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FINAL REPORT
26 November 2019

INDEPENDENT OUTCOME EVALUATION

UNDP/UN Women Joint Project
*Strengthening the Rule of Law in Liberia:
Addressing Pre-trial Detention and Rolling Out
Community Policing (2018-2019)*

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ABBREVIATIONS AND ACRONYMS:

AFL	Armed Forces of Liberia (MOND)
ALWA	Alliance for Women Advancement
BCR	Bureau of Corrections and Rehabilitation (MOJ)
BOC	Bureau of Corrections
CBO	Community-Based Organisation
SIGCVJ	Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice
CID	Citizen for Dialogue
CPF	Community Policing Forum
CSA	Civil Service Agency
CSO	Civil Society Organisation
CSS	Community Services Section (LNP)
DPKO	Department of Peacekeeping Operations (UN)
EA	Enumeration Area
ECOWAS	Economic Community of West African States
GoL	Government of Liberia
HRAP	Human Rights Advocacy Platform
HRC	Human Rights Committee
HRPD	Human Rights Protection Division (MOJ)
ICCPR	International Covenant on Civil and Political Rights
INCHR	Independent National Commission on Human Rights
LDEA	Liberia Drug Enforcement Agency
LIS	Liberia Immigration Service (MOJ)
LNP	Liberia National Police (MOJ)
MIA	Ministry of Internal Affairs
MOJ	Ministry of Justice
MOGCSP	Ministry of Gender, Children and Social Protection
MOND	Ministry of National Defence
MOU	Memorandum of Understanding
MEDP	Ministry of Finance and Development Planning
NCSC	National Civil Society Council
OHCHR	Office of the High Commissioner for Human Rights
PAPD	Pro-Poor Agenda for Prosperity and Development (GOL)
PBF	Peacebuilding Fund
PME	Planning, Monitoring and Evaluation
PPMU	Planning and Programme Management Unit (MOJ)
PRODOC	Project document
PPS	Probability Proportional to Size
PSC	Project Steering Committee
ROLJS	Rule of Law, Justice and Security
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender-Based Violence
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNMIL	United Nations Mission in Liberia
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNODC	United Nations Office on Drugs and Crime
WACPS	Women and Children Protection Section (LNP)

EXECUTIVE SUMMARY

BRIEF PRESENTATION OF THE PROJECT: The UNDP/UN Women Joint Project *Strengthening the Rule of Law in Liberia: Addressing Pre-Trial Detention and Rolling Out Community Policing* (2018-2019) aims to support the Government of Liberia in its efforts to build a society based on the principles of rule of law, human rights and justice. The project is geared towards enhancing the capacities of, and public confidence in, rule of law institutions, as well as strengthening access to justice and security, especially for women and girls. In particular, the project seeks to reduce the unacceptably high pre-trial detention rates across the country, including by strengthening the institutional capacities across the justice ‘chain’. In addition, the project supports the rollout of the community policing policy, by nurturing the relations between the police and the community with the view of better meeting community security needs. With funding from the PBF Support Office (PBF SO), the project was also designed in response to the Liberia Peacebuilding Plan on Peace, Security and Rule of Law, the United Nations Security Council resolution 2333 (2016), and UNSCR 1325 on Woman Peace and Security.

THE EVALUATION OBJECTIVES AND METHODOLOGY: Objectives of the evaluation: 1) To assess the level of progress that has been made towards achieving the outputs and outcomes articulated in the project document; 2) To capture key lessons learned, and to provide concrete recommendations for a possible second phase of the project. Methodology used: As per the Terms of Reference of the mission, the evaluation criteria are based on the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability and the cross-cutting topic of gender and gender equality. The methodology used combines qualitative and quantitative approaches, using interviews/surveys (from semi-structured questionnaires as primary information sources) and documentation review (secondary information sources). Respondents are comprised of stakeholders at the center of the *Pre-trial detention and rolling out the community Policing* project as well as the project’s direct and indirect beneficiaries across the country. From 07th to 25th October, 2019, 95 respondents were consulted by the evaluation team in five (5) out of 15 counties of Liberia. The diversified sources of information enabled the evaluation team to obtain critical inputs including expert advice, objectively verifiable data, indicators, baselines, milestones, existing reports, evaluations and technical papers, etc... in order to **ensure a strong triangulation** that supports the assessment of the project’s progress evaluation, issues and challenges analysis, findings, and recommendations.

PROJECT’S OUTCOMES: The project’s overall outcomes rating is deemed as **“Satisfactory”**. This achievement was derived by triangulating the overall “Satisfactory” rating from the stakeholder perception survey, the budget performance of 98.7% and the “Satisfactory” rating for achieving 10 of the 15 output/outcome indicator targets. However, some of these indicators, though positive, may be linked to other parallel rule of law projects or other related projects which may have increase their targets substantially. In light of the high-performance indicator rate (10 of 15) coupled with the overall “Satisfactory” rating from evaluation participants, we rate the project’s outcomes as “Satisfactory”.

Project's performance rating overview with regard to the evaluation questions

Performance domain	Rating	Comment
Relevance	Highly Satisfactory	The project is very well aligned with the country's justice and sustainable peace priorities as described in the Liberian Peacebuilding Plan of 2017, PAPD. With the current political fragility in Liberia, the project remains relevant and continues to carry out interventions that can sustainably address the country's peacebuilding and security needs and helping to mitigate potential sources of insecurity and conflict at grassroots level.
Effectiveness	Moderately satisfactory	Notable efforts and results have been achieved in terms of legal aid and release of unlawful pre-trial detainees, gender mainstreaming, and community outreach. However, some serious bottlenecks have been identified, mainly the limited ¹ human resources (judges, prosecutors, public defenders) and logistics support to adequately address the crowded number of unlawful pre-trial detainees in Monrovia, and other remotes counties of the country. In addition, the project's outputs and activities need to be strengthened and supported by better adequate human, technical and financial resources on one hand, and by an effective coordinated monitoring and evaluation mechanism on the other hand as well as a robust communication strategy.
Efficiency	Moderately Satisfactory	Given that the UNDP and the UN Women funds management mechanisms are accessible only to their staff with access to Atlas, there should be an alternative channel for effective information dissemination about the project resource utilization and project implementation activities for transparency purposes. Regarding the availability of information, although the project's financial information and its progress is available on the PBF's website, the majority of stakeholders consulted seem to be unaware of it hence the necessity to put in place a better dissemination strategy. Most of the respondent stressed out the issue of delays in receiving funds as a significant hinderance to running the project's activities but they were also satisfied with the frequent engagement of the project implementors.
Sustainability	Moderately Unsatisfactory	There are low levels in the reduction of pre-trial detainees throughout the country and the weaknesses of the judiciary system regarding the limited human capital resources (judges, prosecutors, public defenders, logistics, etc.) including an endemic corruption within the system. Prisons are still overcrowded by unlawful pre-trial detainees which is a continued violation of human rights and an evident risk to attaining a durable peace in the country.
Gender and Gender Equality	Highly Satisfactory	The project results demonstrate a transversal implementation of gender sensitive activities throughout the cycle of the project. It is determined that the continued advocacy on human rights and gender mainstreaming by the UNDP and the UN Women is creating a positive culture change with regard to these topics. Almost all of the gender-mainstreaming indicators in the LogFrame were achieved. In the context of the above PBF's Gender Marker framework, the evaluation has assigned the score 2 to the project as it has gender equality as a significant objective. With regard to the UNDP/UN Women Gender Result Effectiveness Scale, the score 4 (Gender responsive) is assigned to the project as its results addressed differential needs of men or women and equitable distribution of benefits, resources, status, rights but did not addressed root causes of inequalities in their lives.

¹ It is worth to note the use of pro bono or free lawyers, which CSOs have been providing in terms of legal aid and representation of disadvantaged groups/ indigents. But it is not enough to cover all the needs in place.

Recommendations

Based on the analysis from the data collected, we propose the following recommendations for a better outcome of the project's activities and outputs and for a durable peacebuilding across the country:

1. We are proposing that a new design of the project (Phase 2) should focus on three main target beneficiaries:
 - a. The justice system institutions and actors
 - i. Judges
 - ii. Prosecutors
 - iii. Public defendants
 - b. Pre-trial Detainees **as well as victims of violent crimes and SGBV survivors**²
 - c. Public and private media – to be well supported at the local and community level
2. Design an inclusive **communication strategy** towards the justice system stakeholders **with a full involvement of the public and private media**, including county level CSO, CBO, women and youth groups, **as well as the customary leaders**³.
3. Future or parallel projects should focus on putting in place development assistance programs for the violent crimes and SGBV survivors along with a provision of safe homes for those requiring psychosocial aid, social benefits, and other basic needs. For this particular group, future or parallel projects should also facilitate income generation activities to help them to be self-sufficient and ease their reintegration in the society. Further, a communication strategy with an effective awareness and sensitization program should be considered to support pre-trial detention victims in knowing their rights and how to access and navigate through the judiciary system.
4. Members of the criminal justice system should thrive and be supported to ensure that the presumption of innocence principle which is a human right is respected. This could help to avoid having people detained for unlawful long periods on allegations of committing crimes.

² This point is the very key for the general public to fully adhere to the project and contribute to its success. The main objectives for the project public acceptance have not been achieved. Some strong feelings from the general public were noted regarding the fact that this project strived to help accused of crimes while doing nothing for victims who also deserve justice and assistance from the Government and the international donors. Including a victim assistance component in the project could help to counter balance this negative perception.

³ Radio talk shows, jingle, flyers, bill boards with awareness messages are mediums that could be used targeted sensitization campaigns.

5. Government should promote the use of ADR and explore the possibility of working with leaders of customary justice system. The latter should be given better training to enable them understand human rights principles and to avoid the use of harmful traditional practices. Also, gender and the rights of women and children should be mainstreamed in all of these trainings.
6. Reintroduce and enhance probation services for children in conflict with the law to unload courts with those cases and help their reinsertion in the society.
7. There is a need to build the capacities of police and probation officers as well as prosecutors, defense lawyers, public defenders and judges in handling all aspects of the criminal procedure lawyers for men, women, children including juveniles, and girls.
8. The Government and its international partners should provide logistical support to the Women and Children Protection Section of the Liberia National Police in order to swiftly intervene in cases relating to women, girls and children.
9. Implement fast-track pre-trial courts across the country with mobile pre-trial squads. With a monthly' tours in key counties, these squads will come in full support to local judges, prosecutors and public defendants already in place locally. This strategy coupled with the hiring of additional lawyers to provide free legal representation, could help to drop significantly the number of pre-trial-detainees. In particular, it is strongly recommended that the Government prioritizes the establishment of a Fasttrack Court handling juvenile crimes petty crimes, crimes involving women, girls and children and other misdemeanor crimes.
10. Community dwellers should be trained in matters related to community policing including the importance of organizing a community policing as a measure responding effectively to the prevention of crimes and providing a fast response to crimes committed in the community as well as other acts of violence.
11. The government should leverage modern technology to address the issue of courts' record entry and storage which impacts to a certain point the speed of courts' processes and in the end contributes to the overloading of the courts. Currently, the process of writing testimonies and other court's transcripts is very tedious and time consuming.

1.0 Introduction: background, purpose and contextual analysis

1.1. Background

1. In December 2017, the Government of Liberia via the United Nations Development Programme (UNDP) and UN Women, received the sum of US\$2,680,000 (Two million six hundred eighty thousand United States dollars); with an allocation of \$1,680,000.00 (One million six hundred eighty thousand United States dollars) to UNDP and \$1,000,000.00 (One million United States dollars) to UN Women for strengthening the rule of law in Liberia with specific emphasis on addressing pre-trial detainees and rolling out of Community Policing. The support was part of the United Nations Peacebuilding Support Office (PBSO)/Peace Building Fund (PBF) initiatives. The overall goal of the project was to have access to improved justice, security and protection services, and the realization of their basic human rights.

2. The project sought to enhance rule of law through the development of efficient, accountable and harmonized justice and security institutions utilizing gender-sensitive and human-based approach and community engagements. Moreover, the project was designed to work closely with national and international actors in enhancing the capacities and instilling confidence of different justice and security institutions for sustained improvement in access to justice and security and protection services, especially for the vulnerable groups including women and children.

3. At the end of the project it is expected that pre-trial rates across the country will be considerably reduced by enhancing the institutional capacities across the Justice sector. Moreover, the project was rolled out to ensure enhanced contributions by CSOs to rule of law and community access to justice and increased advocacy to social mobilization and partnerships for strengthening gender-responsive legal aid and empowerment services. Other outputs include increased community policing that will enhance public engagement on community safety and other security matters at the local level and improved community policing structures that would foster improved participation by women and girls in justice and security needs.

4. This project is aligned with the *UNDP/UNMIL Joint Programme* which focused on empowering Civil Society Organizations (CSOs) in playing more watchdog roles; *OHCHR Project* seeking to boost the capacities of both government and CSOs to promote human rights; *SGBV Joint Programme* emphasizing the protection of women and children's rights and the provision of safe environment where women and children can realize their potentials and; *PBF-GPI Project-Inclusive Security: Nothing for Us without Us* ensuring a women peace hut network where women can be trained on peace and security and engage in strategic community dialogue with security and law enforcement sector.

