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Mid-term Evaluation Report of Justice Sector Facility (JSF) Project in Bangladesh

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ACRONYMS

3Cs	Communication, Coordination and Cooperation
ADR	Alternative Dispute Resolution
AGO	Office of the Attorney General
AWP	Annual Work Plan
CBOs	Civil Society Organization
CJCC	Criminal Justice Coordination Committee
CJM	Chief Judicial Magistrate
CMCs	Case Management Committees
CTA	Chief Technical Advisor
DFID	Department for International Development
DLAC	District Legal Aid Committee
ERD	Economic Relations Division
GoB	Government of Bangladesh
JATI	Judicial Administration Training Institute
JSC	Judicial Service Commission
JSF	Justice Sector Facility
LJD	Law and Justice Division
M&E	Monitoring and Evaluation
MoLJA	Ministry of Law, Justice and Parliamentary Affairs
NGO	Non-Government Organization
NJCC	National Justice Sector Coordination Committee
NLA	National Legal Aid
NLASO	National Legal Aid Services Organization
NPD	National Project Director
OECD	Organization for Economic Cooperation and Development
PIC	Project Implementation Committee
PSC	Project Steering Committee
RRF	Results and Resource Framework
TAC	Technical Approval Committee
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
VAW	Violence against Women

EXECUTIVE SUMMARY

a) Introduction

This is the Mid-term Evaluation Report of the Justice Sector Facility (JSF) Project in Bangladesh. Bangladesh's formal justice system remains relatively inaccessible for the poor, vulnerable and disadvantage groups etc. The Justice Sector Facility Project was started in July 2012 (for three years) with overall aim *"to strengthen the justice and human rights institutions to better serve and protect the rights of all citizens including women and vulnerable groups in Bangladesh"*. The project is being implemented using National Implementation Modality and is implemented through the Law and Justice Division of the Ministry of Law, Justice and Parliamentary Affairs, with the technical and financial support of UNDP and UK-DFID. Broader stakeholders and partners include diverse range of justice sector institutions at the national and district level.

The main purpose of this mid-term evaluation, as outlined in the Terms of Reference, is to assess the performance of the JSF Project in achieving its output and outcome level results and status of its expected overall impact and sustainability. In view of the scope of the mid-term evaluation exercise, a semi structured qualitative approach has been adopted and the overall evaluation process consisted of five steps including evaluation questions, design and data collection methods, data analysis, and reporting. Project performance was assessed using standard criteria of relevance, efficiency, effectiveness, sustainability and impact. A mix of qualitative and quantitative data collection tools were employed including review of records, key informant interviews, focus group discussions and observations.

b) Major Findings

Project Management

- JSF theory of change is found relevant and logical to achieve desired results and in this regard it is also noted that the project has been doing the right things to achieve its aim.
- Project results framework is well formulated and exhibits a clear cause and effect linkage among activities and outputs and respective indicators, targets and activities were found appropriate.
- Implementation arrangements and partnerships for JSF project were found appropriate and effective to guide and oversee project implementation. However at times there were also differences of opinions among partners, especially between Ministry of Law and the Supreme Court.
- Project has put in place efficient M&E and reporting systems to track its progress and to regularly collect and compile data on indicators. Project has also regularly reported its progress on quarterly and annual basis.

Project Relevance

- Project objectives and interventions were found highly relevant and consistent with Government of Bangladesh policies, donors and UNDP priorities and needs of the beneficiaries especially the poor and disadvantaged.

Project Efficiency

- JSF has been implementing a range of activities to achieve stipulated outputs. Presently project implementation is in full steam and mostly on track. Overall project also faced implementation delays in the 1st half. However despite the complexity of working environment and time consuming processes, the project has been making strenuous efforts to catch up with the time lag and has considerably speed up the implementation of activities in second half of its life.
- Major factors which hindered the project implementation includes time consumed by signing of formal project agreement, delay in release of donor funds, lengthy staff recruitment and procurement processes, time consumed by constitution and operationalization of project governing bodies like PSC, PIC and especially approval and operationalization of pilot CJCCs. Nevertheless persistent political agitation and strikes calls also hampered implementation.
- Overall the relevance and quality of activities performed and technical, human and material inputs provided were found very instrumental, up to the mark and in line with the project stipulated aims and aspiration of stakeholders.
- Project financial resources and inputs were managed and spent in an efficient, transparent and accountable manner. However year wise project spending remained low, in the initial years and as of Nov 2014 the project has utilized 53% of total available budgetary resources.

Project Effectiveness

Output 1: Enhancement of three “Cs” among Justice Institutions in the pilot Districts

- Project has been very successful in developing and piloting the model of Criminal Justice Coordination Committee (CJCC). Guidelines were developed and approved and CJCCs were constituted and operationalized in the two pilot districts.
- The pilot CJCCs are found very instrumental in bringing together and enhancing cooperation, coordination and communication among justice sector actors at the district level. With the intervention CJCCs the disposal rate of pending criminal cases considerably enhanced in pilot districts.
- CJCCs are also increasingly involved in bringing forth policy recommendations to PSC for the overall improvement of the criminal justice in the country. The major recommendations, already approved by PSC, relates to improvement of witness tacking and management systems, provision for DLA Officers and Public Prosecutors to visit prisons, not to allow adjournments for more than four weeks long pending cases, to roll out CJCC model to other districts and to establish NJCC at the national level.

Output 2: Improved strategic planning, M&E legal aid, and prosecution of cases

- Project supported four governmental justice sector institutions to develop draft strategic plans, currently awaiting finalization, approval and endorsement for implementation.
- JSF contributed to revise and approve National Legal Aid Policy and inclusion of Alternate Dispute Resolution (ADR) mechanisms. Project inputs were also found instrumental in streamlining and improving of NLA service delivery in the pilot districts.

- A Workers Legal Aid Cell and Hotline for migrant worker has been established through project support and is providing legal advice and assistance to workers and labor force. Since establishment the Cell and the hotline is servicing a continuous stream of beneficiaries.

Output 3: Strengthened cross sectoral dialogue and sector wide coordination mechanisms

- Project governing and guiding bodies like PSC, PIC, Expert Group and TAC etc. were found very instrumental in facilitating cross-sectoral dialogues on justice sector issues and to develop and improve coordination, communication and cooperation among stakeholders.
- Most recently, with project support, the PSC has principally agreed to establish a National Justice Sector Coordination Committee to institutionalize and promote coordination among justice sector institutions in times to come.
- JSF has established a seed fund and eight grant proposals have been selected and approved for implementation from government institutions and NGOs. Work on approved proposals has been under progress. In addition JSF project is also undertaking several pieces of research on various issues related to criminal justice system.

Project Outcomes

- JSF has made rigorous efforts to monitor and achieve stipulated targets for its outcome indicators. Overall analysis of data suggest that project progress towards achieving indicator's targets for outcomes and results is on track and project is expected to achieve most of its indicated targets within stipulated timeframe.
- Interventions in pilot districts were found very instrumental in reducing backlog and speeding up the disposal rate of long pending cases. Similarly uptake of legal aid fund and number of legal aid service recipients also considerably increased.
- JSF supported Legal Aid Cell and migrant workers hotline has been receiving a continuous stream of diverse range of beneficiaries from within and outside of the country and are benefiting from the provided legal aid advice and related services.
- Similarly a steady increase has been also observed in other outlined indicators like number of men and women with access to legal aid services, number of Gender-Based Violence (GBV) cases receiving judgment etc.
- Project results in pilot districts are promising, however there is a long way to go to achieve same results on a larger scale at the country level. Therefore further efforts and more time and resources will be required in times to come.

Sustainability of Interventions

- A number of steps have been already taken to institutionalize, scale up and sustain CJCC model. Recently the PSC has approved the rolling out of CJCCs to another 15 districts, where governmental institutions will take a lead role, this point out to the strong level of ownership and commitment to continue project initiatives.
- PSC's recent decision to principally agree on constituting NJCC is also considered a big step forward towards institutionalization and sustaining the project initiated sector wide coordination mechanisms.

- However reservations are also expressed by pilot CJCCs regarding the status of institutionalization and availability of resources to effectively run CJCCs after project.
- Project support to NLASO like revision of NLA policy, development of ADR mechanisms, establishment of workers Legal Aid Cell and hotline etc. are found very instrumental and will be sustained due to the high level of demand and ownership from NLASO.
- The benefits from results of seed fund projects and other knowledge products, once completed, are also expected to continue in times to come.

c) Major Recommendations

- In view of the greater demand and need for project support to consolidate and scale up project initiatives for wider impact. It is strongly recommended that project support needs to continue beyond the timeline of current phase.
- SC has also recently ordered rolling out of Case Management Committees (CMCs) in all 64 districts. There is a greater need to draw clear lines between the mandates and structures of CMCs and CJCCs to avoid overlaps and duplications. In this regard an agreement need be reached with SC to allow CJCCs to deal with criminal cases and CMC should deal with civil cases.
- Regarding constitution of NJCC, in view of the diversity of justice sector institutions, there is a need to adopt a participatory approach to build consensus among range of stakeholders on the composition, leadership, mandate and functions of NJCC.
- The PSC policy decision on adopting good practices from pilots need to be perused further through providing legal basis and institutionalization for the wider application of these practices at the country level.
- There is a strong need to adjust, finalize and endorse the draft strategic plans for implementation by the respective justice sector institutions. Furthermore JSF knowledge products also need to be finalized, published and widely disseminated.
- There is also a need to rigorously peruse an early operationalization of the already approved ADR mechanisms at the district level.
- The project also need to formulate a timely and pragmatic exit strategy outlining issues, ways and means to smoothly phase out and handover interventions to partners to ensure sustainability and continuity.
- Overall future such projects need to be designed allowing due time and resources especially for project startup and mobilization activities like acquisition of funds, hiring of teams, putting in place implementation and institutional arrangements etc.

1. INTRODUCTION

About the Document

This is the Mid-term Evaluation Report of the Justice Sector Facility (JSF) Project in Bangladesh. The Mid-term Evaluation was commissioned by UNDP, in consultation with project partners, to assess the performance of the JSF Project in achieving its output and outcome level results and status of its expected overall impacts and sustainability. The evaluation was also mandated to examine good practices and to provide recommendations to improve project performance and future such endeavors.

The report mainly describes the findings from the evaluation exercise using the standard evaluation criteria of Relevance, Efficiency, Effectiveness, Impact and Sustainability. In addition it also discusses the project design and management arrangement and partnerships. Based on the detailed analysis and conclusions, the report also furnishes a number of recommendations to further improve project performance. It is expected that the results and recommendations from the exercise will be used by the project management and stakeholders to further improve efficiency and effectiveness of ongoing project interventions and will also help in designing future such programs.

The Justice Sector Facility (JSF) Project

Bangladesh's formal justice system remains relatively inaccessible for the poor, vulnerable and disadvantage groups etc. The vast majority of the population faces great difficulties in accessing timely and affordable justice. Among others the foremost justice sector issues in Bangladesh was and is the large number of case backlogs, amounting to an estimated 2.8 million pending cases. The back log has overwhelmed the court administration and has been undermining access to justice. Main causes for the poor state of affairs in justice sector and especially the huge backlogs includes lack of capacities and resources, external interference, corruption, outdated laws, incentives for delay, complex and cumbersome court procedures and lack of communication, coordination and cooperation among stakeholders.

