develop legal and representational capacity of CSOs and networks providing Access to Justice to men and women belonging to disadvantaged communities
3. Enhanced legal awareness of disadvantaged communities and their elected representatives in select districts
4. Policies and institutional structures informed through action research

A review of the activities carried out by different Project Partners reveals that the supply side of the Project has seen significant success through partnerships with institutional justice delivery and service delivery stakeholders that will inform the upcoming phase of the Access to Justice Project. But it is the interventions that focus on the demand side, i.e. increasing awareness of marginalized communities towards their rights and entitlements through building capacities of civil society organizations that have reached the largest numbers of people and had the most incremental impact in the current phase. The following section details out the activities undertaken for each output and its outcome :

Output 1

Support national and local justice delivery institutions to improve Access to Justice for men and women belonging to disadvantaged communities

Activity 1

Workshop on making legal empowerment and legal aid more effective interventions through the project on Access to Justice for marginalized people

The Department of Justice in collaboration with UNDP and the National Legal Services Authority (NALSA) organized the 'Workshop on making legal empowerment and legal aid more effective interventions through the project on Access to Justice for marginalized people' at the inception of the Project. The workshop brought together 30 participants from across the country including Member Secretaries of the SLSAs in the 7 Project states, Member Secretaries of SLSAs from three other states (Andhra Pradesh, Gujarat and Kerala) to share good practices, lawyers, judges, and representatives of the civil society organizations.

The workshop deliberated on the functions of the LSAs and the activities conducted, the challenges it faced and the opportunities at hand that LSAs could address proactively. The discussions emphasized on the need to get the two stakeholders, namely LSAs and civil society to work together to strengthen their efforts and reach out to larger numbers of people as also the need to conduct an evidence based study on the challenges facing the LSAs.

Activity 2

State Level Consultations

The State Legal Services Authorities took ownership of the State Consultations in the 7 Project States bringing together key State Government Departments, State Commissions/Commissioners for marginalized sections of the society, SLSA/DLSAs, State Judicial Academies and civil society organizations. The first of its kind, these Consultations focused on the support that the Project could provide to the SLSA and SJA with a view to improve access to justice for the poor and the vulnerable.

The Chairperson of the Odisha State Commission for Women requested greater support and cooperation from the SLSA to get information on the cases it refers to the DLSAs and SLA. It was decided that the SLSA or the concerned DLSA should provide periodic information to the Commission about the assistance provided. The Commission also requested the SLSA to conduct special *Lok Adalats* for women's cases and also to train mediators specifically on issues relating to women. The Odisha SLSAs expressed their desire to seek support from the Access to Justice project to establish Legal clinics (or clubs) in all the High Schools of the to raise legal awareness of the school children. However, no formal request was sent for the same.

Project Partner, Swadhikar works closely with the Bihar SC/ ST Commission to resolve the cases of SC/ST atrocities. The review team observed that the leadership at the Bihar SC/ ST Commission was very supportive and eager to participate in the Access to Justice Project.

Box 1 - Antodaya partnership with DLSA

Antodaya The UNDP facilitated Antodaya's partnership with the DLSA, Kalahandi through introducing them to the District Judge, who was the Chairperson of the DLSA at the 2012 Round Table Conference. Antodaya and the DLSA have built an effective and efficient working relationship.	
Antodaya 15 volunteers of Antodaya have been selected as paralegals by the DLSA Antodaya's IEC materials are being used by DLSA Antodaya identifies places where legal awareness camps have to be held and the problems being faced by the masses in those areas 2 RTI Clinics of Antodaya will be transformed into legal aid clinics supported by DLSA The DLSA has also recommended giving two rooms to Antodaya, in the Municipality Market complex, to run legal aid clinics	DLSA, Kalahandi Opening up mediation centres (soon) Mobile <i>Lok Adalats</i> along with legal aid clinics A cultural program on girl child was done by the DLSA in collaboration with Antodaya annual ' <i>kalahandi Utsav</i> '. This was followed by a three day legal aid clinic. 22 legal retainers are present in 11 blocks; these legal retainers provide legal advice to the people. 2 more blocks are in the process of getting 4 legal retainers.

Activity 3**Supporting NALSA Para Legal Volunteers program**

The Access to Justice Project is supporting NALSA to strengthen their Para Legal Volunteers program. Further, the Project has facilitated the relationship with Project Partner MARG as the training organization for the PLV program. The UPSLSA has used the services of MARG for conducting two training programs covering approximately 100 PLVs from the 2 districts of Mirzapur and Jaunpur, Uttar Pradesh. Odisha SLSA has trained 300 paralegals from all the blocks in Mayurbhanj district of Odisha. MARG has also supported the training of trainers in Odisha. The Rajasthan SLSA training program for the PLVs is expected to take place shortly.

Activity 4**National Consultations**

The Project organized Annual Consultations with relevant Ministries, National Commissions and the National Legal Services Authority with a view to share information on on-going activities in the area of legal awareness, avoid duplication of effort and maximize impact.

Activity 5**Preparation of sensitization modules for justice delivery stakeholders**

The Project also developed a training module for sensitization and awareness of the judiciary on access to justice issues related to marginalized people with special reference to marginalized women. This module was field tested with the Odisha Judicial Academy. The feedback of the training was positive and the learning will inform up scaling.

" The design of training was good and the case study method of training has had a positive impact. He added that the training should be conducted on a more regular basis". Dr D P Choudhary, Director of the Odisha Judicial Academy. He also added that the scope of the training programs should also the other stakeholders in the justice

delivery system like the Public Prosecutors, police, judicial officers, as well as administrative system like the Collector and civil society.

Activity 6

Training Module for sensitizing judges on anti-human trafficking

The Ministry of Home conducts training programs for police and prosecutors on the issue of trafficking. It requested support from the DOJ for conducting a workshop on Trafficking with the diverse stakeholders. The workshop discussions led to a consensus around developing a training module for judges on anti-human trafficking. The Project is working with the Maharashtra Judicial Academy to develop a judges' training module on this issue.

Activity 7

Policy Engagement

The Project also provided technical support to the sub group on Access to Justice in the working group of DoJ for 12th Five Year Plan and supported DoJ in monitoring the status of under trials in the country.

Outcome

The workshop on legal empowerment and legal aid conducted in collaboration with UNDP and NALSA led to DoJ's proactive engagement with the SLSAs and DLSAs of the seven Project states. The PMT took the relationship further meeting with SLSAs during their field visits and offering them support to conduct State level Roundtables with diverse stakeholders working on providing Access to Justice for marginalized communities as well as the Project Partners. These State level Roundtables also provided an opportunity for Project Partners to present their work to the State level stakeholders and engage with the justice delivery stakeholders, especially DLSA's. Partnerships of Project Partners, like Antodaya, with DLSAs took root at these Consultations.

The support to SLSAs for the NALSA scheme of training Para Legal Volunteers allowed for the dissemination of tried and tested effective training methodology and curriculum that has empowered Para Legal Workers of the Access to Justice Project.

The National Consultations brought together diverse stakeholders working on access to justice. An important outcome was the forging of ties between the National Commission on Minorities (NCM) and NALSA with support from the DoJ to ensure that they and the State Commission receive appropriate support from the Legal Services Authorities. The NCM has now created space in its office for a legal aid lawyer to visit weekly and advise the victims who approach the Commission for redress. The NCM has written to the State Commissions to seek similar support from SLSAs. NALSA has also written to the SLSAs to support the State Commissions in an appropriate manner.

The annual Consultations yielded partnerships for convergence with 3 key Ministries enhancing Access to Justice for marginalized communities, namely Ministry of Human Resource Development, Ministry of Women and Child Development and Ministry of Home. The first two Ministries focused on enhancing demand for justice through legal literacy for adult learners and adolescent girls, respectively. The convergence with the Ministry of Home resulted in developing resource material to sensitize judges to the concerns of marginalized populations. The convergence with these Ministries in enhancing access to justice for marginalized communities through enhancing legal literacy will doubtless evoke interest in other relevant Ministries leading to partnerships for convergence in the following phase of the project. Within UNDP, the Access to Justice Project is also partnering with an IKEA -UNDP project in three districts of Uttar Pradesh to train women PLVs in collaboration with UPSLSA. UNDP's HIV unit also supported a leadership program for the Third Gender community at Raipur, based on the capacity building work done by Project Partner, JJK.

The creation of training modules for sensitization of judges is likely to play a critical role in supporting responsive justice delivery for marginalized communities. The active participation of State Judicial Academies, namely Odisha and Maharashtra, could serve to encourage other State Judicial Academies to collaborate with the project.

Output 2

Develop legal and representational capacity of CSOs and networks providing access to justice to men and women belonging to disadvantaged communities

Output 3

Enhanced legal awareness of disadvantaged communities and their elected representatives in select districts

Two key programs were designed to achieve the aforementioned objectives. These were the Justice Innovation Fund and the Young Lawyers for Justice Fellowship Program.

Approximately 60 percent of the total budget was allocated to these two programs which signifies the importance of the two programs. These have been discussed separately in this section. A Table outlining activities taken up under JIF and YLFP is given in **Annexure 2**.

Some of the other programs under this output included preparation of legal literacy material like booklets, films and songs that were used for mainstreaming legal literacy under existing programs like *Sabla*, Ministry of Women and Child Development, *Sakshar Bharat*, Ministry of Human Resources, digitization of material to be displayed on information kiosks, as well as IEC material like games, cartoons, films, audio programs, posters prepared by Project Partners of JIF.

Justice Innovation Fund

Civil society organizations were invited to develop programs for the second and the third output, namely to develop the legal and representational capacities of CBOs as well as their own teams to provide access to justice to marginalized communities and enhance legal awareness of the latter and their elected representatives.

A rigorous screening procedure was followed for selecting proposals in both the JIF1 and JIF 2 phases. 119 proposals were received for JIF1 while 152 proposals were received for JIF2. The proposals were first shortlisted by a technical committee according to preset criteria and shared with the selection committee for drawing the list of organizations to be invited to make a presentation to the latter. The final selection was made on the basis of this evaluation exercise subject to the revision or changes in the proposal on the basis of the recommendations of the selection committee.

The learning from the JIF 1 Project Partner selection process informed the process for JIF 2. The Project specified proposal submission formats for streamlining and facilitating Project Partner selection as well made it mandatory for organizations to have a field office. The selection criteria focus was on organizations that proposed to concentrate activities within a small geography than spread themselves too thin. They also advised selected Project Partners of JIF 2 against developing new IEC material and suggested using existing resources generated through JIF1 and those developed by MARG.

The field level program plans were designed by individual Projects in keeping with the specific needs of their target population as well as institutional capabilities and were anchored in the existing social capital. **Thus both, the intended project outputs and outcomes could be achieved to a large extent despite the short duration of the Access to Justice Project.** The Project Partners were appreciative of the fact that they were given the flexibility to develop proposals as per the requirements of the area of intervention.

Nearly all JIF interventions were focused on the demand aspect of access to justice i.e. enhancing awareness of marginalized communities about their rights and entitlements and catalyzing generation of demand for access to justice. They achieved this objective through conducting awareness raising programs, training Para Legal Workers and Community Justice Workers, organizing exposure visits and interface with service delivery providers, hand holding of beneficiaries in filing of petitions and applications.

Activity 1

Awareness Raising Programs

Partners used different media to create legal awareness among the community. The use of the video '*Bol Basanto*' produced by Project Partner MARG that was distributed amongst other Project Partners was found very effective. AID (Palamu) engaged the community youth to form teams to conduct cultural programs to create awareness. The use of community radio to broadcast legal literacy messages was also found very effective.

Community radio for facilitating awareness raising on rights and entitlements

Development Alternatives (DA) set up a Community Radio station- Radio *Bundelkhand* (FM 90.4) in the *Bundelkhand* region of Madhya Pradesh as a tool to create awareness on varied development issues and information sought by the communities. Set up in 2008, participating in the, DA started broadcasts on legal rights and entitlements as interventions of the Access to Justice Project. Every Friday, Radio *Bundelkhand* broadcasts an hour long program on legal rights and entitlements. The program provides information on various legal policy instruments like, Domestic Violence Act, 2005; SC/ST Prevention of Atrocities Act, 1989; MNREGA; Widow Pension and Social Security Scheme. The community radio is being run and managed by local communities; the programming is based on issues and content identified by the community members and is broadcast in the formats that have mass appeal, these include the use of traditional *Bundelkhandi* songs, folk music, *nataks*, discussions, jokes and so on.

Changing perceptions by creating awareness

Bhagwan Ram from Dholpur district of Rajasthan, had objected to Prayatn's conducting awareness programs on women's rights in his village as he felt they were going against the traditions and social mores. The following year, his daughter was burnt alive by her abusive and alcoholic husband in front of her three minor children. Bhagwan Ram then remembered Prayatn's awareness raising program on women's rights and approached them for support. Prayatn provided him support to file a case against his son-in-law and his accomplice. Prayatn is also trying to enable Bhagwan Ram's grandchildren to get access to the 'Peedit Pratikar Yojna', a scheme to provide financial support of victims. (Prayatn, Dholpur, Rajasthan)

The Access to Justice Project plans to set up information kiosks at selected locations where members of the community can access information about specific Acts and familiarize themselves with the legal procedures. The content is being digitized and will be pretested in Rajasthan on the kiosks, that were previously used by the UNDP supported MGNREGA project. One World Foundation India, the expert organization with a successful track record of e-content development has been hired to digitize the content. This intervention will catalyze outreach of the program.

The IEC material generated was used extensively in the awareness generation activities conducted by Project Partners and was very successful in seeding legal literacy and enhancing demand for access to justice within marginalized communities. It will also be uploaded on the website for public access. Besides, it will be disseminated widely in the following phase of the Project.

Activity 2

Generation of Resource material

The Access to Justice Project has generated an extensive body of **knowledge products** in the form of IEC material, legal compendiums, manuals, monitoring reports, case studies and documentation, publications, films, audio logs, study reports and action research reports. These will serve as useful knowledge resources not only for future phases of the Access to Justice Project but also as to all stakeholders working on providing access to justice for marginalized communities.

All Partners developed individual IEC material although material prepared by other Project Partners who had worked on legal literacy, like MARG, was shared. Their focus was on developing customised material in response to their local conditions. The review team believes it will be more useful for the Access to Justice Project to design IEC templates that can be adapted by individual organizations to respond to local conditions. This will ensure technical accuracy, save financial resources and reduce the responsibility of the Project Management team to conduct quality assurance of individual organizational IEC products. The Access to Justice Project is also developing a website, which would help share the resource material with a wider population. The website of DoJ provides information about the Access to Justice, but it is very limited in its scope. The Access to Justice website will be linked to the DoJ website and this could facilitate better sharing of resource material.

AISECT was involved with development of curriculum and content for the Adult Legal Education program to be implemented under the program 'Sakshar Bharat' of Ministry of Human Resource Development (MHRD), with an intention to facilitate convergence of legal awareness in post literacy and Adult Education Programs. 12 modules on topics like *Panchayati Raj*, Women Rights, Police-related Rights, Labor Laws, Child Rights, Social and Economic Rights, Rights of SC/ST and Forest Dwellers, Rights related to Senior Citizens, Guardians, Handicapped and HIV AIDS Patients was prepared. In addition, AISECT also prepared an audio CD of 10 Hindi songs and a short film of 12 minutes, detailing various aspects of Free Legal Aid available for citizens of the country with special focus on the marginalized group. There is a huge demand for these booklets and the Access to Justice Project has already gone in for a reprint. The Ernst & Young team legal expert flagged some concerns regarding the accuracy of some of the information in the booklets that were previously validated by of an independent legal expert.

The Project also prepared other resources for raising awareness. Project Partner MARG prepared a compendium on laws and issues related to marginalized communities and Project Partner ELDF prepared a training manual on Forest Rights and PESA. Both the manuals are ready and are currently being reviewed by the Department.

Innovative material developed for women

JJK continued to disseminate legal awareness through innovative material called Nyay Pat which has been designed especially women. Nyay Pat is an innovative legal empowerment material designed in the form of a game similar to Snakes and Ladders, having FAQs on legal rights and entitlements of women. Women like to play this game in the afternoons and through these cards they also get simple information about various situations that they may face in general regarding process of justice.

Use of helpline

Prayatn Sanatha has established a legal help line Nyay-Dhara which responds to socio-legal queries of callers, providing resource referrals. This helpline operates for 8 hours and is managed by a full time legal expert with the support of the lawyers group i.e. DLSG.

The Legal Help line is also linked with Mahila Salah Evam Suraksha Kendra being run at District Kotwali, Dholpur. (Prayatn Sanstha, Rajasthan)

Activity 3

Establishing Multi-stakeholder Forums

A few JIF Partners also successfully invested on building capacities and sensitizing service delivery providers like the judiciary, law enforcement officials and administration at the block and district level through activities like interface with community, participation in service delivery platforms and training programs.

Lawyers

One of the specific interventions undertaken by CPSC was sensitization of lawyers. Some of the young lawyers who had attended the two sensitization meetings conducted by CPSC have volunteered to provide pro bono legal aid in cases related to human rights violations of marginalized people. They have also taken up the role of 'Corridor Counsels' at Judicial Magistrate Courts, wherein they provide services such as filing bail applications on behalf of the poor, offering them legal aid and support, undertaking follow up of cases and so on. (CPSC, Allahabad)

Police

Police Community Interface (PCI) has been highly effective in the Access to Justice interventions of Prayatn Sanstha in Dholpur, Rajasthan. The activity has provided a meaningful platform for enhancing legal knowledge of community – as it provides opportunity for a two way communication. The community presented their problems as well as raised questions about the abuse of authority to the officials without any fear or hesitation. The Deputy Superintendent of Police, who is also a part of the District Level Steering Committee formed by Prayatn Sanstha was particularly participative and supportive. His involvement in the PCIs led to redressal of the community's grievances with the Police officials. His commitment had a ripple effect and the local Police officials became more proactive in addressing complaints. (Prayatn Sanstha, Rajasthan)

Media

The media has been instrumental in publicizing the issues facing the marginalized sections and has participated in the awareness camps held by Antodaya. Antodaya has reportedly been able to follow up on issues of the marginalized groups- at all the three levels i.e. policy making, implementation level and the ground level due to the support of both, the print and electronic media. A case in instance is the highlighting of non demarcation of land being given to the landless people thus preventing them from claiming their right. Antodaya filed a writ petition (Sh. Dilip Kumar Das v. Secretary, Department of Revenue and Others WP (Civil) No. 28454/2011 in the High Court of Odisha at Cuttack) on the basis of this media report. The High Court passed an order to the Collector of Kalahandi directing the administration to provide possession to the people within 4 weeks of filing their representation. Out of the 644 representations filed, 580 people have got their land demarcated and consequently rightful possession. (Antodaya, Odisha)

Multi-stakeholder

Development Alternatives has formed the Community Legal Assistance Partners (CLAP) Committees at the block level. CLAP is a collective of the local administration and law enforcement officials at the block level, media, lawyers and Para Legal Workers, trained through the Project, to address specific cases of denial of justice to the marginalized. CLAP provides support to the survivors by providing them information resources,

directing them to the remedies require to access to justice and connecting them to the right department.