5. Despite sustained efforts by the Government of Liberia (GoL), international organizations, Non-Governmental Organizations (NGOs), civil society and other relevant partners, access to justice and security remains a daunting challenge. Pre-trial detention, gender responsiveness across the justice chain, and community policing are three of the many challenges within the Justice and Security Sectors of Liberia. These challenges are compounded by limited capacities in the justice and security sectors, slow progress in national reconciliation, and limited implementation of critical government reforms. Prior to rolling out the project, pre-trial detention rates were as high as 64% with an average length of 169 days for pretrial detainees⁴. The increased rate and lengthy timeline of pre-trial detainees was alarming requiring the intervention of national and international actors to reduce its rate and time. Moreover, women and girls, though constituting a small minority, usually experienced deprived physical, psychological and social need translating to serious human rights violations⁵. Usually, women faced serious challenges in navigating the criminal justice system given limitations in understanding their rights, language barriers, and illiteracy.

6. Furthermore, although the considerable progress made to sustain the peace and security in the country, there are tremendous needs to address insecurity threats and substantial public concerns about personal (in)-security as potential triggers of conflict mainly at community and country levels through improved and inclusive state-society relations strategies. Community policing, still at its infancy, seeks enhanced relations between the communities and the police through enhanced dialogue and coordination. In this regard, the Liberian Peacebuilding Plan (LPP)⁶ identified the need to improve community-police relations and cooperation through community policing mechanisms to significantly increase communities' confidence in the Liberian National Police (LNP) and the criminal justice system. Strengthening the community-police partnerships to jointly prevent potential crimes and conflicts through national, county and district level security councils and other community-led structures such as the Peace Hut Women of Liberia, *palava* huts and Peace Committees are the key components of the LPP.

7. In order to mitigate these issues, the UNDP and UN Women, along with its partners, intended to contribute to the protection of the rights of the accused and reduce the unacceptably high pre-trial detention level through the recruitment, training and deployment of additional prosecutors, judges and public defenders as well as the establishment of a proper plea-bargaining system and advocacy. The program also sought to enhance the availability of gender-responsive legal aid services to women detainees utilizing female legal aid lawyers and paralegals. Finally, the UNDP and UN Women along with its partners sought to work towards the reorientation of the community

⁴ Project Document: Strengthening Rule of Law in Liberia

⁵ Ibid

⁶ The Liberia Peacebuilding Plan provided a well-developed framework for sustaining peace formulated in accordance with Security Council Resolution 2333 (2016), and directs the role of the United Nations system and other relevant partners in supporting Liberia's transition.

policy efforts by strengthening the capacity of community policing, the LNP, peacebuilding structures and relevant CSOs.

1.2. Purpose of the evaluation

8. The purpose of this evaluation is to assess the level of progress that has been made towards achieving the outputs and outcomes articulated in the Strengthening the Rule of Law in Liberia: Addressing Pre-Trial Detention and Rolling Out Community Policing project. In addition to appraising the overall impact of the Project, the evaluation is expected to capture key lessons learned, and to provide concrete recommendations for a possible second phase of the Project.

1.3. Contextual analysis and project description

9. The process of post-conflict recovery in Liberia has been ongoing for over a decade, resulting in several major governance and policy achievements. However, notwithstanding the gains made, issues identified as root causes of the country's civil war such as land disputes, lawlessness, corruption, boundary disputes, and concession related to tensions remain unaddressed⁷. The lives of many women are particularly insecure due to entrenched social inequality and sexual and gender-based violence (SGBV).

10. Indeed, despite sustained efforts by the Government of Liberia (GoL), international organizations, Non-Governmental Organizations (NGOs), civil society and other relevant partners, access to justice and security remains a daunting challenge. Pre-trial detention, gender responsiveness across the justice chain, and community policing are three of the many challenges within the Justice and Security Sectors of Liberia. These challenges are compounded by limited capacities in the justice and security sectors, slow progress in national reconciliation, and limited implementation of critical government reforms. Currently, pre-trial detention rates are as high as 64% with an average length of 169 days for pretrial detainees⁸. The increased rate and lengthy timeline of pre-trial detainees is very much alarming requiring the intervention of national and international actors to reduce its current rate and time. Moreover, women and girls, though constituting a small minority, usually experienced deprived physical, psychological and social need translating to serious human rights violations⁹. Usually, women faced serious challenges in navigating the criminal justice system given limitations in understanding their rights, language barriers, and

⁷ Project Document: Strengthening Rule of Law in Liberia

⁸ Ibid

⁹ Ibid

illiteracy. Community policing, still at its infancy, seeks enhanced relations between the communities and the police through enhanced dialogue and coordination.

11. The UNDP/UN Women Joint Project *Strengthening the Rule of Law in Liberia: Addressing Pre-Trial Detention and Rolling Out Community Policing* (2018-2019) aims to support the Government of Liberia in its efforts to build a society based on the principles of rule of law, human rights and justice. The Project is geared towards enhancing the capacities of, and public confidence in, rule of law institutions, as well as strengthening access to justice and security, especially for women and girls. In particular, the project seeks to reduce the unacceptably high pre-trial detention rates across the country, including by strengthening the institutional capacities across the justice ‘chain’. In addition, the project supports the rollout of the community policing policy, by nurturing the relations between the police and the community with the view of better meeting community security needs. With funding from the PBF Support Office (PBF SO), the project was also designed in response to the Liberia Peacebuilding Plan¹⁰ on Peace, Security and Rule of Law, the United Nations Security Council resolution 2333 (2016), and UNSCR 1325 on Woman Peace and Security.

12. **Project outcomes and outputs:** The Joint Project is built around two (2) mutually reinforcing and interlinked outcomes and five (5) outputs based on a clearly defined theory of change and building on lessons learned during the UN system’s engagement with the Liberian rule of law sector since 2003. The project’s key outcomes and outputs are displayed below as follows:

- ***Outcome 1: More inclusive, accountable and gender responsive justice and security institutions increase communities’ confidence in the justice system:***
 - o ***Output 1.1:*** Institutional capacities across the entire justice system “chain” enhanced, with a focus on reducing pre-trial detention rate across the country
 - o ***Output 1.2:*** Civil society contribution to rule of law and community access to justice enhanced
 - o ***Output 1.3:*** Advocacy, social mobilization and partnership to provide gender responsive legal aid services and empowerment supported
- ***Outcome 2: Public engagement on community safety and security related matters at the local level enhanced, notably by rolling out community policing:***
 - o ***Output 2.1:*** Joint initiatives on security and safety issues between communities and security institutions undertaken, as per the LNP’s community policing policy

¹⁰ A well-developed plan to direct the role of the United Nations system and other relevant partners, including multilateral and bilateral actors, in supporting Liberia’s transition. The plan was developed in response to United Nations Security Council resolution 2333 (2016).

- Output 2.2: Community policing structures effectively address women and girls' justice and security needs, by liaising with relevant government authorities.

13. **Implementation partners:** The project implementation partners include the Ministry of Justice, Ministry of Internal Affairs (MIA), Liberia National Police, Liberia Immigration Service, Prosecution Department, Bureau of Corrections and Rehabilitation, Independent National Human Rights Commission, Louis Arthur School of Law, Kofi Annan Institute for Conflict Transformation, Liberia National Bar Association (LNBA), Association of Female Lawyers in Liberia (AFELL), International Development Law Organisation (IDLO), Ministry of Gender, Social and Children Protection, Women Legislative Caucus, Prison Fellowship International Liberia (PFI), Institute of Research and Democratic Development (IREDD) and other selected CSOs/CBOs.

14. **Management strategy:** Underpinned by development principles such as empowerment, participation and inclusion, and guided by the 2030 Agenda for Sustainable Development Goals (SDGs), the project's management strategy includes a Steering Committee, which planned to meet twice a year comprised of the Minister of Finance and Development Planning, Ministry of Justice, Minister of Gender, Children and Social Protection, Inspector-General of Police, Chair of the National Civil Society Council, Executive Director of Women's NGO Secretariat of Liberia, UNDP and UN Women Country Representatives. A Technical Coordination Committee is also designed for the overall oversight, quality control, strategic guidance and supervision of the project implementation process.

15. **Performance indicators:** the project's performance indicators are displayed in the table below as follows:

Table 1: The Project Performance Indicators Checklist (Jan. 2018- Aug. 2019)

No.	Indicators	Baseline / Target
1	Pre-trial detention rates across the country	Baseline: 64% (2017) Target: 54%
2	Overarching Plead-bargaining system in place	Baseline: 0 Target: 1
3	Number of Judges, persecutors, and public defenders disaggregated by sex	Baseline:300 judges; Target: 350 Baseline: 60 prosecutors; Target: 75 Baseline 30 public defenders, Target: 35
4	Number of SGBV Crimes investigated	Baseline: 8 (2015), Target: 100
5	Number of CSO/CBO legal aid providers under the project disaggregated by location	Baseline: 0 Target: 12
6	Number of Legal Aid Beneficiaries under the project disaggregated by gender, age & location	Baseline: 0 Target: 500
7	Community legal literacy rate per county disaggregated by gender	Baseline: 10% (2015) Target: 20%
8	Gender Responsive legal aid and policy adopted	Baseline: 0 Target: 1
9	Number of Legal-aid providers with capacity to provide specialized legal aid services for women	Baseline: 1 (2017) Target: 3
10	Number of female pre-trial detainees with access to legal aid and assistance in all prison facilities in Liberia	Baseline: 40 (2017) Target: 56
11	Number of security 'hot-spot reduced' and intra-community tension/ disputes reduced	Baseline : N/A Target : 10
12	Number of community policing action plans jointly developed by local police officers and community members held	Baseline : N/A Target : 15
13	Number of Security Councils established and operational at both country and district	Baseline : 4 (2017) Target : 15
14	Number of women from peace huts, peace committees and early warning structures that engage in Community Watch Forums	Baseline : 0 Target : 30
15	Number of cases referred to the Police through community policing structures at the local level	Baseline : 25 (2017) Target : 300

2.0 Evaluation scope, objectives and approach

2.1. Scope of the evaluation

16. The independent outcome evaluation covered the following:
1. A comprehensive assessment report of the overall impact of the Project, including its linkage and complementarity with the projects in similar nature, such as the UNDP/OHCHR Joint Rule of Law Programme and the UN Women/UNDP/IOM joint project on Inclusive Security project (funded by PBF);
 2. Reviewed the support provided to the different justice and security sector institutions in the context of addressing pretrial detention, and promoting grassroots approaches that ensure public safety and security;
 3. Reviewed the support provided to, and through CSOs/CBOs in the context of community policing and peace huts initiatives as well as gender sensitive prison service delivery and legal aid and assistance;
 4. Appraised synergies and complementarities between the UNDP and the UN Women on one hand and relevant stakeholders, including government institutions, professional unions, civil society organizations, and academic institutions on the other hand;
 5. Appraised the extent to which the UNDP and the UN Women have managed to anchor the sustainability of their support;
 6. Reviewed the UNDP and the UN Women's efforts to mainstream gender and ensure the proper application of the human rights-based approach (HRBA);
 7. Discussed the main challenges faced by the Project, and also ways by which the UNDP and the UN Women have managed to overcome these;
 8. Offered a comprehensive risk assessment, including the UNDP and the UN Women's ability to manage risks effectively and responsibly; and
 9. Captured key lessons learned and provided concrete recommendations for the recalibration of a potential second phase of the Project.

2.2. Evaluation objectives

17. The Objectives of the evaluation are as follow:
- To assess the level of progress that has been made towards achieving the outputs and outcomes articulated in the project document
 - To capture key lessons learned, and to provide concrete recommendations for a potential second phase of the Project.

3.0 Evaluation methodology and limitation

3.1. Evaluation criteria

18. As per the Terms of Reference of the mission, the evaluation criteria are based on the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability and the cross-cutting topic of gender and gender equality. The evaluation questions used per criteria are as follows:

Relevance

- To what extent is the Project aligned with national development and peacebuilding priorities?
- Were the outputs and outcomes articulated in the project document appropriate and relevant?
- To what extent the outcomes and outputs in the project document contributed to Pillar 3- Sustaining the Peace of the Pro-poor Agenda for Prosperity and Development? Or addressing the Government's Justice, Security and Rule of Law priorities as reflected in the AfT, now PAPD?
- To what extent have the UNDP and the UN Women been able to adopt gender-sensitive and human rights-based approaches to their work?
- How successful has the Project been in terms of addressing the needs of the most vulnerable?

Effectiveness

- To what extent is the Project aligned with national development and peacebuilding priorities?
- Were the outputs and outcomes articulated in the project document appropriate and relevant?
- To what extent the outcomes and outputs in the project document contributed to Pillar 3- Sustaining the Peace of the Pro-poor Agenda for Prosperity and Development? Or addressing the Government's Justice, Security and Rule of Law priorities as reflected in the AfT, now PAPD?

- To what extent have the UNDP and the UN Women been able to adopt gender-sensitive and human rights-based approaches to their work?
- How successful has the Project been in terms of addressing the needs of the most vulnerable?

Efficiency

- Have the UNDP and the UN Women been able to ensure an efficient use of resources?
- To what extent was the project catalytic?
- Were the expected outputs delivered on time?
- To what extent have UNDP and UN Women been able to develop strong and enabling partnerships on the ground which was conducive to the delivery of the outputs?
- To what extent the efficiency of the implementation methods for the disbursement of funds and support to targeted beneficiaries was achieved?

Sustainability

- Have the UNDP and UN Women managed to adhere to key development principles, including national ownership, and ensure sustainability of results?
- Have the UNDP and UN Women managed risks effectively and responsibly?
- How effective was the exit/sustainability strategy by UNDP and UN Women to sustain positive changes made by the project?