The Justice Sector Facility Project was started in July 2012 (for a period of three years up to June 2015) to address especially the issues of lack of coordination, cooperation and communication among justice sector institutions in Bangladesh. The longer term aim of the project, as outlined in the United Nations Development Framework (UNDAF) is ***"to strengthen the justice and human rights institutions to better serve and protect the rights of all citizens including women and vulnerable groups in Bangladesh"***. To achieve the longer term goal a set of three project specific outputs have been identified, these are;

Output 1: Communication, coordination and co-operation between justice agencies enhanced in two district pilots through establishment of solutions for inter-agency case management.

Output 2: Selected agencies have improved strategic planning, monitoring and evaluation, delivery of government legal aid, and prosecution of cases.

Output 3: Strengthened cross sectoral dialogue and sector wide coordination mechanism established.

Overall JSF project is being implemented using National Implementation Modality (NIM) and is implemented through the Law and Justice Division of the Ministry of Law, Justice and Parliamentary Affairs, with the technical and financial support of UNDP and UK-DFID. Other stakeholders include Supreme Court, Bangladesh Bar Council, Ministry of Home Affairs and its agencies like Police and Prisons Service, NLASO, Attorney General's Office, Law Commission, Judicial Training Institute and District level judicial and relevant authorities etc. Overall the project is led by the National Project Director, who is Secretary of the Law and Justice Division, with a Joint Secretary of the same division as project focal person. The project is implemented by a professional project team, led by the Chief Technical Advisor.

Objectives and scope of the Mid-term Evaluation

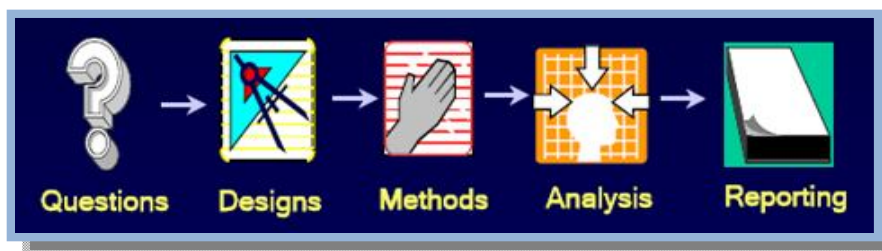
The main purpose of this mid-term evaluation, as outlined in the Terms of Reference, is to assess the performance of the JSF Project in achieving its output and outcome level results and status of its expected overall impact and sustainability. The evaluation was also mandated to examine good practices and to provide recommendations to improve project performance and future such endeavors. The more specific objectives of the evaluation exercise, as provided in the ToRs, are as follows

- The evaluation team will assess the level of intended outputs and outcomes of the project which have been achieved and any shortcoming with justification.
- Based on evidence, the evaluation team will prepare a rationale and recommendations on how to proceed in future to support improved cooperation, coordination and communication across the justice sector in Bangladesh.

In accordance with UNDP evaluation guidelines, the mid-term evaluation assessed the project's implementation in terms of the standard criteria for relevance, effectiveness, efficiency, impact and sustainability and has provided recommendations in the light of findings of the evaluation exercise. It is expected that the results and recommendations from the exercise will be used by the stakeholders and project management to make mid-course adjustments to further improve efficiency and effectiveness of project interventions to achieve its overall outcomes. On the other hand the findings may also help to develop future such initiatives, in view of the continued cooperation between UNDP and Government of Bangladesh.

Evaluation Approach and Methodology

In view of the above mentioned objectives, scope and duration of the mid-term evaluation exercise, a semi structured qualitative approach has been adopted and the overall evaluation process consisted of five standard evaluation steps including evaluation questions, design and data collection methods, data analysis, and reporting. Following is the details of various steps;



Evaluation criteria and questions

The terms of reference provided evaluation criteria and specific evaluation questions in line with overall UNDP evaluation guidelines and OECD DAC evaluation standards. A number of evaluation questions related to program management, relevance, efficiency, effectiveness, sustainability and impact needed to be answered to assess the overall performance of the project. These questions basically focused on determining overall progress of the project, its contributions to the intended objectives and longer term viability and continuity of benefits. Following is the summary of evaluation questions related to each criteria;

Effectiveness:

- To what extent were the objectives achieved/are likely to be achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Has JSF successfully leveraged its partnerships with relevant governmental agencies, civil society and other such initiatives?

Relevance:

- Are the objectives of the project in line with the governmental policies and with the priorities of UNDP, DFID and other stakeholders.
- Are the objectives of the project in accordance with the needs of beneficiaries and local population especially the poor and disadvantaged group of population?
- To what extent the objectives are still valid?
- Are the outputs and activities consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the programme consistent with the intended impact and effects?

Efficiency:

- Were activities cost-effective?
- Were activities and objectives achieved on-time?
- How well has the project translated inputs into outputs?

Impact:

- What has happened as a result of the project?
- What real difference has the activity made to beneficiaries?
- What is the impact from a gender perspective?

- To what extent have longer-term goals been achieved?

Sustainability:

- To what extent did the benefits of the project continue after funding is ceased?
- What were the major factors which influenced the achievement or non-achievement of sustainability or non-sustainability of the project?
- Should UNDP continue its work in this area?
- How should the development approach/theory of change adjust for future programming?

Data collection tools

To collect desired information a mix of qualitative and quantitative data collection tools were employed using mentioned evaluation questions, as described in the following;

- **Review of official records and documents**

A good deal of progress, efficiency and effectiveness related data was obtained through the review of project documents and records. These includes but are not limited to the Project Document, Annual Progress Reports, Quarterly Monitoring Reports, Results and resource frameworks, Annual Work Plans, Financial statements, Internal Review Reports, Indicators progress reports, Research and case studies and secondary data sources etc.

- **Key Informants interviews**

Key informants interviews remained the most important tool to gather required primary data. Key informants among all stakeholders were carefully identified in consultation with UNDP and project colleagues and informal interviews were conducted with reference to the outlined evaluation questions. The selection criteria for interviewees were based on the level of their involvement and influence in the formulation and implementation of the project. The key informants interviewed during the evaluation exercise included officials of Ministry of Law, UNDP, JSF Project, DFID, Bangladesh Bar Council, NLASO, Solicitor's Office, Law Commission, Judicial Training Institute and District authorities including officials of Judiciary, Police, Prison and Health, legal aid cell beneficiaries. etc. In addition one member of the evaluation team also had the opportunity to attend and observe the proceedings of PSC meeting held on 14 Dec 2014.

- **Focus Group Discussions**

Focus-group discussion sessions were held where the evaluation mission met with a group of officials and discussions were held on pertained evaluation questions related to relevance, effectiveness, efficiency, impact and sustainability etc. In this case, where applicable, focus group discussions were held with groups of officials of Ministry of Law, Project Officials, Representatives of district level justice institutions, Law Commission, Bangladesh Bar council etc. The evaluation team also had the rare opportunity to attend the District Legal Aid Committee in Pabna, where around 35 representatives of relevant stakeholders participated.

Efforts were made to collect required data in a participatory manner ensuring that all participating stakeholders' organizations and groups are involved in the evaluation exercise and their impressions are duly incorporated. Overall in total 54 persons, among all stakeholders, were contacted through informal interviews, group discussions and field visits. Following is the abstract on distribution of respondents. (Please see Annex-1 for list of participants)

Summary of people met	
Organization	No
Government officials	34
JSF Project	12
UNDP CO	2
DFID	1
Others/NGOs	5

Data analysis and Reporting

In view of the open ended nature of evaluation questions and semi-structured data collection methods, most of the data was analyzed qualitatively, using validations, triangulations, and interpretations. However, some quantitative data regarding project financial aspects and indicators for outcomes and outputs was also obtained from projects records and was analyzed using simple statistical analysis such as percentages to determine progress and trends.

Results from the detailed data analysis are incorporated in this draft evaluation report, discussing findings related to program design and management, relevance, effectiveness, efficiency, impact and sustainability of project interventions. The report also provides a set of recommendations based on the aspirations of stakeholders and conclusions of the exercise.

Evaluation Team

A two-member evaluation team was constituted to carry out the assessment exercise comprising of an International Consultant (Team Leader) and a National Consultant.

Timeline/Work Plan

Overall the total duration of evaluation exercise is 25 working days spread intermittently over approximately two months. Out of these 11 days (24th Nov to 4th Dec 2014) were spent in Bangladesh involving meetings with stakeholders and collection of relevant data in the field. The remaining days are home based and are allocated for the review of records and furnishing of draft and final reports.

2. FINDINGS OF THE EVALUATION EXERCISE

2.1 Overall Project Management

Project Design and Results Framework

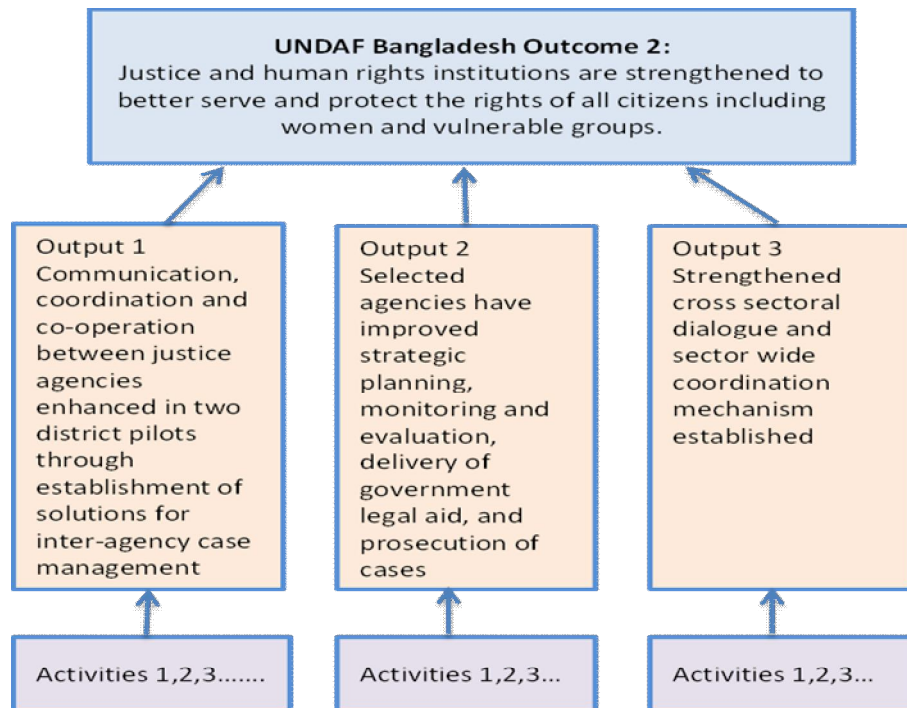
JSF Project is the continuation of a long standing collaboration between UNDP and the Government of Bangladesh to improve access to justice for the poor and disadvantaged population in Bangladesh. The JSF Project basically aimed to improve 3 “Cs” i.e. Cooperation, Coordination and Communication among various justice sector stakeholders mainly to reduce the huge case backlogs, amounting to around 2.8 million cases. JSF Project is built upon learning from previous justice sector projects and especially on the lessons from a pre project phase under the Justice Sector Strategic Dialogue (JSSD) one year initiation Project (2011-12).

