

Mid-term Evaluation Report

UNDP SOUTH SUDAN

ACCESS

TO JUSTICE AND RULE OF LAW PROJECT

Sadie Xinxin Yang
Harriet Kuyang Logo

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Abbreviation

A2J	Access to Justice
AWP	Annual Work Plan
BCPR	Bureau for Crisis Prevention and Recovery
BPPS	Bureau for Policy and Programme Support
CBO	Community-based Organization
CES	Central Equatoria
CMS	Case Management System
CPAP	Country Programme Action Plan
CSA	Conflict Sensitivity Analysis
CSO	Civil Society Organisation
CTA	Chief Technical Advisors
DAC	Development Assistance Committee
DFA	Daily Field Allowance
DFID	Department for International Development
DGSU	Democratic Governance and Stabilisation Unit
DSA	Daily Support Allowance
DSS	Department of Safety and Security
ECC	Emergency Call Center
EES	Eastern Equatoria State
FGD	Focused Group Discussion
FTP	Fast Track Policy
GFP	Global Focal Point
GRSS	Government of the Republic of South Sudan
HQ	Head Quarters
ICPR	Integrated Crisis Prevention and Recovery Project
ID	Identity Card
IDLO	International Development Organisation
IDP	Internally Displaced Persons
IGAD	Inter-Governmental Authority of Development
IRC	International Rescue Committee
IUNV	International United Nations Volunteer

JCC	Justice and Confidence Center
JoSS	Judiciary of South Sudan
LEA	Law Enforcement Advisor
MoI	Ministry of Interior
MoJ	Ministry of Justice
NBGS	Northern Bahr el Ghazal State
NPSSS	National Prisons Service of South Sudan
OECD	Organization for Economic Co-operation and Development
PB	Project Board
PC	Programme Criticality
PCRC	Police Community Relations Committee
PPSU	Programme and Partnership Support Unit
RoL	Rule of Law
RoLO	Rule of Law Officer
RRF	Resource Result Frameworks
SGBV	Sexual and Gender-based Violence
SPU	Special Protection Center
SSDP	South Sudan Development Plan
SSNPS	South Sudan National Police Service
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
UKAID	United Kingdom Aid
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNMISS	United Nations Mission in South Sudan
UNPOL	United Nation Police
WBGS	Western Bahr el Ghazal State
WES	Western Equatoria State

Executive Summary

Project background

The Access to Justice and Rule of Law (A2J/RoL) Project supports the RoL institutions in South Sudan through a sector-wide holistic approach designed to increase the availability, affordability, adaptability and acceptability of justice services in the country. The counterparts of the A2J/RoL Project include: Judiciary of South Sudan (JoSS), Ministry of Justice (MoJ), South Sudan National Police Service (SSNPS) and National Prisons Service of South Sudan (NPSSS) within the Ministry of Interior (MoI), the customary justice actors, and civil society organizations (CSOs). The project provides policy support and capacity development aimed at increasing service delivery to government counterparts, traditional leaders and CSOs through co-located Chief Technical Advisors (CTAs) at the national level, and Rule of Law Officers (RoLOs) and Law Enforcement Advisors (LEAs) at the state level.

The December 2013 crisis interrupted project implementation as most UNDP staff were evacuated and government rule of law functions were discontinued. UNDP resumed implementation in the second quarter of 2014 when the security situation improved slightly, but had to reduce its presence from nine to five states of Central Equatoria, Eastern Equatoria, Western Equatoria, Western Bahr El Ghazel and Northern Bahr El Ghazel state.

Evaluation Purposes and Methodology

A mid-term evaluation was commissioned by the UNDP South Sudan Country Office to assess the performance of the A2J/RoL Project over the past one and half years, i.e. from October 2013 – June 2015, in order to (1) ascertain the progress towards achieving the agreed project outputs and targets; (2) determine appropriate measures for refocusing project strategies where necessary; (3) highlight areas of strength and opportunities for achieving the desired project results; and (4) capture lessons learned.

The evaluation team used a mixed methodology, including quantitative, qualitative, and participatory approaches, to collect primary and secondary data. The evaluation methodology is explicitly framed around OECD/DAC evaluation criteria, namely relevance, effectiveness, efficiency, impact/results, and sustainability. In addition, the evaluation also assessed UNDP project management and coordination functions. Specific data collection methods included documentation review, key informant interviews, focus groups discussions (FGDs) and observation. This evaluation faced two major limitations: the lack of an explicitly stated Theory of Change (ToC) and the unavailability of data. The Country Programme Action Plans and Annual Work Plans (AWPs) were the major guiding documents for the evaluation team to measure project progress.

Main Findings

Relevance. Project activities are closely aligned with the mandate of the relevant RoL institutions in South Sudan and are guided and informed by a series of thorough analyses at both the strategic and operational levels. In the design stage, a substantial effort was made to consult with counterparts at all levels. However, state level participation was limited due to the hierarchical nature of the RoL institutions and inadequate time given to RoLOs and LEAs to solicit the needs of their counterparts and reflect such needs in the AWPs.

The uniqueness of the project lies in its sector-wide approach to address the full cycle of criminal justice, allowing for the institutionalisation of activities such as case management and crime statistics into the existing framework of the RoL institutions. The objectives of the project are still extremely relevant after the most recent conflict in December 2013. While the deepening of transitional justice mechanisms became a priority, continued support for A2J/RoL is crucial to sustain post-conflict reconciliation and reconstruction. To respond to this need, UNDP readjusted its strategic focus to strengthen the protection of vulnerable groups, particularly women and children, by providing support to establish the Special Protection Units (SPU) and the Emergency Call Center (ECC). Thus, indirectly, the A2J/RoL Project still contributes to the extension of state authority in its five project states.

Effectiveness. Overall, the project is on track in terms of delivering the planned outputs. The specific achievements under each planned output were documented in project reports and were confirmed by the key counterparts.

The project provides extensive outreach through the co-location of project staff that mentor and coach staff of the respective RoL institutions at both the national and state levels. At the national level, the CTAs have played an important role in providing policy advice, training and strategic thinking for the host institutions on critical A2J issues. The project has provided technical and logistical support to the RoL institutions for developing new functions, such as manual and computerised Case Management Systems (CMS) and the compilation of statistics within the criminal justice system. Three CMS, i.e. those within MoJ, NPSSS and SSNPS, are in place and operational in seven states.

The project has implemented training and outreach activities to balance the demand and supply sides of A2J. Almost all the project training reports demonstrated an increase in participants' knowledge and confidence in the relevant subjects as a result of the training.

It should be noted that the effectiveness of these interventions is limited by various factors, such as individual initiatives of RoLOs and LEAs in the states, the commitment and resources from project counterparts, as well as the individualistic traits of some training participants, including their education level, English proficiency and age.

In spite of all the progress it has made, the project has met substantial challenges in delivering the outputs according to the timeframe specified in the AWP. In 2014, six out of the 17 Project targets were accomplished and 11 were partially accomplished. Clearly, with an unforeseen crisis erupting at the end of 2013, the targets originally set have become overly ambitious in the new and more adverse environment.

Efficiency. The project mobilised adequate financial resources. However, in each year, only a certain percentage of the budget was used. At the same time, the project was under-resourced with respect to personnel. From time to time, the CTAs were pulled into management issues, which reduced the time they could have spent on providing technical advice. At the state level, efficiency was partially affected due to lack of clear understanding of the RoLOs' and LEAs' mandate by the counterparts who have significantly engaged them in administrative and logistical tasks, hence under-utilising them as technical assistance resources. The availability of tools and equipment has also posed efficiency challenges to the project, especially in the field, including vehicles and service repairs, internet connections, as well as accommodation and office arrangements for RoLOs and LEAs.

Several good practices in cost-efficiency were identified in project implementation, including partnership with CSOs, deployment of International United Nations Volunteers, introduction of cost-saving and environmentally friendly technology (e.g solar power to generate electricity for ECC) and sourcing experts from the Intergovernmental Authority on Development (IGAD) region to support new RoL functions.

Project Management. The A2J/RoL project is managed by a Project Manager under the overall leadership of the Democratic Governance and Stabilisation Unit (DGSU) Team Leader. The Project Board provides policy guidance during implementation. However, the board was not functional during 2014 as a result of the crisis and only become functional in 2015 and held its first meeting in May 2015.

During evaluation period, the project was able to maintain coordination with key agencies in the RoL sector. The change of UNMISS mandate after the crisis directly affected the partnership between UNDP and UN Police in the implementation of activities involving support for police and prison services. This change also affected the support that UNDP South Sudan can receive from the headquarters, especially support from the Bureau for Crisis Prevention and Recovery through the initiative of the Global Focal Point.

Good monitoring and evaluation (M&E) tools such as the standard reporting template have been developed to facilitate the sharing of lessons learned at both the national and state levels. The usefulness of such tools can be further improved by timely updating the documentation of challenges and the ways in which they are tackled. The lack of regular communication between Juba and the field is another obstacle that constrains the sharing of lessons learned. Although supervisory missions to the field were made, these trips need to be more structured and conducted more frequently. On the positive side, the evaluation team found that communications and lessons-sharing among the RoLOs and LEAs in the states (not through Juba) has been pretty active. It is envisaged that the arrival of the Project Manager will improve the M&E of the project, especially at the state level.

Results. There is initial evidence showing that the A2J/RoL Project is contributing to the achievement of long-term results for the RoL sector in South Sudan. Project partners interviewed during evaluation have acknowledged the benefits that they have received from the UNDP project. They concluded that without UNDP, they would not have made progress in most of the project initiatives on their own. However, along with their overall recognition of UNDP's work, the partners raised concerns about the turnover of project staff and the rigid UNDP procurement requirements.

The lack of a follow-up design to measure the changes in the training participants' work performance or to identify what institutional changes have occurred as a result of the training, led the evaluators to rely on anecdotal evidence from interviews and FGDs which pointed to the chiefs' increased understanding of the roles/duties of the judges to review their decisions and clarify jurisdictional issues such as adhering to hearing civil cases. A new practise of writing judgements in the English language validated the transferability of acquired knowledge and skills to the work environment in the Judiciary. The evaluation team observed the Police Community Relation Committee as a good example of how the project support has linked and built trust between the community members, and the formal and traditional RoL institutions.

The achievements under the project were made in an extremely difficult working environment. The specific challenges include hardship environment, delays caused by the counterparts, and the low capacity of local CSOs. The major challenges emanating from the UNDP system are the changes of mandate of UN Mission, lengthy hiring processes, and rigid procurement rules. In spite of these challenges, the evaluation team found that the project outputs are likely to lead to the planned outcome, namely “access to justice and rule of law improves.” Under the sector-wide approach, many project activities, such as RoL forums and the ascertainment of customary law, contribute to more than one output, creating strong synergies and a more level playing field between the different actors, especially for vulnerable groups at the community level.

Sustainability. Capacity building and sustainability have been built into the project design and implementation. Across various project intervention areas, signs of ownership can be identified. For examples, RoL institutions have incentives to continue project activities in certain areas, such as case management system (by JoSS and MoJ), criminal statistics (by SSNPS) and inmates’ statistics (by NPSSS), as they have become integral functions of these institutions, as well as the operation of SPUs and ECC.

The long-term sustainability of the project depends on several factors: security and political stability in South Sudan; project counterparts’ commitment, especially to making financial contributions; and UNDP’s exit strategy, which requires a gradual phase-out approach. Self-sustenance will not be immediate for the counterparts given the limited financial, technical and institutional capacities. Most counterparts do not anticipate that the project activities will be continued if UNDP completely closes the project in two years or so.

Lessons learned. (1) Proactive vs. Reactive. An over-emphasis on flexibility and responsiveness to emerging needs can lead to a reactive rather than a proactive approach, with the result that the project continues to adopt new intervention areas while losing the original project’s focus, causing delays or failures of delivery. (2) Direct implementation vs. Sector Leadership. The need for RoL and A2J is tremendous in South Sudan; no single agency can address all of them. To UNDP, leadership does not mean how much UNDP has implemented by itself, but means how effectively it can use its existing resources to engage different counterparts from both the government and development partners in order to approach RoL development in a strategic and coordinated manner. (3) Sustainability vs. Dependency. Sustainability requires putting the counterpart in the driver’s seat. The ownership of project counterparts still needs to be strengthened, especially in light of the strong signs of the RoL institutions’ dependency on UNDP for both technical and financial assistance. Managing expectations is an important part of increasing ownership. (4) Capital vs. Local. Given that local communities have the greatest needs and some donors are moving interventions out of Juba, UNDP needs to consider whether a strengthened bottom-up approach is an option in the context of South Sudan in order to address A2J.

Recommendations

Overall strategic recommendations

- Conducting a self-assessment of UNDP capacities and identify where its comparative advantages are. Based on the self-assessment, communicating with both donors and the counterparts about the area of intervention in which UNDP wants to engage

- Engaging development partners in a strategic repositioning exercise to identify each other's comparative advantages and creating an effective coordination vehicle
- Encouraging indigenous solutions from the counterparts and strengthening local ownership of project activities

Recommendations for each evaluation criterion

Relevance

- leaving proper room and time to allow the RoLOs and LEAs to consult with their counterparts and provide input to the draft AWP in order to reflect local needs

Effectiveness

- staff in Juba making regular visits to the states to strengthen communication and enhance project effectiveness
- collaborating with government counterparts and development partners to develop a centralized and coordinated training plan for individual RoL institutions
- using social media and traditional media to generate awareness of the availability of new A2J services to the local community

Efficiency

- clearly defining and communicating the role of new Project Manager to project team
- providing more training sessions in the states to enable broad participation
- meeting with counterparts to discuss their plan to use UNDP-supplied equipment to the states

Management

- developing a ToC to provide a clear results chain to all the counterparts
- considering recruiting an M&E or reporting specialist to improve project monitoring and reporting

Sustainability

- considering a two-to-three-year surge in some targeted areas before scaling down the project
- encouraging more government contributions towards planned activities
- discussing with the counterparts about an exit strategy along the planning and implementation of the project

I. Project Background

1. Project History

The Access to Justice and Rule of Law (A2J/RoL) Project contributes to the South Sudan Development Plan's (SSDP) Conflict Prevention and Security Pillar. The objective of SSDP's Rule of Law Sector is "to strengthen the Rule of Law (RoL) in South Sudan by enforcing and maintaining law and order, providing equitable access to justice and a functioning criminal justice system, increasing security in communities, and promoting and protecting human rights for all." The project also contributes to the United Nations Development Assistance Framework (UNDAF) Outcome Five, "Access to justice and the rule of law improves."