The community sensitization programs were helpful not only in raising awareness of the community but also strengthening interface between the community and duty bearers and enhancing access to justice for the former. The face to face interactions, on the one hand reduced the apprehensions and fear of the community vis-a-vis the justice delivery, service delivery and law enforcement officials while on the other, they presented an opportunity to the latter to learn about the challenges faced by the former in accessing justice and helped the latter overcome prejudices about vulnerable groups. This strategy adopted by Project Partners has shown tangible results in enhancing access to justice for marginalized communities and shows promise.

The impact of these interface programs was further enhanced where Access to Justice Project interventions were anchored in existing collectives by the Project Partners. This also ensured sustainability of Project interventions and efficiency of resources. Project Partner, Unnati which is actively involved in the *Dalit Adhikar Abhiyan* presents a strong case for learning.

The Dalit Resource Centre (DRC), was established by the *Dalit Adhikar Abhiyan*, Rajasthan at the district and village level to mobilize Dalits and facilitate community action against issues related to social justice and social accountability. Unnati's work under the Access to Justice project focused on strengthening the DRCs by providing strategic guidance and technical support, capacity building and facilitating networking with different actors in the external environment. Unnati engaged legal experts and co-opted a panel of lawyers to provide case support to the victims through the entire judicial process. Unnati also developed a close interface with the Police. The Access to Justice Project has built the capacity of the DRCs to address cases in a technically sound manner, provide strategic legal assistance and concrete support to the victims at different stages over the course of the case. The exercise was attributed as an important component contributing towards positive judgments as well as reducing instances of false reporting to a greater extent. This established the institutional credibility of the DRCs with the regional justice delivery stakeholders. (Unnati, Pokhran, Rajasthan)

Activity 4

Training Program for Community Justice Workers and Para Legal Workers

A high degree of success of the Access to Justice Project could be termed as the building of a cadre of Community Justice Workers and Para Legal Workers. Over 7000 Para Legals were created, 53percent of which were women. These women were SHG members, domestic workers, *Aanganwadi* workers, ASHAs and other community level functionaries of state and central government development programs. This can be said to be the most critical achievement of the Access to Justice Project. This intervention provided civil society organizations an opportunity to build on existing social capital and give it a specific direction through building technical capacities of leaders of community based organizations and other motivated members of the community, to support marginalized communities access their entitlements and services. Project Partners, save one, identified CBOs at the district and block levels to select committed and motivated members who had some experience of working with the community.

The training programs conducted by Project Partners for PLWs were not standardized, with each adapting the curriculum, pedagogy and duration according to their needs and resources. Although the review team did not conduct a detailed evaluation of the PLW training program, it observed that only one Project Partner, namely TAAL conducted an examination, with the support of the Legal Service Authorities, to test the knowledge of its trainees. It also planned for capacity upgradation of the PLWs through offering capable

PLWs an opportunity to advanced learning to move to the role of Litigation Support Service Providers.

Project Partner, MARG did not work directly with the community but partnered with local NGOs to build the capacity of their grassroots cadre in legal literacy to build a cadre of Community Justice Workers (CJWs). MARG has been engaged in the legal empowerment of disadvantaged and marginalized groups for the past 25 years and works at both, the mass level and at the policy level. They have a tried and tested model of training as well as resource material like information booklets and films like *Bol Basanto*. The 16 day training program is conducted at quarterly intervals spread over a year. Each of these quarterly sessions is spread over four days. This interactive classroom training was followed up with field assignments for outreach within the community to be supervised and monitored by the sponsoring civil society organization.

Mr Giri of SEVA (the implementing NGO Partner for MARG), *Samastipur*, shared that the film '*Bol Basanto*', made by MARG is so popular with the community that they borrow it from SEVA to play at local celebrations. SEVA CJWs broad base their learning from the training by forming 'Nyay Dals' a group of seven members drawn from different sections of the community, including SHG members. Legal literacy awareness programs are conducted by the SHG members in their groups by screening of the film *Bol Basanto*. Dharmashri, a SHG member from Samastipur shared that she did not take any dowry for her son's marriage after seeing the film and engaging with the legal literacy discussions in her group.

SEVA also conducts legal literacy activities beyond the ambit of the Access to Justice Project. It conducts training for PRI members and educated and committed community members to promote legal literacy and access to justice for marginalized communities over and above the programs. It also conducts awareness programs for school and college students.

Kerala Development Society adopted an innovative strategy in focusing on SHGs to promote access to justice for marginalized communities. *Jacob John, Executive Director of KDS shared, "KDS does extensive research in the SHG domain. Our work highlighted the leadership role SHGs play in disseminating information about and promoting social interventions at the village level. The decision to locate the GOI-UNDP project was made on the basis of this understanding."* KDS in partnership with Centre Direct, a local NGO conducted Legal Literacy Training of Trainers program for SHGs in Muzaffarpur district. This has led to the creation of very vigilant teams of justice activists at the village level.

Impact on Justice delivery providers

Interaction with different officials revealed that they were impressed with the level of knowledge of law of the PLWs trained by SVSS, Sehore and their confidence in putting forth the issues of women. The police were quite prompt in attending to the cases (of domestic violence) coming from the WSHAGs. Many officials have visited the field and many have also provided guidance to the women at various training programs as resource persons. This also motivated the officials to extend support beyond the call of duty. The ASI in charge of Women's Desk in Sehore Police Station shared that they often put in their personal resources to support poor/ tribal women to do the paperwork and follow procedures.

Community Champion

Suraj Mani is a self motivated villager who worked for upliftment of her community. She was responsible for informing and gathering villagers for awareness camps held by Institute of Community Forest Governance (ICFG) the implementing NGO Partner of ELDF and also helped villagers in filing the 'patta' claims under Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 (FRA). Her contribution was acknowledged by the villagers and the administration alike. "Whatever

we have got, we have got because of her” – Mr. Rameshwar Uraon, a villager (In reference to Surajmani). Baidyanath Kamti, the Circle officer, highlighted the role of SurajMani and said that she formed a crucial link between the people and the administration and it was due to her efforts that so many people came forward to claim their stake under The Scheduled Tribes and Other Traditional Forests Dwellers (Recognition of Forest Rights) Act 2006 (FRA).

Activity 5

Direct support to ensure access to justice

JIF Project partners responded to the rising demand for Access to Justice through ensuring efficient justice and service delivery. The Project Partners filed claims and made representations to the administration, law enforcement agencies, Legal Service Authorities and justice delivery institutions. This compelled the service delivery providers and law enforcement agencies to provide access to entitlements. The review team found a number of examples where direct support was extended by the Project Partners. Its successful outcome instilled a sense of confidence among the target group and gave them a hope that there are provisions to ensure that they get justice.

The examples below illustrate the diverse strategies used by Project Partners to successfully address issues such as social discrimination, legal rights and entitlements.

Caste Discrimination

In Itwaya village of Sivana block, Barmer district, Rajasthan Dalit children were seated separately in class, had to bring plates from their homes to avail of mid-day meals and there was separate arrangement of drinking water for Dalit and non-Dalit children. Members of the DRC Block Committee along with the representative of Unnati met the Collector who sent the *Tehsildar* to enquire into the matter. However, discrimination continued. The Committee then engaged in fact-finding to get evidence and met the Block Education Officer to share the findings. The Block Education Officer immediately suspended the Head Master and set up an enquiry committee. A single drinking water source was immediately allotted for common use of all the school children. (Unnati, Barmer)

Land Rights

Under the FRA, Antodaya was able to help 1664 families get individual ‘patta’ (out of 2311 applicants) 14 communities also got community ‘patta’ for various purposes like grazing land, collecting of forest produce, etc. The farmers weren’t getting their entitled subsidy of INR 7,500/- for vermi compost from the Horticulture Department due to the rampant corruption. The farmers secured this subsidy only after using the RTI with Antodaya’s support. The Forest Department hadn’t paid wages of 27 people who had worked under MGNREGA. They heard about the toll free number of the MGNREGA helpline at the Antodaya training programs and called the number to register their complaint. They also met the Ombudsman, as a result of this their wages for the last 5 months were processed within a single day. (Antodaya, Odisha)

In Ergawan, 5-6 camps were held and 32 people were supported to get individual ‘pattas’. Though people had applied for community ‘patta’ no one got it in the 2010 allocation. Currently, 8 applications have been made for community ‘pattas’ and are pending with the Sub Divisional Level Committee. Further, 57 people also got pension due to the intervention of ELDF and 23 people (out of 32) have got INR 50,000/- to build their houses under FRA. (ELDF, Sarguja)

Public Distribution System

In Palamu members of marginalized communities reported that the public distribution system dealer would hoard ration and refuse them when they demanded subsidised ration as entitled. AID empowered self help group members in the district to claim their right to subsidised ration through legal literacy and training on people's rights and entitlements. They mobilised the community and the dealer was compelled to end this malpractice and ensure fair distribution of ration. (AID, Palamu)

Outcome

The most tangible and quantifiable outcome of the current phase is the legal empowerment of marginalized men and women. The awareness campaigns have informed the marginalized communities of their human rights as well as their entitlements as citizens of the country. The rising awareness of their rights and entitlements coupled with the participatory approaches adopted by Project Partners is reducing fear of reprisal among the marginalized communities, challenging feudal relationships of patronage and leading to an enhanced demand for justice from the marginalized communities. This has led to enhanced demand for access to justice. The rising examples of access are in turn leading to a cycle of increasing demand for access to justice.

It was shared that in contravention to the clauses of the Forest Rights Act, the SC communities and to 'Other forest dwellers', were not being allotted land holdings. The SC community had stopped filing requisition applications for allotment because they were given false information by the concerned officials that such allotment was only for the ST community. 'Other forest dwellers' had practical impediments in accessing their right to land under this Act, since the Act warranted a proof of their tenancy of the land for their past three generations. Through the interventions of ELDF in this regard, there is increased awareness of the FRA and people from the SC and 'Other forest dwellers' communities, have started making their claims. (ELDF, Sarguja, Chhattisgarh)

The emphasis on participation of members of the marginalized communities in the PLW program has empowered them through providing a knowledge and capability asset that they use for the advancement of their community, thereby enhancing their status. This is especially crucial for women, who form a majority of the PLWs created and are the most vulnerable bearing the double burden of gender and marginalisation. Women, especially in rural India, are traditionally constrained from participating in public forums and denied opportunities for learning and advancement. The strategy of Project Partners to draw the cadre of PLWs from primarily women's SHGs and village level women functionaries of existing government interventions, like *Saathins*, ASHA and *Anganwadi* workers, has led to the empowerment of women. It has made them aware of the human rights violations that were taking place against them in their homes as well as communities. This new found knowledge and capability gave them the confidence to raise their voice against this injustice and demand justice and access to entitlements. Few Project Partners are also actively mainstreaming gender equity through its interventions while one has worked to build capacity of women *Mukhiyas*.

SVSS has been working on the issue of property rights for women. After the capacity building program through the Access to Justice project, SHG members started engaging with their family members to secure property rights. 22 women could get agricultural land or house property registered in their names and another 8 cases are under process of allotment. (SVSS, Sehare)

SAMAVESH, implementing NGO Partner of TAAL, shared that women from the Muslim settlements were comparatively less informed than those in other settlements. In the initial stages of the program Muslim women were unwilling to come out from their homes. However, after attending the training programs and meetings these women have become active and are working for the community. Muslim women are going to the police station for filing complaints against the injustice faced by them. The street plays on domestic

violence and other legal issues conducted in the settlements have also changed the attitude of male members and youth in the settlements. (TAAL, Bhopal)

The establishment of multi-stakeholder forums by JIF Partners encouraged the coming together of justice delivery, service delivery providers, law enforcement agencies, Para Legal Workers as well as community members. This led to a direct interface that enhanced awareness of the former to the concerns of the marginalized community. The resultant sensitivity of the service delivery providers and law enforcement agencies led to responsive justice delivery and enhanced access to justice for the marginalized communities. The multi-stakeholder forums also led to increased knowledge of the work of civil society by service delivery and law enforcement stakeholders. This increased the credibility of Project Partners.

The success of the legal literacy program through the training of PLWs has empowered civil society organizations, NGOs and CBOs by enhancing their knowledge base that has provided them the technical subject matter expertise necessary to facilitate/ deliver justice to marginalized communities. This well planned engagement by civil society actors has led to greater credibility in the eyes of the justice and service delivery providers and increased possibilities for cooperation and delivery of justice and services to marginalized communities.

During meeting with PLWs in the Mubarkpur, Kolar and Rafqiya areas in old Bhopal it was noted that PLWs were quite active and helping the community members in solving their problems. Two PLWs in each settlement are provided with bag which contains various books on legal literacy and entitlements along with various forms related to various government schemes to be shared with the other PLWs in the said community. To date, TAAL, in collaboration with its implementation Partners SANGINI and SAMAVESH has filed 122 cases respectively of domestic violence. Apart from solving domestic violence cases PLWs also assisted in solving the cases related to school admission, Nagar Palika, Pension and preparation of Job Cards. (TAAL, Madhya Pradesh)

Awareness of rights and entitlements is leading to a rising assertiveness among the marginalized communities. Armed with knowledge gained from awareness raising activities and hand holding support from Project Partners, community members, especially Para Legal Workers, are questioning service delivery providers and law enforcement agencies and holding them accountable. On the other hand, the awareness of an informed public makes the service delivery providers and law enforcement agencies more diligent in discharging their obligations.

Under Section 4.1 (b) of the RTI Act, officials are supposed to disclose information on suo moto basis under the provision for "inspection of public documents", Antodaya encouraged the villagers and their own volunteers to go and seek this information from various government offices. The previously apprehensive, community members went to the offices, approached the official designated to give information, asked for the required information and got it photocopied. These experiences led them to feel very enabled and confident. (Antodaya, Kalahandi)

Interventions by ELDF, as part of the Access to Justice Project have made sure that the Panchayat Chief Executive Officer and BDOs are processing the FRA claims forms properly. The Tribal Welfare Commissioner has also coordinated the implementation of the FRA following due procedure. (ELDF, Ranchi)

The Circle Inspector, Pokhran Block, Jaisalmer acknowledged that the active advocacy and follow up by the DRC Block Level Committee ensured that their office provided the necessary support to the marginalized communities to access justice. (Unnati, Rajasthan)

The Project has thus led to a reduction in the fear of reprisal, as well as the fear of the justice delivery, service delivery providers, law enforcement agencies in the marginalized

communities. This has increased faith in judicial processes and will drive participation of marginalized communities in the democratic processes. The enhanced access to justice facilitated by community PLWs instils confidence and security in the marginalized community. This can be gauged from the incremental number of claims filed and representations made.

Greater numbers of the marginalized communities were participating in the Lok Adalats, where they raised their demand for justice on issues like land rights, settlement of false cases filed under FRA, old age pension to, payment of maintenance to wives, etc. The community also began demanding their right to work under MNREGA and started keeping their job card with themselves unlike agents as earlier. (AID, Palamu)

Young Lawyers for Justice Fellowship Program (YLFP)

The YLFP is a very innovative initiative providing fellowships to young lawyers with work experience of up to 7 years who are motivated to provide legal services to the marginalized communities. The Access to Justice Project laid emphasis on selection of Fellows from the marginalized communities- Scheduled Castes, Scheduled Tribes and minority groups with a mandatory 30 percent participation of women. The project management team participated in the interview process for selection as well as guided on designing of the training program. The State Legal Service Authorities in Jharkhand and Odisha also participated in the interviews of the prospective Fellows. The program design provides for 3 training sessions and two refresher training sessions over the duration of the fellowship program. Members Secretaries of SLSAs and PMT also observed number of YLFP training programmes and provided need based inputs and monitored closely functioning of the fellow lawyers.

It was observed that YLFP trainees who are drawn from rural areas and marginalized communities are primarily from vernacular educational backgrounds, have not had much exposure or advanced technical training, lack exposure to the latest knowledge in the judicial domain and do not have opportunities for learning from key legal practitioners. They require intensive support and hand holding during the training period. This requires significant investment from the Project Partners. Fellows are, therefore, mentored by senior legal experts who are also invited as speakers for the training programs.

The Project Partners proactively reach out to the justice delivery stakeholders like State Information Commission, State Human Rights Commissions, State Women's Commission, State Institutions and NGOs and Ministries and inform them of the program as well as offer the services of the Fellows to enhance access to justice. Project Partner, Manthan has empanelled all the Fellows with Jharkhand Legal Service Authorities (JHALSA), while the Chotanagpur Law College (CLC), Jharkhand State Commission for Women, and MGNREGA Ombudsman have requested for services of the Fellows. Project Partner, Committee for Legal Aid to Poor (CLAP) has established linkages with 34 CBOs and NGOs.

Fellows also conduct Legal Awareness camps and hold Legal Aid Clinics independently, or with the support of DLSAs. They are also provided training on conducting action research and documentation of case studies. The exposure that they gain working with other justice delivery organizations provides them hands-on experience of the field issues and widens their horizons. Fellows are conducting training for community PLWs in their respective districts, while the some of the DLSAs have assigned the training and monitoring of DLSA Para Legal Volunteers to the Fellows.

ELDF Fellow Ms. Bhuvan Lal Sinha, was appointed as an advocate on Rajnandgaon, DLSA panel. The Chhattisgarh SLSA has announced that all ELDF Fellows would be empanelled in SLSA/DLSA on completion of program.

The YLFP provides very critical opportunities to young legal intermediaries from within the marginalized community to engage with leading practitioners apprising them of the latest knowledge in the judicial knowledge, skill building in drafting, strategic lawyering, legal advice, legal counseling, mediation, conciliation, English language and computer literacy,

mentoring by practicing lawyers and hands on capacity building through field based assignments backed up by training support.

Support by Young Lawyer

Debashri Jena's husband decided to divorce her in 2009, after she was diagnosed with being HIV+ subsequent to their infant daughter being diagnosed as HIV+. He called the village Panchayat both decided for mutual divorce. The *Panchayat* decided that Banita's husband would give her Rs. 120,000/- (One lakh twenty thousand only) towards maintenance as well as the treatment of the child within a month of the pronouncement.