Overall project’s theory of change tends to attain the United Nations Development Framework (UNDAF) outcome 2 i.e. “strengthening of justice sector institutions to better serve all citizens especially the women and vulnerable groups” mainly through achieving a set of three outputs/results by implementing a number of specific activities and interventions. The overall emphasis of theory of change is on enhancing the performance of justice sector institutions through improving cooperation, coordination, communication, strategic planning, monitoring and evaluation and delivery of legal aid. Analysis suggest the project’s theory of change is found relevant and logical to achieve desired results and in this regard it is also noted that the project has been doing the right things and in right direction.

Overall the initial project design of the current phase didn’t elaborate much on the future sustainability and wider scale replication of project interventions. The project document envisaged that JSF is intended to be the first stage of a long term nationally driven initiative for the systemic reform of the justice sector in Bangladesh. However analysis suggests that currently there exist a lack of clarity especially on the status of continuity of external support beyond the JSF current phase timeline, which will end in June 2015. It is noted that the expectation was always that there would be a 2nd phase to consolidate and roll out of the CJCC model to new districts and further work on the establishment of the National Justice Coordination Committee.

Given the current dynamic situation and looming end date, at this stage the project is making strenuous efforts by bringing forth the agenda of consolidation and sustainability by rolling out CJCCs model in 15 new districts and establishment of NJCC, as already recently approved by the PSC. Overall it can be concluded that project needs some more time to properly consolidate on its achievements, to induce sustainability and to prepare and implement a smooth exit strategy. Further details as provided in the following sections;

Figure 1: JSF Results Framework



Analysis suggests that the project results framework is well formulated and exhibits a clear cause and effect linkage among activities and outputs. However the project overall outcome, which is basically UNDAF outcome seems to be too broad in scope, in view of the limited resources and specific geographical coverage of the project.

On the other hand it is also important to mention that UNDAF outcomes are overarching in nature whereas a number of other UN initiatives are also contributing to the same outcome. This broad and overarching nature of the project outcome poses greater challenges to measure the specific contributions of the JSF project interventions towards achievability of the outcome. In such project for the purpose of measurability there is always a need for devising project specific intermediate outcomes, which links the project outputs to the longer term outcomes.

JSF project has developed a detailed Results and Resources Framework (RRF), including indicators, baselines, targets for outputs and responsibilities and resources. Most of indicators, targets and activities were found appropriate. In addition, efforts were also made to revise the project RRF to align indicators and targets for the purpose of measuring the progress. Furthermore modifications were also suggested from time to time in project interventions, by Project Implementation Committee (PIC) and Project Steering committee (PSC), especially the recent decision of PSC to roll out CJCCs to additional 15 districts, which was not part of the original project plan (document). This shows the greater level of flexibility and dynamic nature of the project design allowing for adjustments and improvements during the course of implementation.

Implementation arrangements and partnerships

JSF project is being implemented using National Implementation Modality (NIM) and is implemented through the Law and Justice Division of the Ministry of Law, Justice and Parliamentary Affairs, with the technical and financial support of UNDP and UK-DFID. Broader stakeholders includes Supreme Court, Bangladesh Bar Council, Ministry of Home Affairs and its agencies like Police and Prisons Service, NLASO, AG's Office, Law Commission, Judicial Training Institute and representatives of district level justice institutions. .

At the highest level the project is guided and overseen by a Steering Committee (PSC), chaired by the Honorable Minister for Law, Justice and Parliamentary Affairs and consisting of members from all relevant stakeholders. The same PSC also functions as joint Steering Committee for extended Access to Justice Project, another initiative of UNDP working with the other division of the ministry. Overall the constitution of PSC was considerably delayed and its 1st meeting was held in May 2013, after 10 months of actual project start date. Since its inception the PSC has met three times, the last meeting was held on 14 Dec 2014. PSC has been regularly overseeing the progress, reviewing work plans and budgets of the project and recommending modifications in project interventions. Increasingly, the PSC is also making policy decisions on issues referred to it from the pilot Criminal Justice Coordination Committees (CCJCs) through the Project Implementation Committee (PIC). Please see the Box for summary of PSC major policy decisions;

List of PSC major policy decision and endorsements

- To include Investigating Officer's and Medical Officer's professional IDs and Cell numbers in all reports submitted to the courts.
- To develop comprehensive witness management system and guidelines like travel and daily allowances for private and re-tired witness, separate witness waiting room etc.
- To introduce the witness registers at the prosecutor's office across the country and the Solicitor Office.
- To include the provision for District Legal Aid Officers and Public Prosecutors to visit prisons together with the District & Sessions judge in the Jail Code
- To recommend to Supreme Court to direct every court, not to allow adjournments for more than four weeks, particularly for cases pending for more than five years.
- To install digital bill boards for displaying daily cause list at court premises.
- To roll out of CJCCs model in additional 15 districts for wider replication.
- To establish a National Justice Sector Coordination Committee (NJCC) for coordination, cooperation and communication among justice sector stakeholders at the national level.
- To recommend to Supreme Court for directions regarding strict time limits for VOW cases, as recommended by VOW conference.

Since the PSC is a very high level body and is also overseeing another project therefore a Project Implementation Committee (PIC) has been formed to more closely oversee the operational matters like approval of work plans and budgets and review and monitoring of progress and to sort out prevailing implementation issues of the project. PIC is chaired by a National Project Director who is the Secretary Law and Justice Division and consisting of members from relevant stakeholders mostly involved in the implementation of the project. Like PSC, the constitution of

PIC was also considerably delayed and its 1st meeting was held in July 2013, after one year of actual project start date. However it remained very active and met more frequently, five times, since inception. It is important to mention that all operational matters and policy decisions are deliberated by the PIC before they are taken to PSC for final approval. Please refer to Box above.

Furthermore a Justice Sector Expert Group has also been established as an informal mechanism to oversee and guide the project to improve coordination among stakeholders. The Experts Group is providing support to and advice on the way forward and thereby enable and facilitate the introduction of the 3Cs, with the aim to improve service delivery mainly in the administration of criminal justice. The group includes around 20 experts from relevant justice sector institutions and has met three times, since its inception in May 2014. The group is playing a more informal and advisory role and has handsomely contributed to the formulation of above mentioned policy decisions endorsed by PIC and PSC.

JSF have also constituted a Technical Approval Committee (TAC) to administer the Seed Fund initiative of the project. TAC is basically responsible for scrutinizing, approving, overseeing and guiding the grants provided to various institutions under the seed fund. TAC is chaired by UNDP and consists of representatives from relevant quarters. Overall the process is facilitated by the project through the CTA. The constitution of TAC was further delayed. The 1st meeting was held in Dec 2013, after 17 months of actual project start date, which has its implications for delay of project interventions related to seed fund initiatives.

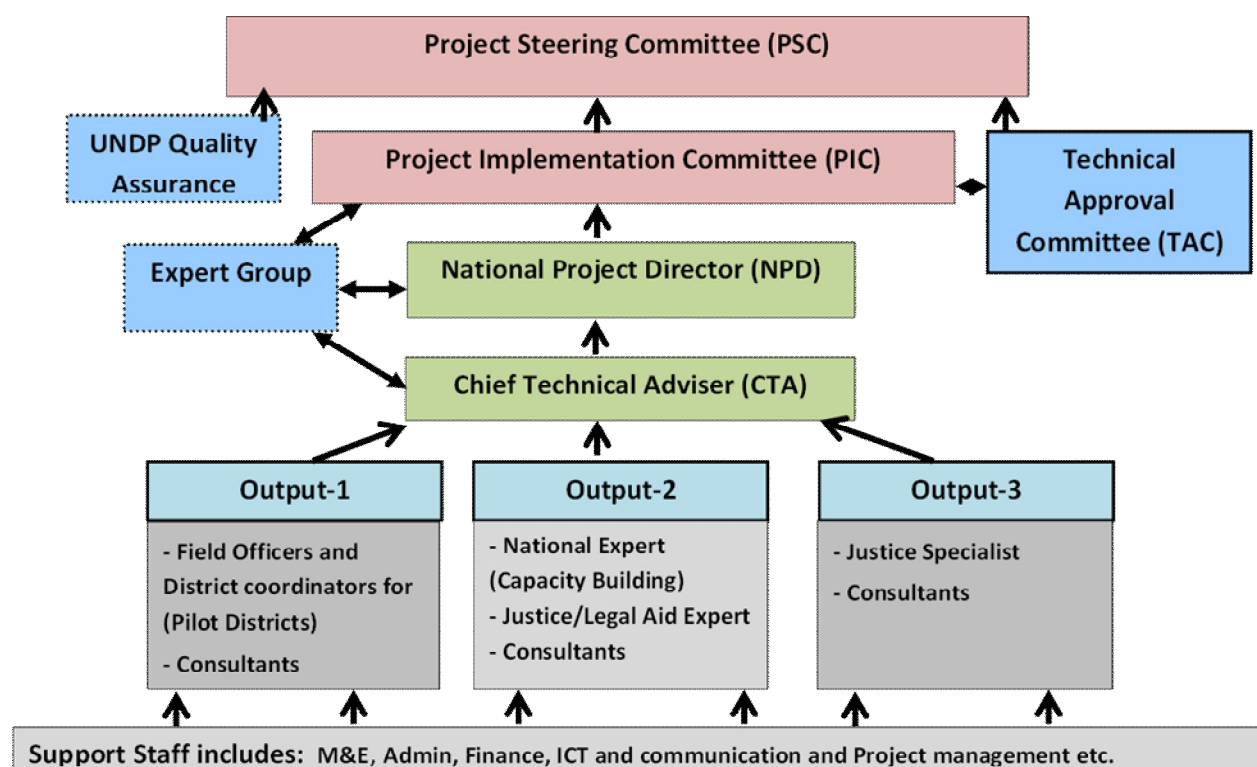
To implement and facilitate project interventions in the pilot districts of Pabna, Comilla and Jessore, JSF has established a Criminal Justice Coordination Committee (CJCC) in each of the districts. The main aim of CJCC is to improve coordination, cooperation and communication among district level stakeholders to deal with the critical issue of case backlog and improve the performance of justice sector institutions. CJCC is chaired by the District and Sessions Judge and members include district level officials from judiciary, police, Bar, Prison, Civil Surgeon, Legal Aid etc. Evidence gathered confirm that CJCC has been regularly meeting almost on a monthly bases and has been very instrumental in improving coordination among stakeholders to sort out criminal justice issues, especially the long standing case backlog in the district. (For more details please see effectiveness section in the following pages)

JSF project is led by the National Project Director, who is Secretary of the Law and Justice Division, with a Joint Secretary of the same division as project focal person. JSF is implemented through a professional/technical project team, led by the Chief Technical Advisor. The project team includes a number of experienced technical experts, administrative staff and field officers. JSF has also been hiring short-term consultants to provide specialized technical services. Project Management Team is based at an independent office in Dhaka with representatives in the two pilot districts and is responsible for day-to-day implementation of project intervention and monitoring of progress and results. JSF initially faced issues in recruitment of project team and it almost took over a year to bring everyone on board.