Sector-wide approach

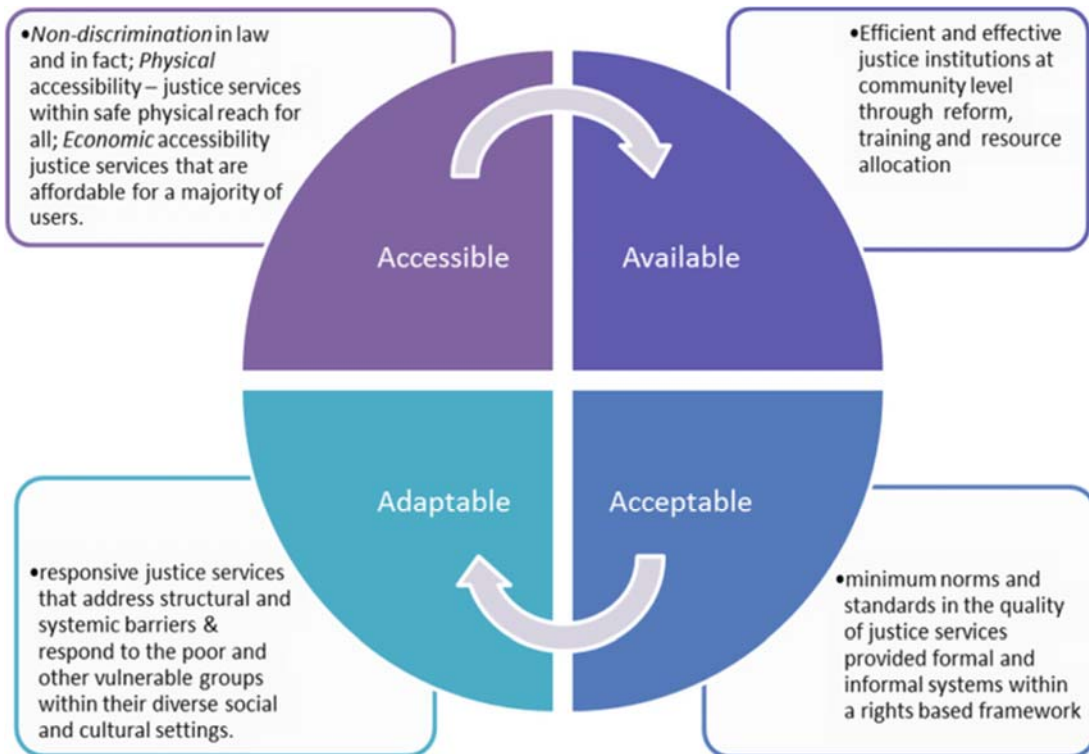
The history of the A2J/RoL Project can be traced back to a similar UNDP initiative launched in 2005 for the whole Sudan to strengthen the RoL sector through partnerships with various counterparts in the country. At its inception, the initiative was implemented in a fragmented manner, with important components such as the police and prison having their own project documents and being funded separately from the rest of the A2J/RoL components. In 2012, various components of this overall initiative were realigned and consolidated into one A2J/RoL Project in the newly independent South Sudan.

This realignment reflected a fundamental shift in UNDP's approach towards supporting the RoL sector in South Sudan, i.e. from delivering discrete interventions to individual RoL institutions and communities to a coherent and holistic sector-wide project. This entailed interventions aimed at increasing A2J from "entry to exit" within the justice system, and focused on structural and systemic impediments to access, such as addressing court case backlogs, increasing the capacity of the police to investigate cases, and improving the processes through which cases are prosecuted. This strategy was based on the understanding that all institutions of the criminal justice chain, including the police, prosecutors, the judiciary and the prisons, must work effectively. If there is a bottleneck in one institution, then the rest of the justice system will suffer.

This approach was well articulated in UNDP's proposal to the Netherlands in 2013. As the proposal put it, "The proposed A2J/RoL programme is consolidating current UNDP projects supporting discrete RoL institutions and community level interventions into a holistic programme designed to increase the availability, affordability, adaptability and acceptability of justice services in South Sudan (see Diagram 1¹). UNDP aims to consolidate its programme by focusing on five strategic objectives that address constraints to access to justice across the criminal justice chain and implement activities that enable coherence across institutional focus." Under this approach, the A2J/RoL Project included components on harmonization between the customary and formal legal systems, and building a case management system (CMS) to track the progression of criminal cases from arrest through to prosecution, adjudication, and imprisonment.

¹ UNDP South Sudan, Support to Access to Justice and Rule of Law Programme Project Document, p7.

Diagram 1. Sector-wide holistic RoL programming approach²

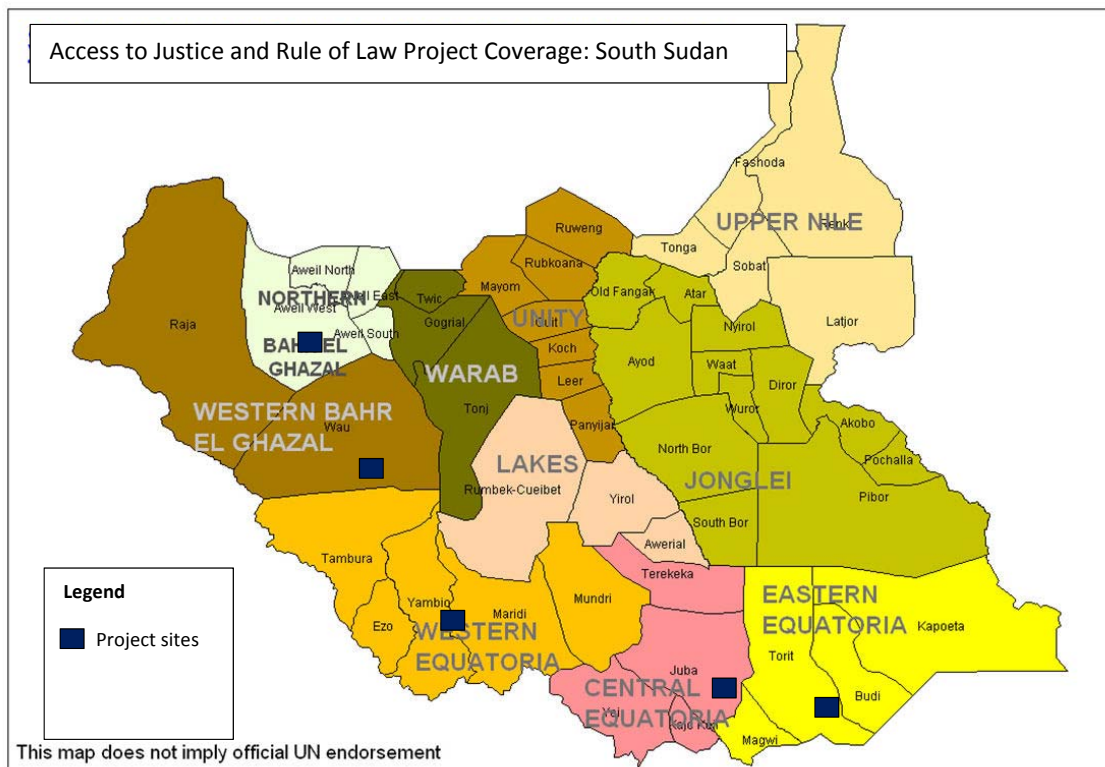


Post December 2013 crisis Programming

The December 2013 crisis in South Sudan led to a discontinuation of project activities as most government and UNDP staff were evacuated due to security concerns. UNDP project staff returned to their duty stations in late February and March 2014. However, the project was forced to reduce its presence from the original nine states to five states, namely Central Equatoria (CES), Western Equatoria (WES), Eastern Equatoria (EES), Western Bahr el Ghazal (WBGs), and Northern Bahr el Ghazal (NBGS). The map below shows the current five project states:

Diagram 2. Project coverage map

² Id.



The crisis brought about new patterns of vulnerability in the country. The UN Country Team together with the UN Mission conducted a Programme Criticality (PC) exercise which resulted in the identification of six strategic objectives for UN programming, including promoting good governance, democratic participation and the RoL.” At the donors’ request, UNDP conducted a specific Conflict Sensitivity Analysis (CSA) for the A2J/RoL Project, which considered the actors, causes and drivers of the conflict; linked this understanding of the context to the objectives and process of carrying out project activities; and offered possible adjustments within the project that would avoid potential negative effects and maximize positive outcomes.³ As a result, some new activities, such as building institutional commitment for credible transitional justice processes and providing support for the SSNPS through strengthening Special Protection Units (SPUs), community policing and establishing of Emergency Call Centre (ECC) were incorporated into the AWP to address the new needs in the country.

Similarly, UNDP, with the support from the Bureau for Crisis Prevention and Recovery (BCPR), developed a two-year Integrated Crisis Prevention and Recovery (ICPR) Project-Programme. The ICPR Project-Programme focused on enhancing national capacities for economic recovery, reconciliation, conflict prevention and the protection of civilians. The project was built on three interrelated pillars: (1) peace building and conflict prevention to facilitate reconciliation; (2) governance and RoL to enhance protection of civilians; and (3) economic revitalization for livelihoods and employment. As part of the second pillar,

³ Support to Access to Justice and Rule of Law Project, First Quarterly Report, January – March 2014.

the ICPR supported dialogue on transitional justice, training of prosecutors, support for ECC, SPUs and Justice and Confidence Centers (JCCs).

2. Project Description

Project strategic objectives and outputs

The A2J/RoL Project promote RoL in South Sudan through a sector-wide holistic approach designed to increase the availability, affordability, adaptability and acceptability of justice services in the country. The counterparts of the A2J/RoL Project include: Judiciary of South Sudan (JoSS), Ministry of Justice (MoJ), Ministry of Interior (MoI) -- SSNPS and National Prisons Service of South Sudan (NPSSS), the customary justice actors, as well as civil society organizations (CSOs).

The Project has the following four outputs: (1) Increased A2J to citizens of South Sudan with special focus on vulnerable groups and women; (2) Reduced case backlog and prolonged and arbitrary detention at the state level; (3) Ascertainment of customary law through continuous research; (4) Capacity of police, prisons, MoJ and JoSS strengthened.

Implementation Methodology

In spite of the difficult operating environment, the project continues to provide technical and advisory support to its partners in the country, mainly through co-located Chief Technical Advisors (CTAs) at the national level, Rule of Law Officers (RoLOs) and Law Enforcement Advisors (LEAs) at the state level. To achieve the project outputs, the A2J/RoL Project utilizes three implementation tools: to provide policy support to government partners, to build the capacity of the key project counterparts, and to facilitate service delivery by its partners in order to fulfill these institutions' mandates and meet the demand for A2J of the end beneficiaries of the project.

Policy Support. At the national level, two CTAs convene multi-institutional dialogues on sector-wide issues, such as prolonged pre-trial detention and case backlog, which are a result of constraints in multiple institutions, and support the respective institutions to develop CMS.

Capacity development. To foster ownership and sustainability, the project focuses on capacity development of the key counterparts of the justice sector. The CTAs provide training activities on specific subjects and crosscutting issues, such as case management, and share good practices and lessons learned from South Sudan and other jurisdictions.

Service Delivery. Under the guidance of the CTAs, the RoLOs and LEAs provide day-to-day coaching and mentoring to the line institutions, supporting them to provide efficient and effective services. Twinned with the ministries responsible for the administration of justice at the state level and the state Police Commissioner, the staff provide advice concerning institutional operation, including supporting infrastructure development; assist in convening RoL Forums to promote inter-institutional dialogue and community engagement; assist in the collection of crime statistics; and organize human rights awareness training for communities and traditional authorities.

II. Evaluation Objectives and Methodology

1. Evaluation Purpose and Scope

Evaluation purpose

As the Terms of Reference (ToR, see Appendix I) indicate, the purpose of this mid-term evaluation is to assess and determine the performance of the A2J/RoL Project over the past one and half years of implementation, i.e. from October 2013 – June 2015, with regard to the key project objectives, in order to

- (1) ascertain the progress towards achieving the agreed project outputs and targets;
- (2) determine appropriate measures for refocusing project strategies where necessary;
- (3) highlight areas of strength and opportunities for achieving the desired project results; and
- (4) capture effectively lessons learned.⁴

The users of the evaluation results include UNDP management, programme and project staff, development and donor partner and South Sudanese counterparts.

Scope and objectives of the evaluation

The mid-term evaluation is forward-looking. Its scope reflects the diverse range of activities as defined in the Results and Resource Framework (RRF) and the AWP of the project. Specifically, this mid-term evaluation seeks to:

- Determine whether the project outputs are on track, in line with the project strategy and be able to contribute to the stated objectives;
- Collect preliminary information which will be used as a baseline with which activities in years two and three will be compared;
- Determine the immediate effect of UNDP's specialized training and co-location on justice sector professionals;
- Determine whether there are any preliminary project results; and
- Make recommendations to guide the implementation of the remainder of the project.⁵

2. Evaluation Methodology

2.1 Overall Approach

A Mixed Methodology

Given the specific objectives and projected uses of the evaluation, as well as its broad scope, a mixed methodology, including quantitative, qualitative and participatory approaches, was used by the evaluation team to collect primary and secondary data. The qualitative method allowed for an in-depth understanding of the key issues from different stakeholders' perspectives and provided explanations for the information reflected in the quantitative data collection. Quantitative methods further identified overall trends by examining a

⁴ Terms of Reference for the UNDP Access to Justice and Rule of Law Project Mid-term Evaluation, p2.