But when the child died within this period, her husband did not comply with the decision to pay her maintenance. CLAP assigned Mr. Bibhu Chualasingh (Fellow Lawyer) and Mr. Bijoy Mishra, Advocate to take appropriate legal actions to address the grievances of the victim. The legal team discussed the matter with the *Panchayat* and met with both the parties on several times. Finally the matter was amicably settled on 1st July 2012 in the presence of *Panchayat* members and family members of both the parties through her husband paying her Rs 100,000. (Name changed to protect identity.)

Outcome

Of the 60 Fellows of the YLFP, 30percent are women and 57percent belong to SC, ST and OBC categories. Thus the YLFP is not only building the capacity of selected fellows, but also leading to enhanced demand for justice by their communities who were previously not forthcoming. The urgent need for the program can also be estimated from the rising demand for up scaling of the project to other areas by lawyers from these communities and also by SLSAs from other States including Bihar and Rajasthan.

The YLFP Project Partners have also established linkages with different justice and service delivery institutions as well as the legal fraternity to provide opportunities for learning for the Fellows, as well as enhanced access to justice to marginalized communities through the services of the Fellows. Importantly, the YLFP presents a constructive model for educated youth from marginalized communities to channelize their motivation to work for enhancing access to justice for their communities.

Output 4

Policies and institutional structures informed through action research

The Project recognizes the importance of well researched studies for justice policy analysis and reform as well as the need for independent research to evaluate the impact of the newer and proposed initiatives of the justice sector. There has been some delay in executing projects under this output, full steam, due to multiple reasons. For one, the quality of proposals received in response to the general call for proposals in 2011 was poor so it was decided to pursue a strategy of targeted research. Further, in 2011, the budget was very limited and new studies could not be initiated. The review team also observed that the PMT had inadequate institutional capacity to successfully manage the achievement of this output all by itself and suggests that it constitute an advisory body of practitioners and academicians to guide them.

Activity 1

Study on Law School based Legal Service Clinics

The first research project taken up by the Access to Justice Project was the Study on Law School based Legal Service Clinics. This study aimed to provide an understanding on the Legal Service Clinics in Law Schools in the 7 states. This study, the first of its kind, was vital as these Legal Service Clinics are long term institutional methods of providing justice to marginalized communities. The LSCs also engage and expose law students to the issues of marginalized communities. Through the highlighting of the shortcomings and good practices

of the LSCs, the study has presented an implementation strategy to effectively input into existing activities or adopt the good practice.

Activity 2

Needs Assessment of State Legal Service Authorities

The dialogue of the Design Mission with a cross section of justice delivery stakeholders highlighted the critical role that the Legal Service Authorities play in ensuring access to justice for marginalized communities. It also underlined the lack of capacity of LSAs at the State, District and *Taluka* levels to strategize, prepare action plans and budgets. The Needs Assessment of State Legal Service Authorities is an effort of the Access to Justice project to promote evidence based advocacy for support to the former through a technical assessment of the challenges, capacities and opportunities faced by NALSA at the national, state, district and *Taluka* level in providing services to the poor and disadvantaged.

As shared with the review team the Report and findings of this study will be released shortly at a Consultation of the Legal Service Authorities stakeholders providing a forum to deliberate on the same to draw out a plan for implementation of the recommendations in the following phase of the Access to Justice Project.

Activity 3

Access to Justice by women in North Eastern States of India

The Project has partnered with the NMEW to conduct action research on access to justice by women in 5 districts in 4 North Eastern States to which the Sixth Schedule or Article 371A, B and G of the Constitution of India applies. This collaboration between DoJ and NMEW is also an example of convergence between the Project and relevant Ministries.

Outcome

Based on the understanding gained through the learning from the study on Law School based LSCs, the Project will support strengthening of Law School based LSCs to ensure that services of the law students and their faculty members are utilised effectively for assisting the poor and marginalized sections of the society. The DoJ has already written to the Bar Council of India to prepare a module/curriculum for law schools on how to run legal aid clinics.

The recommendations of the Needs Assessment Study of SLSAs will guide the design of the interventions to be supported by the Access to Justice Project in the upcoming Phase. The YLFP program also presents a model for constructive engagement of educated youth from marginalized community to enhance access to justice for their communities.

Some Project Partners worked across several districts and on a number of issues (See Annexure 2). Although the review team did not assess the efficacy of the activities carried out by the Partners, it is in agreement with the Project team that focused on a key number of interventions across a smaller geographic area in JIF 2, learning from the challenges of JIF I Phase. This will support the Access to Justice Project to present innovative and scalable models that could be replicated in the following phase to achieve proposed results.

As summary of activities undertaken for each output is given in Table 2

Table 2: Summary of activities undertaken under each output.

Output	Specific activity	Achievement
Supporting national and local justice delivery institutions to improve Access to Justice	Need assessment of LSAs	Assessment of statutory functions performed by LSAs in 7 states. Strategies recommended for strengthening of LSA's for effective functioning
	Judges training module on laws related to marginalized people	Module field tested with the Odisha Judicial Academy.
	Judges training module on anti-trafficking	Module being developed by Maharashtra Judicial Academy in partnership with Ministry of Home
	State Round Table	7 Round Tables organized, one each in the Project states
	Annual Review and sharing	Held every year with participation from government, CSOs, Academic institutions and UN Agencies
	Training of Para Legal Volunteers	Support to Uttar Pradesh and Odisha SALSA's for training Para Legal Workers under NALSA PLV scheme
Increased legal and representational capacities of communities and CBOs	Justice Innovation Fund	<ol style="list-style-type: none"> 1. 15 Projects being supported under JIF in all 7 States (65 districts). 2. 7000 intermediaries (lawyers, paralegal workers and community justice workers, SHG members, PRI members) have been trained under the various field projects as local resources to assist the marginalized communities. Of these, 53percent are women. 3. Follow up by paralegals - 102 women trained by SVSS are assisting other women to get properties registered in their names. So far, WSHAGs have filed 77 RTI cases and in 42 cases land was transferred in the name of women. 4. More than 81 Law students trained as part of the Legal Service Clinic being supported by the Project to work with unorganised laborers in U.P. Approximately 200 construction workers made aware of their rights and entitlements.
	Capacity gaps of legal assistance providers (CSOs, lawyers, law schools and CBOs) assessed	Report found unsatisfactory.
	Study on law school based Legal Service Clinics	<p>Final report submitted and launched by MLJ. Recommendations made to the key stakeholders: BCI, GoI, UGC, NALSA and UNDP. Future advocacy strategy being developed</p> <p>Department plans to support select Law School based Legal Service Clinics under its Access to Justice Project proposed under the 12th 5-yr. plan</p>

Output	Specific activity	Achievement
	Young Lawyers for Justice Fellowship program	60 Young Lawyers trained to assist communities in three states. Linked to DLSAs for better redressal of complaints
	Support to SLSA for Paralegal Program	State Legal Services Authorities supported to strengthen the Paralegal Volunteers training.
Enhanced legal awareness of marginalized communities and their elected representatives	Justice Innovation Fund	<ol style="list-style-type: none"> 20 lakh people have been reached out through legal awareness programs. Of these, more than 5 lakh are women. District level forums formed to develop linkages between justice providers and the community - <ol style="list-style-type: none"> Block Level Community Legal Assistance Partners (CLAP) formed by DA in 4 blocks of Tikamgarh district of M.P. District Level Steering Committee formed by Prayatn linking CSOs, members from Judiciary, DLSA, Jail Authority, Anti Human Trafficking Unit, Police, and Lawyers. District level forums created by Swadhikar linking DWERs, CSOs, and government officials. <p>District Resource Group (DRG) has also been formed by TAAL in Bhopal district of M.P. to facilitate the PLWs</p> <ol style="list-style-type: none"> 195 Dalit Women Elected Representatives trained by Swadhikar in Rajasthan, Uttar Pradesh and Bihar on VAW issues. 1630 individual claims and 14 Community claims for land rights under FRA have been settled in Kalahandi (Antodaya's intervention). In all the claims, names of the women are recorded jointly with their husband as co-owners of the forest land. Executive orders by the Chief Secretary, Odisha instructing all State Government Departments to comply with the provisions of the RTI Act for proactive disclosure of information. (ANTODAYA)
	Adult Legal Literacy: Convergence with MoHRD	<ul style="list-style-type: none"> ▶ 12 modules prepared on a variety of laws and entitlements relating to marginalized communities (almost 40) ▶ A training of trainers module prepared ▶ One short film on legal aid prepared and 10 motivational songs created.
	<i>Sabla</i> : Convergence with Ministry of Women and Child Development	Partnership to mainstream legal literacy, especially on rights of women and girls, in the program targeted at adolescent girls
	Project Database	Delayed
	Voice-based kiosks	Agency has been contracted. Content to be digitized by November. Kiosks will be set up in 2013.

Output	Specific activity	Achievement
	Audio visual Material on project for dissemination	Agencies contracted
Informing laws, policies and structures through action research studies	Action Research	<p>The delay in the inception of the Project impacted this output.</p> <ul style="list-style-type: none"> ▶ The first study on Law School based Legal Service Clinics was conducted in Year 2, 2010. Poor quality of responses to call for proposals in this year further delayed this activity. ▶ The Needs assessment study of SLSAs of the seven Project states was conducted in 2011. Budget cuts in 2011 impacted the ability of the Project to undertake other research Projects.. ▶ In 2012, the Project has partnered with NMEW to conduct research and one research study on Political participation of women in North Eastern States is underway.

The achievements of the Access to Justice Project are indeed laudable, yet these have been primarily on the demand side. The pace of engagement with the justice delivery institutions and stakeholders did not match steps with the capacity building and increased demand for justice by marginalized communities. Besides, some aspects of the project design, like expansive definition of justice, were not reflected in the interventions on the supply side. This constrained civil society Project Partners and PLWs from ensuring enhanced access to justice to the marginalized communities. These challenges have been discussed below in detail.

Issues identified

1. Security issues

The UNDP standard contracting procedure advises all vendors, in this case Project Partners, to take insurance against risk. Yet, the Access to Justice Project did not adequately take into account the exceptional aspect of this project. The very design and mandate of the Access to Justice Project, specifically its aim of 'enhancing access to justice for marginalized people' demanded that Project Partners conduct activities and take action in support of marginalized communities. The corollary to this implies standing up to the dominant elite- community, bureaucracy, law enforcement agencies, elected representatives, private entities among others- and holding them to account.

Although risk issues are theoretically addressed in the contracting procedures, in practice the very act of discharging contractual obligations make it imperative for the Project Partners (and the community members) to face risk to life, security and well being. It could be that the scope of the SAJI project, learning from which defined the design of the Access to Justice project, did not engage with issues of entitlements and security as intensively as the latter. Yet, the Design Mission Report touches upon the risks faced by civil society organizations and leaders of marginalized communities in their efforts to enhance access to justice. The Access to Justice Project was thus unable to envisage the challenges that could be faced at the local level in ensuring access to justice for marginalized communities. Therefore, it did not spell out a strategy/ mechanism to ensure security of these human rights activists or enforce compliance for discharge of statutory obligations by judicial, law enforcement and administrative officials to counter the risks faced.

As a consequence, many of them continue to face threat to life, get implicated in false cases and other such human rights violations even as they work to provide access to justice to marginalized communities. The PLWs, especially the women, are humiliated by passing derogatory remarks. Since the Access to Justice Project follows a human rights approach in catalyzing demand for justice through leadership of marginalized communities the brunt of this retaliation is being faced, primarily by those vulnerable people the Project seeks to empower. Lack of institutional support to counter these risks will also have a serious impact on participation of women and could restrict their active involvement in access to justice interventions.

Risks faced by Para¹⁰ Legal Workers

In May 2011, Mr. X PLW with Antodaya learnt of misappropriation of money by the Gram Rojgar Sewak (GRS) Sri Y and the Panchayat Executive officer of Gunupur Panchayat, Odisha. 100 senior citizens and widows were compelled to pay 1000 to 1200 Rs each to these officials to get their pensions. X filed a complaint before the District Administration about this. He filed a complaint to the Collector and the Chief Minister, the report of the Sub Collector backed his claim and suggested action. The Collector asked the BDO to take action but nothing moved on the ground. Mr X gave a deadline of 20th June 2012 to the administration to address the complaints and warned that he would go on a hunger strike in front of the Collector's office if no action was taken. Subsequently, on 19th June 2012 GRS Y and his followers attacked Mr. X, beat him brutally and threatened with further dire consequences. On 20th Mr X lodged an FIR at the Thuamul Rampur PS (FIR No-37 /2012 U/s 294, 323, 506 and 34 IPC). Mr. X's attackers also lodged a counter FIR under the SC& ST Prevention of Atrocities Act, 1989 against him. (Names withheld to protect identity)

Another PLW with Antodaya, Mr. A works actively in the RTI Clinic-cum- Land Rights Resource Centres in the Thambul-Rampur block. He has received threats to his life by those who do not want him to work for enhancing access to justice for marginalized communities. He continues to work for empowering the people but has requested for legal support to fight such cases.

2. Absence of institutional partnership with service delivery and law enforcement agencies at the State level

The Access to Justice Project addresses the issue of 'justice' in its expansive context. Its interventions are therefore focused, not only on strengthening access to justice delivery stakeholders for marginalized communities but supporting capacity building of the service delivery and law enforcement agencies to provide responsive justice delivery services. This vision of justice has guided its strategy of selection of Project Partners with a history of working on issues of empowerment of marginalized communities. The specific direction and the support provided through the Access to Justice project to follow a focussed approach on ensuring access to justice has led to a significant rise in the demand for justice.

The most critical issues facing these vulnerable communities in the field are that of survival and law enforcement. The violation of human rights at a day to day level are in respect to their right to livelihood, right to public assets like water and other natural resources and right to mobility and participation in public life. These are primarily related to issues of entitlement and security that are addressed at the local level by the administration and law enforcement authorities.

But the Access to Justice Project did not have in place any institutional partnership with the States or key Ministries that were responsible for providing access to entitlements and ensuring security. The state level interventions of the Project were limited to support to SLSAs to conduct State level Consultations of all stakeholders working on issues of access to

¹⁰ Names withheld to protect security of individuals

justice. The convergence initiatives of the Project also remained limited to mainstreaming of legal literacy and did not engage with the key Ministries responsible for ensuring and/ or facilitating justice and service delivery to marginalized populations.

The Project Partners emphasized that the project design should have focused on engagement with non judicial actors responsible for delivery of entitlements and services including law enforcement at the institutional level (State, district and block) through the leadership of the DoJ. This ownership from the highest levels across State and Central Government Ministries would have compelled the responsible stakeholders to discharge their constitutional obligations and ensured access to justice for marginalized communities.

This presented a major roadblock to the efforts of the Project Partners in ensuring access to justice for marginalized communities. This low level of support from the administration and law enforcement authorities in providing marginalized communities access to entitlements and services also restricts the YLFP Fellows to work primarily on resolving these issues rather than on offering services such as legal advice, legal counseling, mediation, conciliation and litigation etc to marginalized communities.

3. Difficulty faced by Project Partners to forge ties with local Legal Service Authorities

One common refrain shared by all stakeholders, Project Partners, implementing NGO's/ CBO's, community justice worker's and beneficiaries is the inability to build working partnerships with district level Legal Service Authorities. The existing work of the JIF Project Partners on empowering of marginalized communities supported them to launch their access to justice project interventions as soon as they completed the contracting formalities. They had also designed these interventions to build on their existing work through a demand driven focus on ensuring access to justice. But the enablement of the delivery of justice required external support due to both, their limited financial wherewithal as well as the limited technical expertise within their own organizations. A few Project Partners could forge partnerships with DLSAs but a majority could not.

The engagement between the Access to Justice Project and the National Legal Services Authorities and State Legal Services Authorities could not match the pace of the demand for justice generated. This has led to a gap in the expectations of the civil society organizations and the ability of the Legal Service Authorities to respond to these expectations. This has also impacted the efficacy of the Access to Justice Project and limited it from optimizing the value of existing social capital as well as restricted the investments made through project interventions from achieving their potential.

4. Lack of enforcement of Laws and lacunae in laws/judicial procedures

Lacunae in laws/judicial procedures: One key challenge faced by Project Partners has been lack of enforcement of laws to ensure access to Justice for marginalized communities due to conflict and lacunae in laws and/or judicial procedures and improper prosecution.

Examples of lack of enforcement of laws-

1. *Panchayat* (Extension to Scheduled Areas) Act, 1996 (PESA) empowers *Panchayats* to auction mining of minor minerals and collect revenue but the Mining Department collect¹¹s this revenue.
2. Limitations of¹² the SC/ST Act
 - i. Under Section 4, there is no monitoring to enforce compliance by public servants and no punishment in case of neglect of duty by public servants.

¹¹ Discussion with ELDF team

¹² Discussion with Swadhikar team

- ii. Under Section 23 (i), 1995, R 11 Rule states that if any public machinery is given any information on an atrocity, they are mandated to reach the site. But there is no monitoring or system to ensure compliance.
- iii. Under Section 23 (i) 17th Rule, it is mandatory that a vigilance committee consisting of Collector, DSP, MLAs, MLCs, NGO representatives and officers belonging to the SC/ST community meets every 3 months. In practice this is not followed there needs to be a mechanism for monitoring and accountability

The Chief Judicial Magistrate of Chittorgarh made an observation on the lacunae in the legal systems. With specific reference to the Juvenile Justice Act, he shared that the Act does not specifically mandate legal representation of the minor victim, like it does for a juvenile offender. Though the Child Welfare Committee (CWC) sits in the interest of the victim, the lack of a specific provision for legal representation may not work in the best interest of the victim. (RLEK, Chittorgarh).

4. Limitations of YLFP design

Although, the focus of providing opportunity to young lawyers from the hinterlands is much needed, the following phase must take into cognizance the level of investment required to strengthen the program. All stakeholders of the YLFP expressed the need for a longer duration program as well as institutional linkages with Legal Service Authorities. The program required the YLFP Project Partners to link Fellows to law students or JIF community justice workers or paralegal workers (working in the same districts) who could support them in their work to provide access to justice to marginalized communities. But ELDF was the only organization among the three Project Partners to do so. YLFP Project Partners and Fellows expressed that the amount of stipend, INR 5000/ month was too inadequate to cover expenses on travel and administration as well as loss of professional fees due to lack of time to take up private cases. YLFP Partner organizations and some Resource Persons shared that the minimum experience criteria for Fellows must be raised to ensure that the selected Fellows have the capabilities to draw from the investments being made by the Fellowship program to the optimum level. They were also of the opinion that given the magnitude of the relevance of the program, both the number of Fellows and the coverage of districts must be increased.