Overall it is deduced from analysis that the implementation arrangements and partnerships for JSF project were found appropriate and effective to guide and oversee project implementation to achieve desired goals. Partnerships and cooperation among various justice sectors stakeholders is also found generally very instrumental in improving coordination, copperation and communication. However at times there were also differences of opinions among partners, especially between Ministry of Law and the Supreme Court regarding mandates and coordination among respective institutions. Specifically the partnerships among district level stakeholders i.e. members of CJCC was found very strong, forthcoming and effective in improving the cooperation and coordination.

It is also important to mention that all stakeholders' especially governmental institutions hold their partnership with UNDP in a very high esteem, due to its neutral standings, technical and financial inputs and long collaboration history with governmental and civil society institutions in the country.

Figure 2: JSF Project Organogram



Monitoring and Evaluation

The JSF Project document has put greater emphasis on and has outlined a number of monitoring and evaluation measures to effectively monitor and report the progress of project interventions and results. Overall at the highest level the project progress has been monitored through PSC and PIC meetings, where all stakeholders have been appraised of the project implementation status and corrective measures have been suggested to streamline project interventions. In addition the project also monitored its progress through internal review meetings from time to time.

JSF has employed a dedicated Monitoring and Evaluation Officer (on board since May 2013), who is the project focal person for M&E and is responsible for planning and implementation of all M&E related activities including collection and processing of timely data and preparation of progress reports and case studies and, supervision of surveys etc. JSF project had also developed a detailed multi-year costed M&E plan outlining major M&E activities, timelines and costs.

Project output/result indicators and targets provided in the Results and Resource Framework (RRF) are further aligned and monitored regularly on yearly basis and relevant data is collected from the field and official court records and is compiled to measure progress towards stipulated targets. In addition to this various case studies, focus group discussion and surveys like Court User Survey and Situation Analysis of Access to Justice, has been conducted from time to time to assess project performance and to inform the project implementation process.

Project progress has been regularly reported on a yearly and quarterly basis through furnishing a series of progress reports prepared from time to time. The Quarterly Reports are basically used as an internal tool to record project progress and to provide feedback to project management and UNDP and, the Annual Reports are more geared for the consumption of wider stakeholders especially government and donors. Prepared on the UNDP standard formats these reports describe in detail the achievement status of project activities and outputs against stipulated indicators and targets provided in the Annual Work Plan and RRF. They also highlight major issues and lessons learnt during the project implementation and suggest possible ways forward. Financial statements of expenditures are also an integral part of progress reports. Overall the JSF M&E mechanisms and practices were found very instrumental in timely assessing the progress of project activities and outputs.

The project document called for a mid-term review, in this regard this mid-term evaluation has been commissioned by the project in consultation with its partners. The main purpose of this mid-term evaluation, as outlined in the Terms of Reference, is to assess the performance of the JSF Project in achieving its output and outcome level results and status of its expected overall impacts and sustainability. The evaluation is also mandated to examine lessons learned and to provide inputs to improve project performance in times to come.

2.2 Assessment of Relevance of Project Objectives and Interventions

Interviews with stakeholders, situation analysis and project documents highlight that overall project objectives and interventions were found highly relevant and consistent with Government of Bangladesh policies, donors and UNDP priorities and needs of the beneficiaries especially the poor and disadvantaged.

The preamble to the Constitution pledges that the State shall aim to ensure a society ‘in which the rule of law, fundamental human rights and freedom, equality and justice...’are realized. Despite its crucial position, the Bangladesh judiciary and justice sector is beset with many

problems which deny people timely, affordable and adequate justice despite constitutional guarantees that '(a)ll citizens are equal before law and are entitled to equal protection of law'. One of the key constraints is the slow disposal rate of cases which results in an overwhelming back log that places considerable pressure on the sector and is hampering timely affordable and accessible justice.

Other causes include the absence of completion of trial of criminal cases within time, inadequate number of judges, non-attendance of witnesses at trial, absence of skilled and experienced regular prosecution, absence of exclusive criminal courts of session and absence of regular inspection of the subordinate session court by the Session judges or Supreme Court. Other issues which hinder timely, affordable and accessible justice are the lack of adequate capacity of justice sector agencies, outdated laws, incentives for lawyers to delay rather than resolve cases, and complexity in executing trial procedures. A serious lack of coordination and cooperation between justice sector agencies, which are heavily interdependent upon one another, is the foremost impediment in delivering justice efficiently.

There was an increasing acknowledgement that there was a strong need to address and improve the state of justice affairs in the country. Therefore among others the JSF Project was launched to address prevailing issues faced by justice sector institutions, especially the huge case backlog. The project basically aimed to strengthen the justice and human rights institutions to better serve and protect the rights of all citizens including women and vulnerable groups, through improving coordination, communication and cooperation among justice sector institutions at the national level and at the pilot district level. In view of the above mentioned issues and project mandate it can be deduced that the JSF project objectives and interventions are fully consistent, relevant and appropriate to the needs of the justice institutions and people of Bangladesh.

The JSF project mandate is also found highly consistent and in line with overall UNDP global agenda of improving access to justice and rule of law around the world especially in developing countries. The UNDP global program on access to justice and rule of law provides assistance in challenging contexts and undertakes needs and capacity assessments. The focus is on consolidation and sustainable, long-term development in collaboration and coordination for improved justice service delivery and enforcement of pro-poor laws.

2.3 Assessment of Efficiency of Project Activities and Inputs

Achievement status and progress of project activities

JSF Project has been implementing a range of activities to achieve its stipulated outputs and outcomes. These activities mainly relates to overall project management and the three outputs. Under project management the main activities includes project initiation, recruitment of project staff and consultants, formation and functioning of PSC, PIC, TAC and Expert Group and, monitoring and evaluation and reporting of project progress. etc.

Under output 1, major activities involves development and piloting of CJCC model in pilot districts including orientation workshops, development and approval of guidelines and provision of technical, human and material support to operationalize the CJCCs and facilitate the holding of CJCC's meetings. Activities under output 2 includes development of Legal Aid Manual, training of LA Officers, establishment of Legal Aid Cell and Hotline, revision and approval of NLA policy and ADR rules and drafting of 4 strategic plans for respective institutions etc. Under output 3, important activities includes dialogues among stakeholders through PSC, PIC and Expert Group, organization of Conference on violence against women, establishment of seed fund and provision of grants to 8 institutions and formulation of a number of research studies. For details of year wise achievement statuses of activities please see Table 1 below;

Table 1 : Summary list of activities undertaken by JSF Project from July 2012 to Dec 2014			
Outputs	2012	2013	2014
Project management	<ul style="list-style-type: none"> - Project started (July) - Agreement signed with Ministry (Sep) - Recruitment of CTA and admin staff - Temporary office setup - Annual review and preparation of annual work plans 	<ul style="list-style-type: none"> - 1st Project Steering Committee (PSC) meeting held (May), - 1st and 2nd Implementation Committee (PIC) meeting held in (July, Nov) - 1st Technical Approval Committee meeting held (Dec) - Group of experts - Establishment of JSF website - Recruitment of Project team including district coordinators completed - Hiring of Consultants/Firm - Progress reviews meetings - Annual and Quarterly reporting - Indicators monitoring - Annual Work plans 	<ul style="list-style-type: none"> - 2nd and 3rd Project Steering Committee meeting held (June, Dec) - 3rd PIC meeting held (Oct) - Hiring of consultants for NLA mapping - Recruitment of remaining staff - Progress reviews - Annual and Quarterly reporting - Indicators monitoring
Output 1	<ul style="list-style-type: none"> - Pilot districts of Pabna and Comilla selected - Workshop for district level stakeholders from Pabna (65 participants) 	<ul style="list-style-type: none"> - Development and approval of district level CJCC model and operational guidelines - Establishment of secretariat for CJCC in pilot districts (human resources, equipment, furnishing) - 2 CJCC orientation workshops in Comilla (120 participants) - Combined CJCC workshop at Dhaka - Learning tours to Sweden, Denmark, Italy and India - ICT Need assessment - Court user survey 	<ul style="list-style-type: none"> - 2 CJCCs established and operational in Comilla and Pabna - CJCCs meeting regularly held on monthly basis - Technical and Material support provided to assist CJCCs - Prison monitoring committee established - CJCCs model extended to one new Jessore district
Output 2	<ul style="list-style-type: none"> - Workshop on Legal Aid Services (85 participants) 	<ul style="list-style-type: none"> - National legal aid day observation - Training for legal aid officers (15) - Development of legal aid manual - Establishment of legal aid cell - Operation of hotline for immigrant workers 	<ul style="list-style-type: none"> - 4 draft strategic plans prepared for Law and Justice Division, Attorney General's Office, Judicial Service Commission and Judicial Administration Training Institute - NLA policy revised and approved

Table 1 : Summary list of activities undertaken by JSF Project from July 2012 to Dec 2014			
Outputs	2012	2013	2014
		<ul style="list-style-type: none"> - Hiring of consultants for Strategic Planning - Development of procedures for ADR - And revision of legal aid policy 	<ul style="list-style-type: none"> - ADR rule developed and approved - National Legal Aid day observed - Central server station established at Ministry of law and 24 personal trained - National Workshop on strategic planning
Output 3	- JSF inception workshop (140 participants)	Dialogue between stakeholders initiated through PSC, PIC and Expert group etc.	<ul style="list-style-type: none"> - Conference on violence against women was organized with (100 participants) - Seed fund established and eight proposals have been selected and approved - work on seed fund underway and 1st installment released - Research studies started on - access to justice situation analysis - business process mapping - baseline study - legal aid mapping - cause of low conviction rate - case file preparation and - knowledge mapping on justice, security and human rights sector

Source: Project Annual and Quarterly Progress reports

Deducing from analysis of project documents and stakeholders interviews it is found that overall JSF project faced considerable implementation delays especially during the 1st half of its lifespan. The project originally started in July 2012, however it took almost a year to fully operationalize and run activities at full steam. A number of factors are responsible for the delays in implementation, these mainly includes time consumed by signing of formal agreement between Ministry of Law and UNDP, late release of donor funds from DFID (release of 1st tranche took almost an year), cumbersome and time consuming staff recruitment and procurement processes (it took almost one year to bring everyone on board). In addition constitution and operationalization of PSC (1st meeting held in May 2013) and PIC (1st meeting held in July 2013), TAC (1st meeting held in Dec 2013) and Expert group also consumed a considerable amount of time. As project approval, overseeing and guiding bodies, the late convening of these committees had its own implications for timely start and completion of project interventions.

Furthermore field interventions especially constitution and operationalization of CJCCs in pilot districts also consumed considerable time (till Feb 2014, when pilot CJCCs in Pabna and Comilla were officially constituted and operationalized) due to the cumbersome and complex consultation process of development and approval of guidelines for CJCCs, especially final consent by the Supreme Court after approval from the Law Ministry (SC took around 5 months to give their consent to the guidelines). Nevertheless the persistent political unrest, agitation

and repeated strikes calls (Hartals) all around the country also considerably hampered the implementation and progress of the project, resulting in carrying forward of activities to subsequent years.