⁵ Terms of Reference for the UNDP Access to Justice and Rule of Law Project Mid-term Evaluation, p3.

broader spectrum of information and data. Broad participation by the key stakeholders with strict observance of confidentiality ensured the truthfulness and accuracy of the information collected. This mixed approach allows effective triangulation of data collected from different resources, including both primary and secondary data, thus enhancing the quality and credibility of the findings of the evaluation. Given the limited budget for this evaluation and the high business cost of conducting evaluations in South Sudan, the most cost-effective approach was also applied in data collection.

OECD/DAC Criteria

The ToR includes a list of key questions to guide the mid-term evaluation. These questions reflect the evaluation criteria of the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC), namely: relevance, effectiveness, efficiency, impact/results, and sustainability. In addition, the evaluation team was asked to assess the UNDP project management and coordination. Accordingly, the evaluation methodology is explicitly framed around OECD/DAC evaluation criteria, as well as incorporating UNEP's general guiding principles on gender and human rights. Interviews and focus group discussions (FGDs) were driven by these criteria, as described below, and this evaluation report's findings are structured around the same criteria.

Field visits to the states

The evaluation team held discussions with UNDP in order to define a clear and realistic scope for the field visit to the states. Based on the requirements in the TOR and the suggestions by UNDP, Wau in WBGs and Torit in EES were selected for the field trip.

2.2 Data Collection Methods

Desk study

Throughout the evaluation process, from the inception phase to the final report drafting, the evaluation team consulted a large number of documents made available by UNDP. A complete list of documents as well as other relevant studies – for potential comparative analysis – can be found in Appendix II (Bibliography).

Key Informant Interviews

During the data collection phase, the evaluation team conducted key informant interviews in both Juba and the two states. A list of the key informants is provided in Appendix III (List of Key Informants).

Focus Group Discussions

In addition, the evaluation team conducted FGDs in both Juba and the states (please refer to Table 1 below). During the FGDs, a semi-structured approach was taken and the participants were encouraged to speak with each other instead of answering the moderator's questions.

Observation

The evaluation team made maximum use of firsthand observation during their participation in some project activities on the ground. For example, the team visited a Police ID Process Office in Juba and attended a PCRC meeting in Torit.

The table below shows the different categories and the total number of people the evaluation team has consulted.

Table 1. Number of people consulted by the evaluation team

Evaluation Methods		Institutions/Actors	Male	Female	Total
National	Interviews	UNDP team	5	2	7
		Moj	3	0	3
		Mol	8	0	8
		Joss	5	0	5
		Donors	3	0	3
		Partner organizations	4	1	5
	FGDs	CSO	3	0	3
Sub-total			31	3	34
Torit	Interviews	UNDP team	0	2	2
		Legal Administration	3	0	3
		Judiciary	2	0	2
		Prisons	2	0	2
		Police	1	0	1
	FGDs	PCRC	4	3	7
		Traditional leaders	5	0	5
		CSOs	4	3	7
Sub-total			24	10	34
Wau	Interviews	UNDP team	1	1	2
		Legal Administration	1	0	1
		Prisons	2	0	2
		Police	1	0	1
	FGDs	PCRC	7	1	8
		Chiefs	3	2	5
		Two SPU Officers	4	3	7
		Beneficiaries of two SPUs	1	3	4
Sub-total			20	10	30
Total			75	23	98

2.3 Limitation of Evaluation

This evaluation has faced two major limitations: the lack of a clearly well-articulated Theory of Change (ToC) and the availability of data.

Lack of Theory of Change

The A2J/RoL Project is a multi-donor funded project with different donors contributing to the different areas of the project. The problems associated with the RoL sector in a post-conflict context are alarmingly sophisticated and intimidating. However, the evaluation

team could not locate an overall ToC that clearly outlines the intervention strategies and results chain of the project. The project team explained that when the project document was produced in 2013, the UNDP system did not require an explicit ToC. Nevertheless, the project team suggested that the strategic approach and intervention logic of the project, as well as the expected results at various levels, could be captured in different UNDP documents, including the Country Programme Documents, Country Programme Action Plans (CPAP)⁶ and AWP. Together, the CPAP and AWP constitute the “project document,” which has been the major guiding document for the evaluation team to measure the project’s progress.

It should be noted that due to the unstable situation in South Sudan, each year’s work plan is slightly different from that of the previous year as a result of the adjustment of programming approach. Nonetheless, the data collected through this evaluation still can serve as a valuable baseline for the program in future evaluations or assessments, should a result-based implementation strategy or plan for the A2J/RoL Project be developed in the near future.

Availability of Data

Some methods used in the evaluation are based on the assumption that the required data is available. However, the team understands the challenges of obtaining data in the post-conflict context, especially when the accessibility of the interventions at the state level is limited. For example, to ascertain the effectiveness of training activities and their impact on trainees’ performance at work, the evaluation team designed a survey (see Appendix IV) for the training participants to reflect upon their experience. The survey was distributed to 70 training participants who took part in the training sessions between October 2013 and December 2014 in the five UNDP project states. However, only 3 responses (all from men) were received. Although the information collected cannot serve as statistical evidence, the evaluation team still included it in the report as anecdotal evidence.

In addition, the evaluation team was not able to visit all the five project states due to security and time constraints. To avoid selection bias and information gaps, the evaluation team addressed this issue through face-to-face meetings with the RoLOs from some unvisited states who happened to be in Juba.

2.4 Ethical Considerations

Considering themes like A2J and the inclusion of the most vulnerable populations, such as women and children, in interviews and FGDs, the evaluation team took ethical dimensions into account. The team consulted the participants in the process to obtain their informed consent. In addition, the evaluation team protected the anonymity and confidentiality of individual information and observed ethical guidelines as set out by UN Evaluation Group standards and norms⁷.

⁶ The CPAP is a legal agreement between the host government and UNDP to execute the Country Programme. CPAP in combination with AWP — which form an integral part of, and are incorporated by reference into the CPAP — are the minimum legal agreements between UNDP and Implementing Partners to implement a specific project included in the CPAP.

⁷ http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

III. Main Findings

1. Relevance

To ensure relevance of interventions, the A2J/RoL Project conducted a series of baseline assessments to inform the priorities of the project. For example, the project supported A Perception Survey on Access to Justice and Rule of Law in May and June, 2013. The Survey results were disseminated and validated at both the state level and the national level. Recommendations from the consultations informed the project in developing its 2014 AWP.

When the 2013 December Crisis occurred, the project swiftly conducted CSAs and responded by incorporating the emerging needs of transitional justice and protection of civilians, as well as adjusting its geographic coverage to five states to ensure actual implementation on the ground. The Perception Survey on Truth, Justice, Reconciliation and Healing (2014 – 2015) conducted by the Project fed into the whole programme and provided a more evidence-based way to approach transitional justice programming with government, CSOs and the other partners.

In addition to responding to the evolving sector needs, the co-location arrangements has enabled the project team to identify and respond to the ongoing operational needs in the key RoL institutions.. The fact that the project team is embedded within these institutions at both the national and state levels avails the team the access to gain first-hand knowledge of their key partners' needs and respond to them in a timely manner, which ensures continued relevance throughout project implementation.

The South Sudan Vision 2040 states that South Sudan is a democratic state and a country where the RoL is upheld. Likewise, the SSDP is premised on the need to promote respect for RoL through a strengthened Judiciary that is able to hold the executive to account and ensure the protection of citizen rights.⁸ The UNDP A2J/RoL Project clearly fits into the national priorities and needs of South Sudan. In addition, it aligns with the missions and visions of the justice sector institutions.⁹

The project team engages a multi-level personnel from its key counterpart institutions in designing project activities and successfully obtain political commitment from the top level of RoL institutions, as almost the entire leadership of the RoL institutions confirmed to the evaluation team that they were consulted at the project design stage. However, it was not clear how much engagement was actually done at the technical staff/technocrat level, as some of the Directors confirmed that they were only given ready-made activities to

<http://www.uneval.org/normsandstandards/index.jsp>

<http://www.unEvaluation.org/ethicalguidelines>

⁸ The South Sudan Development Plan 2011 – 2013, p16.

⁹ JOSS' vision: An independent and transparent Judiciary staffed by judges and support staff with high professional and ethical standards whose performance is enhanced by continuing education and evaluation.

MOJ's vision: To provide legal services and promote justice for all people of South Sudan in partnership with other rule of law institutions.

SSPS' vision: To transform the South Sudan National Police Service into a democratically oriented, fully functional professional police service, sensitive to human rights, gender and age.

SSNPS: To enhance community safety by providing secure and humane containment and detention services and providing functional and secure prisons at national, state and county levels providing coherent and humane treatment of prisoners.

implement. The project team clarified that bottom level consultations were inhibited by the hierarchical nature of the RoL institutions which limits consultations with the lower level officials. . In spite of the challenge, Directors of ECC and police ID card component, and some prison Directorates were closely involved in the design, prioritization and implementation of project activities.

In light of the fluid security situation, some counterparts at the national level advised UNDP to extend a participatory approach to the county level in order to capture and respond appropriately to the changing RoL trajectory. Realizing that the flow of information between the headquarters of RoL institutions and the states and counties is ineffective, the project team has made tangible efforts to strengthen the communication channels. However gaps still exist in capturing local needs. In some cases, inadequate time was given to the RoLOs and LEAs to consult with their state-level counterparts and that explains why some crucial activities were not included in the final AWP.

.The uniqueness of the project lies in the fact that it approaches RoL issues in a sector-wide manner and addresses the full cycle of justice. Under this approach, the project institutionalized and embedded some activities such as case management and crime statistics into the RoL institutions framework.

This intervention model is made possible by several comparative advantages UNDP has in the RoL sector in South Sudan. First, UNDP has a long-term good relationship with the government counterparts at both the national and state levels. UNDP's state presence provides a comparative advantage and bolsters its capacity for nation-wide outreach. UNDP's unprecedented decision to remain in South Sudan following the events of December 2013 significantly underscores its position as a trusted developmental partner in the young country. Second, UNDP's global presence as an expert on RoL issues has gained it the trust and credibility from the donor side to mobilize the required resources to make this holistic approach financially feasible.

The objectives of the A2J/RoL Project are still relevant as South Sudan continues to suffer the negative impact of lack of A2J after the most recent conflict in December 2013. The 2013 Crisis raises questions regarding the achievement of social cohesion, sustainable peace, and a break in the cycle of violence in the country. While the deepening of transitional justice mechanisms has become a matter of priority, continued support for A2J and RoL remains crucial to sustain post-conflict reconciliation and reconstruction. There is a broad recognition that multiple interventions and institutional changes are necessary for stability. In fact, the changes in the context require a surge in the depth of UNDP's A2J/RoL Project in terms of support to South Sudan's RoL institutions.¹⁰

Against this background, UNDP readjusted its strategic focus to strengthen the protection of vulnerable groups, particularly women and children. To this end, UNDP established and supported the ECC in Juba and strengthened existing SPUs in the five states with funding support from the Governments of Japan and the UK and UNDP. Furthermore, the establishment of PCRCs has built trust between the police and communities, and resulted in a significant use of police services by the public.

¹⁰ Rowland Cole, Exploring Transitional Justice Options for Post-conflict South Sudan, May 2015.

Restoration and extension of state authority have been a core programming principle of the entire UN.¹¹ The extension of state authority, defined as the construction of a functioning state, remains a fundamental challenge for the Government of the Republic of South Sudan (GRSS). Restoring and extending state authority involves rebuilding its legitimacy and people's confidence in state institutions.

All of the initiatives under the project contributed to the extension of state authorities to remote areas of South Sudan before 2013. However, after the December 2013 crisis, and in response to a revised UN mandate, major project support to government institutions was reduced or stayed for "do not harm" reasons and to minimise reputational, human rights and impartiality risks. Additionally, support to the security institutions, such as SSNPS (which was implicated in human rights violations) was scrutinised through the application of United Nations Human Rights Due Diligence Policy. Furthermore, insecurity forced UNDP to reduce its physical presence from nine to five states and mainly focused on responding to emerging issues such as SGBV, community security, transitional justice, etc. Despite these challenges, UNDP continued to implement the A2J/RoL Project because a case for the implementation of some activities aligned to the new UN mission mandate and along the newly adopted project components could still be justified. Thus, indirectly, the A2J/RoL Project still contributes to the extension of state authority in its five project states (CES, WES, EES, WGS and NGS).

2. Effectiveness

Overall, the project is on track to deliver the planned outputs. The specific achievement under each planned output is documented in project reports and confirmed by the key counterparts. Below is a summary of the key milestones/outputs achieved during the evaluation period:

- Eight CSOs received small grants to establish JCCs in six¹² out of the 10 states in South Sudan. A2J/RoL Project supported community-based organizations (CBOs) in seven states in providing quality legal services, including awareness raising, Alternative Dispute Resolution, legal aid and/or mediation. A total of 130 persons (61 female) received legal aid and legal services. Thirty-two (25 female) have reached court for trial with representation.
- Eight SPUs are providing services to the vulnerable groups, especially women and children, in the five project states. 193 (77 female) police personnel and social workers were trained in dealing with SGBV. These SPUs served a total population of 817,557, including 380,073 women, during the evaluation period.¹³

¹¹ As the Capstone Doctrine states, "Multi-dimensional United Nations peacekeeping operations may support the restoration and extension of state authority [which] may include efforts to develop political participation, as well as operational support for the immediate activities of state institutions." See United Nations Peacekeeping Operations: Principles and Guidelines ("Capstone Doctrine", 2008), section 2.4.

¹² These states are Western Equatoria, Lakes, Jonglei, Eastern Equatoria, Northern Bahr el Ghazal and Upper Nile states.