5. Challenges in nurturing leadership amongst marginalized communities

The strategy of the Access to Justice Project pursues a rights based perspective and focuses on building leadership of the marginalized communities to ensure access to justice. Project Partners have raised awareness of huge numbers of these vulnerable communities leading to an increased demand for justice as reflected in the number of claims filed and representations made to justice and service delivery institutions. The Project has also created a critical mass of legal leadership that has the potential to achieve significant transformation in power relations through ensuring access to justice for their communities.

But the economic vulnerability of marginalized communities constrains sustenance of leadership. Their endemic poverty makes it critical for them to pursue, primarily, wage earning opportunities as they do not own any productive assets. Secondly, the lack of ownership of productive assets like land constrains access to credit and makes them dependent on wage earning opportunities with their oppressors thus compelling them to accept the traditional dependent relationships of patronage and exploitation. This state of affairs is more a rule than exception for marginalized communities.

During the discussion it was noted that women PLWs faced lot of difficulties as they are not supported by their families and community members. Further, these PLWs come from poor families and either work in their own subsistence farms and/or are involved in wage

labor. The responsibilities of their PLW role are very time consuming and they do not get the time to work leading to a loss of wages. This impacts their motivation. (Development Alternatives, Tikamgarh)

Financial incentives during the training period as well as during exercise of responsibilities as PLWs would allow them to move away from the wage earning livelihoods and utilize their capabilities for enhancing access to justice for marginalized populations. An unintended benefit would be their breaking away from the traditional relationships of patronage. This would have a ripple effect within the community catalyzing a process of empowerment of marginalized communities.

7. Absence of focus on elected members

Although the outputs focus on raising awareness of elected members, except for two JIF Project Partners working with *Panchayat* members namely Swadhikar and ELDF, there have been no initiatives of working with elected members. Neither has there been any movement for convergence with Ministry of *Panchayati Raj* nor with the UNDP Governance Programs. This is a significant limitation of the Project as the elected members are critical stakeholders in enhancing access to justice for marginalized communities.

The review team observed the positive impact on entitlement access due to the participation of a woman *Panch* in Muzzaffarpur district in the KDS PLW program. The Bihar *Panchayati Raj* Act, 2006 empowers *Gram Kacheri*'s with limited judicial powers. The *Gram Kacheri* was activated due to the leadership of the PLW and its momentum has enhanced demand for justice and resolution of disputes at the village level. Further, it has acted as deterrence to local service delivery providers from denying the community its entitlements.

8. Disbursement policies of the project

Project Partners expressed hardship incurred due to the UNDP disbursement policy of withholding the payment of the last installment against the approval of final completion report. As noted earlier, UNDP had enhanced disbursement to 90percent in Phase II withholding only 10percent of the funds committed compared to 30percent in JIF I. Yet, Project Partners, being non-profit organizations having limited cash reserves expressed facing severe challenges in conducting Project activities in the last leg of the Project, due to this policy.

4.2.3 Monitoring

The Project established a system to monitor the project through periodic reports sent by the Project Partners and field visits by PMT members. The UNDP officials, too, occasionally visited the field projects and field level stakeholders for monitoring and support. But Project Partners expected visits by UNDP to guide the implementation and connect them to local justice and service delivery stakeholders for enforcement of access to entitlements, justice and security.

The PMT had sent the original monitoring formats to the JIF Project Partners for comments but since no suggestions were received, they were finalized. But subsequently, a majority of the JIF Project Partners were unable to capture results and report the good work they were doing on the ground in a satisfactory manner. A workshop on RBM was conducted in July 2011 to build the capacity of the Project Partners to capture results and assist them in monitoring, documenting and reporting results using the Result Based Management (RBM) approach. A few changes in the monitoring format were mutually agreed upon by the Project Partners and PMT- UNDP.

Yet, while most Partner organizations found the revised monitoring format a useful tool for documentation, and few even expressed they would incorporate it for their own systems,

some partners still found it a very time consuming process. About 40percent organizations visited found the formats complicated. Some of the Project Partners expressed the need for a separate budget for monitoring and documentation else the exhaustive nature of the monitoring requirements would continue to impinge on program implementation and adversely impact effectiveness of the interventions.

The PMT shared that some Project Partners had already included reporting expenses in the proposals submitted. The review team suggests that the monitoring requirements of the project be explicitly underlined in the procurement documentation. Additionally, the project may consider conducting a workshop to familiarize Project Partners with monitoring and reporting systems at inception.

4.3 Efficiency

Efficiency measures how economically resources or inputs (such as funds, expertise and time) are converted to results. The team assessed the extent to which resources are being used to produce the intended outputs and how resources could be used more efficiently to achieve the intended results. The project spent about Rs 16.57 crore (\$ 3 million) on various activities: about Rs 1.10 crore on YLFP, about Rs 8.1crore on JIF, Rs 3.1 crore on project management and remaining 3 crores indirect cost upto June 2012. Details of fund disbursements done till June 2012 are given in Table 4. About 72 percent of the total amount had been disbursed with six months remaining for the project period to end (Table 3).

Table 3 : Disbursement of allocated amount to project partners

S.No.	Name of the Organization/ Individual	Amount of Contract	Total Paid	percent payment
1	AID - Alternative for India Development	2,999,000	2,993,864	99.8
2	Antodaya	3,893,400	3,666,371	94.2
3	CPSC - Centre for Promotion of Social Concerns	6,900,000	5,865,000	85.0
4	ELDF - Environment Law and Development Foundation	6,899,000	5,864,150	85.0
5	JJK - Jan Jagriti Kendra	3,495,250	3,495,251	100.0
6	K4D - Knowledge for Development Foundation	2,600,000	780,000	30.0
7	KDS - Kerala Development Society	2,387,000	2,380,603	99.7
8	MARG - Multiple Action Research Group	6,861,200	5,832,020	85.0
9	RLEK - Rural Litigation & Entitlement Kendra	6,900,000	6,847,380	99.2
10	Swadhikar	6,900,000	6,851,353	99.3
11	UNNATI - Organization for Development Education	3,915,000	3,854,315	98.4
12	CSJ - Centre for Social Justice	3,710,000	371,000	10.0
13	DA- Development Alternatives	4,737,225	4,263,503	90.0
14	NLU Delhi- National Law University Delhi	2,574,600	1,802,220	70.0
15	PRAYATN - Prayatn Sanstha	4,451,600	4,006,440	90.0

S.No.	Name of the Organization/ Individual	Amount of Contract	Total Paid	percent payment
16	SVSS - Swami Vivekanand Shiksha Program	2,468,500	2,221,650	90.0
17	TAAL - Towards Action and Learning	4,619,000	4,157,100	90.0
18	Centre for Social Justice (a Project of IDEAL)	1,606,000.00	1,284,800	80.0
19	V.M.Salgaocar College of Law, Goa	1,325,000	1,325,000	100.0
20	All India Society for Electronics & Computer Technology (AISECT)	1,222,000	1,222,000	100.0
21	New Concept Informations System Pvt. Ltd.	589,160	589,160	100.0
22	Centre for Promotion of Social Concerns (CPSC)	2,360,000	1,632,000	69.2
23	Ms. Abha Singhal Joshi	2,800,000	2,240,000	80.0
24	MARG	3,901,000	3,120,800	80.0
25	Enviro Legal Defence Firm (ELDF)	3,983,700	1,987,850	49.9
26	Committee for Legal Aid to Poor (CLAP)	4,278,500	2,139,250	50.0
27	Manthan Yuva Sansthan (Manthan)	2,848,500	1,424,250	50.0
28	Ernst & Young	2,864,000	572,800	20.0
29	OneWorld	1,981,500	396,300	20.0
30	Ell Gee	419,475	-	
31	Rajasthan SLSA	1,519,000	227,850	15.0
32	Orissa SLSA	2,274,000	2,274,000	100.0
33	UP SLSA	1,575,500	157,550	10.0
34	Centre for Community Economics and Development Consultant Society (CECOEDECON)	758,000	-	
35	GENESIS MEDIA (P) LTD.	900,000	-	0.0
36	JAM PRODUCTIONS PVT. LTD.	1,270,000	-	0.0
37	Maharashtra Judicial Academy	1,765,500	200,000	11.3
38	NMEW	2,200,000	-	0.0
		118,751,610	86,045,830	72.5

Source : PMU (Upto June 2012)

A majority of the JIF 1 Projects were spread over 10 or more blocks and half of them had their base location outside the project area, although they had partnered with local NGOs and CBOs to implement the program. Population covered indirectly ranged from approximately 2000 to 100, 000 while population covered directly ranged from approximately 800 to 8000 with budgets ranging from ¹³ INR 23,87,000 to 6,90,000. The JIF 2 projects were spread across smaller geographies of one to six blocks and their budgets ranged from INR 25,74,600 to 47,37,225. Population covered indirectly ranged from 300 to over 70566 while the range of population covered directly was 150 to over

¹³ KDS admitted that they had quoted this unrealistically low figure and that they had drawn from external resources to implement the program

11,000. Administrative costs across JIF1 and 2 remained within 20percent of the budget¹⁴. Over 75percent of the budget was spent on capacity building and community outreach¹⁵ and over 7000 PLWs were trained through this expenditure.

In the course of its primary research the review team observed that large numbers of marginalized community members were aware of their rights and entitlements, had enhanced access to justice, the small but significant number justice and service delivery stakeholders including law enforcement officials were appreciative of the Access to Justice project interventions and a majority of these PLWs were actively working to ensure access to justice for marginalized communities, despite the completion of the Access to Justice Project period.

Analyzing the financial data against the primary research findings, the review team observes that the higher value JIF 1 projects were not as cost efficient as the moderately budgeted projects being implemented by locally based NGOs. The innovations and models suggested for replication are drawn from the experiences and achievements of these locally based NGOs who had presented modest budgets. The review team observed similar results in JIF2. The Project Partners located in the area of operations was able to present innovation and greater achievements. Larger institutional Project Partners once again could not perform as well as the local NGOs. This definitely indicates that efficiency and effectiveness of the training components of the program could be improved. Some possible ways of doing it are through standardizing training design, pedagogy and material while allowing for adaptation to local contexts.

The review team was limited in conducting a more detailed analysis due to the lack of standardization of programs, budget formats as well as training programs- design, duration & assessment. It therefore leaves a number of questions - Will there be a greater impact if the number of people trained is not spread too thin across too many districts? Is it better to train fewer people and provide in-depth training to them or reach out to a larger number and create legal awareness among them? How can one achieve results in a cost effective manner without compromising on the quality of the program?

In summation, the review team suggests that the Access to Justice Project continue its strategy of selection of JIF projects working intensively in smaller regions. The team also suggests that the selection criteria be more biased towards local NGOs over NGOs located outside the operational area and proposing to conduct activities in partnership with local NGOs.

Access to Justice Project resources have been used optimally by nearly all JIF Project Partners. Positive results have been achieved on the ground despite modest allocation of resources towards the project. This was possible due to a tapping of existing social capital, capacities, linkages and relationships with a cross section of local stakeholders by Partner organizations and NGOs/ CBOs. Last but not the least, Project Partners also raised funds outside of UNDP/ JIF to support and strengthen the activities proposed.

Tables 4 & 5 provide an overview of geographic coverage, number of people trained and budgetary allocation under various budget heads for the JIF and YLFP programs separately. The amounts under each budget head have been collated by the review team on the basis of their understanding. UNDP may consider providing a template to the partners for proposing the budget for the next phase so that there is clarity on the budget heads. Their reporting may also be in accordance with the template so that it is easier to track under which budget heads there has been better resource utilization and vice versa.

¹⁴ MARG was an exception

¹⁵ Swadhikar has earmarked 54% of the budget for personnel. Having visited the field operations of Swadhikar the review team did not find a large operational team in the location it visited. Based on the data available we make the assumption that this personnel expenditure could be earmarked for personnel to impart training.

Table 4 : Justice Innovation Fund

Organization	Total Budget Allocation	No. of districts covered	People trained	Admin & Coordination		Capacity development		Personnel		Community work	
				Budget allocation	percent	Budget allocation	percent	Budget allocation	percent	Budget allocation	percent
AID	2,999,000	3	408 (Justice volunteers/ paralegals)	296,000	10	747,000	25		-	1,956,000	65
Antodaya	3,893,400	1	1030 lawyer, (village volunteers)	112,000	3	3,433,400	88	252,000	6	96,000	2
CPSC	6,900,000	10	110 (lawyers)	1,281,250	19	4,178,750	61	960,000	14	480,000	7
ELDF	6,899,000	5	10 community workers & 5 lawyers	1,102,000	16	4,299,669	62	552,331	8	945,000	14
JJK	3,495,250	5	408 (Justice Equity and Empowerment Volunteer)	10,000	0.3	2,820,000	81	317,750	9	347,500	10
K4D	2,600,000	3	21 (Volunteers)	-	-	1,650,000	63	350,000	13	600,000	23
KDS	2,387,000	4	1200 (SHG based legal volunteers- SLVs)	437,000	18	1,950,000	82		-	-	-
MARG	6,716,400	9	100 (Community Justice Workers)	1,770,000	26	3,588,400	53	1,280,000	19	78,000	1
RLEK	6,900,000	15	1750 (PLWs)	495,000	7	4,965,000	72	690,000	10	750,000	11
Swadhikar	6,900,000	7	195 (Dalit Women Sarpanch)	1,132,600	16	830,000	12	3,728,400	54	1,209,000	18
Unnati	3,915,000	3	374 (PLWs)	432,000	11	980,000	25	397,000	10	2,106,000	54
TAAL	4,619,000	1	450 (PLWs)	546,000	12	2,105,000	46	1,872,000	41	96,000	2

Organization	Total Budget Allocation	No. of districts covered	People trained	Admin & Coordination		Capacity development		Personnel		Community work	
Prayatn	4,456,600	6	60 (Community Facilitators)	808,348	18	1,295,220	29	1,689,472	38	663,560	15
DA	4,737,225	1	328 (PLWs)	404,026	9	2,210,000	47	751,700	16	1,371,500	29
SVSS	2,468,500	1	102 (Women self help groups)	450,900	18	681,640	28	869,760	35	466,200	19
NLU	2,574,600	1	80 (Student volunteers)	302,600	12	750,000	29	1,272,000	49	250,000	10
Total	72,460,976	75		9,579,724	4	36,484,079	52	14,982,413	21	11,414,760	16

Chart 1 : Justice Innovation Fund : Proportion of budgetary allocation for different budget heads

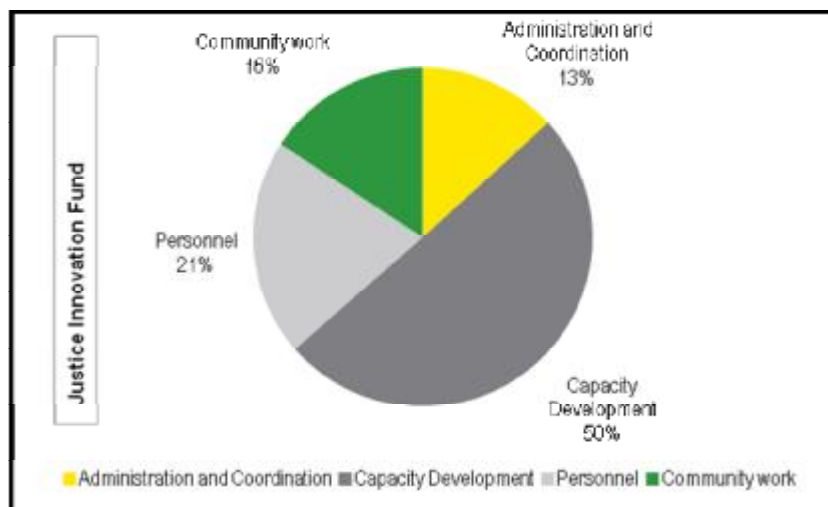
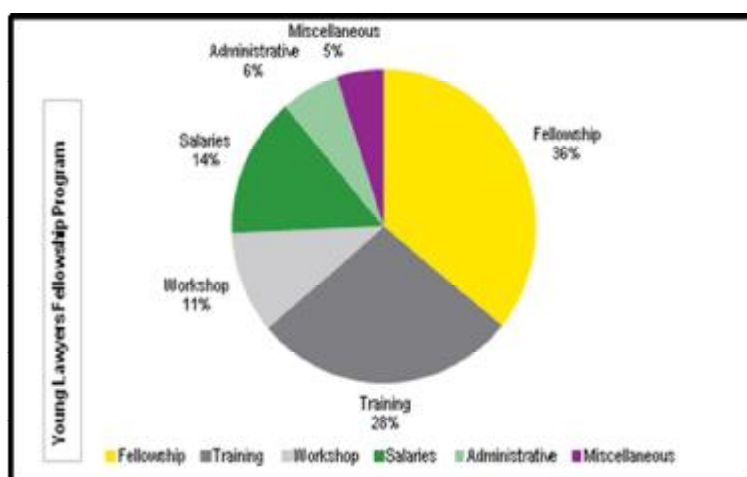


Table 5 : Young Lawyers for Justice Fellowship Program :

Organization	Total Budget	No. trained	Fellowships		Training expenses		Workshops, seminars		Salaries		Administration		Misc.	
			Budget allocation	%	Budget allocation	%	Budget allocation	%	Budget allocation	%	Budget allocation	%	Budget allocation	%
CLAP	4,454,000	20 (10 districts)	1,460,000	33	916,000	21	700,000	16	878,000	20	400,000	9	100,000	2
ELDF	3,983,700	20 (13 districts)	1,200,000	30	2,054,700	52	0	0	195,000	5	60,000	2	474,000	12
Manthan	2,848,500	20 (9 districts)	1,380,000	48	200,000	7	479,000	17	552,000	19	237,500	8	-	0
	11,286,200		4,040,000	36	3,170,700	28	1,179,000	10	1,625,000	14	697,500	6	574,000	5

Chart 2 : YLFP : Proportion of budgetary allocation for different budget heads



YLFP is a program that has the potential for replication across states. Therefore the amount spent on training expenses becomes significant. A break up of expenses in Chart 2 indicates that about one third of expenses have been incurred in conducting training of Fellows. This proportion can be significantly reduced since the resource material has been developed and can be utilized for conducting training programs. Besides, a larger part of the expenses on training have been incurred on payments for hiring expert trainers. Partnerships with local Law Schools could support in reducing these expenditures as well cutting down expenditure towards hiring of venues to conduct the training programs.

In closing, the review team would like to reiterate some observations on the cost efficiency of the Project. The Access to Justice Project was supposed to start in 2008 but was delayed and started only in August 2009. Organizations with a better level of preparedness were able to plan their programs on time and therefore have been able to utilize the resources effectively. While most resource utilization has been optimum, concerns were raised about the procurement procedures at UNDP. The DoJ has also flagged a concern about the delay in conducting activities as planned due to the procurement procedures of UNDP. It may, therefore be worth taking a relook and see if the procedures for contracting be made more flexible.