Despite the complexity of working environment and involvement of diverse range justice sector stakeholders, it is important to observe that the project has made strenuous efforts to catch up with the time lag and has considerably speed up the implementation of activities in second half of its life. Presently project interventions are in full steam and mostly on track. However in the coming six months the project will be facing a race against time, as it still has to cover some ground especially regarding the roll out of CJCCs model to 15 news districts, completion of all 8 seed fund projects, approval of strategic work plans for 4 institutions, finalization of the research studies and finally the establishment and operationalization of a National Justice Sector Coordination Committee (NJCC) etc.

Overall it is concluded from analysis that relevance and quality of activities performed and technical human and material inputs provided were found very instrumental, up to the mark and in line with the project stipulated aims and aspiration of stakeholders. However keeping in view the heavy upcoming agenda of the project it is expected that it may require some additional time beyond the current project period to fully consolidated and accomplish the project intended agenda.

Financial Progress of the Project

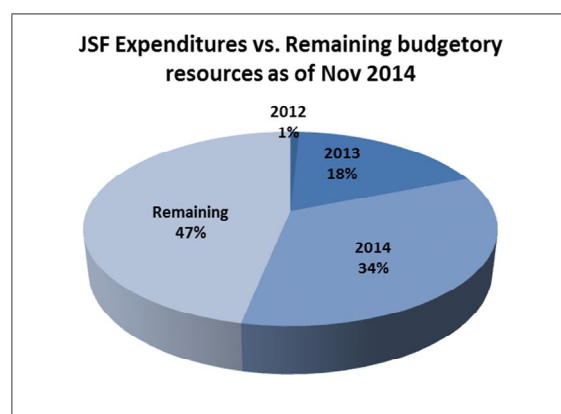
Originally the JSF project was designed with a total price tag of USD 7 Million, however only 6.2 Million could be actually committed/allocated, out of which USD 4.2 Million were granted by UK-DFID and the rest 2 Million were to be provided from UNDP resources. Overall the project faced a total shortfall of 0.8 Million. Government contribution is USD 0.29 Million for CD VAT, in addition it also contributed in kind through providing human and material support for project interventions.

Overall project experienced considerable delays in timely release of donor funds, as mentioned earlier it took almost one year to receive the 1st tranche of funds from DFID. This had its own implications for implementation of project activities. Meanwhile project activities were carried out on a slower pace and budgetary requirements were met through UNDP contributions.

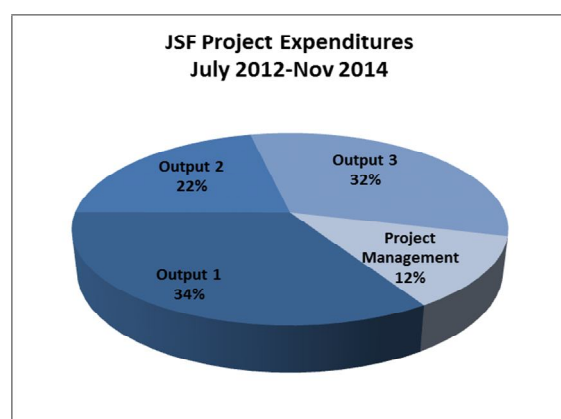
Table 2: Original Budget allocations as outlined in the Project Document (USD)					
	2012(July-Dec)	2013	2014	2015 (Jan-June)	Total
Output 1:	165,208	1,112,800	1,036,150	347,237	2,661,395
Output 2:	110,830	448,090	457,235	116,530	1,132,685
Output 3:	65,000	1,160,250	1,133,345	3,000	2,361,595
Project Management	132,300	323,810	248,360	139,855	844,325
TOTAL	473,338	3,044,950	2,875,090	606,622	7,000,000

Table 3: JSF Project Actual Expenditures during July 2012- Nov 2014 (USD)				
	2012 (July- Dec)	2013 (Jan-Dec)	2014 (Jan-Nov)	Total
Output 1	25,386.99	548,636.8	545,321.2	1,119,345
Output 2	17,702.96	165,659.2	524,445.7	707,807.9
Output 3	3,987.23	222,610.4	841,562.9	1,068,161
Project Management	3,204.33	190,621.5	207,933.1	401,758.9
Total	50,281.51	1,127,528	2,119,263	3,297,072

Analysis of project financial statements (from July 2012 to Nov 2014) suggest that so far 53% of allocated budget have been spent during the two and half years of the project life, while 47% is still remaining. It can be deduced that year wise project spending remained low, especially in the initial years, as compared to the original budgetary allocations provided in the project document. Reasons for this low spending were multiple and are discussed in detail in the previous sections.



Keeping in view the current pace of the project it can be suggested that it will be difficult to spend the huge remaining amount in the coming six months. Therefore either there could be a no cost extension for the project period or to surrender the unspent amount. Out of total expenditures of 3.29 Million most (34%) of the resources were consumed by activities under output 1 regarding improvement of coordination in the two districts. Followed by output 3 (32%), output 2 (22%) and Project Management (12%).



Overall it is concluded from analysis that project financial resources and inputs were managed and spent in an efficient, transparent and accountable manner, using UNDP standard procedures for financial management and procurement and recruitment processes, keeping in view the best value for money.

2.4 Assessment of Effectiveness of Project Outputs/Results

In order to achieve the long term outcome of *“To strengthen the justice and human rights institutions to better serve and protect the rights of all citizens including women and vulnerable groups in Bangladesh”*, the JSF project has outlined a set of three project specific outputs i.e.

Output 1: Communication, coordination and co-operation between justice agencies enhanced in two district pilots through establishment of solutions for inter-agency case management.

Output 2: Selected agencies have improved strategic planning, monitoring and evaluation, delivery of government legal aid, and prosecution of cases.

Output 3: Strengthened cross sectoral dialogue and sector wide coordination mechanism established.

Since its inception in 2012 the JSF Project has made rigorous efforts to achieve the desired outputs and efforts will continue in the remaining time period towards full achievement. Following is the details of the progress made so far towards achieving the outlined project outputs;

Output 1: Enhancement of three “Cs” among Justice Institutions in the pilot Districts

The Project document envisaged greater need for testing innovative and low cost or no cost interventions to improve access to justice and to improve the coordination, communication and cooperation among involved institutions especially at the district level. Considering this as the flagship output of the project, JSF has been diverting a good deal of resources, expertise and time to develop, test and pilot the model of Criminal Justice Coordination Committee (CJCC). The overall aim of the CJCCs is to bring together and enhance cooperation, coordination and communication among justice sector actors at the district level to speed up the disposal of long pending criminal cases and to propose policy recommendation for the overall improvement of justice sector system.

In this regard JSF, through extensive consultations with justice sector stakeholders and experts developed a detailed CJCC operational manual and guidelines. The process consumed considerable amount of time and was finally approved and consented for implementation by the PIC, PSC, Ministry of Law and the Supreme Court. The operational manual basically consists of objectives, composition, roles and responsibilities and institutional arrangements for CJCC. The broader mandates of the committees includes analysis of the case load and identification of long pending cases, identify the various causes for delay, establishment of database, prioritization of cases for early disposal through strengthening of coordination among various stakeholders, etc. Though the development of the manual was cumbersome, complex and time consuming however finally in February 2014, the respective CJCCs were established and operationalized in the pilot districts of Pabna and Comilla. The model is also recently extended to Jessore District.

The respective CJCCs comprise of 12 key representatives from local justice and law enforcement agencies, and is led by the District & Sessions Judge. The committee is supported by a small secretariat consisting of a project employed District Coordinator and Government-seconded judicial staff to facilitate holding of timely meetings and implementation of the CJCC's work plans. CJCCs in pilot districts are regularly meeting on monthly basis and are performing the following functions;

- Analyze case load and distribute cases equally among the respective judges
- Facilitate information sharing and data analysis based on a simple database to be established
- Strengthen coordination between investigation and prosecution functions
- Identify old pending and “dead wood” cases and blockages in case flow and set up priorities for quick disposal
- Improve record management, facilitate information sharing and joint planning and data analysis
- Improve screening of cases, including prioritization of long pending cases
- Strengthen oversight and accountability of District Courts
- Visit prisons and police cells to identify priority cases in need of attention
- Monitor and evaluate improvements and provide recommendations, including policy-related initiatives to Project Steering Committee (PSC) through the Project Implementation Committee (PIC).

Composition of CJCC

- District & Sessions Judge in Chair
- Chief Judicial Magistrate,
- Judge of Nari o Sishu Nirjaton Domon Tribunal,
- District Magistrate,
- Public Prosecutor,
- Civil Surgeon,
- Superintendent of Police,
- Jail Superintendent,
- President of District Bar Association,
- Judicial Magistrate (Nezarat),
- District Legal Aid Officer
- Court Inspector.

As mentioned earlier one of the major reasons for case pendency is the nonappearance of witnesses especially the Government officials from police and health departments. Through the interventions of CJCCs the appearance of witnesses has substantially increased greatly facilitating timely disposal. In this regard for example in Pabna, in 2013, 2442 witnesses were examined however after establishment CJCC this number considerably increased in 2014 to a total 5230 witnesses.

In this regard a detailed database/register has been established through the respective court inspector office consisting of posting and contact details, especially cell numbers and place of current posting of all witnesses from police department. Discussions with Court Inspectors suggest that the system is working very efficiently and has resulted in increased number of court appearances. In addition, the Health department has also established their own such database/registers to track and timely produce its own officials as witnesses. In view of the success of witness production schemes in pilot areas the CJCC has recommended that this practice be introduced across the country through official endorsement by PSC. In addition the jail visits by CJCC Pabna was also found very effective in disposal of long pending cases.

Overall analysis confirms that CJCC model is found very successful and effective in establishing and enhancing coordination and communication among relevant stakeholders, which was previously nonexistent, to expedite the disposal of long pending cases. Since establishment of CJCCs a total of 3912 pending cases (above 5 years) have been prioritized by CJCCs in the two pilot districts and as of November 2014, around 1214 (30%) cases have already been disposed effectively. Due to interventions of CJCCs, disposal rate of pending cases considerably increased in the pilot districts from 91% in 2013 to 96% in 2014 (September). It is expected that since CJCCs are now working on full steam therefore the disposal rates will further increase in times to come.

Furthermore CJCCs are also increasingly involved in deliberating and bringing forth policy recommendations to the PIC and PSC for the overall improvement of the criminal justice in the country. Some of the major policy recommendations suggested by CJCCs and duly approved by PSC includes;

- To include Investigating Officer's and Medical Officer's professional IDs and Cell numbers in all reports submitted to the courts.
- To develop comprehensive witness management system and guidelines like travel and daily allowances for private and re-tired witness, separate witness waiting room etc.
- To introduce the witness registers at the prosecutor's office across the country and the Solicitor Office.
- To include the provision for District Legal Aid Officers and Public Prosecutors to visit prisons together with the District & Sessions judge in the Jail Code
- To recommend to Supreme Court to direct every court, not to allow adjournments for more than four weeks, particularly for cases pending for more than five years.
- To establish a National Justice Sector Coordination Committee (NJCC) for coordination, cooperation and communication among justice sector stakeholders at the national level.
- To roll out of CJCCs model in the rest of the districts for wider replication

Based on the success and learning from the two pilot districts, it has been recently decided/approved by PIC and PSC (Dec 2014) to roll out the CJCC model to another 15 districts for wider adoption and application to reduce the huge case backlogs. It is important to mention that this wider roll out was not included in the original JSF project plan/document. The current roll-out plan has been developed on the assumption that the Government will ensure proper logistics and human resource support to undertake the core functions of the CJCCs, while JSF will provide technical support in the form of training, capacity building, basic equipment and assistance to facilitate oversight and implementation.