¹³ The beneficiaries of SPU are from five cities: up to 372,413 (166,739 female) in Juba, CES; up to 152,257 (73,926 female) in Yambio, WES; up to 99,740 (49,096 female) in Torit, EES; up to 151,320 (70,684 female), in Wau, WBG; and up to 41,827 (19,628 female) in Aweil, NBGS.

- A pilot ECC was established in Juba. The project provided training to 648 (9 female) police personnel in ECC operations. By June 2015, ECC had responded to 9,757 phone calls.¹⁴ The project has initiated discussions with WBGs with regard to the establishment of an ECC in Wau.
- With support from the project, by June 2015, a total of 1,393 police (174 female) out of 2,081 recruited since December 2012 were registered and entered into a personnel database by the National Joint Registration Committee.
- 59 state-level RoL Forums were conducted in seven states, involving 1,572 participants (486 female).¹⁵
- Community members were reached through 33 A2J community outreach activities, 42 community policing outreach activities, and 44 PCRC meetings at the county and payam levels in five states. These activities were attended by 7,691 people (3,021 female) from the communities, Judiciary, Legal Administration, SSNPS, NPSSS, UNMISS, and CSOs/CBOs.¹⁶ 345 (109 female) police personnel and community members were trained in community policing and operationalizing PCRC.
- The ascertainment of customary laws of 14 communities in South Sudan was completed. The publication consists of three volumes, all of which were already printed and disseminated to the public. The ascertainment of the customary laws of a further 10 communities have been commissioned.
- Standardised documentation were developed and provided for Police, including 21 standard forms, six registers, as well as laws and hand books on six subjects. Similar documentation was provided to other institutions, including six registers and 12 forms to the Prison; 45 forms for the Judiciary; and five legal aid forms and case management registers for MoJ.
- The project delivered the hardware and software capacity related to renovation/construction of police and prisons facilities, including SPUs, Rajaf Female Dormitory and Juba University College of Law.

Unplanned outputs have been delivered. They have been necessitated by a dynamic context which demanded flexibility in planning and implementation. The establishment of an Inter-Ministerial Committee is a good example. UNDP and UNMISS jointly conducted a training session on Human Rights Monitoring, Reporting and Documentation. In addition to the routine output of training activities, such as increasing participant's knowledge of the

¹⁴ These phone calls included 6,083 in 2014, 1,755 in the first quarter of 2015 and 1,919 in the second quarter of 2015.

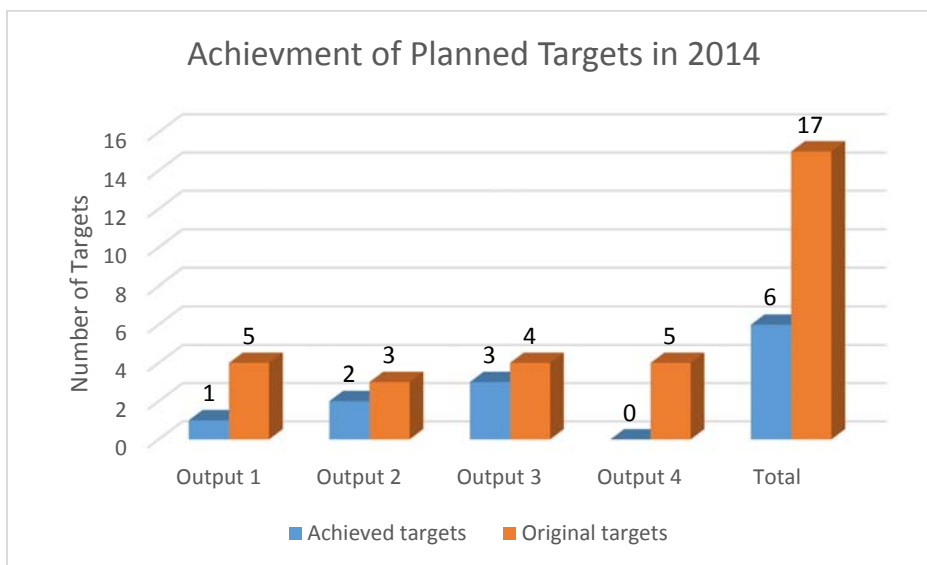
¹⁵ These RoL forums included three forums in Warrap State in the 4th quarter of 2013, involving 96 participants (23 female); 39 forums in 2014, involving 947 (299 female), eight forums in 1st quarter of 2015, involving 315 (109 female); and nine in the 2nd quarter of 2015, involving 214 (55 women).

¹⁶ In 2014, 21 community outreach activities were conducted and 1,376 people (402 female) participated; 18 community awareness activities were conducted by the police in schools and communities, attended by 1,955 participants (600 female). In the 1st quarter in 2015, there were five A2J outreach activities, 13 community policing outreach activities and 22 PCRC meetings. These activities were attended by 1,761 participants (629 female). In the 2nd quarter in 2015, seven A2J outreach activities, 11 community policing outreach activities, and 22 PCRC meetings were conducted at the county and payam levels. These activities were attended by 2,559 participants (1,390 female) drawn from the communities, judiciary, legal administration, UNMISS Human Rights Division, and CSOs/CBOs.

training subject, some consensus among the participants was reached at the end of the training, which requires further consultations with the non-RoL line ministries relevant to prepare the Universal Periodic Review of Human Rights. As a result, an inauguration meeting to constitute an Inter-Ministerial Committee will take place in fall 2015. Moreover, UNDP and UNMISS will provide training to the Committee not only in relation to human rights monitoring but also in preparation for the next round of Universal Periodic Review.

Although the project is making progress in delivering the planned outputs, it has met substantial challenges in achieving progress within the timeframe specified in the AWP. In 2014, six out of the 17 Project targets were accomplished and 11 were partially accomplished.¹⁷ The implementation status of targets under each output is illustrated in the diagram below:

Diagram 4. Achievement of Planned Targets in 2014



During the Evaluation team’s interviews with the donors, serious concerns regarding delayed delivery were raised. According to the donors, these delays occurred for two reasons: (1) over-ambitiousness of the original UNDP work plans; and (2) the 2013 political crisis. As much as the December 2013 political crisis could not have been predicted, its impact on project implementation was substantial. To mitigate such risks, UNDP scaled down its presence to five states, and realigned its programming to suit the changing context. As part of the accountability system within their own systems, donor representatives in Juba have faced pressure for timely delivery and tangible impact of the project activities from their home countries. Some donors have granted no-cost extensions to allow UNDP to finish the planned activities and reach the expected targets. Others have suggested that UNDP scale down the targets to an achievable level to which they can be held. The delays in delivery are stretching to levels that are beginning to do serious damage to UNDP’s reputation and credibility as a reliable development partner and raise questions about UNDP’s capacity to deliver results. There are some other factors contributing to the

¹⁷ Data is summarized from 2014 Annual Report of Support to Access to Justice and Rule of Law Project.

delayed delivery, including holdups in the release of funds. For example, the Police ID card component, whose end date was March 2014, had its funds released in September 2014. Furthermore, significant challenges were faced in the procurement of items, which had to be imported into the country and subject to UNDP stringent procurement rules.

How to demonstrate value for money to donors in a short period of time is a common challenge to all implementation agencies in post-conflict countries, as quick returns and fast implementation are very difficult to achieve. In addition to this common challenge, the evaluation team has also identified several specific challenges that led to the delayed delivery of project outputs in the Results Section.

The activities and outputs have been planned and organized to achieve the desired results. The details in some major intervention areas are illustrated below:

The effectiveness of the co-location arrangement can be identified in various ways. The most visible one is the achievement of targets in each project output. In addition, the CTAs have played an important role in policy advising by developing regular legal advisory notes for the host institutions on critical A2J issues, such as legal aid, traditional justice and case management. Taking legal aid as an example, the CTA to MoJ prepared legal advisory notes on various legal aid subjects, from legal aid models to legal aid forms. The MoJ, with technical support from UNDP, validated the Legal Aid Strategy and developed a Legal Aid Action Plan in 2014. Other significant achievements include the draft legislation to domesticate international crimes, the finalisation of ascertainment of customary law reports, the development of a training manual for traditional leaders, and the development of a case management system and case management reports

Each RoLO and LEA implements activities based on the overall project AWP. They can adapt the AWP activities to their specific context so long as these activities are within the AWP outputs and results. Their supervisors occasionally ask them to prepare and share a detailed implementation plan. The evaluation team found that all of the field staff has been effective in carrying out regular activities, such as RoL Forums, outreaches, gathering CMS, and PCRC meetings, etc. From time to time, they received instruction from Juba on supporting additional activities within the overall AWP. As there is no specific individual AWP, to a great extent, the effectiveness of the co-location arrangement at the state level, in terms of the frequency and quality of the activities, depends on the individual initiatives of RoLOs and LEAs.

It is important to note that the effectiveness of the co-location arrangement at both the national and state levels is compromised because the project staff have to provide technical support, implement project activities, and handle administrative work all at the same time. At the national level, during the evaluation period, the two CTAs had to undertake additional tasks in order to oversee administrative functions of the project such as procurement processes. Additionally, they both spent a significant amount of time acting as a project manager, due to their technical lead role in their areas, which affected their core role of providing technical advice as required. The recent recruitment of a Project Manager has alleviated this challenge to a certain extent.

At the state level, the struggle was mainly caused by the unclear perception of UNDP co-location staff's mandates. For some counterparts, the main responsibility of the co-location

staff was to provide support in transportation and other logistical arrangements related to the training activities organized by UNDP rather than using them as a resource for technical issues, including coaching and mentoring services. For example, in Torit, one government official interviewed could only point to logistical support, and failed to articulate any support on the technical side provided by the colocation staff.

The communication gap is partially caused by the turnover of the state head of Legal Administration, Police Commissioners and Prison Directors. It is therefore essential that at the state level RoLOs and LEAs constantly clarify their roles and responsibilities to their counterparts. A consensus between the co-location staff and their host government agencies as to the target activities and outputs, and what role each party should undertake in order to achieve these targets, should be in place.

The project provided technical and logistical support to RoL institutions for the development of manual/computerised CMS and the collection and compilation of statistics within the criminal justice system. A series of capacity building activities were implemented during the evaluation period, including (1) South-South study tours for MoJ and JoSS staff to observe and learn from best practices in case management in Uganda and Kenya; and (2) a nationwide “training of trainers (ToT)” course for 32 prison officials (four female) to improve NPSSS’ ability to generate and use inmate-related information at the county, state, and national levels and to enhance inmate care and interagency coordination. The project also provided technical assistance in developing guidelines for the collection and analysis of data. For example, it supported JoSS to develop a case management template for collecting data by the county and state High Courts. To facilitate regular collection and analysis of inmates’ statistics, the project provided information and communication technology, equipment, and furniture to the Prisoners’ Affairs Directorate at the national and state levels. As a result of A2J/RoL support, three CMS, i.e. those within MoJ, NPSSS and SSNPS, are in place and operational in seven states.¹⁸

To date, the case management statistics have enabled the project counterparts to track remands. The inmates’ statistics has allowed NPSSS to ascertain remanded and convicted inmates by male, women and juveniles, as well as to identify ways of reducing prison overcrowding. The crime statistics of SSNPS has helped the RoL institutions to understand the seasonality and patterns of crimes. For example, statistics revealed that convicted prisoners outnumber remanded prisoners and that Juba has the most crowded prisons in the country. Based on this analysis, police posts were opened and patrolling was intensified in hot spots in Juba. These statistics also enabled MoJ to assess the workload per state and to identify case backlogs. The average case processing and completion rate at MoJ during the first two quarters of 2015 was 19%, which exceeded the project target rate of 12%. The achievement should not be overstated, as the rate should be interpreted in tandem with other indicators, such as how long the cases have been in the system.

The statistics also effectively informed the RoL Forums at the state level to address issues related to vulnerable groups. Reducing prolonged and arbitrary detention and expediting

¹⁸ Due to continued insecurity, the Project has been unable to access Jonglei, Upper Nile, and Unity states since December 2013.

case management have become two major themes of these Forums. In WBGS, for example, interventions by the Forum led to the release of 17 persons and the conviction of 10 accused persons who had been held in prolonged detention. In NBGS, 31 persons (17 female) held in prolonged and arbitrary detention were released. Two female detainees who were charged with adultery by the customary court were released by the magistrate on the grounds that they were subjected to unfair trials.

Compared to other actors in the justice chain, who have finalised the production of their CMS reports and statistics, the Judiciary with support from the A2J/RoL Project team is in the process of finalising its own case management report/ statistics to be duly published. It is envisaged that upon the completion of a manual CMS at the JOSS, a progression will be made to a digitalised CMS. In 2014, the project provided assets, such as ICT equipment to the JoSS. However, JoSS is yet to distribute the equipment to the state Judiciaries.

Targeted training and workshops are among the main tools used by the project team to sensitize the RoL actors on various topics and build their capacity to carry out their mandate. The table below shows the major target groups at the national, state and even county levels, and the related training topics during the period under evaluation.

Table 2. Selected training topics and target groups

Target groups	Topics
Police and Prisons Officers	Sexual and Gender Based Violence, case management
Police	Community policing
	Emergency call center
	Specialized Training on Finger Print Science
Prosecutors and Judges	International Criminal Justice
	Case Management, including use of forms and registers
Traditional leaders	Principles of Law and human Rights
	Traditional Leaders in Peace and Reconciliation
	Validation of Customary Law
Paralegals	Legal Orientation Training
All actors, including CSOs	Transitional Justice

Various interactive and participatory methodologies were used to conduct the training sessions. These included presentations on topics by resource persons, large and small group discussions, role playing exercises and case studies in which participants were observed on how they would respond to specific scenarios or cases brought before them.

To build local capacity, some training activities were co-facilitated by the project team members, subject experts from other UN agencies, and leaders from the national partner agencies. It should be noted that although building the local capacity to sustain similar activities in the near future is always an integrated objective of UNDP training activities, sometimes it is hard to engage the local trainers, especially those working in the

government agencies. UNDP's and the national government's policies do not allow a government employee to derive benefit from participating in a project that is intended to build the capacity of the same government, as they are considered the implementing partners or responsible parties. To allow this type of practice creates conflict of interest and undermines effective project implementation and partnership building.