4.4 Innovation

The Access to Justice Project instituted the Justice Innovation Fund to support innovative interventions at the grassroots. The TORs in the call for proposals clearly spelt out the areas of innovation:

- Generation legal awareness directly amongst members of marginalized communities to enable them to seek justice;
- Provision of effective legal aid to people belonging to the marginalized communities;
- Enhancement of capacities of civil society and community based organizations to assist marginalized communities access justice;
- Initiation of district level forum of government functionaries, human rights defenders and marginalized people to facilitate access to justice; and
- Preparation of innovative legal empowerment materials.

The Ernst & Young Review team has made the selection of certain interventions as innovative, based on our primary and secondary data collection. We have selected innovations that used new approaches in the context of access to justice; that entails social change, present a cost-effective model, are sustainable and also have the potential to enable change at the institutional and policy levels thus allowing for upscaling and replication. Although these have been discussed in the report the following sections select a few innovative activities which can be replicated or expanded to other areas.

Legal Awareness Raising

Use of Community Radio

Project Partner AID used Community Radio effectively to broadcast programs in the local language to raise awareness of the community. Currently, the programs are broadcast on a weekly basis on AIR and cover a range of 30-40 Kms (as a result of this increased coverage they are able to reach out to the border areas of four states of Jharkhand, Bihar, Uttar Pradesh and Chhattisgarh). AID also follows 'Narrow Casting' of previously broadcast programs.

Community- Justice Delivery Providers Interface

Project Partner, Prayatn organizes regular interface of community with judiciary and police at the village level. The focus of the activity is to enhance community legal awareness, increase confidence on justice providing institutions and reduce the fear of the judiciary and police from the minds of the marginalized communities. This interaction also raises the awareness of the justice delivery and law enforcement officials leading to improved capacity to respond to the needs of these communities.

Innovative Legal Material

Project Partner, JJK developed innovative resource material, in form of a game called 'Nyay Pat' aimed at raising awareness of women. *Nyay Pat* is an innovative legal empowerment material designed in the form of a game similar to Snakes and Ladders, having FAQs on legal rights and entitlements of women in the form of cards. They also designed comic strips on legal literacy aimed at especially children.

Effective Legal Aid

Anchoring interventions in CBOs

Project Partner Unnati has located its service delivery interventions in the Dalit Resource Centres (DRC), community based organizations that support the *Dalit Adhikar Abhiyan* (DAA) campaign. The DRC, functioning at both the village and block level, support and mobilize the Dalit community through building leadership among them to assert and collectively raise issues related to Dalit human rights. Project interventions strengthened the DRCs by providing strategic guidance and technical support, capacity building and facilitating networking with service and justice delivery providers as well as law enforcement agencies.

This institutional strengthening of the CBO's has supported the DAA to provide access to justice to the Dalit community on a scale, as well as built the capacities of the DRCs to continue its work beyond the completion of the Access to Justice Project. Importantly, it has also ensured sustainability of the Project interventions and enhanced efficiency of resources.

Using the Right to Information Act

Project Partner, Antyodaya pursued a strategy of utilizing RTI Act to raise accountability of service delivery providers. They established RTI Clinics that doubled up as Land Rights Resource Centres for supporting the community to request for information under the act and ensure access to their entitlements and rights.

Using the Media as a tool for advocacy

Antodaya has also used the media (print and electronic) effectively to publicize the issues facing the marginalized sections. The highlighting of the issues of the marginalized by the media has supported Antodaya to follow up on cases of violations of rights and denial of entitlements as well as compelled the justice and service delivery providers to ensure access to justice.

District Level Forums

Project Partner, Development Alternatives has formed the Community Legal Assistance Partners (CLAP) Committee at the block level. CLAP is a collective of government officials, justice delivery stakeholders and intermediaries like Protection Officer, Police Inspector, Lawyer, media person and representatives of CSO partner and two PLWs from the Community, out of which one will be woman. CLAP works as a forum to address specific cases that cannot be resolved at the community level by the PLW.

Project Partner, ELDF has formed the District Forum (consisting of the *Janpad* Vice President, retired Deputy Collector, retired CEO, *Zila Panchayat* Member, *Sarpanchs*, *Janpad* Members and 2 members from ELDF). The District Forum acts as a platform to discuss and escalate problems which could not be solved at the ground level and to guide and monitor the implementation team.

Enhancing Capacities of Community Based Organizations

Project Partner, TAAL conducted training programs for the PLWs. In order to ensure quality they conducted a written and oral test at the end of the training program to judge the knowledge and understanding of the PLWs, with the support of the SLSA Legal Aid Center. Further, they selected 10 percent of the PLWs and built their capacities to work as Litigation Support Service Providers (LSSP) who would assist the survivors of violence and support them to take informed decision if they agreed to take their case to court.

TAAL has also created a mini library in the form of a bag which contains books on different laws and schemes. This bag is kept with two PLWs in each settlement so that all the PLWs have easy access to this resource material. The bag also includes forms related to the most common entitlement demands like pension, job card, ration card etc.

4.5 Summary of findings

This chapter summarizes the key observations of the Ernst and Young team in conducting the Terminal Evaluation of the Access to Justice project:

The Access to Justice project focused on strengthening Access to Justice for marginalized communities, particularly women, *Dalits*, Tribals and minorities by supporting strategies and initiatives that seek to address the barriers they face in social, economic and political domains. It proposed to achieve this through improving institutional capacities of key justice service providers, directly empowering the poor and disadvantaged men and women to seek and demand justice services and build on and strengthen strategic partnerships with both state and non state (CSOs, CBOs, NGOs) actors for improved access to justice.

- ▶ The structured and participatory process adopted to design the Access to Justice project through learning from the previous Phase of the project, namely SAJI, can be said to be the key driving force behind the success achieved by the Project. The flexibility and responsiveness of the design allowed Project Partners of JIF to design interventions as relevant and deliver them through appropriate strategies to marginalized communities. The Access to Justice program worked within the framework suggested by the design mission – being local, assessing capacities of statutory bodies to provide access to justice, applying a human rights based approach which defined its success. The Access to Justice Project thus brought the voice of the marginalized to the corridors of power.
- ▶ The second significant aspect of the design was its focus on both the demand side as well as supply side of access to justice. This promoted interventions at both the grassroots and at the policy level, across a range of stakeholders primarily judicial delivery stakeholders. Legal literacy though imperative to raise awareness of marginalized communities needs to be complemented by a responsive administration and judiciary (supply side) is as much necessary as a awareness raising effort (demand creation).
- ▶ The foundation of the success of the Access to Justice Project could be said to rest on the strategy to synergize efforts and resources by anchoring the interventions in existing programming. On the supply side the Project focused on convergence with key Ministries and providing support to LSAs to enhance access to justice for marginalized communities. On the demand side, the partnership with civil society through the JIF interventions played a critical role in enhancing demand for justice. The other strategy that worked well was anchoring the JIF interventions in the existing social capital. This facilitated achievement of both, outputs and outcomes over the short duration of the program.
- ▶ Nearly all JIF interventions were focused on the demand aspect of Access to Justice i.e. enhancing awareness of marginalized communities to access justice through gaining their rights and entitlements. Many of the JIF Partners also focused on building capacities of civil society organizations through building a cadre of Para Legal Workers from marginalized communities. Their decision to align with local NGOs and CBOs ensured outreach to targeted communities and was most effective. The strategy of Partner organizations to draw the cadre of Para Legal Workers from primarily women's SHGs and village level women functionaries of existing government interventions facilitated empowerment of women. They have also utilised audio -visual media like community radio, private television channels, films and IEC material to expand the reach of their programming. Further, a few JIF Partners and the YLJFP invested on building capacities and sensitizing service delivery mechanism or service providers like the judiciary, law enforcement officials and administration at the block and district level.
- ▶ The nascent YLFP responds to a very critical need of marginalized communities who have begun to demand justice and seek judicial redress. The project has had a good response from lawyers and in some regions, received promise of support from the State Government and State Legal Service Authorities in conducting its activities. Some of the Partners have enhanced the effectiveness of the program by linking up with civil society organizations thus providing a structured supportive environment for Fellows to conduct their field activities.
- ▶ Many Partner organizations of JIF and YLFP have successfully engaged with justice and service delivery, including law enforcement stakeholders like DLSA/ TLSCs and legal aid centres, as well as the police at the local and district level to ensure Access to Justice for marginalized communities.

- ▶ The Access to Justice Project has initiated critical studies to gain an understanding of the challenges faced by stakeholders on the supply side, like the study on Legal Service Centres at Law Colleges and Needs assessment of State Legal Services Authorities. The learning from these studies will promote dialogue and facilitate action through informing decision makers and policy. The study on Legal Service Clinics at Law Colleges also has the scope to streamline legal clinics and get institutional support for sustained and effective Access to Justice for marginalized communities.
- ▶ The Access to Justice Project has also engaged with the different Ministries and converged with relevant programs of key Ministries like the Ministry of Human Resource Development and Ministry of Women and Child Development. This will increase outreach of the program.
- ▶ The Access to Justice Project has generated an extensive body of knowledge products in the form of IEC material, legal compendiums, manuals, monitoring reports, case studies and documentation, publications, films, audio logs, study reports and action research reports. These will serve as useful knowledge resources not only for future phases of the Access to Justice project but also as to all stakeholders working on providing access to justice for marginalized communities.
- ▶ The management systems at both the UNDP level as well as the Project Partners level were largely thought to be satisfactory supporting effective project implementation. The Project Partners suggested that the process of reporting and monitoring could be simplified as the project implementation period was limited. The Project Partners also expected hand-holding support from PMT and visits by UNDP to guide the implementation and connect them to justice and service delivery stakeholders for enforcement of access to entitlements, justice and security.
- ▶ The key challenge to the achievement of the goals of the Access to Justice Project rests on the absence of institutional linkages with the administration and law enforcement agencies at the national and state levels. Such linkages would have led to an enforcement of the statutory obligations by the service and justice delivery stakeholders in response to the rising demand for Access to Justice by marginalized communities facilitated by Access to Justice Project interventions. Another key concern that impacts the sustainability of the JIF interventions is the lack of integration of the economic dimensions of the process of accessing justice in the project design.
- ▶ The Access to Justice Project documents are unambiguous in their understanding of access to justice as nested in a broader environment of rights. The findings of the Terminal evaluation study also reiterate the complex interrelationships of the various dimensions of access to justice that makes the inclusion of administrative, legislative, law enforcement, justice delivery and developmental stakeholders on a common platform imperative in the proposed up scaling of the program.
- ▶ Finally, the risk dimensions of the interventions of the Access to Justice Project make it imperative for the Project Partners, PLWs and community to continue to face threat to life, implicated in false cases and other such human rights violations even as they work to provide Access to Justice to marginalized individuals and families.

5 Conclusion

This section of the report draws conclusions by the research team on the basis of the primary and secondary information collected from different stakeholders.

- ▶ The Access to Justice Project is **very relevant for today's context**. Although there has been denial of justice to the marginalized communities for years, the discourse on Access to Justice has become stronger perhaps as a result of the stronger voice of the civil society. The importance of inclusion to ensure human development is reflected in the UNDP Country Plans where social and economic inclusion finds a central place. For any country to have an inclusive growth it is important that the **rights and entitlements** of the disadvantaged communities are safeguarded. There have been specific initiatives by the Government of India to work towards inclusion of the marginalized. Some recent legislation, specially the Right to Information, have the potential to empower the populace in an unprecedented way. Some upcoming legislations like the Public Services Act, the Food Security Bill would ensure more effective access to entitlements. As far as safeguarding rights is concerned, there was an urgent need to address the gap. The Legal Services Authority Act was put in place in 1987; despite these services the marginalized communities continue to face limited access to justice for a variety of reasons.
- ▶ The Government of India recognizes that marginalized communities are characterized by multiple disadvantages like poverty, illiteracy and face social discrimination that impede their access to judicial systems. The National Legal Services Authority was therefore instituted to provide free legal services and conduct forums like *Lok Adalats*, for amicable resolution of disputes. Two decades on, the gap between demand for justice and Access to Justice still remains.
- ▶ The Access to Justice Project aimed at reducing this gap by forging partnerships with the diverse stakeholders to promote innovative interventions, thereby establishing replicable models in this Phase. The Project, yet a work in progress has presented some innovative strategies and interventions that can be mainstreamed through different Ministries as well as implemented by stakeholders working on ensuring Access to Justice for marginalized populations. It has effectively demonstrated the need for such programming and the potential to work on both the demand and the supply side. If the energy among the disadvantaged communities is unleashed through creation of awareness coupled with support from the existing institutions, it can bring significant change as was demonstrated in several instances.
- ▶ The Access to Justice Project was more focussed than the previous program (SAJI) which was more of an exploratory phase. The structured and participatory process adopted to **design the Access to Justice** Project through learning from the previous Phase of the project can be said to be the key driving force behind the success achieved by the Project. The flexibility and responsiveness of the design allowed Partner organizations of JIF to design interventions as relevant and deliver them through appropriate strategies to marginalized communities. The Project decision to invite proposals for working intensively in smaller regions in JIF 2 was important in the context of its goal of establishing models for replication.
- ▶ The foundation of the success of the Access to Justice Project could be said to rest on the strategy to synergise efforts and resources by anchoring the interventions in existing programming. On the supply side the Project focused on convergence with key Ministries and providing support to LSAs to strengthen Access to Justice for marginalized communities.
- ▶ The partnership with civil society through the **JIF interventions led to exponential results due to the strategy of anchoring interventions in the existing social capital**.

Nearly all JIF interventions were focused on the demand aspect of Access to Justice i.e. enhancing awareness of marginalized communities as well as building their capacity to access justice through gaining their rights and entitlements. The strategy of Partner organizations to draw the cadre of PLWs from primarily women's SHGs and village level women functionaries of existing government interventions facilitated empowerment of women.

- ▶ Project Partners and PLWs have shared the challenges of sustaining capacity building efforts without financial resource support. Furthermore, the Access to Justice Project did not adequately think through the risk dimensions of the interventions of the Access to Justice Project and the human rights defenders continue to face threat to life, are implicated in false cases and other such human rights violations. The key challenge to the achievement of the goals of the Access to Justice Project rests on the limited success of the project to engage with **the service delivery providers and law enforcement agencies at the State level.**
- ▶ The **YLFP** responds to a very critical need of marginalized communities who have begun to demand justice and seek judicial redress and has received a good response from few state governments and justice delivery providers. But given the capacity challenges of selected Fellows the program needs to invest in continuing to mentor the Fellows beyond the Fellowship duration to ensure sustainability of investments made and achievement of goals.
- ▶ **Convergence:** The project has succeeded in collaborating with key Ministries for convergence, namely Ministry of Human Resource Development, Ministry of Home Affairs and Ministry of Women and Child Development. In fact, the project is partnering with the MWCD on two interventions. One to mainstream legal literacy in the *Sabla* program and the other to conduct research in collaboration with the NMEW. But these collaborations are limited to legal literacy and sensitization of justice delivery providers. The learning from this project is being used in another UNDP project carried out in eastern Uttar Pradesh which is also a step towards convergence within UNDP.
- ▶ **Gender dimensions:** There was a definite focus on gender at all stages- design, implementation and monitoring as a result of which success has been achieved in varying degrees. The partners have chosen to work on a large number of issues which specially relate to women - dowry, witch hunting, domestic violence. Since the PLW and the CJW was anchored in the SHGs at many places, participation of women has been good. The YLFP faced challenges in the context of participation of women, both in attracting and retaining Fellows. This could be attributed to the social barriers women face in accessing professional legal education and opportunity to practice law to enable them to fulfill the selection criteria. Women may also be forced to drop out due to inability to fulfill the responsibilities mandated by Fellows due to restrictions on their mobility and household responsibilities that limit the time they can devote to their profession. These issues need to be factored in planning the next phase to ensure greater numbers of women can participate in the next phase of the project. It may also be helpful to take special measures to link the women PLWs/CJWs to the SLAs in the next phase, so that more women are empowered to take leadership role.
- ▶ **Research studies** - This objective was slow tracked due to budgetary constraints and poor quality of proposals received in first round of call for proposals. Thus the focus on generating evidence based advocacy to inform policy could be realised to a limited extent. Evidence based advocacy was an important target of the Access to Justice Project and about 10 percent of the budget was allocated to meet this objective which means that its importance was recognised at the time of planning.
- ▶ **Resource material** - A lot of very useful resource material was developed by a number of organizations. However, due to the inclusion of IEC activities in the project proposals submitted by the Project Partner's and their preference to develop customised IEC

material there was duplication of resources. It is necessary to standardise resources on Central Acts and Legislations and design a framework for developing resources on state related legislations and issues to ensure standardisation and efficient utilisation of resources. It is also important to develop a strategy for dissemination of the resource material. The website being developed needs to be interactive and should serve as a repository of information which anyone can access.

- ▶ Although the training programs for community based PLW were not evaluated, two aspects need to be looked into. One, the design of the training program should be staggered rather than be a onetime activity. Second, the pedagogy for training of trainers to be followed by the trainers in the field would need to be reviewed since the resource constraints of the trained community members will not allow them access to effective tools like availability of audio visual aids.
- ▶ **Management of the project** - The project has seen change in three National Project Directors during the implementation phase. This has not affected the pace of work as maybe seen in the regularity with which the PSC meetings were carried out and decisions followed up. The project management team has also played a vital role in keeping up the momentum of the project. They have monitored the project to the extent possible both through the quarterly monitoring reports as well as field visits. The PMT made regular visits to the projects, and the UNDP team also visited the field. The Project Partners have greater expectations from the PMT as well as UNDP because at times they require some mentoring at the operational level.

6 Recommendations

Recommendation 1 : Build on existing work to maximize the advantages gained during this phase of Access to Justice :

The procurement processes including TORs should be focused and detailed to encourage current Project Partners to submit competitive bids. The TORs should call for long term duration projects, at least 4 years, with a definite exit plan.

Recommendation 2: Incentivize and support to lawyers supporting Access to Justice interventions : Legal fraternity associating with the Access to Justice interventions must be motivated and recognized. Lawyers working in rural areas do not have access to legal resources and exposure to the latest advances in the domain of human rights and judicial domain. The Project could consider working with regional Law Schools, District Courts and DLSAs to establish libraries and events with guest speakers. The scope of the YLFP could also be expanded to include these outreach activities.