On one hand the wider rolling out by the Government strongly point out to the acclaimed successes and effectiveness of the CJCC model in improving "3Cs" in the pilot district to reduce case backlogs. On the other hand this rolling out also poses a number of challenges in implementation of the model in the new districts. It is important to note that establishment of CJCCs in pilot districts consumed quite some time, resources and rigorous efforts by the JSF

project and stakeholders. It almost took more than a year to fully train, establish operationalize the two pilots CJCCs. District authorities pointed out that they still require the regular inputs and support from project to run CJCC affairs. They also highlighted that in the absence of ongoing project support currently it will be difficult to sustain the work with full steam.

Therefore rolling out to 15 districts with limited project support especially the absence of project district coordinator and secretarial facilities will be really challenging to attain the level of effectiveness as achieved in the pilot districts. It is also important to highlight that since project is only left with six more months before it should officially come to an end. Furthermore it is deemed important to expand now and before the project ends. That is to have a greater number of districts to compare results from which will help make a more informed decision about the wider adoption of this model. However keeping in view the limited time left the rolling out to 15 new districts will be really a race against time and may hamper the quality of the implementation process keeping the standard achieved in pilot districts. One way to give way to successful and effective rolling out may require some more time and technical, human and material inputs from the project in times to come, thus JSF project timeframe may need to be extended beyond June 2015.

Interviews with stakeholders and records also highlight that the SC has also recently ordered rolling out of separate Case Management Committees (CMCs) in all 64 districts. The CMCs basically looks at improving case management within courts but does not deal with the front end of what happens before cases get to court. Furthermore the nature of CMCs is also different from CJCCs, as it only involves district level judicial authorities and presumably has no clear guidelines or implementation mechanisms available. It is also important to note that the CMCs basically adopts the issues approach, on the other hand, the CJCC takes a system approach to improving justice delivery.

The rolling out of CMCs is also a source of concern and confusion for district authorities in the presence of CJCCs in pilot districts. If both committees needs to exist side by side then there is strong need to draw clear lines between the mandate and working of CMCs and CJCCs to avoid overlap and duplications. One such workable solution has been adopted by Pabna district, where they have internally concluded that CJCCs will function for the criminal cases and CMC will take care of the civil cases. However, with the roll out of CMC to 64 districts it was decided by SC to do this without specifying whether it was for civil cases only, thereby assuming that it covers both civil and criminal even though the composition of the CMC does not include police or prisons.

Output 2: Improved strategic planning, M&E legal aid, and prosecution of cases

The second output aimed at supporting justice sectors institutions to strengthen their capacities in the areas of planning, monitoring, budgeting delivery of legal aid, prosecution of cases. In this regard JSF project provided technical and material support to a number of national level government institutions including Law and Justice Division (LJD), Attorney General's Office (AGO), Judicial Administration Training Institution (JATI) and Judicial Service

Commission (JSC) for development of strategic plans and to National Legal Aid services Organization (NLASO) for streamlining and improvement of national legal aid services.

In view of the weaker planning and monitoring mechanisms of the respective institutions JSF provided support to four above mentioned institutions to develop longer term strategic plans to improve performance and service delivery. To facilitate the strategic planning process project contracted the services a local consulting firm. Through detailed consultation process/workshops with respective organizations the draft strategic plans were developed and are currently awaiting finalization, approval and endorsement for implementation.

However interviews with consultants (for strategic planning) highlight that process of developing the strategic plans for respective institutions was found cumbersome and time consuming. The level of cooperation, interest and ownership of respective organizations regarding preparation of strategic plans varied considerably. At times it was found difficult to convince respective institutions on the need for developing and implementing strategic plans as governmental institutions are accustomed to status quo and conventional bureaucratic planning apparatus, therefore innovations and call for a change find a resistance. However it is encouraging to note that given the process difficulties the project has been able to come up with the draft strategic plans, currently awaiting finalization, formal endorsement and adaptation. In addition under this output project also supported building ICT capacities through development of a central server room at the law and Justice Division including the installation of the servers and training of Ministry staff to operate the equipment.

Under this output JSF project provided active support to National Legal Aid Organization (NLASO) to improve the delivery of legal aid especially for the poor and vulnerable groups. NLASO was basically established in 2002 but actually started work in 2007, but is operating with limited capacities and the pace of delivery of services remained slow. However NLASO interventions are gradually scaling up and in the last two years NLASO has increased the provision of legal aid services, the budget, the coverage, etc. JSF Project has provided necessary technical, human and material support to improve the delivery systems. In this regard the project has contributed handsomely to revise and amend National Legal Aid Policy, which has already been approved by the Board of NLASO. Furthermore with the project support legal aid service recipients increased by 71% at pilot districts and 26% in 64 districts in 2013, compared to 2012, on the other hand, LA fund disbursement rate also steadily increased by 15% in 2013

Project also helped greatly in development and inclusion the Alternate Dispute Resolution (ADR) mechanisms in legal aid services. In this regard under section 11 B (2) of the Legal Aid Services (Amendment) Act 2013, ADR has been officially incorporated for the first time as a referral mechanism to ensure dispensation of quality and timely justice. Pending Official Gazette's notification, ADR and mediation service-related options both at trial and pre-trial stage will soon be established and available to litigants. It is expected that adoption and implementation of ADR will reduce the case workload at the courts by solving some of the minor cases before they are taken to the court.

One of the major project supports to NLASO is the establishment of Workers Legal Aid Cell at the Labor Courts in Dhaka, initiated under directives from the Prime Minister soon after the 2013 garment sector tragedy. Human, technical and material support was provided and the cell became operational in October 2013. The cell is providing legal advice and assistance to workers and labor force especially from garment industry. The evaluation team also had the opportunity to meet some of beneficiaries. Most of these workers belonged to the garment industry and were forcefully dismissed without any prior notice. The Cell provided needed legal advice and helped them serve notices to their employers for compensation. With some due all of them received their outstanding claims without going into further litigation. They very much appreciated the timely support of the cell in sorting out and settling their problems.

Since its inception a total of 2,094 workers have accessed the workers legal aid cell (cases filed by 112, hotline accessed by 1407, grievance notice served by 240, legal advice received by 305 and legal aid clinic accessed by 30). A hotline for migrant workers has been established at workers legal aid cell and a total of 676 migrants from across the world have accessed this service since it was launched in October 2014. NLASO has also been operating another hotline with the support of JSF. Between July 2012 and November 2014 a number of 9,299 people (4,095 men and 5,204 women) have accessed the hotline to get legal aid information.

In addition project also helped build the capacities of around 20 District Legal Aid Officers posted in various districts. Nevertheless in the pilot district full facilitation was provided to DLAOs to streamline delivery and to effectively provide legal aid in the pilot districts. Records also confirm that between January and October 2014, a total of 20,573 people (8,797 men and 11,759 women and 17 children) have registered for government legal aid from across the country. Overall it can be concluded that the JSF support to NLASO was found very instrumental in developing legal aid policy, adaptation of ADR rules, raising awareness and streamlining the legal aid delivery system especially in pilot districts and through legal aid cell.

Output 3: Strengthened cross sectoral dialogue and sector wide coordination mechanisms

One of the major issues faced by the justice sector institutions in Bangladesh is the lack of cross sectoral dialogue and absence of sector wise coordination mechanisms. Under this output JSF project is working to develop and strengthen coordination mechanisms through bringing together various stakeholders and through its seed fund initiative to help build capacities of various institutions to improve performance and coordination.

Overall project governing and guiding bodies like The Project Steering Committee, Project Implementation Committee and Expert Group, with representatives from wider justice sector institutions has remained the main coordination forums to facilitate cross-sectoral dialogues on justice sector issues and to develop and improve coordination and cooperation among stakeholders. In this regard most recently (14 Dec 2014) the PSC, on the recommendation of PIC, Expert Group and CJCCs of pilot districts, has principally agreed to make efforts to establish a National Justice Sector Coordination Committee, which shall include high level representative of all justice sector institutions. The wider mandate of the NJCC will include setting sector-wide policy, identification and solving problems, promoting coordination and collaboration and

monitoring justice system performance. PSC also agreed that Law Ministry will consult with the concerned Ministries to discuss the proposal for the establishment of the committee and if they agree and considers it feasible then the Ministry of Law will proceed and move to establish the National Justice Coordination Committee in the coming future.

Analysis endorse that PSC, PIC, Expert Group are very instrumental in bringing together justice sector stakeholders to improve coordination and cooperation. However as project specific bodies mostly the meeting agenda of these forums have been dominated by the affairs related to JSF project progress and implementation. Though there is a strong need for an overall justice sector coordination body, however it can be assumed that due to the diversity of justice sector institutional structures, mandates, power relationships, legal obligations and rules of business it will really be an uphill task to establish and operationalize an empowered NJCC in times to come. Having said this it is commendable to note that JSF has been able to generate a major momentum and that it is quite an achievement to have come this far in terms of getting an in principle agreement to establish a NJCC and an endorsement of a roadmap leading to its establishment.

JSF project has been making continuous efforts to bring together stakeholders through various workshops, events and conferences to deliberate on prevailing issues and to improve coordination and cooperation. These include CJCCs workshops at the district and national level, national workshop on strategic planning, observation of national legal aid days and Learning tours to Sweden, Denmark, Italy and India. Project has also organized a national conference on violence against women and various issues were discussed and a VAW road map have been outlined. The conference has also identified four laws related to; a. Dowry Prevention Act 1980 b. Nari O Shishu Nirjatan Daman Ain c. Family Court Ordinance 1985 and d. Domestic Violence (Protection and Prevention) Act 2012) for reform and presented to the PSC for policy decision. As per project plan JSF is planning to organize a national justice sector conference, involving all stakeholders, to move towards establishing sector wide coordination mechanisms at district level (CJCC) and nationally (NJCC).