The project has used standardized templates to report each training activity, which include training objectives and expected results, training subjects and methodology. The training report also contains a systematic method to collect pre- and post-training data on the changes in participants' confidence, knowledge and attitude in the training subjects. Most training reports have demonstrated a substantial increase in participants' knowledge and confidence in the relevant subjects as a result of the training.

The effectiveness of the training activities was confirmed during the key informant interviews. The interviewees acknowledged the observable improvement of their staff's daily performance after attending the relevant training sessions. For example, after receiving the training on English, substantive and procedural laws, some judges have applied the principles from the trainings conducted for them by writing judgements in English.

The training on CMS has been successful because after the training, 50% of the trained staff of MoJ could set up the CMS. UNDP used to facilitate most aspects of the CMS, but currently one of the MoJ staff is doing the analysis and regularly consults with UNDP when difficulties are encountered. In the past, the MoJ and JoSS did not share statistics very willingly. However, through sustained engagement coupled with exposure visits and in-house training, both institutions came to understand the importance of case management and are now willing to share their case management statistics.

Another indicator of training effectiveness is the drafting and enactment of new policies and regulations. For example, the project organized several training sessions to support MoJ's understanding of the international criminal justice system. After these training sessions, the Ministry drafted legislation to domesticate international conventions.

It should however be noted that the effectiveness of the training activities has been hindered by several factors. The first is the education level of the recipients. Many training participants only have basic literacy, which prevents them from fully absorbing the content of the training. The second factor is the language barrier, as training fully conducted in English (with limited Arabic translation) is a big challenge for those who are still striving to enhance their proficiency in the language. The third factor is the age of the trainees, many of whom are approaching retirement. As a result, they differ substantially from the younger learners in their way of thinking, motivation to learn and comprehensive capacity. The project team has taken some measures to address these issues. For example, in the recent training of judicial support staff on case management, it was ensured that all of the participants could speak English and had some computer skills.

Various activities have enabled the project to reach out to different locations. In the states, where UNDP has a presence, the local project teams are able to conduct outreach to the counties. In addition, partnership with CSOs has assisted UNDP in penetrating areas that are inaccessible due to the prevailing security situation. By contrast, the activities in Juba

are limited to the city periphery due to the availability of numerous RoL actors in the capacity area.

Under the A2J/RoL Project, various activities were designed to engage the RoL institutions at the community level. Training activities have reached county, payam and boma levels. These include community policing training of police officers at the grassroots level and gender and human rights training of the community level chiefs. During the FGDs, the participants in the training acknowledged that these activities have effectively changed their perception of their responsibilities and transformed their role from authority holders to that of service providers. As a result of this transformation, strong trust has been built between these RoL institutions and the communities.

Also in Torit, at the end of one UNDP training session for the chiefs, the participants drafted a resolution to extend their jurisdiction to cover more civil cases so as to relieve the pressure on the statutory courts and also to reduce prolonged detention, which had led to prison congestion. This resolution has been endorsed by the statutory court judges.

In addition to building capacity on the supply side of A2J, the project has also implemented activities to support the demand side of justice through regular outreach activities at the grassroots level to raise community awareness on issues of human rights, RoL, security and gender. This two-pronged approach has led to some positive changes. For example, as a result of community engagement activities, the chiefs in Torit set aside a day to hear the SGBV cases in their jurisdictions. In some states, the chiefs now appoint women to sit in court to advise on issues affecting women.

The effectiveness of these activities is limited to some extent by the resources available to the RoL institutions at the community level. Several institution members, such as the judges and police officers in the SPUs, have told the evaluation team that with the increased capacity, they feel they can handle more cases. However, the poor infrastructures at the community level and their limited transportation means have prevented them from reaching out to exercise their improved capacity fully.

3. Efficiency

Despite the high costs of maintaining staff in South Sudan and the challenging situation in the country, UNDP has maintained a presence in five states and continues to implement activities. Several good practices in cost-efficiency are identified in project implementation:

Partnership with CSOs

The A2J/RoL project's reach has been strictly limited to 5 states due to security constraints. To extend the reach of the project, UNDP is delivering activities through its CSO grantees, whose reach includes states where UNDP has no presence. The CSOs are running JCCs, providing legal advice and raising awareness of RoL and A2J issues. In one of the FGDs for CSOs in Juba, it was evident that there is a wide network of CSO focal persons in nearly all the 10 states. Additionally, some of the CSOs have trained paralegals that monitor cases at the grassroots level within the communities.

Deployment of IUNVs

Compared with recruiting regular project staff, the cost of deploying IUNVs to the states is more cost-efficient. More importantly, the RoLOs and LEAs have gained significant experience in relevant project areas from working in other countries, and many of them are innovative in using their past experience in the South Sudan context in order to achieve project effectiveness and efficiency.

Introduction of cost-saving technology and new resources for new RoL functions

The ECC is a joint venture among government institutions, mobile telecommunications companies and the development partners. To address the challenges with regard to power source, UNDP has installed solar panels that require minimal maintenance. The public-private partnership ensures that the ECC is functional and self-sustaining.

UN police (UNPOL) were expected to assist SSNPS in various policing functions through co-location, including data entry, report writing, investigation and asset management. Unfortunately, this support was interrupted by the change in the UNMISS mandate after the crisis of December 2013. UNDP is sourcing experts from the Intergovernmental Authority on Development (IGAD) Region Initiative Project to bridge the gap.

The evaluation team also noted several concerns related to cost-efficiency:

Training. UNDP has supported the capacity building of MOJ, JOSS, MOI (SSNPS, NPSSS) and CSOs through training activities. These sessions have been conducted both in-country and within the larger East African Region. The RoL institutions have indicated a preference to travel abroad or to Juba for some courses. But the resultant costs of upkeep and travel need to be better managed through finding alternatives such as sending consultants to train the judges or the prosecutors in their locations. This approach would allow a trainer to train more staff in the states. The trainees would not have to be out of office for over two weeks, which always adversely affects the normal operation of their offices. As a result, both financial resources and extended absences from duty are better managed.

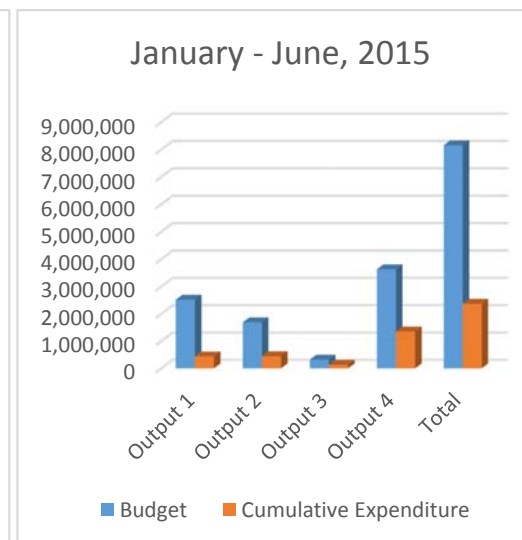
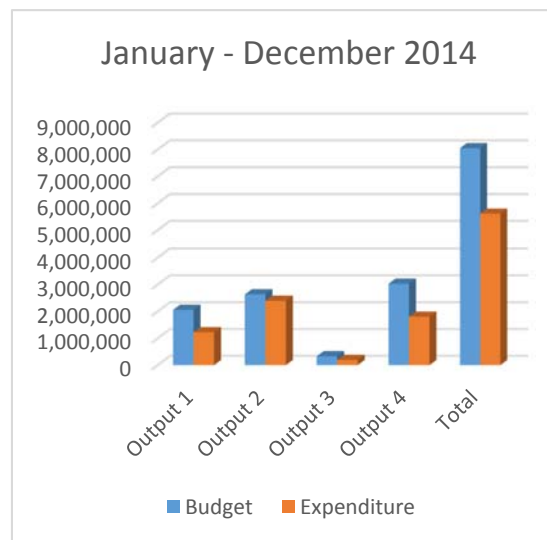
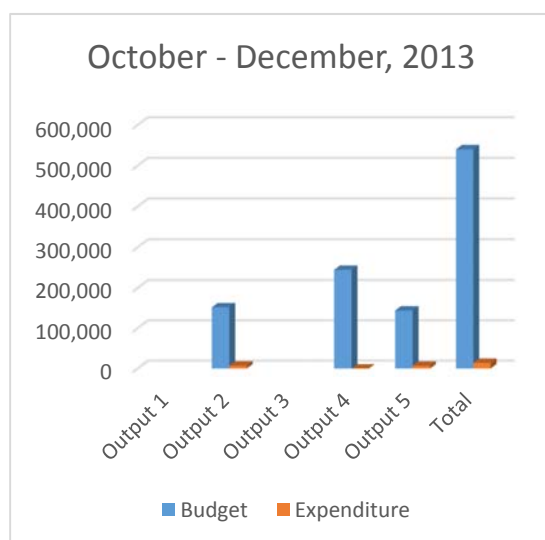
Equipment. Equipment has been procured and distributed by UNDP to the RoL institutions, but most of them are not being used due to power shortages. In Torit, the photocopier that was handed over to the Judiciary has not been put to use since it was delivered. The evaluation team noted a disinterest on the part of the institutions in providing power to run the photocopier. In Juba, the evaluation team was told that the national RoL institutions could not deliver the equipment to the state institutions in a timely manner. It is essential that UNDP expedite adoption of a fit and supply model to know where the equipment is going and where it will be placed.

Staff time. Technical staff spends substantial amounts of time on administrative matters, especially financial and procurement issues, instead of delivering technical advice to the institutions. This predicament has been a distraction from the overall implementation of the project activities.

Adequate financial resources. During the evaluation period, the project obtained financial support from the Governments of the Netherlands, Japan, Norway, the United Kingdom and UNDP Bureau for Policy and Programme Support (BPPS). While the annual budget increased during this period, only a certain percentage of the budget was used. The table below shows the annual budget and disbursement under each output of the project.

Table 3. Annual budget and disbursement under each output of the project:

Outputs	October – December, 2013 ¹⁹		January – December, 2014 ²⁰		January – June, 2015 ²¹	
	Budget	Expenditure (%) ²²	Budget	Expenditure (%)	Budget	Cumulative Expenditure (%)
Output 1			2,056,612	1,223,328.86 (59%)	2,517,057	438,227 (17%)
Output 2	151,940	7,062 (4.6%)	2,633,903	2,394,137.27 (91%)	1,686,832	446,974 (26%)
Output 3			328,764.00	192,823.83 (59%)	319,299	131,238 (41%)
Output 4	244,201.07	0 (0%)	3,029,334	1,801,090.99 (59%)	3,631,245	1,352,351 (37%)
Output 5	144,096.00	6,848.48 (4.8%)	--	--	--	--
Total	540,237.07	13,910.48 (2.6%)	8,048,613	5,611,380.95 (70%)	8,154,433	2,368,790 (29%)



¹⁹ UNDP 2013 Fourth Quarterly Report for the Access to Justice and Rule of Law Project, p8.

²⁰ UNDP 2014 Annual Report for the Access to Justice and Rule of Law Project, p27.

²¹ UNDP 2013 Second Quarterly Report for the Access to Justice and Rule of Law Project, p14 – 15.

²² According to the last Quarterly Report of 2014, for some activities during the reporting period, the only cost were refreshments which were covered by UNDP's partner: UNMISS.

There are several factors contributing to the slow disbursement of project funds:

The major reason for slow disbursement is the lengthy procurement process of goods and services on the part of UNDP. In addition, long consultation with RoL institutions for implementation of a given activity also affects timely disbursement and use of funds.

For some interventions, there is no expenditure in the first few months of the year. Substantial amount of time is spent figuring out and setting up the requisite items before project implementation can begin. Sometimes only 10% of the budget is spent in the first quarter, and the donors and the RoL institutions become concerned. It is essential that UNDP and the donors engage in discussions at each and every stage of implementation to understand the process and some of the challenges. The Police ID card component is one of the interventions that needed many inputs before the start of implementation. The project's initial timeline was set for March 2015, but there were significant setbacks due to delays in disbursing funds and a long verification process of over 35,000 police personnel in all the states, involving UNPOL and UNMISS Human Rights Division, which could not be completed in the stipulated timeframe. The change of the UNMISS mandate also considerably affected implementation as the expected support from UNPOL was no longer feasible. As a result, a no-cost extension has been sought from DFID. To date, 1,500 ID cards have been produced and over 22,000 personnel have been verified. Except for two states, the process is proceeding as expected.

There is little doubt that slow disbursement has had an impact on the delivery of project outputs and potential outcomes. Donors noted that in the context of the financial crisis, UNDP should demonstrate the achievement of results, especially impact, and its comparative advantages in order to continue receiving the same level of funding. Some of the donors were concerned about some ambitious targets that are impossible to meet within the specified timeframe, and suggested that UNDP set more manageable and realistic targets. The donors further noted that the budgetary allocations result in significant funding in some areas, but less in other areas. How to allocate funding optimally is another challenge that UNDP has to address. In the rest of the project duration, it is critical that UNDP maintain its visibility and credibility with donors so as to maintain and expand the momentum of work being carried out under the A2J/RoL Project.

Human resources are under resourced and not allocated optimally. The recruitment of the project manager has significantly eased the work pressure on the project team in Juba. However, from time to time the CTAs are still pulled into management issues because there is a lot of information required by the new project manager during this transitional period, which consumes a significant amount of their time.

At the state level before 2014 UNDP had field finance and operation associates to help UNDP projects in a pooled modality; however these personnel were separated from UNDP as a result of the crisis which undermined field presence.

UNDP is strategizing its position in the light of the signed peace deal and need to make appropriate human resources plans. For instance after the crisis, transitional justice has been incorporated as a component within the A2J/RoL project. This is a projection of the manpower for which UNDP would plan.