Gender and Gender Equality

- Have the UNDP and UN Women managed to adhere to key development principles, including national ownership, and ensure sustainability of results?
- Have the UNDP and UN Women managed risks effectively and responsibly?
- To what extent have gender considerations been integrated into the project design and implementation?
- Were there any constraints when it comes to addressing gender issues during implementation? Which efforts were made to overcome these?

- To what extent have the output and outcome levels generated results for gender equality and the empowerment of women?

3.2. The project outcomes rating scale rationale

19. The evaluation criteria are adapted to and measured against the following outcomes' rating scale of the Joint Guidelines for Use in the International Rescue Committee (IRC) and the Operations Evaluation Department (OED/World Bank¹¹):

Highly Satisfactory There were **no** shortcomings in the achievement operation's objectives regarding the criterion.

Satisfactory There were **minor** shortcomings in the achievement operation's objectives regarding the criterion.

Moderately Satisfactory There were **moderate** shortcomings in the achievement operation's objectives regarding the criterion.

Moderately Unsatisfactory There were **significant** shortcomings in the achievement operation's objectives regarding the criterion.

Unsatisfactory There were **major** shortcomings in the achievement operation's objectives regarding the criterion.

Highly Unsatisfactory There were **severe** shortcomings in the achievement operation's objectives regarding the criterion.

20. When the respondent rates his knowledge of the project as *Highly Unsatisfactory*, or *Don't know*, the interview is interrupted, and the discussion goal changes and seeks to assess the respondent general knowledge of the issues of rule of law, pre-trial detention and community policing.

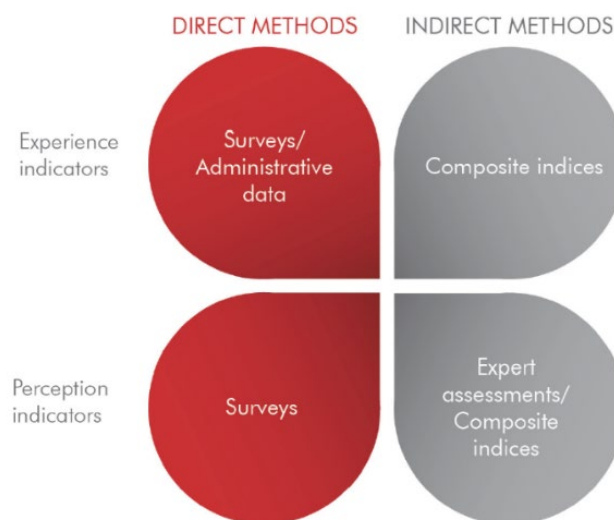
21. **On this point, it is important to note that ratings and conclusions of the evaluators may or may not be reflected in the ratings and conclusions of stakeholders and actors.** The rationale for this eventuality comes precisely from the following observation of UNICEF on the evaluation of development projects, which we adopted as a motto in this outcome evaluation:

¹¹ IRC and the OED, *Harmonized Evaluation Criteria for Outcome Evaluation*, International Rescue Committee (IRC) and Operations Evaluation Department (OED), an independent unit within the World Bank (<http://ieg.worldbankgroup.org/sites/default/files/Data/HarmonizeEvalCriteria.pdf>)

Project managers may have to confuse what they hope to get and what they really get. Given the difficulties on the ground, perhaps even because of the advantages on the ground, the actors themselves, being part of the dynamics of the action, an objective vision of the action by themselves is not without risk. Because they are subject to sympathy, piety or other emotional considerations. For the outside observer, therefore, throughout his investigation, a parallelism will be drawn between objectives and results (UNICEF, 1998)¹².

22. Our methodological approach is sustained by the evaluation standards developed by the United Nations Office on Drugs and Crime (UNODC), the UNDP and the Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice (SIGCVJ)¹³.

Figure 1: Main baselines and outcomes evaluation approaches



Source: UNODC/UNDP/INEGI, 2018

23. Thus, the current outcome evaluation is based on the analysis of diverse sources of information, including surveys (perception and opinion analysis), trustworthy project documents such as registries and statistics (collected before and at the end of the project life cycle), project baselines and targets, project life cycle, minutes, and project’s progress review reports conducted throughout its implementation process.

¹² *Methodological Guide for the Evaluation of Care Projects for Children Living in Especially Difficult Conditions (Working Children and Street Children)*, UNICEF Paraguay, March 1988

¹³ The Center of Excellence was created in 2010 with the purpose of initiating technical cooperation activities between the United Nations Office on Drugs and Crime (UNODC) and National Institute of Statistics and Geography of Mexico (INEGI)

3.3. The sampling

24. Respondents of the evaluation were comprised of stakeholders and actors at the center of the *Pre-Trial Detention and rolling out the Community Policing* project as well as the project's direct and indirect beneficiaries. The respondents' profiles are displayed in the table below.

Table 2: Profile of the evaluation sampling

		Gender						
		Frequency	Percent	Valid Percent	Cumulative Percent			
Valid	Male	56	63.6	65.1	65.1			
	Female	30	34.1	34.9	100.0			
	Total	86	97.7	100.0				
Missing	System	2	2.3					
Total		88	100.0					
		Type of respondent						
		Frequency	Percent	Valid Percent	Cumulative Percent			
Valid	Stakeholders/ Actors	43	48.9	48.9	48.9			
	Individual Pre-trial direct beneficiary	26	29.5	29.5	78.4			
	Inmate (indirect beneficiary)	19	21.6	21.6	100.0			
	Total	88	100.0	100.0				
		Respondents per type of institution/ actor						
		Frequency	Percent	Valid Percent	Cumulative Percent			
Valid	Government Institutions	28	31.8	31.8	31.8			
	International Development Partners	2	2.3	2.3	34.1			
	Civil Society Organizations (CSO)	13	14.8	14.8	48.9			
	Community-Based Organizations (CBO)	2	2.3	2.3	51.1			
	Individual Pre-trial Direct Beneficiary	23	26.1	26.1	77.3			
	Individual Pre-trial Non-Beneficiary (Inmate)	20	22.7	22.7	100.0			
	Total	88	100.0	100.0				
		Gender per stakeholders/actors Crosstabulation						
		Government Institutions	International donors	CSOs	CBOs	Individual Pre-trial Direct Beneficiary	Pre-trial Non-Beneficiary (Inmate)	Total
Gender	Male	18	2	9	1	19	7	56
	Female	10	0	4	1	4	11	30
Total		28	2	13	2	23	18	86

25. In total ,95 stakeholders were consulted. Their detailed list, as well as the project's direct and indirect beneficiaries consulted is displayed in Annex 2 of the Evaluation Report.

3.4. The data collection process

26. The evaluation data collection process was carried out from 07th to 25th October, 2019, in 5/15 counties of the country, namely Monserado (Monrovia), Bong (Gbarnga), Nimba (Sanniquellie), Bomi and Marguibi (Margibi). The table below breaks down the geographic distribution of the data collection process per county and per number of respondents.

Table 3: Data Collection geographic distribution per county and per number of respondents

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Montserrado County - Monrovia	52	59.1	59.1	59.1
Bong County - Gbarnga	10	11.4	11.4	70.5
Nimba County - Saniquellie	6	6.8	6.8	77.3
Bomi County	10	11.4	11.4	88.6
Margibi County	10	11.4	11.4	100.0
Total	88	100.0	100.0	

27. The data collection team was comprised of Dr Komi Gligbe (International Consultant), Mr. Teakon J. William (National Consultant) and four (4) experienced enumerators, namely: Mr. Jerry Lacula (Human Right Expert), Mr. Sylvestree Amara Jonhson (Sociologist and Certified Statistics Specialist), Mrs. Lucy A. B. Duculy (Sociologist and Law School Graduate and Health Services Professional) and Mrs. Weedor Lamine (Correctional Probation Officer).

3.5. The data analysis approach

28. The evaluation methodology combines qualitative and quantitative approaches, using interviews/surveys (primary information sources) and documentation reviews (secondary information sources). Stakeholders' ratings and comments collected with the semi-structured questionnaire have been recorded and analyzed using the Statistical Package for the Social Sciences (SPSS) data base. Only data from stakeholders and actors who have, at a minimum, a moderately satisfactory knowledge of the project were taken into account in the percentage calculations. However, the qualitative comments drawn from numerous open questions at the end of all the evaluation questions and beyond from all respondents were considered in the overall analysis of the project outputs and outcomes after a statistical data cleaning operation.

29. Ultimately, it is the diversified sources of information (including the desk review) which enabled the evaluators to obtain critical inputs, including expert advice, objectively verifiable data,

indicators, baselines, milestones, existing reports, evaluations and technical papers, etc., in order to **ensure a strong triangulation** that supports progress, issues and challenges analysis, findings, strategy and policy options, and recommendations.

3.6. Constraints and limitations of the study

30. **Duration of the evaluation:** The evaluation mission duration (1 month) was inadequate to gather throughout the country all the information required for this evaluation. Remedial measures: In order to mitigate the impact of the time constraint, the evaluators hired four research assistants and enumerators (2 females and 2 males) who intensified efforts to reach out to a maximum number of stakeholders including project' actors and beneficiaries and non-beneficiaries. . Additionally, besides face-to-face interviews, the evaluation questionnaire was sent to stakeholders using emails in order to get quick feedbacks on their ratings and comments on the project.

31. **Accessibility to remote counties:** The evaluators were restricted to accessible areas which could skew the data given the use of non-random purposive sampling.

32. Remedial measures: The team managed to reach one of the very difficult accessible areas, Sanniquellie, located far at the borders of Côte d'Ivoire and Guinea thus removing the issue of skewness of collected data.

33. **Access to participants:** The evaluators could not get the full list of participants provided because of various reasons ranging from: (1) request for an official letter from the UNDP and the UN Women before granting interviews or answering the questionnaires, (2) unavailability of some officials and other key stakeholders averred that they were either heavily engaged or travelling on government matters, (3) disinterestedness of some stakeholders in the process and (4) some could not be reached at all. In one case, prison officials have refused the evaluation team to enter their facilities without having an authorization from their supervisory Ministry despite having an official introduction letter from the UNDP Country Representative given to the evaluation team. In another instance, a city solicitor blatantly requested to be paid 100 US dollars before answering the questionnaire and the team had to drop him as a credible respondent. In fact, the problem of corruption in the judicial sector is a recurring topic mentioned by stakeholders/ actors, including prosecutors, as one reason justifying the resistance of some judges to release illegally detained defendants.

34. Remedial measures: The deployment of six field researchers (instead of two, as per the TORs) enabled the mission to reach a diverse and statistically significant number of respondents as well as performing the gathering of the necessary information required in order to successfully complete the field work exercise.

4.0 The Evaluation Findings

4.1 Overview

The project's performance overall rating is determined as "Satisfactory".

35. **Rationale sustaining the overall rating:** Overall, this achievement was derived by triangulating the overall "Satisfactory" rating from the stakeholder perception survey, budget performance of 98.7% and "Satisfactory" rating from achieving 10 of the 15 output/outcome indicator targets. However, some of these indicators, though positive, may be linked to other parallel rule of law projects or other related gender mainstreaming projects which may have impacted the project's targets substantially. In light of the high-performance indicator rate (10 of 15) coupled with the overall "Satisfactory" rating from evaluation participants, the project overall rating is deemed to be "Satisfactory".

36. With regard to Outcome 1, the target relating to Key Indicator 1 (percentage of pre-trial detention rates across the country) was to reduce pre-trial rates from 64% to 54%. However, the project registered a low-level progress of only 3% reduction (from 64% to 61%) which constitutes a 30% progress rate. As for the project's results relating to the Key Indicator 2 (Number of judges, prosecutors, and public defenders, disaggregated by age, gender, educational attainment and location), we noticed a 17% increase in public defenders (from 30 to 35) of its target. However, there was no change in the number of judges and prosecutors although the planned target was to increase the number of judges by 50 (from 300 to 350) and the number of prosecutors by 15 (from 60 to 75). At the completion of the project, this target was not achieved. For Key Indicator 3, there was an anticipated increase in the number of female pre-trial detainees with access to legal aid and assistance in all prison facilities. Here, the project outstandingly exceeded its target by 350% (from 56 to 232). Another success was also registered on the Key Indicator 4 regarding the increase in number of legal aid beneficiaries of the project, disaggregated by gender, age and location with 1411 legal aid beneficiaries including 912 females which is another outstanding increase of 182%.

37. The project met its target for number of CSOs/CBOs, proving legal aid disaggregated by location. All 12 of the targeted CSOs/CBOs participated in the provision of legal aid and literary to detainees. In addition, all other targets, mainly output indicators, achieved or exceeded their targets with the exception of the indicator relating to the number of community policing action plans jointly developed between local police officers and community members held which recorded a reduced target of 66%. Table 4 below provides a breakdown of the various output and outcome indicators.