Fellows of the YLFP are selected due to their motivation for working in the domain of Access to Justice. The program design requires them to do engage in field projects during the duration of the training program. Fellows wishing to continue the work beyond the YLFP duration should be encouraged and incentivized to do so.

Recommendation 3: Long term strategic action plan to ensure sustainability of the capacity building of civil society organizations intervention: A long term perspective on this intervention including financial incentivization, will allow for optimal utilization of the resources invested, value derived and ensure sustainability. One such possibility is to link them with DLSAs which has been tried at some places. The social capital created by way of this project should be usefully engaged. A wider discussion is required to examine its feasibility.

Recommendation 4: Building institutional linkages at the State Level: There is a consensus on the issue of need of institutional partnerships with the state governments across the members of civil society organizations and marginalized community. Besides, it is related with the risk faced by human rights defenders supported and promoted by the Access to Justice Project. There is an urgent need to evolve a strategy to engage with the State Governments. Given the sensitivities of not impinging on the rights of the States and other Ministries this critical demand needs an innovative response. One strategy is through forging partnerships with State Commissions on rights of marginalized communities and fostering convergence with the relevant Central Ministries.

Recommendation 5: Highlight supportive justice delivery, including service delivery and law enforcement stakeholders as Justice Ambassadors: The Project has had the support of a small number of such key officials but their participation has led to significant outputs and outcomes. The Project should pursue a strategy of projecting supportive justice delivery stakeholders as Project Ambassadors. Dissemination of these experiences will have a ripple effect and catalyse support from supply side stakeholders.

7 Strategies for next phase

The first phase of the Access to Justice Project has led to increased awareness of marginalized communities leading to enhanced demand for access to justice. It has also led to the building of a critical mass of community PLWs drawn from the same vulnerable communities. The effectiveness of this relationship between awareness and demand can be assessed from the rising leadership from within the marginalized community and their enhanced access to justice. On the supply side, there has been an increased involvement by NALSA and SLSA as well as significant engagement by the SLSA and DLSA with Project Partners in few states. The receptivity of State Judicial Academies to the Access to Justice Goals can be gauged from their collaborations with the Project. Finally, the convergence with existing programs of three key Ministries offers lessons for further mainstreaming of Project interventions across other relevant Ministries. This has presented some innovative and efficient models for replication and up scaling in the following Phase as planned by the Project.

We suggest the following four pronged strategy for the next phase which will help build on the work in the current phase:

1. **Continued focus on LSAs:** The following Phase must locate its engagement within NALSA based on the recommendations of the Needs Assessment Report. This will lead to a participatory approach of strengthening of LSAs. The Access to Justice Project should continue to engage with SLSAs to support them to conduct training programs for PLVs. It should also advocate for accreditation of PLWs created during this Phase as SLSA PLVs. Further, the Project must disseminate the successful models of partnerships between Project Partners and DLSAs as widely as possible to motivate and encourage LSAs from across the states to partner with and engage in a mutually beneficial relationship with civil society.
2. **Develop linkages between the service and justice delivery providers, as well as law enforcement authorities and the social capital created during the current phase:** The JIF component has led to the creation of large numbers of trained and sensitized PLWs and young lawyers. A few Project Partners have established multi-stakeholder forums and linked this emerging social capital to service and justice service providers, as well as law enforcement agencies thereby facilitating access to justice for marginalized communities. This sound strategy presents a model for replication but can only be catalysed if the Project fosters institutional relationships. A wider consultation would be required to see how this gap can be addressed in the next phase.
3. **Interventions in limited area, wider dissemination of experiential learning:** There is always a temptation to increase the geographic scope of interventions as was shared by a number of Project Partners during our interactions with them. However, we agree with the strategy of selecting organizations proposing interventions over a smaller geography, adopted during selection of Partners in the JIF 2 round. Therefore, we suggest that in the next phase the Project Partners should confine their interventions to not more than 2 districts per state but focus on deepening their work and sharing their experience as widely as possible with networks, judicial academies and lawyers' networks at the state level.
4. **Greater focus on knowledge management and evidence based advocacy:** In order to have a ripple effect of the program, advocacy at the state and national levels is required. For this research studies are required and an advocacy plan for the next five years should be put in place during the design phase.

Annexure

Annexure 1: Scope of evaluation, Methodology

Scope of the Evaluation

The scope of the evaluation and documentation is closely related to the following objectives:

i. Appropriateness of the project's concept and design

The study proposed to assess appropriateness of the project's concept, design and its effectiveness in realizing its immediate objectives and the extent to which they have contributed towards achieving the stated targets. The evaluation has assessed particularly, whether:

- ▶ The problem was identified correctly;
- ▶ The approach of the project was proper;
- ▶ The identification of stakeholders was done appropriately;
- ▶ The institutional arrangements (Government and UNDP) in attaining the long-term objective of the project were adequate;
- ▶ The underlying assumptions were accurate ;
- ▶ The objectives were the correct ones for solving the perceived problem;
- ▶ The objectives and outputs were stated precisely and in verifiable terms;
- ▶ The objectives were achievable;
- ▶ The linkages between objectives, inputs, activities, outputs, expected outcomes and impact was logical;
- ▶ The relationship between the different project elements (outputs, activities etc.) were logical and commensurate with the time and resources available;
- ▶ The adequacy of the quantity and quality of project inputs relative to the targeted outputs;
- ▶ The relevance of the project to the needs of stakeholders, the development priorities of the Government of India and the UNDP's and UNDAF's areas of focus along with as per MDGs.

ii. Review efficiency and adequacy in implementation and management of the project

The evaluation also reviewed the following factors:

- ▶ The quality and timeliness of - inputs, activities, responsiveness of project management of changes in the project environment and of the monitoring/ backstopping of the project by all concerned parties;
- ▶ Flexibility in project design allowed in responding to changes in the project environment;
- ▶ The project's use of its resources (including human and financial) to produce outputs and carry out activities;
- ▶ Articulation and implementation of the project strategy; preparation of a work plan and its execution as well as the timeliness of the project inputs deployed in relation to the annual work plans;
- ▶ The factors that impeded or facilitated the production of the outputs;
- ▶ The appropriateness of the institutional arrangements for execution and implementation, in particular the following:

Project management in terms of adequacy of the monitoring and reporting mechanisms, the government commitment to the project, stakeholders ownership of the project; efforts made by the partner organizations to ensure participation of different stakeholders, especially women in the implementation process and the extent of their participation and if there were any conflicts of interest among stakeholders, and if so, the steps taken to resolve these conflicts.

iii. To Review the Results of the Project

In particular, the evaluation has done the following:

- ▶ Reviewed the achievements of the project and assess their effectiveness in solving the perceived problems/bottlenecks;
- ▶ Assessed whether the project has produced its outputs effectively and efficiently and whether Results-Based-Management (RBM) and performance indicators have been used as project management tools;
- ▶ Assessed whether the project has achieved or impeded the progress towards achieving its desired results (i.e. assess project impact);
- ▶ Assessed unforeseen effects on non-target groups and unintended effects caused by the project;
- ▶ Assessed the adequacy of the project's monitoring system;
- ▶ Assessed the infrastructural, logistical, and financial implication of sustaining the project objectives beyond the project duration/after completion of UNDP funding;
- ▶ Assessed whether mechanisms have been put in place at the State level to ensure the sustainability of project results;
- ▶ Assessed whether lessons from project and or project deliverables had information about GoI policy or programs;
- ▶ Assessed the results and impact of the Project, in which lessons learned have been identified for the next phase or for similar projects elsewhere;
- ▶ Determined the impact of the project upon beneficiaries/users, particularly with respect to building and strengthening capacity among civil society partners and stakeholders with the marginalized community;
- ▶ Concluded how successful has the project been in maintaining interest of NGOs, the government sector and academic institutions;
- ▶ Based on the evaluation, providing the design and road map for the next phase of the Project (2013 - 2018).

In order to conduct the Terminal Evaluation, Ernst and Young Ltd constituted a team of experienced professionals in the field of social justice, inclusion and judicial systems. A methodology was developed to address the aforementioned study questions, which comprised of a two-stage process of desk review and field investigations. The study was carried out through interviews and discussions with all concerned stakeholders from among the state and non-state actors.

Access to Justice Methodology

The evaluation used qualitative data analysis of the available literature and primary data collected during the evaluation. A detailed evaluation framework, outlining the key research questions and probe areas for each evaluation criteria i.e. relevance, effectiveness, efficiency, results and sustainability was developed. The framework also defined the criteria for judgment, probable data sources and method of data collection. The evaluation framework was based on the desk review and information shared with the Evaluation Team during the inception meeting.

The data collected through desk review and primary data collection was analyzed according to the evaluation criteria as defined in the framework. At the first level, data collected from districts across 7 project intervention states was compiled into district report formats. At the second level, compiled district reports along with findings from the desk reviews were organized.

A detailed account of the data collected and analyzed through secondary and primary sources is as below:

1 Desk review

This phase involved review of range of documents made available by UNDP. Literature review helped in providing a comprehensive understanding on ACCESS TO JUSTICE project; approach, strategy and other relevant information related to the project; identifying key stakeholder and drafting tools for the study. A list of documents reviewed as part of desk review is provided as Annexure 2 in the report.

2 Primary data collection

Primary data collection focused on understanding stakeholders' perspective on key evaluation criteria i.e. Relevance, Effectiveness, Efficiency, Sustainability and Result/Impact. These criteria formed the basis of formulating key questions (probe areas) for each category of stakeholders. Evaluation Teams consisting of at least 2 members were sent to in the identified districts across each of the 7 project intervention states. The main evaluation questions were triangulated and addressed by multiple stakeholders at different levels.

Data was collected through customized interview guideline for each group of stakeholders. Each evaluation team prepared an analytical account of the responses in form of districts reports in a standard format attached as Annexure 3. This approach of reporting, along with triangulation of the evaluation questions by interviewing multiple stakeholders at different levels, helped in validating data and in reducing subjectivity.

3 Work steps in executing the evaluation:

Identification of stakeholders: The study focused on interactions with various stakeholders at different levels. Key stakeholders to be covered under the study were finalised in consultation with UNDP. The stakeholders were identified at three different levels i.e. National, State and Project level. Annexure 4

Sampling of the districts: Sampling of the States and respondents was guided by the objectives of the assignment. Given the wide geographic scope of the project, the team decided to adopt the random sampling method for unbiased selection of districts across the seven project states. However, given the diversity of the activities conducted and the criticality of the learning from these field activities to the objectives of the Terminal Evaluation, purposive method was also applied to ensure that every Partner organization of the JIF & YLFJP was also covered. The study was carried out in 17 districts in the seven project states (illustrated below) covering 30percent of the total districts covered.

Table No. 1

S.No	State	No. of project intervention districts	No. of districts selected	Name of district selected
1	Bihar	9	3	Aurangabad; Samastipur; Muzzafarpur
2	Jharkhand	6	2	Palamau; Ranchi
3	Madhya Pradesh	4	3	Bhopal; Tikamgarh; Sehore
4	Chhattisgarh	7	2	Sarguja; Mahasamund
5	Odisha	5	2	Kalahandi; Cuttack
6	Rajasthan	16	3	Jaisalmer; Chittorgarh; Dholpur
7	Uttar Pradesh	16	2	Gautam Bhud Nagar; Allahabad
Total		63	17	17

(In Bhopal two Project Partners were selected)

Field testing of the tools: The draft tools were shared with UNDP prior to the pilot visit. The visit was undertaken in the second week of July 9th July 2012 in Gautam Budh Nagar district in Uttar Pradesh to review the interventions of the National Law University. Since the structure of the intervention differed significantly from the rest of the interventions, some the tools were adapted for the pilot.

Data collection: Prior to data collection, an orientation meeting was organized for the team involved in data collection on 13th July 2012. The session on orientation on legal service authorities and laws relating to marginalized group was steered by Ms. Seema Mishra, legal expert appointed under the project. The sessions included:

- ▶ About the assignment: key element of scope of evaluation;
- ▶ Familiarizing with legal service authorities structure, laws for marginalized group;
- ▶ Familiarizing with the tools;
- ▶ Familiarizing with the content of district report.

Data collection exercise was planned out in two phases. The first phase entailed undertaking terminal evaluation of the project and the second phase involved documentation exercise.

Data collection for undertaking terminal evaluation was scheduled from 16th July to 9th August 2012 across the selected districts of the project intervention states as well stakeholders at the Department of Justice, other Ministries and National Legal Services Authority.

For scheduling the field visit, initially UNDP introduced Ernst & Young team with UNDP Partner in respective study districts; post which Ernst & Young study teams coordinated with their respective Partner's individually and scheduled the visits. A detail of data collection schedule along with the evaluation teams is attached as Annexure 6.

4 Analyses and report writing:

Data collation and compilation: The evaluation team followed a two tier reporting exercise. At the first level, each team followed a standard template 'District Report Format' for analytical presentation of the responses under the evaluation criteria of Relevance, Effectiveness, Efficiency, Results/Impact and Sustainability along with recommendations and conclusion.

Final Report writing: A de brief session was organized post data collection and compilation on 8th July 2012 with the entire team to discuss findings from the field in accordance with the key evaluation criteria. The session was undertaken with the view to help facilitate preparation of the final report. The outline of the report was developed in consultation with UNDP based on guidelines mentioned in the Terms of Reference.

5 Documentation of success stories:

The documentation of success stories is scheduled in phase II so as to insulate the evaluation processes from any unconscious bias. The documentation process aims to identify, capture and document the processes followed in the project implementation, lessons learnt, good practices, key achievements and challenges under the ACCESS TO JUSTICE project in the aforementioned 7 States. The best practices will be identified from the evaluation findings. The documentation format will be finalized in consultation with UNDP.

Limitations

1. The team was unable to meet some of the stakeholders at the National Level on account of their non availability.
2. On the field some of the justice delivery and service delivery providers such as SLSAs, Police, etc, could not be met with on account of their non availability/ prior commitment or transfers.

Annexure 2: Evaluation Framework

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
1	Relevance and Appropriateness of Project Concept, Design and Project management arrangements What the project set out achieve	1.1. Assess projects relevance	Does the project clearly define its scope, boundary and its beneficiaries?	<ul style="list-style-type: none"> ▶ The project documents clearly mentions its scope, boundary and lists out the beneficiaries ▶ There is a consensus amongst the project stakeholders on its scope, boundary and beneficiaries ▶ The project documents clearly mentions its scope, boundary and lists out the beneficiaries ▶ There is a consensus amongst the project stakeholders on its scope, boundary and beneficiaries. 	Literature Review: Review of project documents- Project Proposal; MoU between UNDP & DoJ (MoU); Project Appraisal Document that UNDP mission may have prepared before sanctioning
			Assess whether the project strategy/objectives are aligned with 1. needs of the beneficiaries 2. expectations of the stakeholders 3. UNDP/ UNDAF focus areas	Assess whether the project strategy/objectives are aligned with: 1. needs of the beneficiaries 2. expectations of the stakeholders 3. UNDP/ UNDAF focus areas	Literature review: Project Concept Note, Project Proposal; MoU; Situational Analysis Report; Need Assessment; Meeting minutes; UNDP country strategy; UNDP Democratic Governance framework Stakeholder Meeting/Interview Meeting with stakeholders as identified
		1.2. Assess appropriateness of the Project Concept and Design	Review whether the project needs are properly identified and is based on factual analysis of the current state; problems are identified through stakeholder consultations and objectives are adequate to address those problems?	<ul style="list-style-type: none"> ▶ Documented evidence on needs identification or situational analysis exists; ▶ The documents are available and shared amongst the stakeholders ▶ Number and scope of stakeholder consultative meetings for need identification and project design ▶ Documented evidence of meetings with stakeholders/stakeholders consultation ▶ The project stakeholders are aware about the such consultation meetings 	Literature review: Project Proposal; MoU; Situational Analysis Report; Need Assessment; Meeting minutes; UNDP country strategy; UNDP Democratic Governance framework Stakeholder Meeting/Interview Meeting with stakeholders as identified
			How did the project identify its stakeholders and what kind of consultation took place during its design phase?	<ul style="list-style-type: none"> ▶ Documented evidence of stakeholder identification process ▶ Minutes of consultation meetings to identify stakeholders ▶ Feedback from Project stakeholders on these meetings and the overall process of identification and selection 	Literature Review Interviews with selected stakeholders

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
			Whether the Institutional arrangements for achieving the long term objectives of the project were adequate?	<ul style="list-style-type: none"> ▶ Clear mention of institutional arrangements and roles and responsibility of the project partners (NALSA, SLISA, DLSAs, Department of Secondary Education and Literacy, MoHRD, CBOs, NGOs, DoJ and UNDP) in the Project MoU ▶ The project document and the MoU clearly defines the long term objectives of the project and describes how the institutional arrangements would address those ▶ Clarity among partners over the long term objectives and their own roles in achieving them 	<p>Literature Review / study of project document.</p> <p>Study of MOU signed with partners</p> <p>Interviews with selected stakeholders</p>
			Whether the objectives and outputs were stated precisely and in verifiable terms and whether the objectives are achievable?	<ul style="list-style-type: none"> ▶ Objectively verifiable indicators exists for each of the project objectives in the project LFA ▶ The means of verification are carefully selected and documented ▶ The objectives are achievable within the project time and resources 	Study of project documents: Project Documents, LFA, Monitoring & Evaluation Reports submitted to UNPD
			Whether the linkages between objectives, inputs, activities, outputs, expected outcomes and impacts, are logical?	<ul style="list-style-type: none"> ▶ The project is supported by a RBM or LFA document which clearly establishes the logical linkages between the objectives, inputs activities, outputs, expected outcomes and impacts ▶ Key project stakeholders are aware about such linkages and provide similar explanation on being probed 	<p>Study of project documents: Project Document</p> <p>Monitoring & Evaluation Reports submitted to UNPD</p> <p>Interviews with selected stakeholders</p> <p>Interaction with project staff</p>
			Evaluate whether project design allowed for flexibility in responding to changes in the project environment (especially target audience specific in the State/District of implementation)?	<ul style="list-style-type: none"> ▶ The project document clearly identifies the risks associated with changes in project environment and have adequate mechanisms and flexibility for counter arrangements ▶ Documented evidence that the project management arrangement has the adequate flexibility and arrangements to respond to such uncertainties 	<p>Study of project documents: Project documents</p> <p>Monitoring and evaluation reports</p> <p>Interviews with selected stakeholders</p> <p>Interactions with implementation staff</p>
			Whether the project design adequately integrated gender and inclusion concerns related to the key project components (especially target audience specific in the State/District of implementation)?	<ul style="list-style-type: none"> ▶ The project document provides evidences to suggest that gender and inclusion concerns have been sufficiently added ▶ The project stakeholders understand about the importance of including gender and inclusion concerns ▶ The project stakeholders are able to articulate the specific components that addresses these concerns 	<p>Study of project documents</p> <p>Stakeholder interaction</p> <p>Interaction with beneficiaries, UNDP and key implementing partners</p>