Tools. The project staff has observed substantial improvement in the availability of information-sharing and reporting tools during the evaluation period. For example, the current reporting template is better structured than before and allows them to report activities, outputs and outcomes to a certain extent. Some of the processes with regard to the payment of the Daily Field Allowance (DFA²³) for beneficiaries have improved with the creation of a form to capture the details of a beneficiary who does not have an Identity Card and eventually expedites the processing of DFA.

However, further improvements were also recommended. One priority is to put all project-related contacts and reports of the RoL institutions in an existing but under-used shared drive that can be easily accessed by all staff. There is also need to have a coherent knowledge of the business management processes to avoid getting mixed messages from staff of procurement and other units that support the administrative work of the A2J/RoL project.

Equipment. For understandable reasons, the challenges on the equipment side are more salient in the field than they are in Juba.

- **Vehicles** and service repairs. The dilemma facing the project team is how to maintain a field presence while providing an efficient transportation system, where funding is not available to procure vehicles and/or UN rules do not allow the renting of private vehicles. In the event of a field mission out of the state capital, UN rules demand that two vehicles accompany the mission team. This has been a challenge because there is usually only one vehicle and it is in a terrible condition. In Wau for instance, the evaluation team noted that not only is the vehicle very old, but also Juba office secured the third party insurance for the vehicle only recently.
- **Accommodation arrangements** for RoLOs and. Most IUNVs stay at UN agencies' compounds in the states; but in Aweil, UNDP does not have an agreement with the host institution yet and is in the process of formalising accommodation arrangements with the concerned agencies.
- **Internet access.** In the field, UNDP's request for Internet connections was not accommodated by UNMISS and some other UN agencies as a matter of policy. The installation and subscription of VSAT is costly to accommodate the needs of two staff members per state. After consultation with the RoLOs and LEAs, the project provided modems to these staff. However, according to the field staff, the modems are too slow and can hardly enhance effective Internet communication with the staff in Juba.
- **The co-location arrangement** at the state level serves the purpose of having UNDP staff embedded in the RoL institutions, but it is not viable in the long run. The staff members squat in government facilities that have no power or Internet connectivity, making work extremely frustrating. Some of them are not assigned to offices within the state RoL institutions. The situation causes delays in remitting information to Juba and hence affects the efficiency of project implementation.

²³ Under current UN system, payment for counterparts (government and non-government) is called DFA, while payment for UN staff is called DSA, standing for Daily Subsistence Allowance.

4. Project Management

Project Management. The project is managed by a Project Manager on a daily basis under the overall leadership of the DGSU Team Leader. The Project Manager is supported by project staff, e.g in finance, admin/logistics, and engineer, in the delivery of project outputs.

Project Oversight. The Programme Specialist closely coordinates with other team members in ensuring that management systems (finance, procurement, human resources, M&E, etc) are implemented efficiently and effectively and acts as liaison with UN agencies, counterparts, implementing agencies and donor relations.

Technical implementation. The CTAs lead the technical implementation of the project. They supervise RoLOs and LEAs co-located at state institutions and provide strategic policy advice to national RoL institutions. To ensure quality delivery of project results, it is expected that the CTAs carry out field missions regularly to provide training, address programme implementation challenges, and discuss feedback from communities and government counterparts.

Project Board. In the original project design, the Project Board (PB). The Board ensures that the project is contributing to the relevant SSDP and UNDAF outcomes. The Board is composed of the representatives from MOJ, JOSS, MOI (SSNPS and NPSSS) who provide executive and beneficiary roles. CSOs are beneficiaries in the Board. UNDP and the donor representatives are the suppliers. The project team also serve as secretariat for the PB.

The PB only met in December 2013 and was not able to meet in the entire 2014 due to the crisis, during which the donors suspended their engagement with the government because of the conflict. In this period, the project continuously engaged with both donors and government counterparts through the provision of monthly and quarterly reports. Currently (2015), the PB is functional, with the first meeting held in May of 2015 even if some donors could not attend for various reasons.

It should be noted that in addition to the overall PB to the A2J/RoL Project, the Relocation of Juba University sub-project has its own board. This board has been active in the evaluation period by meeting regularly.

Although the management structure is functional in practice, there is strong expectation for it to be more effective from both the project team members and the donors, including developing a clear ToC for the coming year. Given that many new staff did not work with the UNDP system before, the new team members find that the AWP are the only tools that help them to understand the original project design and current implementation status. However, they also find the current AWP confusing and the link between different intervention areas unclear. There is need for better articulating the linkage and coherence across the project areas, so the ultimate objectives of the entire project could be clearly and properly framed. Based on that, each project team member's role could be further clarified.

The project has been able to maintain coordination with key stakeholders and agencies, especially UN agencies, through various mechanisms. The RoL Working Group, co-chaired by UNDP and International Rescue Committee (IRC), is a vehicle for the RoL actors in South Sudan to coordinate with each other on a regular basis. This is intended to overcome the communication and coordination challenges of national-level RoL implementation partners.

However, some donors feel that the RoL Working Group is not delivering the expected level of coordination optimally, which is partially due to the intense competition that exists between all actors for scarce resources.

The collaboration between UNDP headquarters and UNDP South Sudan has improved substantially within the past three years, especially after a mission by the BCPR (now BPPS) to South Sudan in June 2013. The mission was essential for BCPR to understand that in the South Sudan context, quick returns and fast implementation are very difficult. The strength of the cordial relationship between Juba and the headquarters was evident when, in 2013, BCPR mainly funded the continued deployment of RoLOs and LEAs in the states and the conduct of the A2J/RoL Household Perception Survey.

The project has developed some good M&E tools. In accordance with the UNDP Programming Policies and Procedures, the project has been monitored within the Annual Project Cycle. The project baseline, indicators, targets, and progress towards the completion of key results are recorded in Atlas on a quarterly basis. At the state level, RoLOs and LEAs are responsible for conducting monitoring activities on the ground. An Issue Log has been activated in Atlas and is updated by the Programme Specialist quarterly to facilitate tracking and resolving potential problems or requests for change. Based on the information recorded in Atlas, a quarterly Project Progress Report (PPR) has been submitted by the Project Manager in 2015 to the PB through the project assurance mechanism, using the standard report format available in the Executive Snapshot. In addition, a Monitoring Schedule Plan has been activated in Atlas and updated to track key management actions/events.

The RRF, stating outputs, indicators, means of verification, and frequency of the monitoring, can still be improved. The Embassy of the Netherlands is currently supporting the project to develop a ToC and a draft has been prepared. Although supervision missions to the field were made, these trips need to be more structured and conducted more frequently.

On the reporting side, the project has prepared monthly reports, in addition to quarterly reports and annual reports, and shared them with the key stakeholders. The project team members have noted that the report writing process is extremely lengthy. As too much time is spent on reporting, the final report loses the original thought process. It should be noted that, in addition to the complicated procedure, the lack of team members' compliance with reporting requirements, such as providing full information of their activities, sometimes also contributes to the lengthy process.

Other challenges observed relate to the difficulty of measuring the impact of some activities. Some M&E challenges come from the availability of the beneficiaries to participate in the M&E activities. When the evaluation team tried to reach some beneficiaries of the SPUs in the states, it was not possible to trace some of the beneficiaries in Wau. Some of the reasons pertain to the reluctance of the beneficiaries to reveal their contact information; others stem from concerns on privacy usually influenced by cultural norms.

UNDP is the only development agency that co-locates within the RoL institutions at both the national and local levels. The wealth of experience and information regarding the formative stages of the RoL institutions and a lengthy programming history with these institutions provide UNDP with a complete institutional memory that other development

partners may not have. The UNDP project team has continuously monitored its operating environment to leverage its comparative advantages. The sector-wide intervention approach in the RoL sector has been widely accepted by the international partners in South Sudan. Almost all these organizations agree that all the components in the justice chain must be supported, and most of them are in the process of identifying their own strong points for interventions with the expectation that other partners can provide support in other areas. All the stakeholders interviewed agreed that the idea of undertaking joint efforts eliminates duplication and enhances specialization communications.

Within the project, some mechanisms are in place to facilitate the sharing of lessons learned at both the national and state levels. The standard reporting template is a good example. However, the evaluation team finds that the use of such tools is not fully explored. For example, some challenges are presented in the quarterly reports for a long time without updates on whether and how such challenges have been tackled.

The existing communication between Juba and the field can be further improved, which will enhance the sharing of lessons learned. Many RoLOs and LEAs told the evaluation team that they do not have enough opportunities to speak with their supervisors in Juba in person. It should be noted that communications and lessons-sharing among the states are pretty active. From time to time, the RoLOs and LEAs initiated discussions among themselves concerning their common challenges either by phone or by email. The impact of such communication can be further strengthened if some documentation and sharing can be organized and institutionalized.

5. Results

The results or impacts of RoL interventions are long-term propositions. Interventions in the domains of individual and institutional capacity building, organizational development, awareness raising, and demand for A2J may take decades to show results. The Effectiveness section has demonstrated some noticeable or tangible benefits brought about by the project. These findings present clear evidence that UNDP A2J/RoL Project is contributing to the achievement of the long-term results of RoL in South Sudan.

Almost all the ministries, institutions and traditional leaders interviewed expressed their gratitude to UNDP and satisfaction with its services. The major government counterparts, i.e. JoSS, MoI (SSNPS and NPSSS) and MoJ, acknowledged UNDP as a reliable development partner in South Sudan, as most donors and international organizations left the country after the December 2013 crisis or withdrew their assistance to the RoL sector, especially to the police. To many South Sudanese government agencies, receiving support from UNDP is an important symbol to show that the country is a member of the United Nations.

The CSOs acknowledge the benefit they have received from working with the project. According to some CSOs, not only has the project provided opportunities for them to carry out their mission, it has also significantly built their capacity for developing proposals, financial and M&E management.

For the traditional leaders, they appreciate the training opportunities that have re-shaped their understanding of their jurisdictions and responsibilities. Many of them stated that

they are now applying the RoL principles, including those pertaining to human rights and gender equality, in the course of adjudicating cases.

Aside from the overall recognition of UNDP's work, these partners also raised some concerns. Some government agencies pointed out that they have experienced some turnover of UNDP staff. A few institutions at the state level complain that the financial assistance from UNDP does not cater for costs of office renovation, vehicle and equipment because of a limited understanding of UNDP's procurement and financial rules.

According to some CSOs, UNDP's financial and procurement process does not take into consideration South Sudan's specific context, as a well-functioning system within the applicant organizations is required for accessing funds through the small grant mechanism. Being unable to meet these rigid requirements means that they could be excluded from working with the project. This is particularly the case for small and emerging CSOs.

Concrete examples on the result of trainings are provided in the Effectiveness Section. According to the training participants interviewed by the evaluation team, none of them received a follow-up inquiry to capture institutional improvements resulting from the trainings. Due to the lack of systematic data collection on institutional change, all the evidence in the Effectiveness Section is anecdotal, not empirical, as it emerged from the evaluation team's interviews and FGDs.

PCRC shows the ways in which the project support has linked the community members with the formal and traditional RoL institutions. The participants in PCRC meetings include police, core PCRC members (including women). According to the community members, PCRC's joint patrols have significantly restored order and reduced the crime rate, making the community a safer place. PCRC also provides an opportunity to protect vulnerable groups. For example, since PCRC meetings involve issues related to women and children in the community, some issues on SGBV are forwarded to the police after the meetings.

The specific challenges come from both the host country and the UNDP system. The highly insecure environment is a constant challenge as it affects the project's overall efficiency in delivering outputs in a timely manner. Not only did the December 2013 crisis lead to a reduction of project locations, but the Ministry of Finance and Economic Planning reallocated funds meant for RoL functions to other areas of priority. The local capacities of CSOs are generally low and it takes UNDP additional time to advertise the request for proposals for several rounds before obtaining the right CSO grantee. Once on board, UNDP has to still provide additional financial and technical training to the grantee effectively implement activities and account according to UNDP financial rules. The change of the UN mandate significantly affected development related programming as the focus was shifted to the protection of civilians. The strict procurement rules and those related to the disbursement of working advance to staff slow down implementation of activities at the state level, because the staff on the ground are IUNVs and not UN staff.

The security uncertainties and the multiple layers of sub business processes that have to be followed imply that considerable delays will be encountered in the recruitment process. The project took over one and a half year to recruit the current project manager.

The evaluation team interpreted outcomes as UNDAF Outcome 5: Access to justice and the rule of law improves. The project has four outputs: (1) Increased access to justice for

citizens of South Sudan, with a special focus on vulnerable groups; (2) Reduction of case backlogs and addressing prolonged and arbitrary detention at the state level; (3) Ascertainment of Customary Law through continuous research; and (4) Capacity of Police, Prisons, MoJ, Judiciary and legal aid services strengthened. It should be noted that under the sector-wide approach, many project activities contribute to more than one output, which has created strong synergies and a more levelled playing field between the different actors, especially for vulnerable groups at the community level. Here are some examples of how the outputs of the key project areas are contributing to project objectives:

The RoL Forums at the state level serve as one of the main platforms for addressing issues and challenges within the justice sector at both the national and local levels. The Forums, facilitated on monthly basis, fosters coordination between state and non-state actors in order to address gaps such as prolonged detention and others that affect the provision of legal services. Key themes at these RoL Forums include case management, roles and responsibilities of counterparts, jurisdiction of traditional leaders, and human rights in the administration of justice.

The ascertainment of customary laws is completed in 14 communities: Toposa, Lopit, Lango, Lotuko, Azande, Jur-bel, Avukaya, Moru, Ndogo, Mundaru, Wadi, Balanda Biviri, Baka and Bongo. The reports for additional 10 communities are being finalized. The published ascertainment reports have been prescribed for use by the Faculty of Law at Juba University as part of its Bachelor of Laws curriculum. The ascertainment process aims to identify and document the customs and traditions of the ethnic groups of South Sudan. This endeavor is expected to contribute to promoting a locally-owned and demand-driven process of reform and an increase in A2J through the customary courts.