Table 4: The project overall results with regard to the anticipated targets (Jan. 2018- Oct. 2019)

No	Indicators	Baseline / Target	Achievement	Status
1	Pre-trial detention rates across the country	Baseline: 64% (2017) Target: 54% (10%)	Target not met as only a 3% was registered decrease from 64% to 61%	Moderately Unsatisfactory
2.	Overarching Plead-bargaining system in place	Baseline: 0 Target: 1	No plea-bargaining system in place	Not Satisfactory
3.	Number of judges, persecutors, and public defenders disaggregated by sex	<u>Judges</u> Baseline:300; Target: 350 <u>Prosecutors</u> Baseline: 60 Target: 75 <u>Public defenders</u> Baseline 30 Target: 35	Target met and exceeded by 17% regarding the number of public defender (from 30 to 35). No increase in the number of judges or prosecutors hence the targets were not met on those two points.	Moderately Satisfactory
4	Number of SGBV Crimes investigated	Baseline: 8 (2015), Target: 100	Target met and exceeded by 320% (from 100 to 320) (220%)	Highly Satisfactory
5	Number of CSO/CBO legal aid providers under the project disaggregated by location	Baseline: 0 Target: 12	Increase in target, from 0 to 12 (100%)	Highly Satisfactory
6	Number of Legal Aid Beneficiaries under the project disaggregated by gender, age & location	Baseline: 0 Target: 500	Target exceeded by 82% (from 500 to 1441)	Highly Satisfactory
7	Community legal literacy rate per county disaggregated by gender	Baseline: 10%(2015) Target: 20%	Target met	Highly Satisfactory
8	Gender Responsive legal aid and policy adopted	Baseline: 0 Target: 1	Target met and exceeded by 400% (from 1 to 5)	Highly Satisfactory
9	Number of Legal-aid providers with capacity to provide specialized legal aid services for women	Baseline: 1 (2017) Target: 3	Target met	Satisfactory
10	Number of Pre-trial detainees with access to legal aid and assistance in all prison facilities in Liberia	Baseline: 40 (2017) Target: 56	Target met and exceeded by 314% (an increase from 56 to 232)	Highly Satisfactory
11	Number of security 'hot-spot reduced' and intra-community tension/disputes reduced	Baseline : N/A Target : 10	Target met and exceeded by 80% (from 10 to 18)	Highly Satisfactory
12	Number of community policing action plans jointly developed between local police officers & community members held	Baseline : N/A Target : 15	Target not met. A 66% decrease in target was noticed (from 15 to 5)	Moderately Unsatisfactory
13.	Number of Security Councils established and operational at both the country and the district level	Baseline : 4 (2017) Target : 15	Target met. 15 Security Council established and operational	Highly Satisfactory
14.	Number of women from peace huts, peace committees and early warning structures that engage in Community Watch Forums	Baseline : 0 Target : 30	Target met and exceeded by 17% (an increase from 30 to 35)	Highly Satisfactory
15.	Number of cases referred to the Police through community policing structures at the local level	Baseline : 25 (2017) Target : 300	Target met and exceeded by 5% (from 300 to 316)	Highly Satisfactory
Overall Performance Indicator Rating			Satisfactory	

38. Generally, the progress concerning the Rolling out Community Policing measured against the planned outputs and outcomes is highly satisfactory. The number of security councils established and operationalized at both the county and district levels increased from 4 to 15 a 225% increase (Key Indicator 1). In addition, the number of cases referred to the police through community policing structures at the local level increased significantly from 25 to 316 (1000%) (Key Indicator 2). However, it has to be noted that all indicators under the Community Policing outcomes were output indicators and as such, the Rolling out the Community Policing is yet to demonstrate its real impact on the perception of the general public and confidence vis-à-vis the Liberian National Police as well as the Liberian Justice System.

4.2. Responses to the evaluation criteria

39. The overall rating for the project based on interviews of key stakeholders, focal group discussions and questionnaires was “**Satisfactory**”. Indeed, an average of 22% of those participating in the evaluation indicated that they were satisfied with the project based on the OECD/DAC indicators of relevance, effectiveness, efficiency, sustainability and the cross-cutting issue of gender. This low percentage, though the highest among the key success factors was attributed to the fact that 49% of participants in the evaluation did not know much about the project. Table 5 below displays project stakeholders rating with regard to project relevance, effectiveness, efficiency, gender equity and sustainability:

Table 5: Overall rating of the project by the stakeholders

	Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Unsatisfactory	Highly Unsatisfactory	Don't know	Total
Relevance	16%	31%	14%	3%	3%	33%	100%
Effectiveness	6%	15%	17%	5%	6%	51%	100%
Efficiency	5%	17%	13%	2%	3%	60%	100%
Sustainability	6%	16%	7%	6%	6%	59%	100%
Gender and Gender Equity	11%	32%	12%		2%	43%	100%
Average	9%	22%	13%	3%	4%	49%	100%

40. The overall rating for the project based on key informant interviews, focal group discussions, questionnaires and the desk review (including administrative and statistical data objectively verifiable) was “**Satisfactory**”. Below is the aggregate breakdown of responses from the evaluation team and its respective rationales:

Table 6: Project Overall rating by the evaluators with regard to the evaluation questions

Performance domain	Rating	Comment
Relevance	Highly Satisfactory	The project is very well aligned with the country's justice and sustainable peace priorities as described in the Liberian Peacebuilding Plan of 2017, PAPD. With the current political fragility in Liberia, the project remains relevant and continues to carry out interventions that can sustainably address the country's peacebuilding and security needs and helping to mitigate potential sources of insecurity and conflict at grassroots level.
Effectiveness	Moderately satisfactory	Notable efforts and results have been achieved in terms of legal aid and release of unlawful pre-trial detainees, gender mainstreaming, and community outreach. However, some serious bottlenecks have been identified, mainly the limited ¹⁴ human resources (judges, prosecutors, public defenders) and logistics support to adequately address the crowded number of unlawful pre-trial detainees in Monrovia, and other remotes counties of the country. In addition, the project's outputs and activities need to be strengthened and supported by better adequate human, technical and financial resources on one hand, and by an effective coordinated monitoring and evaluation mechanism on the other hand as well as a robust communication strategy.
Efficiency	Moderately Satisfactory	Given that the UNDP and the UN Women funds management mechanisms are accessible only to their staff with access to Atlas, there should be an alternative channel for effective information dissemination about the project resource utilization and project implementation activities for transparency purposes. Regarding the availability of information, although the project's financial information and its progress is available on the PBF's website, the majority of stakeholders consulted seem to be unaware of it hence the necessity to put in place a better dissemination strategy. Most of the respondent stressed out the issue of delays in receiving funds as a significant hinderance to running the project's activities but they were also satisfied with the frequent engagement of the project implementors.
Sustainability	Moderately Unsatisfactory	There are low levels in the reduction of pre-trial detainees throughout the country and the weaknesses of the judiciary system regarding the limited human capital resources (judges, prosecutors, public defenders, logistics, etc.) including an endemic corruption within the system. Prisons are still overcrowded by unlawful pre-trial detainees which is a continued violation of human rights and an evident risk to attaining a durable peace in the country.
Gender and Gender Equality	Highly Satisfactory	The project results demonstrate a transversal implementation of gender sensitive activities throughout the cycle of the project. It is determined that the continued advocacy on human rights and gender mainstreaming by the UNDP and the UN Women is creating a positive culture change with regard to these topics. Almost all of the gender-mainstreaming indicators in the LogFrame were achieved. In the context of the above PBF's Gender Marker framework, the evaluation has assigned the score 2 to the project as it has gender equality as a significant objective. With regard to the UNDP/UN Women Gender Result Effectiveness Scale, the score 4 (Gender responsive) is assigned to the project as its results addressed differential needs of men or women and equitable distribution of benefits, resources, status, rights but did not address root causes of inequalities in their lives.

¹⁴ It is worth to note the use of pro bono or free lawyers, which CSOs have been providing in terms of legal aid and representation of disadvantaged groups/ indigents. But it is not enough to cover all the needs in place.

4.2.1. Project knowledge level by stakeholders, beneficiaries and non-beneficiaries

41. **The level of knowledge of the project by project actors is very low. Indubitably, the project knowledge level by the general public would be even lower.**

42. One question asked of stakeholders was to rate their knowledge of the UNDP/UN Women project on *Addressing Pre-Trial Detention and Rolling Out Community Policing* (2018-2019). The majority of the respondents (57 %) declared that they did not know about the project. 33% of the respondents asserted that their level of knowledge of the project is highly unsatisfactory, even though they are aware about the prisons overcrowding issue throughout the country. Only 43 % of the stakeholders have reported having a highly satisfactory level (6%) of awareness of the project, a satisfactory level (14%) or moderately satisfactory level (10%) of knowledge of the project, while 14% of them described their knowledge of the project as moderately unsatisfactory.

43. **The low level of project awareness by stakeholders consulted demonstrates the fact that the project lacks an effective communication strategy towards its stakeholders and the general public hence the necessity to address this issue in case Project Phase 2 is considered.**

4.2.2. Relevance

44. In this section, the project's performance is measured against its objectives and implementation strategy in relation with the national development plans of Liberia. In order words, the evaluation of the project's relevance aimed to determine how the project was aligned with national development and peacebuilding priorities and assess to what extent the outputs and outcomes articulated in the project document were relevant and contributed to Pillar 3- Sustaining the Peace of the Pro-poor Agenda for Prosperity and Development (PAPD). Further, both the UNDP and the UN Women have been able to adopt gender-sensitive and human rights-based approaches to their work, and as such, the project relevance evaluation also measured how the project addressed the needs of the most vulnerable.

45. **The project is deemed to be highly relevant and a continuation of its activities (under a Phase II format or any other mechanism) is strongly recommended.** The project outputs and activities, however, need to be strengthened and supported by better adequate human, technical and financial resources on one hand, and an effective monitoring and evaluation mechanism as well as a robust communication strategy. The project is very well aligned with the country's justice and sustainable peacebuilding priorities as described in the Liberian Peacebuilding Plan of 2017, PAPD. This point was confirmed by an overwhelming majority of stakeholders and actors consulted (87 %) who consider the project as highly relevant (29%), relevant (45%) or moderately relevant (13%) with

regard to its alignment with the development and peacebuilding priorities of the country. Table 7 below gives a summary of the stakeholders' views regarding the project relevance.

Table 7: Overall rating of the project relevance by the stakeholders

	Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Unsatisfactory	Highly Unsatisfactory	Don't know	Total
Alignment with Peacebuilding priorities	29%	45%	13%		5%	8%	100%
Outputs & Outcomes articulation	18%	29%		6%		47%	100%
Contribution to PAPD	12%	9%	15%		6%	59%	100%
Gender-sensitive & Human Right Approach	12%	51%	14%			23%	100%
Needs of most vulnérables	9%	20%	26%	11%	3%	31%	100%
Average	16%	31%	14%	3%	3%	33%	100%

46. Gender sensitiveness and human rights approach comes second in rating by the stakeholders regarding the project relevance on this point. Indeed, the vast majority of the respondents (77 %) rated the project as bearing gender-sensitive and human rights approach, while 51% of the stakeholders consulted declared the project as being Satisfactory in addressing gender and human right issues. A percentage of 12 % of the respondents declared the project as highly satisfactory in relation to gender sensitivity and human right approach.

4.2.3. Effectiveness

47. This part of the evaluation measured the level of achievement of the objectives of the development intervention and the level of operational efficiency of the project. In other words, the evaluation of the project's effectiveness is mainly related to the level of its progress achievements, attainment of targeted beneficiaries, strengthening the capacity of relevant duty-bearers and rights-holders, and the existence of proper monitoring mechanisms and organizational structures as well as managerial support and coordination mechanisms to effectively support the delivery of the project.

48. **The analysis from the data collected demonstrates that the project's effectiveness is moderately satisfactory while available data collected from the ground demonstrates that the project effectiveness in attaining its objectives as planned is mixed (from highly satisfactory to highly unsatisfactory).**

49. While tremendous efforts and results have been achieved in terms of legal aid and release of unlawful pre-trial detainees, gender mainstreaming, and community outreach in the context of rolling out the community policing, some serious bottlenecks have been identified such as the limited human resources (judges, prosecutors, public defenders) and logistics to appropriately cover the crowded number of unlawful pre-trial detainees in Monrovia, as well as in the remotes counties of the country. In addition, numerous stakeholders, including prosecutors, city solicitors, and pre-trial detainees have indicated to the evaluation team that resistance to change from the judiciary system as well as the endemic corruption in courts are major hindrances preventing the project to attain all its targets. Table 8 provides an overview of the stakeholders rating regarding the project effectiveness.

Table 8: Overall rating of the project effectiveness by the stakeholders

	Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Unsatisfactory	Highly Unsatisfactory	Don't know	Total
Progress made towards achieving anticipated outputs and outcomes	3%	21%	21%	3%	6%	47%	100%
Targeted beneficiaries reached and are satisfied with the results		18%	27%	9%	6%	41%	100%
Duty-bearers and rights-holders' capacities strengthened		20%	26%	6%	6%	43%	100%
Monitoring mechanisms in place to measure progress	9%	9%	6%	6%	12%	58%	100%
Organizational, managerial support and coordination mechanisms	17%	9%	6%		3%	65%	100%
Average	6%	15%	17%	5%	6%	51%	100%

50. The low level of monitoring and ineffective coordination of the project by the project's managers was also mentioned as one of the factors contributing to the weak results in some areas.

51. The conclusion on the mixed results of the project with regard to the administrative and statistical data collected¹⁵ is also corroborated by the ratings and comments from the stakeholders consulted. Only 45% of them have rated the progress made towards achieving anticipated outputs and outcomes as highly satisfactory (3%), satisfactory (21%) or moderately satisfactory (21%). Also, only 46% of them stated that the duty-bearers and rights-holders' capacities have been strengthened.