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
			Whether the project design adequately addresses the issue of sustainability?	<ul style="list-style-type: none"> ▶ Issues of sustainability are clearly embedded into the project document ▶ The project institutional arrangements encourages the aspect of sustainability ▶ The project stakeholders are aware about sustainability issues and clearly highlights the aspects within the project components that addresses sustainability aspects 	<p>Study of project documents: Project LFA, Final report and steering committee meeting minutes, Lesson learnt document (if any), Evaluation Reports (if any)</p> <p>Interaction with key stakeholders</p>
		1.3. Assess the appropriateness of Project Management arrangements	Does the project document clearly define its management framework?	<ul style="list-style-type: none"> ▶ The project documents clearly outlines the project management arrangements including the roles and responsibilities of project partners ▶ The partners have ratified their roles and responsibilities ▶ The partners are aware about their roles and responsibilities 	Study of project documents: Minutes of stakeholder meetings
			Whether the project has a proper M&E framework?	<ul style="list-style-type: none"> ▶ The project M&E framework is clearly defined and explained in the project documents ▶ The M&E framework in the project documents are in line with UNDP PME guidelines ▶ There is enough evidences that suggests that the key project personnel are aware about such M&E framework ▶ There is a separate note of project M&E which has been shared with all the project partners 	<p>Study of project documents: Project document</p> <p>Monitoring & evaluation checklist</p> <p>interaction with UNDP and DoJ</p>
2	Effectiveness in implementation and Management What was done to achieve the results?	2.1. Effectiveness of resource use	Assess the quality and timeliness of inputs and activities.	<ul style="list-style-type: none"> ▶ Annual, quarterly and monthly project work plan and resource deployment plan has been prepared and documented ▶ The project inputs and activities are implemented in accordance with the work plan without any significant variation (define) 	<p>Monitoring reports, Internal project planning documents, funds flow statements</p> <p>Key implementing stakeholders</p>
		2.2. Effectiveness of Project management arrangements	Review the responsiveness of project management arrangements to changes in the project environment	<p>Actions taken by DoJ in response to changes in project environment</p> <ul style="list-style-type: none"> ▶ Action taken by UNDP in response to changes in project environment ▶ Actions taken by local project partners ▶ Documented evidences supporting all the three above 	<p>Stakeholder meeting minutes, steering committee meeting minutes, DoJ-UNDP-Field Agency communications,</p> <p>Reports submitted by local partners</p>

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
			Assess the factors that facilitated/constrained in achievements of the outputs/outcomes	<ul style="list-style-type: none"> ▶ All such factors have been identified and documented in various project reports ▶ Shared with UNDP and other project stakeholders through consultations and meetings ▶ Meetings minutes kept ▶ The stakeholders are aware about such observations and there is no significant variation in the observations put forward by different stakeholders 	<p>Lesson learnt document (if any)</p> <p>Interactions with stakeholders</p> <p>Steering committee meeting minutes</p>
			Assess the adequacy of the project's monitoring and reporting mechanism ?	<p>The project M&E arrangements are properly documented and shared with all the stakeholders involved in implementation</p> <ul style="list-style-type: none"> ▶ There are clearly defined decentralised mechanism for data collection, its analysis and sharing ▶ The project MIS is being used at all the levels ▶ There is no duplication or inconsistency in data collected from the field (local level) and the reports shared at the macro level ▶ There are clearly defined timelines for preparation and submission of reports and that it is being adhered to. 	<p>Project Documents, LFA, Lesson learnt document (if any)</p> <p>Interactions with stakeholders</p> <p>Steering committee meeting minutes</p>
		2.3. Effectiveness of Institutional Arrangements and Partnerships	Assess the adequacy of government's commitment to the project	<p>There is documentary evidences that suggests Government (DoJ) (including local government agencies- SLSAs, DLSAs) active participation in the project</p> <ul style="list-style-type: none"> ▶ There are documentary evidence that suggest governments commitments in terms of conducive policy environment for implementation of the project ▶ Time taken in getting various approvals from the government agencies 	Review of MOUs signed, relevant correspondence with government agencies, minutes of meeting with government agencies. Stakeholder interactions
			Assess whether the stakeholders have a sense of ownership of the project?	<ul style="list-style-type: none"> ▶ Stakeholder interactions 	Observations and documenting stakeholder interactions
			Assess the role of project partners in achievement of project objectives.	<ul style="list-style-type: none"> ▶ Actions taken by each of the project partners (DoJ, NALSA, SLSA, DLSA and NGO/CBO partners) against their stated roles ▶ Achievements of project partners against their stated roles ▶ Achievements of the project partners against each of the project objectives 	Project planning document, implementing partner internal annual plan document, monitoring reports (field diaries, log book etc)
			Assess the role of DoJ in mobilizing all the local partners and extent of their partnership	<ul style="list-style-type: none"> ▶ Actions taken by DoJ against its roles and for each of the project objectives (timeliness and cost) ▶ Number of consultation and review meetings 	Interaction with DoJ and reports submitted to UNDP

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
				▶ Timeliness in reporting to UNDP	
			Whether there were any conflicts of interest among stakeholders, and if so, the steps taken to resolve these conflicts?	▶ Sharing by Stakeholders	Stakeholder interactions
3	Efficiency and adequacy in implementation and Management How were Project resources utilized?	3.1. Efficiency of resource use	Assess how efficiently the project used its resources (including human and financial) to produce outputs and carry out activities?	▶ Number and type of Human resource deployed (planned vs. actual) ▶ Project budget (activity wise) and its utilisation and variance ▶ Documented evidence of explanation for these variations (if any) ▶ Documentary evidence of procurement system	Project planning document, internal annual plan, review of financial statements, systems for monitoring project financials
			Appropriateness of fund flow arrangement in the project for enhanced implementation.	▶ Fund flow arrangement is properly documented and shared ▶ Observation of project partners about the fund flow arrangements is positive	fund flow document (track money flow from UNDP-DoJ-Implementing partners), Bank reconciliation documents (at DoJ and Implementing partners level)

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
4	Review the Results of the Project What did the project achieve?	4.1. Achievement of Projects Objectives	<p>Review the project achievements in relation to the project objectives of strengthening access to justice for the poor, particularly women, scheduled castes, tribal communities, and minorities through developing strategies and initiatives that address the barriers they face accessing justice in legal, social, economic and political domains through:</p> <ol style="list-style-type: none"> 1. Supporting national and local justice delivery institutions. 2. Developing legal and representational capacity of civil society organizations and networks providing justice services to disadvantaged groups. 3. Enhancing legal awareness among women and men belonging to marginalized groups. 4. Informing policies and institutional structures through action research and studies. 	<ul style="list-style-type: none"> ▶ The project reports provides factual and narrative description that suggests strong correlation between the achievements against the project objectives ▶ There are verifiable indicators through material and literature findings that suggests enhanced livelihood through partnership approached ▶ There are documented and material findings that indicates that new and innovative delivery models for improved performance of technology has been created ▶ Adequate numbers of capacity building programs were held (numbers as per the project document) ▶ Documented evidences suggests that legal, regulatory and institutional and policy obstacles in justice reach and delivery to marginalized groups, were reviewed and addressed 	<p>Project end term report</p> <p>Stakeholder interactions especially with regulatory authorities and beneficiaries</p>
			Achievement of project outputs in relation to the RBM and performance management tools	<ul style="list-style-type: none"> ▶ All the output indicators in the project document were achieved 	Project end term report, Interaction with DoJ and UNDP

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
			Impact/outcome of the project i.e. the achievement of desired results (RBM)	<ul style="list-style-type: none"> ▶ The project reports clearly mentions the planned and desired outcomes ▶ Material findings from interaction with project stakeholders including the beneficiaries suggests achievements of project outcomes ▶ There is a match between the approach and achievement towards access to justice and social inclusion ▶ The policy documents and the lesson capture form adequately addresses the critical issues addressed in the outcomes on increased access to justice for marginalized groups. 	Project end term report, Interaction with DoJ, UNDP, Implementing Partners Interactions with beneficiaries
			Impact/outcome with reference to target beneficiaries/coverage (refer 4.1.3)	<ul style="list-style-type: none"> ▶ The project report clearly documents such impacts ▶ Findings and observation of the evaluation team 	Documents and meeting minutes, Stakeholder interactions
			Assess any unforeseen effects on non -target groups and any unintended effects caused by the project	<ul style="list-style-type: none"> ▶ Number of reported findings on unforeseen impacts on non target groups caused by the projects ▶ Number of material findings on unforeseen impacts on non target groups caused by the project 	Stakeholder interactions
			Support received by different stakeholder including the DLSAs	<ul style="list-style-type: none"> ▶ Instances of support received from the DLSAs (recorded and material findings) 	Documents and meeting minutes
			Assess the quality and efficacy of capacity building done under the project	<ul style="list-style-type: none"> ▶ Observations and feedback of the beneficiaries (including stakeholders of the capacity building programs) ▶ Increased awareness on partnership approach and other project components ▶ Evidence suggesting application of the components elsewhere on small or large scale 	Stakeholder interactions
			Assess the adequacy of the project's monitoring system	<ul style="list-style-type: none"> ▶ Existence of project monitoring system ▶ Timeliness of the project monitoring report ▶ Evidence of action taken report 	Literature Review, Stakeholder interaction especially with UNPD, DoJ and field implementing agency
			4.2. Assess the project results and progress on cross cutting	Social Inclusion : How has the project contributed to social inclusion of communities living in the project area? <ul style="list-style-type: none"> ▶ Increased access to justice and of the beneficiaries. ▶ Opportunity cost/ opportunity gain in seeking justice through accessible mechanisms and getting just decisions in favour of marginalized groups. 	Interactions with Beneficiaries (include questions about before and after)

Sl. No.	Evaluation Scope		Evaluation Focus	Evaluation Indicators	Source of information
		theme	Governance: How has the project facilitated the participation of the local communities in decision making processes?	<ul style="list-style-type: none">▶ Number of activities carried out to ensure participation of local community.▶ Number and types of local institutions participated/benefitted/created from the project▶ Incidence of local institution participation in decision making and evidence of concern redressal.	Stakeholder interactions
			Promotion of gender equity: Has the project considered gender sensitivity or equal participation of men and women and boys and girls in decision making processes?	<ul style="list-style-type: none">▶ Project components and activities that depict equitable participation of men and women▶ Project design and tools are gender sensitive	Project documents at field level Stakeholder interactions
5	Review the sustainability of the Project and its outcomes	5.1. Sustainability and Replicability	Assess the infrastructural, logistical, and financial implication of sustaining the project objectives beyond the project duration/after completion of UNDP funding	<ul style="list-style-type: none">▶ Provision (budget) for achieving the project objectives beyond project duration.▶ New institutional arrangements established	Lessons learnt document, Interaction with DoJ, UNDP and Field implementing agencies
			Assess whether the project impact of easy access and justice is long lasting in terms of increased sense of agency among beneficiary groups and in terms of enabling judicial functioning?	<ul style="list-style-type: none">▶ Documented evidence of change in judicial functionality.▶ Evidences of easy access to justice for marginalized groups.▶ Evidence of new mechanisms of access established▶ Evidences of increased agency of marginalized groups towards seeking justice	M&E Reports Project Reports from implementing partners Interactions with implementing partners Interactions with beneficiaries

Annexure 3: Strategy

Access to Justice Project Strategy

The project pursued a two pronged strategy, on the one hand it worked to improve institutional capacities of key justice service providers to enable them to effectively serve the poor and disadvantaged and on the other, it worked on directly empowering the poor and disadvantaged men and women to seek and demand justice services. The program built on its learning from SAJI I to strengthen strategic partnerships with both state and non-state (CSOs, CBOs, NGOs) actors for improved Access to Justice.

Scope: The Access to Justice Project planned the following four outputs.

Output1: Support national and local justice delivery institutions to improve Access to Justice:

India's judicial and legal system has much strength: excellent constitutional and legal safeguards for Access to Justice; well established institutions; a relatively independent and activist judiciary, a vibrant NGO sector and an independent media. However, the system faces two main challenges: backlog leading to delays and limited Access to Justice.

- ▶ Recognising that poor and marginalized groups are the worst affected by these challenges, the Access to Justice worked to improve institutional capacities of key justice service providers to enable them to effectively serve the poor and disadvantaged. The project focused on engaging with justice delivery institutions through the following programs:
- ▶ Needs assessment of LSAs
- ▶ Judges training module
- ▶ State Roundtables
- ▶ Annual Review & sharing
- ▶ Engagement at local level through NGO partners
- ▶ Support to SLSAs for paralegal training
- ▶ Convergence with Ministries like Ministry of Women and Child Development and Ministry of Human Resources

Output 2: Develop legal and representational capacity of CSOs and networks providing Access to Justice services to women and men belonging to disadvantaged groups:

- ▶ The Access to Justice project recognised that CSOs and networks working with marginalized communities on providing Access to Justice needed to be empowered with technical skills and access to a trained human resource for greater effectiveness. Following a human rights perspective, it focused on direct empowerment of the poor and disadvantaged men and women to seek and demand justice services.

The project therefore engaged with diverse stakeholders to identify existing capacities, skills required and support ongoing initiatives with judicial capacity building through the following programs:

- ▶ Linkages with SLSAs/DLSAs, constitutional bodies and Ministries working on Access to Justice

- ▶ Capacity building of intermediaries (lawyers, community justice workers, SHG leader, PRI members and paralegals) through Justice Innovation Fund to effectively serve the poor and marginalized people
- ▶ Young Lawyers Fellowship Program for legal awareness and providing assistance to communities to access justice

Output 3: Enhance legal awareness of disadvantaged communities and their elected representatives in select districts

- ▶ The Government of India already executes programs to raise legal awareness primarily through the Legal Services Authorities and with the support of NGOs. The Access to Justice project built on and strengthened strategic partnerships with both state and non state (CSOs, CBOs, and NGOs) actors for improved Access to Justice. Recognising that there is an urgent need for increased public legal education and information initiatives to improve Access to Justice for marginalized groups the Access to Justice project engaged government stakeholders to extend outreach through the following programs:
- ▶ Directly working with communities through JIF partners and creating awareness on rights and entitlements using innovative tools
- ▶ Creating linkages with state and district level authorities -legal as well as administrative
- ▶ Establishing state and district level networks on CSOs/CBOs to seek and demand justice
- ▶ Strengthening panchayats and other local bodies to implement FRA and PESA and to ensure community rights
- ▶ Developing IEC material, films, games and community radio spots for wider dissemination of rights and entitlements
- ▶ Adult Legal Literacy: Convergence with MoHRD
- ▶ Project Database
- ▶ Voice-based Kiosks

Output 4: Inform laws, policies and structures through action research studies

The project recognised that well researched studies are critical for justice policy analysis and reform. It also recognised that there is a need for independent research to evaluate the impact of the newer and proposed initiatives of the justice sector and initiated the following research projects:

- ▶ Study on Law School based Legal Aid Clinics
- ▶ Needs Assessment for SLSAs in seven states
- ▶ Support NMEW to conduct Action based research on impact of women's lack of political participation on their access to justice

Annexure 4 - Mapping of activities undertaken under YLFP and JIF

Name of organization	Geographic coverage	Issues covered	Activities undertaken
Young Lawyers For Justice Fellowship Program (YLFJP) Partners			
Manthan	9 districts of Jharkhand	Sensitization of lawyers on human rights	i. Training of Fellow
CLAP	10 districts of Chhattisgarh	Sensitization of lawyers on human rights	i. Training of Fellows
ELDF	13 districts of Chhattisgarh	Sensitization of lawyers on human rights	i. Training of Fellows
Justice Innovation Fund Partners - I			
Antodaya	Kalahandi district, Odisha	Land rights, tribal rights, implementation issues in PDS, MGNREGA , Aanganwadi system	i. Capacity building of village youth and leaders on RTI and land rights (1030 PLWs) ii. Media campaign to influence policy and policy makers iii. Household survey for measuring awareness of RTI iv. Collating information on land cases related to marginalized communities v. Establishing 6 RTI clinics which also doubled up as Land Rights Resource Centre vi. Partnership with the DLSA to ensure access to justice for marginalized vii. Use of Chief Minister's grievance cell by the volunteers for helping in their grievance viii. Development and dissemination of IEC materials ix. Interface of community with lawyers and officials, especially for awareness on Forest Rights Act x. Exposure activities for women and women's CBOs to different statewide women's networks xi. Exposure to community members to government offices to demand information under RTI
AID	Palamau, Garwah, Latehar districts, Jharkhand	Dowry death, witch hunting, domestic violence, education, health, child marriage, livelihood	i. Micro study on barriers to access to justice for Dalit women ii. Capacity Building for Dalit women, youth CBOs & NGOs (408 PLWs) iii. Community Radio & narrow casting led by Dalit women

Name of organization	Geographic coverage	Issues covered	Activities undertaken
			<ul style="list-style-type: none"> iv. Strengthening of formal justice system through collaboration with LSAs and use of Lok Adalat v. Preparation of IEC material
Rural Litigation and Entitlement Kendra (RLEK) (Chittorgarh, Rajasthan)	Rajasthan, Uttar Pradesh and Odisha.	Education, female infanticide, child marriage, domestic violence, atrocities against SC/STC, free Legal Aid, NREGA and ST Forest dweller Act.	<ul style="list-style-type: none"> i. Need assessment study ii. Preparation of IEC material iii. Capacity building for CSOs and CBOs iv. Organizing forums like Jan Sunwai and organizing rallies and road shows; v. Conducting legal literacy camps; vi. Training of Para Legal Workers (1750 PLWs) vii. Developing IEC material. viii. Preparation of legal empowerment material in Braille
ELDF - Jharkhand, Chhattisgarh	Jharkhand-1 district (Ranchi) Chhattisgarh-2 district (Sarguja and Korea)	The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 and Panchayat (Extension to Scheduled Areas) Act (or PESA), 1996	<ul style="list-style-type: none"> i. Use of FRA & PESA to empower marginalized communities ii. Needs assessment survey iii. Preparation of legal literacy material <ul style="list-style-type: none"> ➤ User Manuals on FRA & PESA for each Project State ➤ 3 Pamphlets on FRA & PESA ➤ 1 booklet on the Sc &ST (Prevention of Atrocities) Act, 1989 iv. Legal Awareness raising through Panchayat Shivirs, v. Preparation and dissemination of IEC materials, vi. Establishing multi-stakeholder district forums to orient justice and service delivery stakeholders in FRA & PESA and enhance access to justice for marginalized communities vii. Seminar for lawyers and social activists on FRA viii. Legal literacy sessions with elected PRI members, member committees and Gram Sabha ix. Collaboration with local NGO's and local lawyer's for hand holding support to people in filing their claim. x. Capacity building of community (10 PLWs, 5 lawyers)