6. Sustainability

A2J/RoL project has taken an inclusive and holistic approach to promoting ownership at various levels, from national and state RoL institutions to CSOs and community members. The project team at both the national and state levels, promote national ownership as a guiding principle in project design and implementation, and are committed to a participatory and gender-responsive approach through which the needs and views of all stakeholders can be articulated and addressed.

Across various project intervention areas, strong signs of ownership can be identified. First, the project did not create any new institutions, but worked with the existing ones within the host country's system, such as JoSS, MoI (SSNPS and NPSSS), and MoJ. Furthermore, the co-location of staff at both the national and state levels restricted their role to that of facilitators and technical advisors, to ensure that their government counterparts are the ones who actually implement project activities. As a result, the project outputs such as CMS and criminal statistic reports have become integral functions of the existing RoL institutions. These RoL institutions have strong incentives to continue carrying out these activities as they can effectively improve their performance.

The application of the national ownership principle through a participatory approach has, however, encountered some challenges. The first one is project counterparts' capacity to articulate their needs. In some cases, the project partners are not clear about what exactly they need. The second one is the lack of communication between the national and local

levels on both the project and counterpart sides, which prevents local needs from being reflected in the AWP. During implementation, the inflexible design of the AWP prevented staff from implementing what they perceived as critical and urgent needs on the ground.

Cost-sharing is a strong indicator that demonstrates the ownership and sustainability of development interventions. However, due to the government's fragile financial situation, the RoL institutions can only provide very limited input to the project initiatives, e.g. office space for UNDP staff free of charge. They are unable to provide supplemental financial resources to complement the available funds from UNDP. For example, the Ministry of Finance and Economic Planning allocated five million South Sudan Pounds to the MoJ to facilitate the provision of legal aid services, but to date, the Ministry of Finance has not released the funds, citing budgetary constraints.

The sustainability of the project has to be examined with a full consideration of the specific local context in South Sudan. It depends on several factors: security and political stability in South Sudan, project counterparts' commitment, and UNDP's exit strategy.

Security and political stability is a prerequisite for all development initiatives in South Sudan, including human rights and RoL initiatives. The December 2013 crisis is a real-life example of how the UNDP project has been forced to shrink in both geographic reach and team size, especially at the local level. Without a predictable political and security environment, the donor countries may not continue investing in the RoL sector, as has been shown by the withdrawal of staff and resources right after the 2013 crisis.

Commitment from project counterparts is also crucial. During the first half of the A2J/RoL Project, the project counterparts have shown a certain commitment to the sustainability of project activities. Training activities have received strong support from the leadership of RoL institutions, such as justices and prosecutors-general. These institutions are interested in the ToT and have expressed the need to have South Sudanese undertake some of the training sessions, and have consistently asked UNDP to increase the numbers of training participants. After the training sessions, they have also asked UNDP to provide resource materials for future use. The commitment to sustainability is evident among the top and mid-level prosecutors and judges.

The evaluation team observes less commitment to financial resources, compared with human resources, from project counterparts. The majority of the government interviewees stated that they need financial support from UNDP and the donors for a longer term in order to continue project activities. RoL institution personnel consistently perceived the allocation of financial resources, technical expertise, and sustainability of the project as a role and duty that UNDP must continue to bear for a very long time because South Sudan is still a young country. Given the fragile economic situation in the country, this request is understandable to a certain extent. It should also be noted that sustainability is shown in some exceptional cases. For example, the government has significantly contributed to the implementation of the ECC in Juba by providing 14 vehicles, communication equipment and bearing all recurring costs like fuel, food and incentives to the SSNPS staff.

However, there is generally very little sign of serious consideration of a timetable to take over the project activities from UNDP or any cost-sharing steps with which the RoL institutions have experimented. Instead, after receiving the technical support to build the

capacity of the core staff to run the project activities independently, the project counterparts have raised more requests for furniture, buildings, vehicles, etc. How to manage partners' expectations and explain UNDP's rules and policies clearly will be an important task for the project team in the second half of the project.

UNDP's exit strategy is also crucial to maintain sustainability. According to the current work plan, the project will be closed in March 2017. Due to the delayed delivery of some outputs, some no-cost extension agreements might be reached between the donors and UNDP to allow planned activities to be fully implemented. Given the financial, technical and institutional capacity of the RoL institutions in South Sudan, most stakeholders do not foresee that the project activities are likely to be continued if UNDP completely closes the project in two years or so. Clearly, the RoL institutions still have a long way to go before they can achieve self-sustenance. For example, the training activities will immediately be dramatically reduced if UNDP pulls out from supporting the institutions. Therefore, UNDP should develop a phase-out plan within a longer project period so as to enable a smooth and orderly transfer of project responsibilities to its local partners, especially to encourage governments at various levels to use their own resources.

The project has extensively used ToT to equip local trainers with the skills to conduct the sessions on their own. For example, at the traditional leaders' annual forum in 2015, only national experts delivered papers and training sessions. Although there was still room to improve the capacities of the presenters, the trainees showed a strong preference and demand for their own nationals to take charge of such events.

The operation of ECC is an example of how new practices have been institutionalized within the RoL institutions. The ECC is a joint venture between the community, public and private sectors (e.g. mobile telecoms) within the country. There was collaboration by all partners to ensure that the ECC is functional. Since receiving training, the ECC has become self-sustaining. The ECC task force is taking the lead in maintaining a log, writing weekly and monthly reports with details of the type of cases handled.

It should be noted that the sustainability of UNDP project could be offset by some of its counterparts' institutional practices. The practice of changing or rotating staff is an example. Those trained in specific skills are not always retained in the departments for which they were trained. To resolve this issue, the MoI top level leadership has approved a policy of trainee retention in the roles for which they were trained for at least two years. Similarly, new institutional practices should be adopted in order to enable the system to function and to prompt sustainability.

IV. Conclusions

Based on the findings presented in the previous sections, the mid-term evaluation team has reached the following conclusions regarding the UNDP A2J/RoL Project:

The project design benefitted from UNDP's long-term engagement in the RoL sector in South Sudan, which enabled UNDP to develop a proficient understanding of the RoL institutions' needs and capacity in the country. During implementation, the project has been further informed by various ongoing assessment and studies, especially those conducted after the December 2013 crisis. As a result, the A2J/RoL Project is in line with

the mandate of the RoL institutions and responsive to country's current needs for A2J. However, continued relevance should be ensured not only by regularly engaging counterparts at the national government level, though it is critical and strategic given the hierarchical nature of the RoL institutions. Co-location arrangements at the state level have provided a good channel for the local needs to be heard and reflected. To achieve that, the project needs to further improve communications between Juba and the field and clarify the role of RoLOs and LEAs to its counterparts at various levels.

Compared with the RoL initiatives in many other countries, the RoL/A2J project in South Sudan is operating in a more challenging environment and, consequently, taking a longer time to demonstrate progress. The delivery of planned outputs is on track and an impressive volume of work has been produced by the project. At the result level, initial evidence of attribution and contribution for improved capacity of national and state counterparts, institutionalization of new RoL functions and increased awareness of human rights and RoL among the key counterparts can be established.

At the same time, the project has met substantial challenges in achieving progress within the timeframe specified in the AWP. In each year, only a certain percentage of the budget was used. These delays have begun to do serious damage to UNDP's reputation and credibility as a reliable development partner and have raised questions about UNDP's capacity to deliver results, especially among the donors. Setting realistic intervention, scope, and practical delivery targets are the issues that the project team has to consider.

Some of the implementation challenges affecting the effectiveness and efficiency of project implementation lie within the operational environment in South Sudan. Others can be tackled by further improving the project's internal management system. In fact, the project has made improvement recently by recruiting new staff to fill in strategic positions, and by developing effective reporting tools to monitor and report project progress. However, the sector-wide approach itself is an ambitious engagement and is further compounded by the unstable situation in South Sudan which requires constant adjustment. As a result, the project team is still facing a major challenge in articulating a clear results chain and demonstrating strong synergy between current intervention areas that allows them to contribute to achieving the ultimate project objectives in an efficient and effective manner. Based on a clear understanding of these factors, further adjustment is required in order to allocate human and financial resources optimally.

The sustainability issue must be examined with a full consideration of the specific local context. Clearly, if the project is closed as scheduled, the project counterparts will not be able to sustain funding and implementation of most, if not all, of the project interventions in the absence of UNDP. Managing counterparts' expectations and reinforcing their ownership of the project activities will be crucial in order to build sustainability. To UNDP, whether donor funding is likely to be sustained will to a great extent depend on the performance and delivery rate of the project in the rest of its duration.

V. Lessons Learned

Several lessons can be learned from the first phase of the project, which could inform UNDP in making some strategic decisions in planning and implementing project activities in both the second phase of the A2J/RoL Project and future interventions.

Proactive vs. Reactive

Like many other RoL projects, the original programming approach of the A2J/RoL Project was to build the capacity and mechanisms of various RoL institutions and, at the same time, to increase the demand for A2J at the community level through proactive rights-based interventions. A sector-wide core programming strategy is the blueprint guiding the whole project. However, due to the political turmoil and deteriorating security situation in the country, the project has to maintain a high degree of flexibility and responsiveness to emerging needs. The changes to the mandates of UN agencies also affect the scope of intervention areas and available partners to the project. For example, the recent signing of the peace agreement between the government and the opposition will further change the mandates and priorities of UN agencies, which will in turn affect the support available to some project areas, especially those related to police and prison.

It should be cautioned that while programme flexibility is necessary, an over-emphasis on flexibility can lead to a reactive rather than a proactive approach. A proactive approach means that the existing resources and environment are analyzed and priorities are established during the project planning process. This approach aims to enable the project team to set the agenda, lead and plan for crisis, rather than respond to crises. Taking transitional justice as an example, it is a loaded concept that is hard to define accurately, but which also requires a substantial level of expansion of the original project scope. One risk of keeping adopting new areas of work is to lose the original project focus and strategic objectives, and further divert the already limited human and financial resources. Eventually, it will lead to delays or failures in delivery and damage UNDP's credibility with the RoL stakeholders, particularly the donors.

Direct implementation vs. Sector Leadership

Related to the first lessons learned, facing the constantly changing operation environment and emerging new needs, UNDP needs to give further thought to its unique niche in the RoL sector in South Sudan, especially how to balance the call to implement intervention activities directly and the call to coordinate and lead the sector-wide interventions strategically, as the change in the mandate of UNMISS and the withdrawal of some development actors in the sector gave UNDP a huge responsibility to fill the gap.

The need for RoL is tremendous in South Sudan; no single agency can address that need in its entirety. New organizations are engaged by the donors to implement various initiatives. Within the UN system, there is also a RoL component and different agencies are designing and implementing their own interventions following their specific mandates. Most development partners in South Sudan are expecting a more coordinated RoL landscape, where all the partners could bring in their comparative advantages. Government also sees the value of having a coordinated approach to achieve its own development priorities.

The comparative advantage of UNDP is obvious. It has built strong trust with the key RoL institutions, which has enabled it as the only development partner to design and implement interventions targeting the whole justice chain. To UNDP, leadership does not mean how much UNDP has implemented by itself, but how effectively it can utilize its existing resources, including technical expertise, human capital, and networks, to engage different stakeholders from both the government and development partner sides to approach RoL

development in a strategic and coordinated manner. UNDP should marvel at its exceptional reputation and acknowledge that other partners are in the sector to offer collaborative support in areas where they have comparative advantages. Partners who have been interviewed have noted that a self-assessment and mapping of strengths and weak areas of UNDP is what will maintain UNDP's leadership, and not an overspread of interventions.

Sustainability vs. Dependency

The A2J/RoL Project has some strong mechanisms in place to ensure the continued relevance of the project to meet its counterparts' needs, especially through the co-location arrangements at both the national and state levels. While such mechanisms ensure continued contributions to relevance, the ownership of project counterparts still needs to be strengthened, especially in light of the strong sign of dependency of the RoL institutions on UNDP for both technical and financial assistance.

Managing expectations is an important part of increasing ownership. In the first half of the A2J/RoL Project, UNDP has successfully built the minimum required technical capacity of the RoL institutions and provided the basic infrastructure and equipment to enable the new initiatives to be operational. These new initiatives include the CMS, criminal statistic reports, SPU, ECC, etc. When these initiatives are moving into the operational phase, most RoL institutions still expect UNDP to continue putting in substantive financial support for the normal operation of these new functions. UNDP needs to encourage its counterparts to devise indigenous solutions to meet their needs, instead of mainly relying on foreign assistance. Cost-sharing is one way that UNDP could consider to increase gradually its counterparts' investment in these initiatives, as shown in the case of ECC.

Capital vs. Local

Both top-down and bottom-up programming approaches have their pros and cons. In some cases, support for central government ministries is extremely useful in reaching citizens at the lowest administrative unit level, since the structures necessary for effective implementation already exist at state and local government levels. However, this benefit cannot be fully achieved in the case of South Sudan, as the central government cannot effectively reach out to the states due to its limited capacity and security constraints. Instead, the A2J/RoL Project has experienced some difficulties in learning about local needs and incorporating them into its AWP, even when effort was made through the GRSS hierarchy or through its own field offices.

The local communities in South Sudan have the greatest needs. Some donors are considering moving interventions out of Juba to where the communities are based. They plan on working with the lower and local levels of government because the national level has not made strides in improving the lives of the citizens. With its presence in the field, UNDP has a comparative advantage in adopting the bottom-up approach and strengthening its programs at the state and local levels. Given the complexity that such an approach may involve among UNDP, the donors, and the central and local governments, careful mapping, consultation, monitoring and strategizing should be conducted.

VI. Recommendations

1. Overall strategic recommendations

Carve out a niche. UNDP should conduct a self-assessment of its own capacities and identify where its comparative advantages are, to ensure effective and efficient delivery. The recent signing of the Peace Agreement provides an ideal timing to do so, as there are new opportunities for UNDP to use as entry points strategizing within the RoL sector.