52. Most of the respondents and stakeholders estimated that the rolling out of a massive awareness campaign on Human Rights and Gender Responsiveness, laws and rights is the strategy that contributed significantly to help the project achieving its outcomes. Such campaign included radio talk shows, jingles, flyers, bill boards as well as reaching people on the ground

4.2.4. Efficiency

53. This part of the evaluation measured the project's level of achievement with regard to the optimal use of the available resources in terms of fund, time, and human resources. Additionally, this section aims at determining to what extent the project was catalytic and if the UNDP and the UN Women have been able to develop strong and enabling partnerships on the ground which was conducive to the delivery of the outputs.

54. **The level of the project's efficiency is considered Moderately Satisfactory.** Given that UNDP and UN Women funds management mechanisms is accessible only to their staff with access to Atlas, there should be an alternative channel for effective information dissemination of resource utilization and project implementation activities for transparency. There should be period (quarterly) update on fund utilization, project progress and next steps to all participants involved in project implementation.

Project' Financial Analysis

55. The financial analysis of the project is based on the Atlas data and financial data sheets provided by the UNDP and UN Women respectively. The total budget for the project was \$2,680,000 with an expenditure of 2,644,407. This expenditure represents 98.7% of the planned budget which showed full utilization of the budget. The table 9 below displays the budget utilization.

¹⁵ Overall, two (2) of the six (6) major indicators (pre-trial rates and increase in the number of judges, prosecutors and public defenders) valuable to the success of the project were not met. However, four other key indicators linked to parallel Rule of Law projects or other related projects were exceeded (with an impressive 350% achievement for female pre-trial detainees' access to legal aid and assistance).

Table 9: Project budget utilization

BUDGET EXPENDITURE REPORT						
No.	Expenditure Items	Budget	UNDP Exp.	UN Women Exp.	Total	Variance
1	Staff and Other Personnel	246,898	135,656.84	91,221.78	226,878.62	20,019
2	Supplies, Communities and Materials	131,095	51,738.73	73,974.38	125,713.11	5,382
3	Equipment, Vehicles and Furniture	132,366	86,253.95	43,985.44	130,239.39	2,127
4	Contractual Services	123,702	75,485.82	53,749.95	129,235.77	(5,534)
5	Travels	189,400	129,997.28	68,914.33	198,911.61	(9,512)
6	Transfers and Grants to Counterparts	1,426,212	895,009.69	505,126.77	1,400,136.46	26,076
7	General Operating and Other Direct Costs	255,000	164,007.13	97,606.79	261,613.92	(6,614)
8	Programme Support Costs / Indirect cost	175,327	106,257.85	65,420.56	171,678.41	3,649
	Total	2,680,000	1,644,407	1,000,000	2,644,407	35,593

57. Almost the entire project’s budget, in particular 98.7% (2.64m of 2.68m) was utilized. This high disbursement level reflects some level of efficiency in the distribution of the required funds to carry out project activities. Despite this high disbursement, 16% (433K) of the total revenue was expended on indirect cost compared to the stipulated 10% (7%, GMS & 3%, IIS).

58. Further analysis of the budget showed that 58% (contractual services and transfer of grants to counterparts) of the planned expenditure was allotted for actual project activities with 42% allotted for GMS, IIS, and other material and operational costs not linked directly to the actual implementers. Similarly, 59% of the actual project activities and 41% of non-direct project activities were utilized according to UNDP and UN Women financial data. In future project more resources, preferably 70%, should be directed towards these “actual project activities” to tackle the numerous challenges involved in managing the complex Rule of Law project.

Table 10: Project total budget

BUDGET FOR RULE OF LAW PROJECT				
No.	Categories	UNDP Budget Amount	UN Women Budget Amount	TOTAL
1	Staff and Other Personnel	145,000	101,898	246,898
2	Supplies, Communities and Materials	65,915	65,179	131,095
3	Equipment, Vehicles and Furniture	94,000	38,366	132,366
4	Contractual Services	70,000	53,702	123,702
5	Travels	130,000	59,400	189,400
6	Transfers and Grants to Counterparts	895,178	531,034	1,426,212
7	General Operating and Other Direct Costs	170,000	85,000	255,000
Sub_Total		1,570,093	934,579	2,504,673
8	Indirect Support Costs	109,907	65,421	175,327
	Total	1,680,000	1,000,000	2,680,000
	GRAND TOTAL			2,680,000

59. **The project is not yet catalytic.** The project achieved results and lessons learnt have not yet brought additional partners and funding to strengthen its outcomes. Findings and recommendations from the current evaluation could encourage other Liberian development partners and the Liberian Government itself to step in and continue some of the project’ activities. However, it is noted that the project is effectively complementing and in full synergy with other projects of the UNDP ¹⁶, the UN Women¹⁷, the Peacebuilding Fund Office and the Liberian Government Policies and operational Strategies¹⁸, as well as activities of CSO and CBO.

¹⁶ UNDP/OHCHR Joint Programme entitled *Strengthening the Rule of Law in Liberia: Justice and Security for the Liberian People* (2017-2019)

¹⁷ *Gender-responsive Peacebuilding and Rule of Law*, June – December, 2018; *Promoting Women’s Rights and Access to Justice*, 2018-2019

¹⁸ Policy document for the Liberian National Police, *Administrative Instruction on Gender Sensitive, Community-Oriented Policing, and Action Plan*

Table 11: Overall rating of the project efficiency by the stakeholders

	Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Unsatisfactory	Highly Unsatisfactory	Don't know	Total
Funds Management/ Disbursements	6%	15%	12%		3%	64%	100%
Time management	3%	12%	24%	3%	3%	55%	100%
Human Resources	10%	16%	16%	3%	7%	48%	100%
Project catalytic?		21%	4%			75%	100%
Partnerships on the ground	7%	23%	7%	3%	3%	57%	100%
Average	5%	17%	13%	2%	3%	60%	100%

60. The management of the project’s resources is one area where stakeholders, including those from some beneficiary institutions have mostly reported not being aware of. Overall, the majority of them (60%), have declared not being able to determine the extent to which the project management mechanisms have been efficient. While only 33% of them have declared that the project’s implementation methods for the disbursement of funds and support to targeted beneficiaries were highly satisfactory (6%), satisfactory (15%) or moderately satisfactory (12%), 3% of them have judged it highly unsatisfactory.

61. Regarding the catalytic impact of the project, while a quarter of the stakeholders consulted (25%) recognized that the project’s catalytic results as satisfactory (21%) or moderately satisfactory (4%). Further, more than one third of them (37%) have stated that the UNDP and the UN Women have been able to develop strong and enabling partnerships on the ground which was conducive for attaining project outputs targets: 7% rated the partnerships as highly satisfactory, 23% as satisfactory and another 7% as moderately satisfactory.

Table 12: Rating of the project efficiency by the stakeholders on its resources' management

Efficiency rating by stakeholders per type of beneficiary with regard to the <u>fund</u> management								
		Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Unsatisfactory	Highly Unsatisfactory	Don't know	Total
Type of Beneficiary	Institutional Level Direct Beneficiary	0	2	3		1	8	14
	Institutional Level Indirect Beneficiary	2	2	1		0	6	11
	Individual Pre-trial Direct Beneficiary	0	0	0		0	4	4
	Individual Pre-trial Non-Beneficiary (Inmate)	0	0	0		0	3	3
Total		2	4	4		1	21	32
Efficiency rating by stakeholders per type of beneficiary with regard to the <u>Time</u> management								
Type of Beneficiary	Institutional Level Direct Beneficiary	0	1	5	0	0	8	14
	Institutional Level Indirect Beneficiary	1	3	2	1	1	3	11
	Individual Pre-trial Direct Beneficiary	0	0	0	0	0	4	4
	Individual Pre-trial Non-Beneficiary (Inmate)	0	0	0	0	0	3	3
Total		1	4	7	1	1	18	32
Efficiency rating by stakeholders per type of beneficiary on project <u>Human Resources</u>								
Type of Beneficiary	Institutional Level Direct Beneficiary	1	0	4	1	1	6	13
	Institutional Level Indirect Beneficiary	2	4	1	0	0	3	10
	Individual Pre-trial Direct Beneficiary	0	0	0	0	1	3	4
	Individual Pre-trial Non-Beneficiary (Inmate)	0	0	0	0	0	3	3
Total		3	4	5	1	2	15	30

4.2.5. Sustainability

62. The evaluation of the project’s sustainability seeks to determine whether the UNDP and the UN Women have managed to adhere to key development principles, including national ownership, and ensure sustainability of results, risks effectively and responsibly as well as how effective was the exit/sustainability strategy by UNDP and UN Women to sustain positive changes made by the project.

63. It appears from the analysis of the project relevance, effectiveness and the efficiency that its sustainability is **moderately unsatisfactory**. This statement is evidenced by low levels observed in the reduction of pre-trial detainees throughout the country, the weaknesses of the judiciary system including its limited resources (judges, prosecutors, public defenders, logistics, etc.) and the endemic corruption within. Prisons are still overcrowded by unlawful pre-trial detainees which is a violation of human rights and an evident risk to having durable peace in the country.

64. In fact, only 40% of stakeholders consulted consider that the UNDP and the UN Women managed to adhere to key development principles, including national ownership, and ensure sustainability of obtained results. They are also only 26% stating that those UN agencies managed risks effectively and responsibly. Moreover, only 19% of respondents believe into the existence of an effective exit strategy to sustain achieved results.

Table 13: Overall rating of the project sustainability by the stakeholders

	Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Unsatisfactory	Highly Unsatisfactory	Don't know	Total
National ownership	7%	23%	10%	10%	3%	47%	100%
Effective risks effectively and management	10%	10%	6%	10%	9%	55%	100%
Exit/ sustainability strategy - to sustain positive changes		14%	4%		7%	75%	100%
Average	6%	16%	7%	6%	6%	59%	100%

65. However, based on the data collected and desk document reviews, the evaluation team estimates that the continued advocacy on the human rights and gender mainstreaming by the UNDP and the UN Women is creating a positive culture change with regard to these topics.

4.2.6. Gender and Gender Equity

66. The survey question related to the gender and gender equity aims to determine the extent to which gender considerations have been integrated into the project design and implementation, measure how the output and outcome generated results for gender equality and contributed to women empowerment and if all target beneficiaries have been reached.

67. **Based on the data collected and their analysis, it is clear that gender awareness and gender mainstreaming are the most successful component of the project. Thus, the evaluation team considers the level of the Gender and Gender Equity as highly satisfactory. Not only the gender aspect was a key component in numerous planned outputs and outcomes¹⁹ in the project document but also, the project results demonstrate a crosscutting implementation of gender sensitive activities throughout the cycle of the project.**

68. The evaluation team rating of the project gender aspects is supported by the conceptual and operational framework of the UN System on Gender Mainstreaming requirement in all UN supported programmes and project. The gender issue in development is fundamentally related to equality in opportunities, access to power and resources. It is about inclusiveness in all development domains. Gender Equality Strategy functioned as an integrating dimension of the UNDP's Strategic Plan (2008-2013) and helped promote gender equality and women's empowerment." (UNDP, 2015, 2)²⁰. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects (UN Women)²¹. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality" (PKOD, 2004, p. 4)²².

69. The PBF has used a Gender Marker system since 2009 to track its financial allocation to projects that promote gender equality and women's empowerment (PBF, 2019). The PBF Gender Marker is based on a 4-point scale, aligned with the UNDG standard as summarized in Table 14 below:

¹⁹ Not only 5/15 of the project performance indicators (No 4, 7, 8, 9 and 14) are specifically directed towards women but all the remaining outcome indicators comprise gender and gender equality component.

²⁰ UNDP, « Evaluation of UNDP contribution to Gender Equality & Women's Empowerment (GEWE) », 3 septembre 2015, Presentation by Director, Independent Evaluation Office, Mr. Indran Naidoo

²¹ <http://www.un.org/womenwatch/osagi/gendermainstreaming.htm>

²² Department of Peacekeeping Operations (DPKO) Peacekeeping Best Practices Unit, *Gender Resource Package for Peacekeeping Operations* (New York, United Nations, 2004)

Table 14: Gender Marker Score

Note/marque	Description
0	No observable contribution of outputs to gender equality is expected
1	Projects that will contribute in some way to gender equality, but not significantly
2	Projects that have gender equality as a significant objective
3	Projects that have gender equality as a principal objective

70. In the context of the above PBF’s Gender Marker framework, a score 2 is assigned to the project as it has gender equality as a significant objective.

71. Additionally, as an outcome evaluation exercise, it is important to determine how the UNDP Gender Results Effectiveness Scale (GRES)²³ applies to the project’s results.

Table 15: Gender Results Effectiveness Scale (GRES)

	SCALE	DESCRIPTION
1	Gender negative	Result had a negative outcome that aggravated or reinforced existing gender inequalities and norms
2	Gender blind	Result had no attention to gender, failed to acknowledge the different needs of men, women, girls and boys, or marginalized populations
3	Gender targeted	Result focused on the number of equity (50/50) of women, men or marginalized populations that were targeted
4	Gender responsive	Results addressed differential needs of men or women and address equitable distribution of benefits, resources, status, rights but did not address root causes of inequalities in their lives
5	Gender transformative	Result contributes to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations

72. In the context of the above UNDP Gender Result Effectiveness Scale, the score 4 (Gender responsive) is assigned to the project as its results addressed differential needs of men or women and address equitable distribution of benefits, resources, status, rights but did not address root causes of inequalities in their lives.