JSF has established a seed fund to support initiatives that can contribute towards the achievement of project objectives but have not been foreseen at the programme formulation phase. A set of criteria for evaluation and approvals process has been developed for selection of proposals. Overall around USD 0.75 Million has been made available for the fund and a Technical Approval Committee (TAC) has been established to approve, administer and oversee the grants provided under the seed fund. The TAC has met three times since its inception in Dec 2013, and has put in place a thorough selection and implementation procedures for the seed fund proposals. Call for seed fund proposal was widely advertised and overall around 100 applications were received from various governmental and non-governmental justice sector institutions. After a rigorous scrutiny in line with the selection criteria a total of eight grant proposals were selected and approved for implementation by the TAC in June 2014, these include five proposals from government institutions and three from NGOs. Work on approved proposals has been under progress and will be completed in due course. Following is the summary list of approved seed fund proposals;

- NLASO increased access to legal aid for indigenous communities in Hill Tracks districts
- Law Commission enhanced capacity on Strategic Planning and Research
- JATI enhanced capacity to deliver better training for improved justice delivery
- BJSC enhanced capacity of as a unique and efficient recruitment entity of the Justice Sector
- Bangladesh Bar Council enhanced capacity for improved Strategic Planning and Ethics and oversights for Lawyers
- Mapping of Knowledge on projects undertaken in Justice and Human Rights Sector in Bangladesh
- Action research on VAW in Bangladesh under the Nari-O-Shishu Nirjatan Daman Ain 2000
- Increased access to justice for the poor and vulnerable groups through improved legal aid service delivery

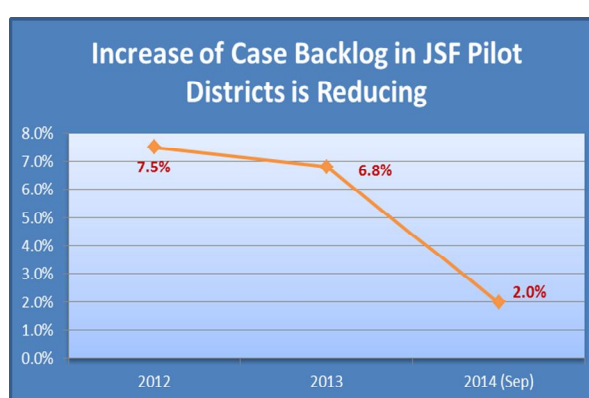
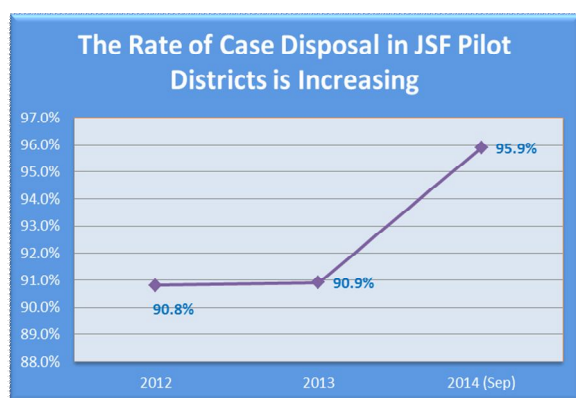
In addition JSF project is also undertaking several pieces of research studies including access to justice situation analysis, business process mapping, baseline study, legal aid mapping and case file preparation etc.

2.5 Assessment of Overall Project Outcomes/Impact

Achievement status of overall outcomes

To measure longer term project outcomes of ***“to strengthen the justice and human rights institutions to better serve and protect the rights of all citizens including women and vulnerable groups”*** a number of indicators along with baselines and targets have been identified in the Project M&E Matrix. Project has been making rigorous efforts and is collecting and compiling data on outcome indicators on quarterly and annual basis (See table below).

Analysis of data compiled by JSF project from project and court records confirms that project interventions in pilot districts were found very instrumental in reducing backlog and speeding up the disposal rate. In this regard the percentage of yearly case backlog in pilot districts of Pabna and Comilla has been considerably reduced from 7.5% in 2012 to 2.0% in Sep 2014. Accordingly the case disposal rate has also been steadily increased from 90% in 2012 to 95.9% in Sep 2014.



Furthermore with the project support legal aid service recipients increased around four times from 471 (in 2012) to 1991 (in Sep 2014) in pilot districts. On the other hand, percentage of uptake of legal aid fund in pilot districts also considerably increased by 20% during 2012-13. JSF supported Legal Aid Cell also received a continuous stream of beneficiaries and till compilation of this report a total of 2,094 workers has accessed the workers legal aid cell (cases filed by 112, hotline accessed by 1407, grievance notice served by 240, legal advice received by 305 and legal aid clinic accessed by 30).

In addition a hotline for migrant workers has been established at workers legal aid cell and a total of 676 migrants from across the world have accessed this service since it was launched in October 2014. NLASO has also been operating another hotline with the support of JSF. Between July 2012 and November 2014 a number of 9,299 people (4,095 men and 5,204 women) have accessed the hotline to get legal aid information. Similarly a steady increase/improvement has been also observed in other outlined indicators number of men and women with access to legal aid services, number of Gender-Based Violence (GBV) cases receiving judgment in the first instance etc. (for details of indicator's progress please see Table 3 in below).

In view of the mid-term nature of the evaluation exercise it is deemed a bit early to fully assess the level of achievement of the outcome indicators, as the project is still in progress. Overall it can be concluded that progress towards achieving indicator's targets for overall project outcomes and results is on track and project is expected to achieve most of its indicated targets within stipulated timeframe. However broadly speaking, since project progress is limited mainly to only two pilot districts out of the total 64 districts of Bangladesh. Therefore there is still a long way to go to achieve same results on a larger scale at the country level especially for the poor and disadvantage groups. In this regard, as earlier mentioned, project has been making rigorous efforts to roll out CJCC model to 15 new districts and to establish the NJCC to achieve a greater level of impact. It is also important to note that to achieve that wider scale impact further efforts and more time and resources will be required in times to come.

Table 3: Progress of Outcome Indicators of JSF Project (as of Nov 2014)						
INDICATOR	MOV	BASELINE	TARGET			
			2012	2013	2014	2015
OUTCOME: Justice sector institutions are strengthened to better serve and protect all citizens including women and vulnerable groups.						
Percentage of yearly case backlog in two JSF pilot districts	Courts record	7.5 % (2012)	7.5%	5.0%	2.0%	0%
		Progress on targets	7.5%	6.8%	2.0% (Sep)	
Percentage of throughput/disposal of cases in pilot areas	Courts record	90.8% (2012)	90.8%	95.3%	100.1%	105.1%
		Progress on targets	90.8%	90.9%	95.9% (Sep)	
Percentage of uptake of legal aid fund in pilot areas	DLAC report	45% (2012)	45%	50%	55%	60%
		Progress on targets	45%	54%	-	
Numbers of litigants/accused receiving free legal aid in pilot areas	DLAC report	471 (2012)	471	966	1486	2006
		Progress on targets	471	1277	1991 (Sep)	

Table 3: Progress of Outcome Indicators of JSF Project (as of Nov 2014)						
INDICATOR	MOV	BASELINE	TARGET			
			2012	2013	2014	2015
OUTCOME: Justice sector institutions are strengthened to better serve and protect all citizens including women and vulnerable groups.						
Percentage of legal aid applications/cases resolved through formal ADR	DLAC report	0 (2012)	0			5%
		Progress on targets	0	Achieved	Approved (Sep)	
Number of men with access to legal aid services	NLASO report	34500 (2013)	TBE	34500	45000	60000
		Progress on targets	TBE	34500	42,535 (Sep)	
Number of women with access to legal aid services	NLASO report	33166 (2013)	TBE	33166	45000	59166
		Progress on targets	TBE	33166	43,810 (Sep)	
Number of Gender-Based Violence (GBV) cases receiving judgment in the first instance of the formal justice system	Courts record	2363 (2013)	TBE	2363	4863	7863
		Progress on targets	TBE	2363	4,134 (Sep)	
Number of non-Gender Based Violence (GBV) cases receiving judgment in the first instance of the formal justice system	Courts record	31359 (2013)	TBE	31359	63000	95000
		Progress on targets	TBE	31359	54,592 (Sep)	
Number of cases withdrawn by AGs office for lack of evidence	AG office	TBE	TBE	5%	10%	10%
		Progress on targets	TBE	TBE	-	-

Source: JSF Indicators Tracking Matrix

2.6 Assessment of Sustainability of Project Interventions

Sustainability of interventions in the post project period normally depends on availability of desired policies, will, ownership, human resources, technical skills, social acceptance and most importantly financial resources. Overall in view of the high level of ownership expressed by stakeholders especially the Ministry of Law and district level justice sector institutions it is deduced that a number of project interventions are expected to be sustained in the longer run.

All stakeholders particularly at the district level highly acclaim the effectiveness of CJCC model in pilot districts and have expressed the greater need for longer term continuity. In this regard it is important to mention that government has taken a number of steps to institutionalize CJCCs i.e. for example secondment of staff from government, allocation premises for CJCC secretariat and policy direction from PSC, MoHA, MoH, SC etc. Project support to NLASO was also found instrumental and there is a strong willingness to adopt and sustain the initiatives. At the higher level the progress towards establishing the NJCC is an important step towards ensuring longer term sustainability.

Under output 1, recently the PSC has approved the rolling out of CJCC model to another 15 districts. As earlier mentioned, stakeholders unanimously appreciate the JSF project

contributions and effectiveness of the model in improving the 3Cs among district level stakeholders to reduce case backlog. On one hand, the wider rolling out by the Government strongly point to the acclaimed effectiveness and level of ownership at the highest level to adopt, scale up and sustain the CJCC model. On the other hand, discussions with CJCC members in the pilot districts present a mix picture regarding continuation of CJCC model after the project period. As earlier mentioned they unanimously appreciate the JSF project contributions and effectiveness of the model in improving the 3Cs among district level stakeholders to reduce case backlog.

Presently CJCCs in pilot districts are viewed as a sort of project entity, as currently the model is endorsed by the Ministry of Law and Supreme Court only for the purpose of JSF project. Therefore CJCCs members highlighted a strong need for formal adaptation and institutionalization of the model as a regular practice in the post project scenario. Members related to other line ministries like Home and Health also highlighted the need for such endorsements from respective ministers to cooperate in the CJCCs. Furthermore reservations are expressed regarding the availability of dedicated human, technical and financial resources. In this regard it is important to note that project has been making steady efforts to institutionalize the CJCC model through rolling out to new 15 districts and establishment of NJCC, whereas governmental institutions assume lead role in expansion and continuity of the initiatives.

Under the second output project supported selected justice sectors institutions to develop strategic plans. The draft strategic plans have already been drafted and are awaiting finalization, formal endorsement and adoption. As mentioned in the earlier sections the process of developing the strategic plans was found cumbersome and time consuming and the level of ownership of respective organizations varied considerably. However despite process difficulties it is encouraging to note that the project has been able to come up with the draft strategic plans. It is important to note that from sustainability perspective there is a greater need for further efforts to fully develop, endorse, institutionalize and operationalize these plans through development of costed workplans etc.

JSF project also provided active support to NLASO to improve the delivery of legal aid. In this regard through project inputs NLA policy has been revised and approved by the NLASO Board. On the other hand project also contributed handsomely to development and endorsement of ADR mechanisms and rules. From the above endorsements it can be concluded that these initiatives are now fully adopted and institutionalized and will sustain in times to come. Project also provided support for the establishment of Workers Legal Aid Cell at the Labor Courts in Dhaka. The ownership level by NLASO for the cell is also found very high and keeping in view its need and utility this intervention will be taken over by the special legal aid committee of the NLASO and will be sustained in times to come.

Under output 3, project governing and guiding bodies like PSC, PIC, TAC, Expert Groups has remained the main coordination forums to facilitate cross-sectoral dialogues and to improve coordination. However being project specific bodies it is expected that these will cease to exist

as soon the project is over. To meet the challenge of continuation and sustainability it is important to note that JSF has been able to generate a major momentum in achieving an in principle agreement by the PSC to formally establish a NJCC, which in the longer run will be quite instrumental in promoting and sustaining the overall coordination and cooperation among justice sector stakeholders. In this regard JSF is also planning to organize a national justice sector conference, involving all stakeholders, to move towards establishing sector wide coordination mechanisms at national level.