Name of organization	Geographic coverage	Issues covered	Activities undertaken
Jan Jagriti Kendra (JJK)	Bilaspur, Durg, Kawardha, Raigarh, Raipur districts in Chhattisgarh	Discrimination against SC's, Tribals, Third Gender community and exploitation of women	<ul style="list-style-type: none"> i. Development & dissemination of innovative legal empowerment materials including a game and a comic strip ii. Initiation of multi-stakeholder district level forum. iii. Establishing Legal helpline (Nyaya Rekha) iv. Identification and training of paralegal volunteers, Justice equity and empowerment volunteers - JEEV (408) v. Awareness raising of Third Gender (TG) community and capacity building of TG CBO vi. Community outreach programs for raising legal literacy of community vii. Partnership with DLSA for interface with community and enhanced access to justice for community viii. Workshops for CSO's conducted ix. Preparing audio programs for narrow casting to raise legal awareness x. Legal awareness through telefilms xi. Baseline survey for status of legal awareness in the target community
Kerala Development Society	Karauli, Tonk, Rajasthan Muzaffarpur, Nalanda, Bihar	Legal empowerment of SHGs to address issues of denial of access to justice, primarily entitlements and violence against women	<ul style="list-style-type: none"> i. Identification of SHGs ii. Building up of networks of SHG based Legal Volunteers (SLVs) iii. Awareness Raising (1200 PLWs) iv. Development of Curriculum & preparation of legal awareness material in Hindi v. Training on legal awareness to SLVs vi. Formation of district level legal aid forums vii. Strengthening capacity of NGO/ CBO partners viii. Direct support by SLVs/ PLWs to ensure access to justice for community
MARG	UP- Pratapgarh, Jaunpur, Varanasi, Azamgarh, Banda, Chitrakoot, Hamirpur Bihar- Araria, Samastipur, West Champaran	Legal awareness of marginalized communities	<ul style="list-style-type: none"> i. Legal awareness training workshops on <ul style="list-style-type: none"> ▶ Constitutional principles & fundamental rights. ▶ Rights of citizens qua the police. ▶ Criminal law, laws prohibiting violence against women including dowry, rape, sexual

Name of organization	Geographic coverage	Issues covered	Activities undertaken
			<p>harassment, sex selective abortion, etc.</p> <p>ii. Training workshops on laws relating to Panchayats, Scheduled areas, NREGA, RTI etc</p> <p>iii. Capacity building of community justice workers (100 CJWs)</p> <p>iv. Setting up Legal Information Centre's accessible to the community.</p> <p>v. Development of legal resource compendium for SC, ST and entitlements under various central and state government schemes.</p>
Swadhikar	Aurangabad, Munger districts, Bihar Jaunpur, Pratapgarh, Sultanpur districts, Bihar Dausa, Alwar districts, Rajasthan	Atrocities on Dalits, especially Dalit women in PRIs	<p>i. Documentation : Constraints and barriers of Dalit Women Sarpanch (DWS) in addressing violence against DW, studied and documented</p> <p>ii. Capacity building of DWS in three states in addressing violence on DW in their districts. (195 PLWs)</p> <p>a. Training Manual to effectively address violence on DW</p> <p>b. 10 Fact finding reports per state with documentation of the same</p> <p>iii. Providing legal aid to the Dalit women</p> <p>iv. Dissemination of Information</p> <p>a. Advocacy kit for legislators</p> <p>b. National consultation proceedings and recommendations</p> <p>c. State level public meeting and report</p> <p>d. Special reports based on specific activities</p> <p>e. District and state meeting reports</p> <p>v. Networking and Establishing support base : State level and District Level networks</p>
Unnati (Jaisalmer, Rajasthan)	Barmer, Jodhpur, Jaisalmer districts, Rajasthan	Atrocities and violence on Dalits	<p>i. Survey on discrimination at public places and land alienation</p> <p>ii. Providing strategic guidance to Dalit Resource Centre (DRC);</p> <p>iii. Capacity building of civil society organizations</p> <p>iv. Capacity building of dalit men and</p>

Name of organization	Geographic coverage	Issues covered	Activities undertaken
			women leaders (374 PLWs) v. Developing standard tool for and conducting fact finding vi. Support to victims of injustice and atrocities; vii. Knowledge generation- newsletters, report on research and primer for Dalit human rights activists
Name of organization	Geographic coverage	Issues covered	Activities undertaken
Justice Innovation Fund Partners - II			
DA	Tikamgarh district, Madhya Pradesh	Domestic Violence, Dowry, sexual harassment, entitlements and rights	i. Household survey of selected project area ii. Capacity building and gender sensitization of DA staff and CSO implementing Partner functionaries. iii. Stakeholder consultations between community and administration to sensitize local administration iv. Issue based village level community women and PRI Sarpanch and Secretary to raise awareness on entitlements and processes of availing them v. Formation of Block level multi-stakeholder forum -CLAP vi. Use of Community radio -FM Bundelkhand (& narrow casting) for raising legal literacy vii. Training of community women (328 PLWs)
National Law University (Delhi)	Gautam Budha Nagar district, Uttar Pradesh	Awareness raising of labor rights Service delivery by labor office	i. Legal awareness camps for migrant workers ii. Training of students who form the Access To Justice- NLUD Committee (80 PLWs) iii. Dissemination of IEC materials iv. Conducting of a baseline survey v. Sensitization of migrant workers, government officials, contractors etc vi. Advocacy with labor office and the DLSA , SLSA vii. Registration of workers under the BOCW Act viii. Petitioning and submitting RTI's.
SVSS	Sehore district, Madhya Pradesh	Women's development, education, livelihoods and governance	i. Community mobilization & capacity building of women on rights and entitlements for land & housing . (102 PLWs) ii. Formation of Women self help

Name of organization	Geographic coverage	Issues covered	Activities undertaken
			<p>advocacy group (WSHAG)</p> <p>iii. Facilitating submission of claims and demanding speedy approval by women's rights committee and settled by revenue/forest/tribal dept.</p> <p>iv. Supporting the communities to play effective role to participate in emerging local governance forms (PESA/ Non PESA Villages).</p> <p>v. Network alliance development of WSHAG, CBO & PRI</p>
TAAL	Bhopal City, Madhya Pradesh	Working with women residing in the urban slums on legal awareness and entitlement related issues	<p>i. Baseline survey</p> <p>ii. Orientation of Project team on gender, SC/ST issues</p> <p>iii. Training of women PLWs including exposure visits (450 PLWs)</p> <p>iv. Advanced training of Litigation Support Service providers to select qualified PLWs</p> <p>v. Fortnightly meetings of women's collective in each slum cluster (Project area)</p> <p>vi. Legal Aid camps to offer direct support to community</p> <p>vii. Training for lawyers, police and medico-legal professionals</p> <p>viii. Development, collation and dissemination of awareness raising material</p> <p>ix. TAAL has also sought the help of AIG of Police and local lawyers and conducted legal awareness camps with the help of Legal Aid center.</p> <p>x. Documentation of case studies</p>

Name of organization	Geographic coverage	Issues covered	Activities undertaken
Prayatn Sanstha	Rajasthan, Madhya Pradesh, Uttar Pradesh and Odisha.	Domestic and sexual violence against women, Dowry, property rights, dalit atrocities.	<ul style="list-style-type: none"> i. IEC activities and legal awareness campaign to increase information and knowledge level of the people from poor and disadvantaged community on rights and various laws, Acts related to women, Dalits and marginalized; ii. Facilitation of <i>Lok Adalats</i> in partnership with DLSA iii. Reducing the fear of reprisal by developing platforms for interface of community with judiciary and police; iv. Constituting District Level Support Group (DLSG) comprising duty bearers and rights holders v. Capacity building of community members (60 PLWs) vi. Workshops for sensitization of Lawyers vii. Support to under trial prisoners viii. Delivery of information and referral services through legal helpline Nyayadhara; ix. Capacity building of Community members x. Capacity building of Project team xi. Capacity building of CSO members, Human Rights defenders, caste and community leaders on laws related to women and Dalits xii. Sensitization of police, judicial officers and administration on laws related to women and Dalits. xiii. Human and Institutional Capacity Building of CBO Jago Sakhi Seva Sansthan (JSSS)

Annexure 5: List of Documents reviewed

S.no.	Document reviewed
1	Country Program Outline (2003-07 and 2008-12).
2	Project brief
3	Presentation for Terminal Evaluation
4	PSC Meeting Minutes
5	Baseline Survey on Gaps in legal empowerment of people
6	Annual Work Plans (2009-2012)
7	Back-to-office Reports (BTORs)
8	Quarterly Progress Reports (QPRs) (2010,2011, Q1-2012)
9	Reports on various Seminars, Workshops and Consultations
10	Justice Innovation Fund Partner Proposals and Reports
11	RFP Preparing a training module on laws and issues relating to the Marginalized Communities
12	Access to Justice Practice Note
13	Final Fact Sheet Access to Justice
14	United Nations Development Assistance Framework 2008- 2012
15	UNDP MTR Country Program Action Plan 2008- 2012
16	Young Lawyers for Justice Fellowship Program, RFP, Proposals and QPRs
17	SAJI I: Lessons and Learning
18	Outcome Evaluation of UNDP India Democratic Governance Program
19	SAJI Design Report
20	Country Program Action Plan

Annexure 6: List of stakeholders met

National Level

- ▶ Department of Justice, Ministry of Justice
 1. Shri D. K. Sikri, Secretary
 2. Shri Atul Kaushik, Joint Secretary
- ▶ UNDP Project Team
 1. Ms. Kanta Singh, Program Analyst, Governance Unit, UNDP
 2. Ms. Sumeeta Banerji, Assistant Country Director, Governance Unit, UNDP
- ▶ Access to Justice Project Team
 1. Ms. Swati Mehta, Project Manager, Access to Justice Project
- ▶ National Legal Service Authority (NLSAs)
 1. Mr. U. Sarathchandran Member Secretary
- ▶ Others
 1. Ms. Neela Ganadharan, Secretary, Ministry of Women & Child Development
 2. Smt. B. Bhamathi Additional, Secretary, Department of Home
 3. Shri Jagmohan Singh Raju, Joint Secretary & Directorate General, National Literacy Mission Authority, GOI, Ministry of Human Resource Development, Department of School Education & Literacy
 4. Ms. Devika Chauhan, National Mission for Empowerment of Women (NMEW)

State Level

- ▶ State Legal Service Authorities (SLSAs)
 1. Mr. B. C. Rath, Member Secretary, Odisha State Legal Services Authority
 2. Mr. B. K. Goswami, Member Secretary, Jharkhand State Legal Services Authority
 3. Director, Odisha State Judicial Academy
 4. AISECT
 5. MANTHAN, ELDF and CLAP - YLEF Partners

Project level

1. District Legal Service Authorities (DLSAs)
2. Justice Innovative Fund (JIF) Partners- CSO Partners, functionaries and staff (AID; AISECT; Antodaya; CLAP; CPSC; Development Alternatives; ELDF; JJK; KDS; Manthan; MARG; NLU; Prayatn; RLEK; Swadhikar; SVSS; State Judicial Academy; TAAL and Unnati)
3. Paralegal workers and animators
4. Project beneficiaries from marginalized group
5. Justice delivery/ access stakeholders

Annexure 7: Data collection schedule

Location	Period	Team
Rajasthan		
Jaisalmer, Chittorgarh and Dholpur	16 th - 21 st July 2012	Abha Saxena; Divya Trikha
Uttar Pradesh		
Gautam Budh Nagar	9 th July 2012	Asmita Jayendra, Divya Trikha, Sunil Sharma, Vipul Nanda and Sandhya Kumari
Allahabad	26 th -28 th July 2012	Abha Saxena; Divya Trikha
Madhya Pradesh		
(Bhopal, Tikamgarh and Sehore)	16 th - 25 th July 2012	Yugandhar Mandavkar, Sunil Sharma
Bihar		
(Muzzafarpur, Samastipur and Aurangabad)	16 th -21 st July 2012	Asmita Jayendra and Bijon Keswani
Odisha		
Kalahandi	25 th -26 th July 2012	Sandhya Kumari and Vipul Nanda
Cuttack and Bhubaneshwar	6 th -7 th August 2012	Dr. Niraj Seth and Bijon Keswani
Chattisgarh		
Sarguja and Mahasamund	20 th -24 th July 2012	Sandhya Kumari and Vipul Nanda
Jharkhand		
Palamau and Ranchi	16 th -19 nd July 2012	Sandhya Kumari and Vipul Nanda
National Stakeholders		
Delhi	2 nd to 9 th August July 2012	Dr. Niraj Seth, Asmita Jayendra, Seema Misra; Vipul Nanda; Bijon Keswani

Annexure 8: List of Respondents

Uttar Pradesh

i) CPSC- Allahabad (Uttar Pradesh)

Chief functionary from CPSC	▶ Chandrakant Dani (National Coordinator)
CSO partner	▶ Lenin Raghuvanshi (Founding member) ▶ Shirin Shabana Khan (Senior Manager, Management Committee)
District Law Official (DLO)	▶ Shamsul Hassan (Lawyer in Allahabad dist court)
District Human Rights Monitor (DHRM)	▶ Rajesh Kumar ▶
Senior Human Rights Advocate (associated with HRLN)	▶ K.K Roy (Senior Advocate, High Court)
Beneficiary group (lawyers sensitized under the project)	▶ Lalji Kaitvas ▶ Vijay Singh Askash ▶ Shyamdhara Mishra ▶ Santosh Kumar ▶ Srivastav
Beneficiary group (support provided for cases)	▶ Hira ▶ Ravi Shankar ▶ Shambhu Prasad ▶ Prabhavati ▶ Archana ▶ Hiramati
Beneficiary group (CBO sensitized)	▶ Gopal (Secretary, Sanchetna)

Rajasthan

i) RLEK- Chittorgarh (Rajasthan)

Chief functionaries from RLEK	▶ Mamta Thapa ▶ Narendra Tripathi
CSO partner	▶ Siraj- Grameen Vikas Sansthan ▶ Savita Gupta- Prasa Anusandhan Sansthan
Para Legal worker	▶ Ram Chandra Meghwal
Chief Judicial Magistrate (Chittorgarh)	▶ Pradeep Kumar Jain
Beneficiary group (at Jashma village, Kapasan block where Jan Sunwai was conducted)	▶ Leela Josh ▶ Hemlata ▶ Poonam Sen ▶ Famida Bano ▶ Sumitra

ii) Prayatn- Dholpur

Chief functionary from Pratyam	▶ Manish Singh (Project Director)
Chief Judicial Magistrate (Dholpur)	▶ Pavan N. Chandra
Deputy Superintendent of Police (Dholpur)	▶ Dashrath Singh
Community Facilitators	▶ Suman Sharma (Kolari panchayat) ▶ Shradha Sharma (Rajpur panchayat) ▶ Satya Ram (Khudila Panchayat) ▶ Aarti Parmar (Banora Panchayat)
JSSS (CBO)	▶ Ram Beti (President) ▶ Vijendra Singh (Vice President) ▶ Sonwati (Secretary) ▶ Madhu (Deputy Secretary) ▶ Shiela (Treasurer)
District Legal Support Group (DLSG)	▶ Jitendra Kin (Advocate) ▶ Satram Singh Parmar (Advocate)
Beneficiary group	▶ Nazrana Singh (Raja Khera block) ▶ Charan Singh (Raja Khera block) ▶ Sonam (Khanpura block) ▶ Ravindra (Khanpura block) ▶ Bhagwan Ram (Basari block)

iii) Unnati- Jaisalmer

Chief functionaries from Unnati	▶ Swapni Shah (COO) ▶ Tola Ram Chouhan (Program Associate)
CSO partner	▶ Ganpat Lal Garg (Urmul Samiti) ▶ Ganpat Lal Mehra (Idea)
Member of Dalit Resource Centre (DRC)	▶ Ganpat Ram Garg (Secretary) ▶ Manoj ▶ Bhavan Lal Gavari ▶ Omprakash ▶ Bhakta Ram ▶ Babu Ram ▶ Lakshmi Pavar ▶ Jhalari ▶ Durga Devi
Circle Inspector (Pokhran)	▶ Ramesh Sharma
Sub District Magistrate (Pokhran)	▶ Ashok Kumar Chaudhary
Para Legal worker	▶ Ganpat Ram Garg
Co opted Lawyer	▶ Promod Merwar
Vice Secretary Legal Service Authority	▶ Ajit Kumar Hengel

Bihar

i) MAARG, SEVA, Samasthipur

Chief functionary from MAARG	▶ Anju Talukdar
CSO Partner	▶ Dilip Giri
Paralegal workers	▶ Rahul Raj ▶ Uday Kumar Yadav ▶ Pooja Kumari ▶ Pankaj Kumar ▶ Santosh Kumar ▶ Archana Kumari ▶ Lalita Devi
Beneficiary members	▶ Archana Kumari ▶ Lalita Devi

ii) SWADHIKAR, Aurangabad

Chief functionaries from SWADHIKAR	▶ Asha Kotwal
CSO partner representative	▶ Rajeshwar Paswan ▶ Usha Saran
Lawyers	Special Public Prosecutor: ▶ Narendra Kumar Singh Other members: ▶ Madheswar Paswan ▶ Suresh Kumar ▶ Lal Mohan Ram ▶ Chandeshwar Paswan ▶ Jogendra Pandey ▶ Dhanaraj Ram ▶ Ashok Kumar ▶ Shiv Kumar Ram ▶ Surender Prasad ▶ Krishna Paswan ▶ Audesh Paswan
Welfare Officer	▶ Sudhir Kumar
Protection Officer	▶ Kanti Singh ▶ Sandhya Gupta
Para Legal workers	▶ Kiran Devi
Beneficiaries	▶ Surdeep Paswan ▶ Sunaina Devi

iii) Kerala Development Society, Centre Direct, Muzzafarpur

Chief functionaries from KDS	▶ Jacob John
CSO partner	▶ Mr Sharma
Master Trainers at CD	▶ Sangeeta Kumari ▶ Mamta Singh
Additional Public Prosecutor and DLSA member	▶ Sangeeta Sahi
Paralegal worker SHG member	▶ Rashmi Kuna Other members: ▶ Dhanvanti Devi ▶ Haseena Khatoon ▶ Ragini Devi ▶ Poonam Devi ▶ Basanti Devi

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