²³ UNDP, 2015: “Evaluation of UNDP Contribution to Gender Equality and Women’s Empowerment”, by Chandi Kadirgamar, Ana Rosa Soares & al.
[file:///C:/Users/KomiGratias/Downloads/Gender_Illustrated_Summary_2015%20\(2\).pdf](file:///C:/Users/KomiGratias/Downloads/Gender_Illustrated_Summary_2015%20(2).pdf)

73. The ratings from the stakeholders consulted in relation to gender sensitiveness is also highly positive. The overall majority of stakeholders (55%) have rated the project as highly satisfactory (11%), satisfactory (32%) or moderately satisfactory (12) on the gender and gender equity. Further, a slightly higher majority of them (57%) have rated the project as bearing gender considerations at a highly satisfactory level (18%), satisfactory level (25%) or moderately satisfactory level (14%). Table 16 below gives a summary of stakeholders rating regarding gender equity.

Table 16: Overall rating of the project by the stakeholders with regard to Gender and Gender Equity

	Highly Satisfactory	Satisfactory	Moderately Satisfactory	Moderately Unsatisfactory	Highly Unsatisfactory	Don't know	Total
Gender considerations been integrated	18%	25%	14%		4%	39%	100%
Results for gender equality and women empowerment	4%	39%	12%			46%	100%
Average	11%	32%	12%		2%	43%	100%

74. It is demonstrated through administrative documents and trustworthy data that about 76% of stakeholders were reached while 24% of all target beneficiaries were missed.

4.3. Innovations and Lessons learned

Innovations

75. Innovation is the ability of project implementers and beneficiaries to utilize new concepts or processes that can speed up project work. Innovation is essential for accelerating project activities given variety of constraints and challenges affecting its results. During the data collection process, some of project stakeholders provided some relevant innovative solutions, techniques and tools that could be considered in future to improve the project implementation process. Those innovative solutions are summarized below:

1. The project to offer a more substantial logistical support to defenders and witnesses represented through legal aid or part of the legal literacy program which could encourage them to use the system and come forward to testify. Such support may include transportation and accommodation throughout the process
2. The project should consider using modern stakeholder engagement plans and public dissemination activities such as holding stakeholders' consultative dialogues, setting up hotlines and other community outreach initiatives.
3. Future projects should leverage successful initiatives used during the implementation phase of this current project, especially the communication strategy used to promote access to the Socio- Legal Defense Centers. The focus was on raising awareness through jingles, radio talk shows and other levels of sensitization. This approach helped to increase the number of (criminal) incidents reported to authorities.
4. The project exposed many challenges and weaknesses of the Justice system but at the same time managed to put in place solutions by and as a result, more people, especially vulnerable groups have gained confidence and dare to come forward and demand adherence to their rights.

Lessons Learned

76. During the implementation of the Outcome Evaluation, the following were captured as lessons learned:

1. Alternative Dispute Resolution (ADR) methods should be used to handle minor cases and other misdemeanors. This approach is cost effective for petty cases and other infractions and can help to avert some of the issues leading to high pre-trial detention. However, despite the relevance of ADR, many cases are usually compromised due to the influence of traditional leaders and family members. To mitigate this situation, ADR should have a legal framework, and be integrated in the legal justice system and its members trained to handle assigned.
2. The need for enhanced coordination, cooperation and networking was stressed throughout the data collection process. The UNDP and the UN Women should strengthen their collaboration and coordination with CBOs, NGOs and CSOs so as to avert the perception of fund misuse and unilaterism in project management. This approach will foster synergies and reducing duplications of efforts.
3. In light of the need to track indicators and targets on a regular basis, future projects should carry on at least quarterly monitoring reviews to assess whether the project is on track of meeting its targets and outcomes. The literature review for this project showed that no monitoring report was carried out as evidenced by the lack of any quarterly report.
4. The Judiciary system has been slow in replacing old-aged clerks who are still using typewriters and lack filing and document storing skills. Thus, the UNDP and the UN Women during the project implementation should provide capacity building to clerks and custodian of documents and also help courts to put in place up-to-date filing and court record management system.
5. This project is very useful and should be catalytic for the broader spectrum of the Liberia population. There is real need for this project to be rolled out in all part of the country so that many people who face injustice for not knowing their rights could be supported and protected.

4.4. Issues and challenges identified

77. Some of the issues and challenges identified are as follows:

1. Some respondents asserted that the issue of pre-trial detention is alarming in Liberia. The prisons that were intended for 60 persons contain 200 persons and most of the crowded prisons have limited supply of food and other nonfood items. The appalling condition of prisoners increased the number of sicknesses in people. Most of the prison facilities provided no medical care while people were exposed to communicable and other water-borne diseases. This situation is a human rights issue, and are a violation of most of the protocols signed by the Government of Liberia (GoL). People cannot get bail because they cannot afford legal counsels and bonds. Magistrate in various countries do not adhere to various law including section 18.1 and 18.2 which states that accused should be release after 30 days.
2. Most of the respondents asserted that the majority of crimes are perpetrated against people who are legal illiterate with limited understanding of matters related to pre-trial detention. As such, they are merely satisfied when the alleged culprit is put in jail and going forward, they refuse to cooperate or follow up on their accusations, thereby prolonging the process for indictment or going to court. However, the law is clear that pre-trial detention is meant to ensure that the alleged culprit is brought to court and should not be incarcerated without bail for a long time unless proven that the person is a flight risk.
3. Some of the respondents asserted that the waiting time for pre-trial detention is hard to improve on because courts are overloaded. Further, getting bills and having access to lawyers is also difficult for mainly the poor, therefore, increasing their risk of facing pre-trial detention.
4. According to some stakeholders as well as many of pre-trial detainees and inmates, the Liberia judicial system is very corrupt with corruption affecting every level of the system including judges, prosecutors and public defenders which hinder the process of release unlawful pre-detainees. Some key stakeholders from the justice system itself have stated that some judges, prosecutors and lawyer purposely delay the release of some pre-trial detainees as a mean of putting pressure to extort money from them or their families. They averred that corruption is inherent across the justice and security sector and it seems like there's "no justice for the poor". According to them, in order to make such a program effective, the justice system should be cleaned up first.
5. Most of the evaluation participants asserted that the judiciary system is not strong or effective to handle the plea-bargaining system. They emphasized that the plea-bargaining system is only good when parties are represented by a counsel. Without a counsel, accused run the risk of not having justice

6. For the Public Defender program, some of the respondents asserted that it is a good program but underfunded. The public defenders are performing well but it is difficult to get fees and fine for the court mainly due to logistical reasons. The Government needs more public defenders because currently there is only 1 public defender per county, 41 throughout the country which is very insufficient. The Government of Liberia needs up to 60 public defenders. Moreover, more trainings are required to enhance the skills of those public defenders and the Liberia National Bar Association should take the lead on improving the capacities of the Public defenders.
7. Legal aid and legal literacy are issues that are not fully implemented or utilized because some organizations involved in legal aid and literacy have not lawyers who can understand the dynamics of facilitating legal aid. However, all CSOs involved with this project are assigned one or two lawyers to beef up the legal aid and literacy processes. Further, the Government needs to enhance the capacity of its Department of Codification to serve as a repository for advancing legal aid.
8. Liberia has a *Prison's Standard Operating Procedures* (SOPs) regarding the protection of women and girls while in prison However the Government needs to operationalize it so that women and girls are well-protected while in prison. Also, there should be a public awareness campaigns about it so that prison security officers are more conversant with matters relating to rights of women and girls and which could help them to apply them properly.
9. Members of the criminal justice system should thrive and be supported to ensure that the presumption of innocence principle which is a human right is respected. This could help to avoid having people detained for unlawful long periods on allegations of committing crimes.
10. On community policing, some respondent asserted that Community Policing has not been very effective because there is still a big gap between the police and local communities. There is a need for a legal instrument to make this collaboration to work as a national security priority. As it is now, it is disjointed venture with no level of coordination and SOP. Also, this venture should be decentralized to increase community ownership and it could be more effective and be sustained if the Government gives some level of funding. As of now, Community watch forums are not supported by the national Government in terms of remuneration and logistics.

5.0 Conclusion and Recommendations

5.1. Conclusion

78. After a thorough review and analysis from the all relevant documentation pertaining to the UNDP/UN Women Joint Project *Strengthening the Rule of Law in Liberia: Addressing Pre-trial Detention and Rolling Out Community Policing* (2018-2019) project and from consultation held with 95 stakeholders at the center of the pre-detention and community policing rolling out issues, including project direct and indirect beneficiaries, as well as individual pre-trial released detainees and current pre-trial inmates, the outcome of the project is deemed as ***moderately satisfactory***. The project is highly relevant and still valid and its effectiveness and efficiency are considered as ***moderately satisfactory***, while its aspect relating to gender and gender equity is judged as highly satisfactory.

79. However, the project sustainability is considered moderately satisfactory. Thus, the continuation of its activities (under a Phase II format or any other mechanism) is strongly recommended. Its outputs and activities need to be strengthened and supported by better adequate human, technical and financial resources on one hand, and by an effective coordinated monitoring and evaluation mechanism as well as a robust communication strategy. The project is very well aligned with the country's justice and sustainable peace priorities as described in the Liberian Peacebuilding Plan of 2017, PAPD and could help to address issues hindering the judiciary system as the country is still facing important issues of Justice, Security and Rule of Law. Unlawful pre-trial detention still at a high level (61 %), prisons still overcrowded and the rolling out of the community policing is yet to be expanded nationwide and strengthened.

5.2. Recommendations

80. Based on the analysis from the data collected, we propose the following recommendations for a better outcome of the project's activities and outputs and for a durable peacebuilding across the country:

1. We are proposing that a new design of the project (Phase 2) should focus on three main target beneficiaries:
 - a. The justice system institutions and actors
 - i. Judges
 - ii. Prosecutors
 - iii. Public defendants
 - b. Pre-trial Detainees **as well as victims of violent crimes and SGBV survivors**²⁴
 - c. Public and private media – to be well supported at the local and community level
2. Design an inclusive **communication strategy** towards the justice system stakeholders **with a full involvement of the public and private media**, including county level CSO, CBO, women and youth groups, **as well as the customary leaders**²⁵.
3. Future or parallel projects should focus on putting in place development assistance programs for the violent crimes and SGBV survivors along with a provision of safe homes for those requiring psychosocial aid, social benefits, and other basic needs. For this particular group, future or parallel projects should also facilitate income generation activities to help them to be self-sufficient and ease their reintegration in the society. Further, a communication strategy with an effective awareness and sensitization program should be considered to support pre-trial detention victims in knowing their rights and how to access and navigate through the judiciary system.

²⁴ This point is the very key for the general public to fully adhere to the project and contribute to its success. The main objectives for the project public acceptance have not been achieved. Some strong feelings from the general public were noted regarding the fact that this project strived to help accused of crimes while doing nothing for victims who also deserve justice and assistance from the Government and the international donors. Including a victim assistance component in the project could help to counter balance this negative perception.

²⁵ Radio talk shows, jingle, flyers, bill boards with awareness messages are mediums that could be used targeted sensitization campaigns.

4. Members of the criminal justice system should thrive and be supported to ensure that the presumption of innocence principle which is a human right is respected. This could help to avoid having people detained for unlawful long periods on allegations of committing crimes.
5. Government should promote the use of ADR and explore the possibility of working with leaders of customary justice system. The latter should be given better training to enable them understand human rights principles and to avoid the use of harmful traditional practices. Also, gender and the rights of women and children should be mainstreamed in all of these trainings.
6. Reintroduce and enhance probation services for children in conflict with the law to unload courts with those cases and help their reinsertion in the society.
7. There is a need to build the capacities of police and probation officers as well as prosecutors, defense lawyers, public defenders and judges in handling all aspects of the criminal procedure lawyers for men, women, children including juveniles, and girls.
8. The Government and its international partners should provide logistical support to the Women and Children Protection Section of the Liberia National Police in order to swiftly intervene in cases relating to women, girls and children.
9. Implement fast-track pre-trial courts across the country with mobile pre-trial squads. With a monthly' tours in key counties, these squads will come in full support to local judges, prosecutors and public defendants already in place locally. This strategy coupled with the hiring of additional lawyers to provide free legal representation, could help to drop significantly the number of pre-trial-detainees. In particular, it is strongly recommended that the Government prioritizes the establishment of a Fasttrack Court handling juvenile crimes petty crimes, crimes involving women, girls and children and other misdemeanor crimes.
10. Community dwellers should be trained in matters related to community policing including the importance of organizing a community policing as a measure responding effectively to the prevention of crimes and providing a fast response to crimes committed in the community as well as other acts of violence.
11. The government should leverage modern technology to address the issue of courts' record entry and storage which impacts to a certain point the speed of courts' processes and in the end contributes to the overloading of the courts. Currently, the process of writing testimonies and other court's transcripts is very tedious and time consuming.

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²⁶ *Statistical Information on Government, Crime, Victimization and Justice (CE-SIGCVJ)*.