Communication with donors and government. UNDP needs to communicate with the donors about the area of intervention in which UNDP wants to engage. Being a well-recognized expert in RoL, UNDP should be able to articulate its position. Similar conversations need to be conducted with the government partners, as UNDP has been put in a situation where it feels obligated to do everything within the RoL sector, which to some extent has encouraged unreasonable requests from its counterparts.

Leading the coordination within the RoL sector. UNDP should consider taking the lead in engaging development partners in a strategic repositioning exercise, through which all actors know what others are doing especially at the state level where the actors are very few. Increasing the level of coordination will enable the development partners to avoid overlapping and improve efficiency, especially in implementing community-based projects.

The RoL Working Group, where UNDP is Chair, could be a good vehicle for coordination. Another possibility is government-led coordination mechanisms. As initiated by the RoL institutions, the legitimacy and reflection of the country's needs are not questionable. The Police Development Committee is one such mechanism, which is led by the Police and includes all stakeholders (including some donors) and is fully functional. However, political considerations could affect coordination and support from the international community for government-led fora. Despite the anticipated difficulties in leading coordination, UNDP has significant advantages with regards to wealth of experience, knowledge and good relationships with all the stakeholders in the RoL sector.

Encouraging indigenous solutions. UNDP should strengthen South-South cooperation to expose the RoL institutions in South Sudan to the good practices in its neighbouring countries within the IGAD region, thus inspiring them to explore indigenous solutions and figure out how to use their limited resources to achieve realistic targets.

UNDP should consider sourcing area experts to the RoL institutions from the region and twin them with South Sudanese government officers for at least two years. This practice has been experimented with in Police and Prisons, as experts in IT, engineering and finance are being inducted in strategic areas to enhance capacity through long-term interventions. In the near future, it would be beneficial to have an expert case management specialist managing the JOSS project on a daily basis to support the digitization of the CMS.

Strengthening local ownership. UNDP could consider improving GRSS ownership by better facilitating the use of locally engaged staff and other locally sourced resources. The core project members should regularly visit the states and bring the meetings to the states when feasible. This will enhance state working relationships so as to avoid high dependence on the changes in national government.

2. Recommendations for each evaluation criterion

Below are some recommendations based on evaluation criteria:

Relevance

- To allow local needs and priorities to play a role in the formulation and implementation of AWP, the project should leave proper room and time to allow the RoLOs and LEAs to consult with their counterparts and provide input to the AWP. UNDP could equally influence the top level leadership of the RoL institutions to consider introducing flexible and consultative approaches to capture their own institutions' needs at the local levels.

Effectiveness

- It is essential for staff in Juba to make regular visits to the states, (1) to consult with the local partners on the effectiveness, efficiency, coordination, and synergy of activities; (2) to coordinate with RoL institutions in the states so as to clarify the major role of RoLOs and LEAs as technical counterparts, (3) to provide support to solve the accommodation and office issues for IUNVs working in the states.
- To improve the sector-wide effectiveness of training, UNDP should explore a holistic approach by collaborating with its government counterparts and other training providers, such as IDLO, to develop a centralized and coordinated training plan that will reflect the training needs of different RoL institutions, and meet such needs by engaging available training providers based on their comparative advantages. Moreover, a standardized approach to monitoring and evaluating training activities should be adopted by all the training providers in order to measure training results.
- To further improve the effectiveness of some new RoL functions and services, e.g. SPUs and ECCs, UNDP should consider using social media and traditional media to generate awareness of the new service availability to the local communities. It should also consider enhancing cooperation with other UN agencies at the state level in order to increase the quality and maximize the use of these new services.

Efficiency

- On the human resource side, the project should clearly communicate the responsibilities of the new Project Manager to staff in Juba and in the field in order to enable the maximum use of this new resource. At the same time, the CTAs should be able to focus on providing technical and advisory services at the policy level.
- On the financial resource side, the project should consider providing more training sessions in the states to enable broad participation in a cost-efficient manner.
- The project should initiate a candid conversation with its counterparts to learn about their plan to deliver UNDP-sponsored equipment to the states. Rather than simply handing over equipment in boxes, UNDP should ensure that the point of use and relevant users are identified before installation takes place. If such equipment cannot be delivered to the destinations or cannot be effectively used by the partners, UNDP should avoid providing similar equipment in the future, but consult the partners for a new list of equipment that can be fully utilized in the intended users' working environment.

Management

- The project team should develop a ToC to provide a clear results chain to all the stakeholders. Such a ToC should answer the question of how the activities contribute to outputs and outcomes in each project area and how different project areas contribute to the short-, intermediate- and long-term results of the overall project.
- To improve project monitoring and reporting and highlight project successes, the project should consider recruiting an M&E or a reporting/communication specialist on the premise that this will not duplicate the work of the Project Specialist. Such a specialist should undertake the responsibilities of devising a communication strategy for the project. Following a result-based reporting structure, the period reports should highlight how the activities and outputs in each project area contribute to the outcomes of the justice sector chain. In addition, challenges and lessons learned in implementation should be captured and followed up on in a timely fashion. The actions taken to resolve these challenges should be well documented.
- The PB should play a significant oversight role and enhance decision making at the most strategic level. The project management should avoid having more than one project board in order to foster strategic discussions and management.
- Continuous engagement with donors, including regular updates on project planning and implementation, is important to gain donors' understanding of the challenges of project implementation and for the team to respond effectively to unexpected changes in the operating environment.
- UNDP Juba should maintain constant engagement with the headquarters. With full awareness of the importance of following the standard UNDP procurement rules to allow for accountability, the project should objectively report the challenges in applying these rules in a country like South Sudan, and seek proper interpretation of these universal rules from the headquarters to reflect specific local needs.

Sustainability

- UNDP should seriously consider a two-to-three-year surge in some targeted areas before scaling down the project if the security situation allows it to do so. Such a surge will ensure that certain levels of capacity will be developed in the targeted areas, so that after the project is closed, there will be a good chance for the relevant RoL ministries, departments or units to operate on its own.
- UNDP acknowledges the initial steps taken by government to establish ownership and sustainability in certain intervention areas, but needs to encourage government's contribution towards planned activities.
- UNDP should build sustainability mechanisms into the project document to transfer skills and knowledge gradually in anticipation of an exit strategy. Such an exit strategy should be discussed with its counterparts along with the planning and implementation of the project.

Appendix I. Terms of Reference

Appendix II. Bibliography

Subject	Documents
Development Frameworks	<ul style="list-style-type: none"> - South Sudan Development Plan - United Nations Development Assistance Framework - UNDP Country Program Document (CPD) - UNDP Country Program Action Plan (CPAP)
Project Document and Annual Work Plans	<ul style="list-style-type: none"> - Access to Justice and Rule of Law – Netherlands Proposal - Support to Judiciary of South Sudan - Support to Access to Justice and Rule Law for Conflict Affected People and Returnees (Japan) - Emergency support to women and vulnerable groups in Conflict Affected Areas in South Sudan – Phase I (Japan) - Emergency support to women and vulnerable groups in Conflict Affected Areas in South Sudan – Phase II (Japan) - Joint Integrated Crisis Prevention and Recovery Program (ICPRP) document (BCPR/BPPS) - Police ID Card Project Document funded by DFID and the UNHRD Taskforce cleared document - Access to Justice and Rule of Law Annual Work Plans (2013, 2014, 2015) - Access to Justice and Rule of Law Conflict related Development Analysis
Project reports	<ul style="list-style-type: none"> - Access to Justice and Rule of Law Annual Reports (2013 and 2014) - Access to Justice and Rule of Law Monthly Reports (Oct 2014 – June 2015) - Access to Justice and Rule of Law Quarterly Reports (Oct 2013 – June 2015) - Access to Justice and Rule Law Bi-Weekly Report to Japan (April -May 30, 2015) - Rule of Law Forum, Community Policing Outreach training reports and the University of Juba College of Law (UJCL) progress reports - Strategic paper and concept notes
Knowledge products	<ul style="list-style-type: none"> - Ascertainment Study of 14 Communities (Volume 1 – 3) - Traditional Leaders Training Manual - National Access to Justice and Rule of Law Perception Survey - Quarterly Crime Statistics (2012 – March 2015) - Prison Rapid Assessment (Photo booklet and Narrative Report) - Transitional Justice Perception Survey - Legal Advisory Notes (1 – 10)

Appendix III. List of Key Informants

Location	Institution	Name	Title	
Juba (National)	UNDP Team	Balazs Horvath	Country Director	
		Lealem Berhanu Dinku	Team Leader DGSU	
		Julie van Dassen	Project Manager	
		Surendra Kumar Sharma	Chief Technical Advisor, MOI	
		Dr. Rowland Cole	Chief Technical Advisor MOJ/ JOSS	
		Nikki Frencken	Access to Justice Technical Coordination Specialist	
		Vicent Museke	Rule of law officer	
	Government Counterparts			
	MOJ	Hon. Jeremiah Moses Swaka Wani	Undersecretary	
		Hon. Fiberto Mayuot Mareng	Prosecutor General	
		Hon. Stephen Kang Illario	Head of legal aid	
	MOI	General Pieng Deng Kuol	The Inspector General of Police	
		Lieutenant General Andrew Kuol	Deputy Inspector General of Police	
		Brigadier David Dut Marial	Directorate of Legal Affairs	
		Colonel James Monday	Director for Moral Orientation and Community Policing	
		Lieutenant Colonel Mangar	Operations officer in charge of the Emergency call center	
		Lieutenant Colonel Anthony Legge	Deputy Director of prison production	
		Lieutenant General Joseph Sebit Makelele	Chairman of the National Joint Registration Committee	
		Colonel Samuel Garang	Officer In Charge of the Data Base Center	
		JOSS	Hon. Justice Reuben Madol Arol	Deputy Chief Justice
	Hon. Justice Dr. Benjamin Baak Deng		Director for Research and Training and Justice of the Supreme Court	
	Hon. Justice Kurkur Lopita		President of the Court of appeal Greater Equatoria circuit	
	Hon. Justice Dr. James Alala Deng			
	Hon. Justice Dr. Geri Raimondo Legge			
	Donors			
	Department of International Development (DFID)	Dr. Pius Jara	Conflict Advisor, Policy and Peace Building	
	Japan Embassy	Koji Ito	Economic Cooperation Section	
Netherlands Embassy	Martijn Beerthuisen	First Secretary Political Affairs, Security and Rule of Law		

Location	Institution	Name	Title
Juba (National)	Other UN Agencies		
	United Nations Mission in South Sudan (UNMISS)	Dr. Fred Yiga	Commissioner UN Police
		Charles Bent	Deputy Police Commissioner UN Police
		Irena Angelova	Human Rights Section
	Other international organizations in RoL		
	International Development Law Organisation (IDLO)	Romauldo Madvedzenge	Country Director
Emmanuel Joof		Training Advisor	
Torit	UNDP Team	Annet Nabaggala	Law Enforcement advisor
		Lucia Giovani	Rule of Law officer
	Government Counterparts		
	Legal Administration	Hon. John Wani,	Acting head of Legal Administration
		Hon. Abraham Awan	Public Prosecutor
		Hon. Abraham Arop,	Legal Counsel and Public Prosecutor
	Judiciary	Hon. Justice Bol Lul Wang	President of the High Court
		Hon. Justice Kulang Jeroboam Macuor	High Court Judge
	Prisons	Major General William Deng	
		Brigadier Alhaj Khamis	
	Police	Major General Edward Dmitry	Police Commissioner, Eastern Equatoria State
Wau	UNDP Team	Alie B Sesay	Rule of Law Officer
		Fiona Muchbetter	Law Enforcement Advisor, Western Bahr el Ghazal
	Government Counterparts		
	Legal Administration	Hon Barnaba Akauc	Prosecutor
	Prisons	Brigadier Michael Butaku Arkengelo	Acting State Director
		Brigadier Ceaser Tombe	Director Wau Central Prisons
	Police	Major General Chol Thuch	Police Commissioner, Western Bahr el Ghazal

Appendix IV. Survey on Training

Survey on UNDP A2J/RoL Training

Thank you for taking the time to complete this survey. Your feedback is important for us to better understand the results of the training sessions conducted under the Access to Justice and Rule of Law Project.

The survey should take no more than 10 minute to complete. We want to assure you that your responses are completely anonymous. Responses to anonymous surveys cannot be traced back to the respondent. No personally identifiable information is captured unless you voluntarily offer personal or contact information in any of the comment fields. Additionally, your responses are combined with those of many others and summarized in a report to further protect your anonymity.

Name of your current organization:

Your state: _____;

Your gender: Male _____; Female _____.

You participated in UNDP training as a staff from

- _____ Ministry of Justice,
- _____ Ministry of Interior,
- _____ Judiciary of South Sudan,
- _____ Customary courts, or
- _____ Civil society organizations

When did you participate in the UNDP training? _____.

On what subject(s)? _____.

As a result of the UNDP training...	Strongly agree	Somewh at agree	Neither agree or disagree	Somewhat disagree	Strongly disagree
A. The training topics were relevant to my work when I participated in the training.	5	4	3	2	1
If not, please explain why?					

As a result of the UNDP training...	Strongly agree	Somewh at agree	Neither agree or disagree	Somewhat disagree	Strongly disagree
B. The training topics are still relevant to my work.	5	4	3	2	1
If not, please explain why?					
C. I have applied and used the knowledge and practical guidance from the training directly in my work after the training.	5	4	3	2	1
If not, please explain why?					
D. My working environment is conducive for me to apply what I have learned to work.	5	4	3	2	1
If not, please explain why?					
E. UNDP training helps me to perform my role better at work.					
If not, please explain why?					
F. I have noticed improvement in the performance of my colleagues who have attended the UNDP training.	5	4	3	2	1
If not, please explain why?					

Please share your suggestions to similar training in the future: _____

_____.

Thank you!