The results of seed fund projects, once completed, will also have better chances of ownership and continuation. Since these seed fund proposals are being based on actual needs and will of the respective organizations. Therefore it is expected that due to the high level of ownership from recipients the benefits from these initiatives will continue to flow in times to come. However in view of the limited time left the timely completion of the seed fund proposals will a race against time, thus implementation needs to be expedited and closely monitored. Accordingly knowledge products and research work carried out by the JSF project, once finalized, published and disseminated, will also continue to inform the justice sector institutions in policy making and implementation in future.

Overall it is also important to highlight that the project also have to formulate a clear and pragmatic exit strategy to smoothly phase out and handover interventions to partners to ensure sustainability and longer term continuity.

3. MAJOR CONCLUSIONS AND RECOMMENDATIONS FOR FUTURE WORK

Based on the detailed analysis and findings of the evaluation exercise following are the main conclusions and recommendations to further improve the efficiency, effectiveness, impact and sustainability of the project interventions;

Recommendation 1: Interviews with higher officials of Law Ministry and especially with district level stakeholders (CJCC members) confirm that there is a strong need to extend the support of JSF project beyond June 2015. In view of the implementation delays during initial years, underspending of allocated budgets and forth coming heavy implementation agenda of rolling out of CJCCs to 15 additional districts, completion of seed fund projects, approval of strategic work plans, finalization of the research studies and finally the establishment and operationalization of NJCC etc. Since the rolling out the CJCC model and forming the NJCC already goes beyond what was targeted to be achieved during the initial phase of JSF. Therefore demand for project extension is fully justified and will help greatly in consolidation and longer term viability of interventions. Two possible scenarios for continuation/extension of project support are being recommended in the following;

- Ideally the project need to be extended through bringing in a full fledge new phase for three years to consolidate interventions from this phase and to design and implement new such interventions to further strengthen the justice sector.
- If the second phase is not possible at all, then the project need to be granted a no cost extension for six months to one year in its current shape, as project still hold a considerable amount of unspent budget allocations. Indeed this will enable the project, on one hand, to implement the remaining agenda more effectively and on the other it will enable the project to consolidate and make a steady exit to ensure sustainability.

Recommendation 2: The recent decision of PSC to roll out the CJCC model to another 15 districts will be a race against time and will pose a number of challenges in implementation of the model. Keeping in view the time and resource consumed by CJCCs in pilot districts, it is once again recommended to allow some more time and resources for the successful roll out, as in the left over life span of six months it seems difficult to successfully accomplish the task without compromising on the quality of work. On the other hand it is also recommended to plan the roll out in a phased manner and the project may need to employ more technical and material resources especially additional field staff to implement and oversee the roll out plan.

Recommendation 3: The PSC has already approved the rolling out of CJCCs in 15 new districts, however SC has also recently ordered rolling out of Case Management Committees (CMCs) in all 64 districts. Despite the differences in the nature, composition and approach of the two committees it has created some sort of confusion and overlaps especially at the district level. It is important to note that CJCCs are found more effective as it adopts a systematic approach by involving all justice sector stakeholders, while the CMCs adopts issues approach and only consists of judicial functionaries at the district level.

Therefore it is recommended that, if both committees have to work side by side, there is a greater need to draw clear lines between the mandates and structures of CMCs and CJCCs to avoid overlaps and duplications. One such workable solution adopted by Pabna district authorities is that they have internally concluded that CJCCs will function to deal with criminal cases and CMCs will take care of the civil cases. This seems to be an amicable solution and is also in line with the original agreement in terms of division of focus between CMC and CJCC

Recommendation 4: Initially the CJCCs in pilot districts have highlighted the need for establishment of a highest national level body to institutionalize, guide and oversee the affairs of CJCCs in the longer run beyond the project period. Therefore in view of the needs of CJCCs and demand for promotion of overall coordination and collaboration among justice sector institutions, most recently the PSC has principally agreed to make efforts to establish a National Justice Sector Coordination Committee, including representative from all justice sector institutions. Though the immediate constitution of NJCC is very important for overall impact and sustainability, however it is as complex due to diverse mandates, hierarchies, power relationships and legal obligations etc. of different justice sector institutions. Therefore it is recommended to adopt a participatory approach to build consensus among range of stakeholders on the composition, leadership, mandate and functions of NJCC. The upcoming justice sector conference of JSF project should be utilized to generate debate and build consensus on constitution and institutionalization NJCC.

Recommendation 5: Good practices from CJCCs in pilot districts like establishment of witness registers consisting of posting and contact details, especially cell numbers and place of current postings and allowing of District Legal Aid Officers and Prosecutors to visit jails and to establish jail monitoring committees have already been agreed recently by PSC for wider application across the country. Therefore it is recommended to peruse this matter further by providing legal basis and making necessary amendments and arrangements to adopt and institutionalize these practices nationwide. In addition investigation and prosecution delays are also a major cause for the huge case backlog. Therefore JSF and other such forth coming projects should also devote further resources and energies to strengthen and streamline public prosecution mechanisms.

Recommendation 6: JSF Project provided support to develop draft strategic plans for selected institutions, however in many cases the willingness of respective organizations for adaptation of the proposed plans was found uncertain. There is a strong need to adjust, finalize and endorse these plans for implementation. Therefore is recommended that the project should make further efforts to finalize the draft plans and to create buy in for endorsement and implementation of the strategic plans by the respective institutions.

In addition the project has been developing several knowledge products like research and case studies and reports. Therefore it is recommended to timely complete, finalize, publish and widely disseminate these products among stakeholders to duly inform the justice sector institutions in policy making and implementation in future.

Recommendation 7: Project also helped greatly in the development and inclusion the Alternate Dispute Resolution (ADR) mechanisms in legal aid services. ADR has been officially incorporated, pending official Gazette's notification. It is expected that implementation of ADR can greatly help in reducing court workload through out of court settlements. Therefore it is recommended that project should rigorously peruse an early operationalization of ADR mechanisms at the district level.

Workers Legal Aid Cell established by the project is working efficiently and effectively, however it is presently run only through JSF human, technical and financial support. To ensure longer term sustainability of the cell it is recommended that gradually the operations shall be handed over to the NLASO and arrangements should be made to allocate dedicated human and budgetary resources to institutionalize the functions of the cell in the longer run.

Recommendation 8: The sustainability and continuity of project interventions is of utmost importance for longer term impacts. Therefore it is strongly recommended that the project should formulate a timely and pragmatic exit strategy outlining issues, ways and means to smoothly phase out and handover interventions to partners to ensure sustainability and continuity. The exit strategy shall also highlight possible options for institutionalization and allocation of dedicated budgetary provisions and human resources to continue the project interventions especially the CJCCs in the longer run.

Recommendation 9: JSF project faced implementation delays in the startup due to issues like fund releases, staff recruitment, establishment of PSC, PIC and CJCCs etc. Subsequently these delays have also resulted in activity backlog and budgetary underspending. Since projects are time bound entities with specific end dates therefore it is recommended that such projects needs to be designed allowing due time and resources especially for project startup and mobilization activities like acquisition of funds, hiring of teams, putting in place implementation and institutional arrangements etc. In addition risk mitigation measures shall also be made part of project design to deal with such uncertainties.

ANNEX-1 List of Persons met during evaluation exercise

Date	Name	Position and Organization	Location
24 Nov 2014	Christian Jorn Eldon	Chief Technical Advisor	JSF Office Dhaka
	Simone Boneschi	Justice Specialist	
	Shahidul Islam	Monitoring and Evaluation Officer	
	Mahmudur Rahman	Strategic Planning & Capacity Building Expert	
	Abu Sayed Sumon	Field Officer	
	Montasir Rahman	Communication Officer	
	Shahanur Islam	Field Officer	
	Marina Shawkat Ali	Project Officer	
	Susmita Sen	Administrative Manager	
	Md. Rafiqul Islam	ICT Manager	
25 Nov 2014	Manzoor Hassan	Consultant Strategic Planning	JSF Office Dhaka Ministry of Law Dhaka
	ASSM Zahirul Haque	NPD/ Secretary, Law and Justice Division of MoLJPA	
	Syed Aminul Islam	JSF Focal Person/ Joint-Secretary (Admin-2), Law and Justice Division of MoLJPA	
26 Nov 2014	M. Hassan Imam	District and Session Judge Pabna	District Courts Pabna
	Rafi ul Islam	Chief Judicial Magistrate, Pabna	
	Sadiq ur Rahman	Additional SP Police Pabna	
	Ubaid ur Rahman	Jail Superintendent Pabna	
	Munib uz Zaman	Additional District Magestrate, Pabna	
	The evaluation team also attended District legal Aid Committee comprising around 35 participants from stakeholders.		
27 Nov 2014	M. Abdus Salam	District Legal Aid Officer Pabna	District Courts Pabna
	Dr. Tehseen Baigum	District Civil Surgeon Pabna	CS Office Pabna
	Mr. Ahad	Project Coordinator Protishsruti (NGO) Pabana	NGO Office Pabna
	Khalid Hassan Tipu	Director Programs Protishsruti (NGO) Pabna	

30 Nov 2014	Mir Shafiq ul Alam	Chief Judicial Magistrate Comilla (accompanied by 7 junior Judicial Magistrates)	District Courts Comilla
	M. Noor ul Islam	District and Sessions Judge Comilla	
	M. Atta ur Rahman	District Coordinator	
1 Dec 2014	Al Mamon	District Legal Aid Officer Comilla	District Courts Comilla
	Subod Ranjan Saha	Jail Superintendent Comilla	Distt. Jail Comilla
	Dr. Mujib ur Rahman	District Civil Surgeon Comilla	CS Office Comilla
	Dr. Aziz ur Rahman	Dy. Civil Surgeon Comilla	
	Subrata Banerjee	Court Inspector Comilla	Distt. Courts Comilla
2 Dec 2014	Moshi ur Rahman Chowdhury	Law Officer Legal Aid Cell (JSF Project)	Labor Courts Dhaka
	FM Zaman	Garment Worker (Beneficiary of LA Cell)	
	M. Aslam ud Din	Garment Worker (Beneficiary of LA Cell)	
	Qamr uz Zaman	Garment Worker (Beneficiary of LA Cell)	
	Jashim ud Din	Assistant Director (NLASO)	
	Sanaul Mostafa	Consultant for development of strategic plans	Skype Call/JSF office
3 Dec 2014	M. Altaf Hossain	Secretary Bangladesh Bar Council	Bar Council Dhaka
	--	Dy. Secretary Bar Council	
	Justice ABM Khair ul Haq	Chairman Law Commission (Former Chief Justice SC)	Chairman LC Office, Dhaka
	M. Shah Alam	Member Law Commission	
	Fawz ul Azim	Chief Research Officer (LC)	
	Hassan Arif	Research Officer (LC)	
	Dr. Akhtar uz Zaman	Director Admin (JATI)	JATI Dhaka
	Rafiq uz Zaman	Governance Advisor DFID Bangladesh	DFID Dhaka
4 Dec 2014	Rustam Pulatov	Program Specialist (UNDP)	JSF office Dhaka
	Mahmuda Afroz	Program Analyst (UNDP)	
	AKM SaleemUllah	Solicitor of Bangladesh	Solicitor's Office Dhaka