ANNEXES

Annex 1: The evaluation Termes of references



**UNITED NATIONS DEVELOPMENT PROGRAMME
JOB DESCRIPTION**

I. Position Information

Assignment:	Independent Outcome Evaluation
Programme:	UNDP/UN Women Joint Project entitled <i>Strengthening the Rule of Law in Liberia: Addressing Pre-trial Detention and Rolling Out Community Policing (2018-2019)</i>
Contract Type:	Individual Contract (IC)
Duty Station:	Monrovia, with frequent travel to other parts of the country
Duration of Contract:	30 working days (July/August 2019)

II. Organisational Context

The UNDP/UN Women Joint Project entitled *Strengthening the Rule of Law in Liberia: Addressing Pre-Trial Detention and Rolling Out Community Policing (2018-2019)* aims to support the Government of Liberia in its efforts to build a society based on the principles of rule of law, human rights and justice. The Project is geared towards enhancing the capacities of, and public confidence in, rule of law institutions, as well as strengthening access to justice and security, especially for women and girls. In particular, the project seeks to reduce the unacceptably high pre-trial detention rates across the country, including by strengthening the institutional capacities across the justice 'chain'. In addition, the project is geared towards implementing the community policing policy, by nurturing the relations between the police and the community with the view of better meeting community security needs. With funding from the Peacebuilding Fund Support Office (PBF SO), the project was also designed in response to the Liberia Peacebuilding Plan²⁷ on Peace, Security and Rule of Law, the United Nations Security Council resolution 2333 (2016), and UNSCR 1325 on Woman Peace and Security.

Support rests on a supply and demand equation that combines enhanced service delivery by resilient justice and security institutions with the public's ability to access such services and hold duty-bearers to account. By increasing public confidence in the sector, support is designed to be catalytic, strengthening state-society relations and creating an enabling environment for development. As such, the Joint Project is oriented around two mutually reinforcing and interlinked outcomes:

- More inclusive, accountable and gender responsive justice and security institutions increase communities' confidence in the justice system
- Public engagement on community safety and security related matters at the local level enhanced, notably by rolling out community policing

The outcomes and outputs of the project are based on a clearly defined theory of change, building on the lessons learned during the UN system's engagement with the Liberian rule of law sector since 2003. Capitalising on the comparative advantages of each of the implementing partners, activities have been carefully designed to achieve

²⁷ A well-developed plan to direct the role of the United Nations system and other relevant partners, including multilateral and bilateral actors, in supporting Liberia's transition. The plan was in response to United Nations Security Council resolution 2333 (2016).

outputs and contribute to outcome level change that impacts the lives of beneficiaries and engenders systemic resilience and human development.

III. Evaluation Scope and Objectives

As Joint Project is drawing to a close, UNDP and UN Women intend to commission an independent outcome evaluation to assess the level of progress that has been made towards achieving the outputs and outcomes articulated in the project document. In addition to appraising the overall impact of the Project, the evaluation is expected to capture key lessons learned, and to provide concrete recommendations for a possible second phase of the Project.

In particular, it is hoped that the independent outcome evaluation will:

- Provide a comprehensive assessment report of the overall impact of the Project, including its linkage and complementarity with the projects in similar nature, such as the UNDP/OHCHR Joint Rule of Law Programme and the UN Women/UNDP/IOM joint project on Inclusive Security project (funded by PBF);
- Review the support provided to the different justice and security sector institutions in the context of addressing pre-trial detention, and promoting grassroots approaches that ensure public safety and security;
- Review the support provided to, and through CSOs/CBOs in the context of community policing and peace huts initiatives as well as gender sensitive prison service delivery and legal aid and assistance;
- Appraise synergies and complementarities between UNDP and UN Women on one hand and relevant stakeholders, including government institutions, professional unions, civil society organisations, and academic institutions on the other;
- Appraise the extent to which UNDP and UN Women have managed to anchor the sustainability of their support;
- Review UNDP and UN Women's efforts to mainstream gender and ensure the proper application of the human rights-based approach (HRBA);
- Discuss the main challenges faced by the Project, and also the ways in which UNDP and UN Women have sought to overcome these;
- Offer a comprehensive risk assessment, including UNDP and UN Women's ability to manage risks effectively and responsibly; and
- Capture key lessons learned and provide concrete recommendations for recalibration of a possible second phase of the Project.

IV. Evaluation Questions

To properly define the information that the independent outcome evaluation intends to generate, the following evaluation questions have been developed and agreed-upon:

Relevance

- To what extent is the Project aligned with national development and peacebuilding priorities?
- Were the outputs and outcomes articulated in the project document appropriate and relevant
- To what extent the outcomes and outputs in the project document contributed to Pillar 3- Sustaining the Peace of the Pro-poor Agenda for Prosperity and Development? Or addressing the Government's Justice, Security and Rule of Law priorities as reflected in the Aft, now PAPD?

- To what extent have UNDP and UN Women been able to adopt gender-sensitive and human rights-based approaches to their work?
- How successful has the Project been in terms of addressing the needs of the most vulnerable?

Effectiveness

- What progress has been made towards achieving the outputs and outcomes listed in the project document?
- To what extent the project reached its targeted beneficiaries? To what extent the beneficiaries are satisfied with the results?
- To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?
- Which factors have contributed to achieving (or not achieving) the intended results or targets?
- Does the project have effective monitoring mechanisms in place to measure progress towards achievement of results?
- Have the project's organizational structures, managerial support and coordination mechanisms effectively supported the delivery of the project?

Efficiency

- Have UNDP and UN Women been able to ensure an efficient use of resources?
- To what extent was the project catalytic?
- Were the expected outputs delivered on time?
- To what extent have UNDP and UN Women been able to develop strong and enabling partnerships on the ground which was conducive to the delivery of the outputs?
- To what extent the efficiency of the implementation methods for the disbursement of funds and support to targeted beneficiaries was achieved?

Sustainability

- Have UNDP and UN Women managed to adhere to key development principles, including national ownership, and ensure sustainability of results?
- Have UNDP and UN Women managed risks effectively and responsibly?
- How effective was the exit/sustainability strategy by UNDP and UN Women to sustain positive changes made by the project?

Gender and Gender Equality

- To what extent have gender considerations been integrated into the project design and implementation?
- Were there any constraints when it comes to addressing gender issues during implementation? Which efforts were made to overcome these?
- To what extent have the output and outcome levels generated results for gender equality and the empowerment of women?

V. Methodology

In line with UNDP's evaluation guidelines (UNEG), the incumbent is expected to:²⁸

²⁸ For further information, please see the UNDP Evaluation Guidelines (web.undp.org/evaluation)

- Review all documentation related to the UNDP/UN Women Joint Project, including the project document, annual work plans, meeting minutes, progress reports, cooperation agreements, proposals, concept notes, knowledge products (monitoring reports), et cetera (1 week);
- Collate all other necessary data (secondary data), including from sources other than UNDP and UN Women (1 week);
- Interview relevant actors and stakeholders, including representatives from government, professional entities, civil society and community-based organisations and academic institutions, as well as members of the international community (UNCT, AU/ECOWAS, donors/development partners). In addition, the incumbent is expected to make several field trips to meet with selected beneficiaries (2 weeks); and
- Draft a final comprehensive evaluation report (1 week).

VI. Deliverables

- An evaluation inception report, totalling 5 pages plus annexes, which outlines the methodology and includes a proposed schedule of tasks and activities (10 July 2019, 30%);
- An evaluation report, totalling 25 pages plus annexes, with an executive summary of not more than 5 pages describing key findings and recommendations. The incumbent will be expected to present the (draft) for review during a number of stakeholder meetings (30 August 2019, 70%).

A. Expected Milestones/Deliverables

No.	Key Milestones/Deliverables	Estimative number of days	Indicative Deadline	Milestone percentage
1	Final Inception Report: Develop an evaluation inception report, totalling 5 pages plus relevant annexes including the methodology and proposed activities matrix or schedule of tasks. The inception report should also include proposed sources of data and procedures for data collection and analysis and relevant background information.	5 days	10 July 2019	20%
	Provide a debriefing and PowerPoint Presentation on the inception report to UNDP, UN Women and PBF/LMPF	1 day	15 July 2019	-
3	Data collection and analysis: Interview all relevant actors and stakeholders, including representatives from government, professional entities, civil society and community-based organisations and academic institutions, as well as members of the international community (UNCT, RCO/PBF/LMPTF, AU/ECOWAS, donors/development partners). In addition to interviewing relevant actors and stakeholders, the incumbent will make field trips to project counties to interview beneficiaries.	12 days	30 July 2019	-
4	Submission of Interim Evaluation Report. The incumbent will collate all necessary data and produce an evaluation report, totalling 25 pages plus annexes, with an executive summary of not more than 5 pages describing key findings and recommendations.	5 days	9 August 2019	30%

	Note: The report format should follow the UNEG evaluation reporting guidance			
5.	Presentation of Interim Evaluation Report and Preliminary Findings: A presentation of draft report should be done at a validation workshop facilitated by the National Consultant.	1 day	12 August 2019	
6.	<p>Final Evaluation Report. Draft a final comprehensive report that will include an executive summary of 5 pages describing key findings and recommendations. The incumbent will also be expected to present the (draft) for review during a number of stakeholder meetings and validation session. The final evaluation report will be structured as follows:</p> <ul style="list-style-type: none"> - Title - Table of contents - Acronyms and abbreviations - Executive summary - Introduction including background and purpose of the evaluation - Contextual analysis/background and project description - Evaluation objectives and scope - Evaluation methodology and limitations - Findings: relevance, effectiveness, efficiency, sustainability, and gender and gender equality - Conclusions - Recommendations - Lessons learned and innovations - Proposed management response and Dissemination Strategy <p>Annexes:</p> <ul style="list-style-type: none"> a. Terms of reference of the Evaluation b. List of documents/publications reviewed and cited c. Data collection methods c. Lists of institutions, CSOs/CBOs interviewed or consulted, and sites visited (without direct reference to individuals) a. Tools developed and used such as the evaluation matrix b. List of findings and recommendations c. Any further information the independent consultant deems appropriate <p>The final report should be submitted in both hard and in soft copies</p>	5 days	17 August 2019	40%
7.	Incorporation of Comments and Feedback from UNDP, UN Women and donor partners: Upon submission of the final evaluation report, the incumbent will receive comments and feedback from UNDP, UN Women, the Peacebuilding Fund Support Office in New York and local Secretariat in Monrovia. He or she must ensure	5 days	23 August 2019	10%

	that the suggested comments and recommendations are incorporated into the final report.			
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VII. Competencies

Corporate Competencies

- Demonstrates integrity by modelling the UN values and ethical standards
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favouritism

Functional Competencies

Knowledge Management and Learning

- In-depth knowledge of development issues
- Ability to provide and advocate for policy advice
- Sound analytical skills

Development and Operational Effectiveness

- Ability to lead and manage evaluations
- Up-to-date knowledge of capacity development principles and approaches
- Familiarity with UN processes and procedures

Interpersonal Skills

- Focuses on impact and results for the client and responds positively to feedback
- Demonstrates strong oral and written communication skills
- Builds strong relationships with clients and external actors
- Remains calm, in control and good-humoured even under pressure

Demonstrates strong oral and written communication skills

- Acts with tact and diplomacy
- Remains calm, in control and good-humoured, even under pressure

VIII. Recruitment Qualifications

Education:	An advanced university degree in law or related field
Experience:	<p>A minimum of 5 years of progressive experience in managing, implementing and/or assessing justice and security sector reform processes</p> <p>Extensive expertise and experience in conducting and managing evaluations</p>

	<p>Outstanding analytical skills; up-to-date knowledge of capacity development principles and approaches, with a focus on rule of law and access to justice</p> <p>Extensive experience of working in countries affected by conflict, violence and fragility</p> <p>Proven experience in gender-responsive evaluations is an advantage;</p> <p>Extensive experience of working with government authorities as well as civil society organisations and academic institutions</p> <p>Familiarity with the UN system; previous experience of working in Liberia would constitute an advantage</p>
Language Requirements:	Fluency in English, including outstanding writing skills

Annex 2: List of key stakeholders, actors, beneficiaries and non-beneficiaries consulted

N°	Last name	First name	Position	Institution	Phone	E-mail
1	Magal	Alex	Civil Society Analyst	UNDP	0770 004 247	Alex.magal@undp.org
2	Ireland	Kofi	ROL project Officer	UN Women	0777 085 138	Kofi.ireland@unwomen.org
3	Waliaula	Catherine	Programme Coordinator & Head	Multi-Partner Trust Fund/PBF	0779 002 656	Catherine.waliaula@one.un.org
4	Somah	Maude	Public Affairs Director	Ministry of Justice	0776 397 914	Maudesomah16@gmail.com
5	Jonhson	Jartu	Secretary	Ministry of Justice	0770 665 517	
6	Davis (Atty)	Oretha	Oversight Commissionner	Independent National Commission on Human Rights, Dept of Complaints Monitoring & Investigations (INCHR)	0888 513 657	orethasnyder@yahoo.com
7	Valentine (Atty. N.)	Welleh	Legal Hearing Officer	INCHR	0776 397 914	nwellaw@gmail.com nwellawlaw@gmail.com
8	Gray-Johnson	Wilfred	Member	INCHR	0770066789; 0881367870	graydee2016@gmail.com ; w.grayjohnson@inchrliberia.com
9	Ford	Samuel	Chief of Community Services	Liberia National Police	0770 800 127	
10	Mulbah (Mr)	Aron	Chief of Court Liaison Officer	Liberia National Police	0777 572 491	
11	Soumie	George	Director	Liberia Immigration Service	886 997 280	georgesoumie14@gmail.com
12	Sumo	Kpadeson	Assistant Professor of Law	Louis Arthur Grimes School of Law	0886 521 990	kpadesonsumo@gmail.com
13	Sumo	Kpadeson	Assistant Professor of Law	Louis Arthur Grimes School of Law	0886 521 990	kpadesonsumo@gmail.com
14	Sayndee	Prof. Debey	Director	Kofi Annan Institute for Conflict Transformation	0777 513 677 /0886513677	peacebuilderlr@gmail.com
15	Kwein	Siemon	Assistant Director	Ministry of Gender and CSP	0777 043 061	monukwein@gmail.com

N ^o	Last name	First name	Position	Institution	Phone	Email
16	Kollie	Francis (Rev)	Executive Director	Prison Fellowship in Liberia	0777703572	prisonfellowshipliberia@gmail.com
17	Kawah	Fodey (Atty)	Executive Director	Defense for Childen International (DCI-Liberia)	0777407054	dciliberia@googlemail.com
18	Bowah Brown	Caroline	Executive Director	Medica Liberia (SGBV support)	0770532820	Caroline.bowah@medicaliberia.org
19	Tonich (Atty.)	Talery-Wiles	Commissioner	Independent National Commission on Human Rights (INCHR)	088651630/ 0777516303	
20	Atty. Bowoulo	T. Kelley	Legal & Policy Officer	INCHR	0770736155	
21	Kollie	Boboh	Director	Citizen for Dialogue (CID)	0770407907	citizensi4dialogue@gmail.com
22	Mator	Henrietta	Executive Director	Alliance for Women Advancement (ARWA)	0777581433	a4womenadvancement@yahoo.com
23	Toro	Helen Torh	National Coordinator	Southeastern Women Development Association (SEWADA)	0777171964	sewoda2004@yahoo.com
24	Ebeleto	Eugene	Programme Director	OXFAM	0777428790	ebeleto@oxfam.org.uk
25	Shilue	James	Executive Director	Platform for Dialogue and Peace (P4DP)	0776449230	p4dplib@gmail.com
26	Juakollie	Aaron	Executive Director	Foundation for Int'l Dignity (FIND)	0776894216	juakollieaarongv@yahoo.com
27	Prof. Sandey	Debey	Country Director	Kofi Annan Institute for Conflict Transformation	0888 513 677	
28	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
29	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
30	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
31	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
32	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			

N°	Last name	First name	Position	Institution	Phone	
33	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
34	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
35	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
36	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
37	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
38	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
39	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
40	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
41	ID Protected		Individual Pre-trial direct beneficiary, Monrovia			
42	ID Protected		Inmate, Pre-trial indirect beneficiary	Monrovia Central Prison (MCP)		
43	ID Protected		Inmate (indirect beneficiary)	MCP		
44	ID Protected		Inmate (indirect beneficiary)	MCP		
45	ID Protected		Inmate (indirect beneficiary)	MCP		
46	ID Protected		Inmate (indirect beneficiary)	MCP		
47	ID Protected		Inmate (indirect beneficiary)	MCP		
48	ID Protected		Inmate (indirect beneficiary)	MCP		
49	ID Protected		Inmate (indirect beneficiary)	MCP		
50	ID Protected		Inmate (indirect beneficiary)	MCP		
51	ID Protected		Inmate (indirect beneficiary)	MCP		
52	ID Protected		Inmate (indirect beneficiary)	MCP		
53	ID Protected		Inmate (indirect beneficiary)	MCP		
54	ID Protected		Inmate (indirect beneficiary)	MCP		
55	ID Protected		Inmate (indirect beneficiary)	MCP		
56	ID Protected		Inmate (indirect beneficiary)	MCP		

N°	Last name	First name	Position	Institution	Phone	
57	Mrs S. Kollie	Bendu	Superintendent	Gbarnga Central Prison	0886 460 877	Benkollie2016@gmail.com
58	Mrs Mulbah Siryee	Janet	Superintendent for Admin	Gbarnga Central Prison	0888 682 557	Janetmulbah2@gmail.com
59	Mulbah Zit	Richard	Operations	Gbarnga Central Prison	0888 632 9793 0770 794 475	
60	Attn Nyenpan	James S.	Chief City Solicitor	Gbarnga City Magistral Court	0888 409 057 0777 538 732	
61	ID Protected		Inmate (indirect beneficiary)	Gbarnga Central Prison		
62	ID Protected		Inmate (indirect beneficiary)	Gbarnga Central Prison		
63	Attn Duwel	T. Daniel	Deputy County Attn	Bong County Court	0888 019 203 0777 072 197	
64	Attn Yarkpawolo	Flomo T.N.D.	City Sollicitor	Bong County Court	0886 851 865 0776 039 201	
65	McGill	Sam N	Human Rights Monitor	Bong County		
66	Gaye	Arthur G.	Clerk of Court, 8 th Judicial Circuit Court	Bong County	0770 464 726 0886 618 884	
67	Kardor	Mark B.	Superintendent	Nimba County (Sanniquellie prison)	0776 668 2910 0886 573 035	
68	Belleh	Yaah	Gender Coordinator	Ministry of Gender and CSP, Nimba County	0776 244 740	
69	Vial (Atty)	Thomas L.	City Solicitor	Sanniquellie City	0778 783 579	
70	Saye (Atty)	Peter Z.	City Solicitor, Sanniquellie	Sanniquellie City	0770 581 076 0888 143 916	
71	Ufelhr (Hon.)	Reginal	County Inspector	Nimba County		
72	Quoigaah (Atty)	Hector	County Attorney	Nimba County		

N°	Last name	First name	Position	Institution	Phone	
73	Robinson	Adama	Superintendent	MIA, Bomi County	0777 910 313	robinsonadama@gmail.com
74	Tokeh	Roselyn	Fiscal Supervisor	MIA, Bomi County	0886 408 419	Jetrose31@gmail.com
75	Wilson	Daniel H.	Social Worker, Gender Assistant Coordinator	Minnistry of Gender, CSP, Bomi County	0776 684 304	danielwilson@yahoo.com
76	Gbanjah	Edna K.	Female Supervisor	MOJ/ TCP, Bomi County	775 869 924	
77	Jallah	Siafa	Deputy Supervisor	MOJ TCP/Bureau of Corrections and Rehabilitation (BCR)	776 384 624	
78	ID Protected		Individual Pre-trial direct beneficiary	Bomi County		
79	ID Protected		Inmate (indirect beneficiary)	Bomi County		
80	ID Protected		Inmate (indirect beneficiary)	Bomi County		
81	ID Protected		Inmate (indirect beneficiary)	Bomi County		
82	ID Protected		Inmate (indirect beneficiary)	Bomi County		
83	Asilton	Danilettee	County Gender Coordinator	MOG & CSP, Margibi County	0886 430 056	daniletteasilton@gmail.com
84	Weedor	Koboi	Admin Assistant Supt Office	MIA, Margibi County	0776 828 166 0886 596 432	dkoboiweedor@gmail.com
85	Karlon	Samuel	Monitor	INCHR, Margibi County	0776 734 786	
86	Boakai	Koboi	Court Clerk	Margibi County	886 317 734	
87	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		
89	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		
90	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		
91	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		
92	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		
93	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		
94	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		
95	ID Protected		Individual Pre-trial direct beneficiary	Marguibi County		

Annex 3: Focus Group Discussion Guide



Empowered lives.
Resilient nations.

FOCUS GROUP DISCUSSION GUIDELINES

INDEPENDENT OUTCOME EVALUATION UNDP/UN Women Joint Project entitled *Strengthening the Rule of Law in Liberia: Addressing Pre-trial Detention and Rolling Out Community Policing (2018-2019)*

Prepared by: **Komi GLIGBE, Ph.D:** *International Consultant*
Teakon J. Williams: *National Consultant*
October 2019

ONCE COMPLETED, THIS DOCUMENT IS **STRICTLY CONFIDENTIAL**. THE INFORMATION CONTAINED IN THIS QUESTIONNAIRE WILL ONLY SERVE AS A SOURCE OF DATA TO THIS STUDY

A/ SNAPSHOT THE MISSION AND THE EVALUATION METHODOLOGY

Background: The UNDP/UN Women Joint Project entitled *Strengthening the Rule of Law in Liberia: Addressing Pre-Trial Detention and Rolling Out Community Policing (2018-2019)* aims to support the Government of Liberia in its efforts to build a society based on the principles of rule of law, human rights and justice. The Project is geared towards enhancing the capacities of, and public confidence in, rule of law institutions, as well as strengthening access to justice and security, especially for women and girls. In particular, the project seeks to reduce the unacceptably high pre-trial detention rates across the country, including by strengthening the institutional capacities across the justice ‘chain’. In addition, the project is geared towards implementing the community policing policy, by nurturing the relations between the police and the community with the view of better meeting community security needs. With funding from the Peacebuilding Fund Support Office (PBF SO), the project was also designed in response to the Liberia Peacebuilding Plan²⁹ on

²⁹ A well-developed plan to direct the role of the United Nations system and other relevant partners, including multilateral and bilateral actors, in supporting Liberia’s transition. The plan was in response to United Nations Security Council resolution 2333 (2016).

Peace, Security and Rule of Law, the United Nations Security Council resolution 2333 (2016), and UNSCR 1325 on Woman Peace and Security.

Mission Objectives: Joint Project is drawing to a close, UNDP and UN Women intend to commission an independent outcome evaluation to assess the level of progress that has been made towards achieving the outputs and outcomes articulated in the project document. In addition to appraising the overall impact of the Project, the evaluation is expected to capture key lessons learned, and to provide concrete recommendations for a possible second phase of the Project.

The methodology is based on the evaluations criteria of *Relevance, Effectiveness, Efficiency, Sustainability and on the cross-cutting topic of Gender and Gender Equality*. Direct and Indirect Stakeholders to the project are requested to measure its outcome and propose recommendations. Generally, the criteria will be measured against the following Rating Scale:

<i>Highly Satisfactory (HS)</i>	There were no shortcomings in the operation’s achievement of its objectives, in its efficiency, or in its relevance.
<i>Satisfactory (S)</i>	There were minor shortcomings in the operation’s achievement of its objectives, in its efficiency, or in its relevance.
<i>Moderately Satisfactory (MS)</i>	There were moderate shortcomings in the operation’s achievement of its objectives, in its efficiency, or in its relevance.
<i>Moderately Unsatisfactory (MU)</i>	There were significant shortcomings in the operation’s achievement of its objectives, in its efficiency, or in its relevance.
<i>Unsatisfactory (U)</i>	There were major shortcomings in the operation’s achievement of its objectives, in its efficiency, or in its relevance.
<i>Highly Unsatisfactory (HU)</i>	There were severe shortcomings in the operation’s achievement of its objectives, in its efficiency, or in its relevance.

QUESTION	RESPONSE/COMMENTS
GENERAL KNOWLEDGE ABOUT THE PROJECT AND ABOUT THE ISSUE OF PRE-TE-DETENTION AND COMMUNITY ROLLOUT POLICING	

1. Name of the respondents' organization	
2. Have you heard about the Strengthening the Rule of Law Project of UNDP and UN Women?	
3. What is your view on pre-trial detention?	
4. How can the wait time and processes be improved??	
5. What do you think about plea-bargaining? Do you think it is good for our justice system?	
6. What are some of the issues you have with our Judges, prosecutors and public defenders? How can these issues be improved?	
7. How can we improve legal-aid and legal literacy?	
8. What's your take on the community policing system? How can it be improved and sustained?	
9. How do you preserve the integrity of female inmates? How can women and girls be protected when incarcerated?	

QUESTION	RESPONSE	COMMENTS
RELEVANCE: (The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and achieving the SDGs)		
10. To what extent is the Project aligned with national development and peacebuilding priorities?		
11. Were the outputs and outcomes articulated in the project document appropriate and relevant		
12. To what extent the outcomes and outputs in the project document contributed to Pillar 3- Sustaining the Peace of the Pro-poor Agenda for Prosperity and Development? Or addressing the Government's Justice, Security and Rule of Law priorities as reflected in the AfT, now PAPD?		
13. To what extent have UNDP and UN Women been able to adopt gender-sensitive and human rights-based approaches to their work?		
14. How successful has the Project been in terms of addressing the needs of the most vulnerable?		

QUESTIONS	RESPONSES	COMMENTS
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EFFECTIVENESS (Extent to which the objectives of the development intervention have been achieved)		
1. What progress has been made towards achieving the outputs and outcomes listed in the project document?		
2. To what extent the project reached its targeted beneficiaries? To what extent the beneficiaries are satisfied with the results?		
3. To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?		
4. Which factors have contributed to achieving (or not achieving) the intended results or targets?		
5. Does the project have effective monitoring mechanisms in place to measure progress towards achievement of results?		
6. Have the project's organizational structures, managerial support and coordination mechanisms effectively supported the delivery of the project?		

QUESTION	RESPONSE	COMMENTS
EFFICIENCY (Extent to which resources/inputs (funds, time, human resources , etc.) have been turned into results):		
1. Have UNDP and UN Women been able to ensure an efficient use of resources?		
2. To what extent was the project catalytic?		
3. Were the expected outputs delivered on time?		
4. To what extent have UNDP and UN Women been able to develop strong and enabling partnerships on the ground which was conducive to the delivery of the outputs?		
5. To what extent the efficiency of the implementation methods for the disbursement of funds and support to targeted beneficiaries was achieved?		

QUESTION	RESPONSE	COMMENTS
SUSTAINABILITY: measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable		
1. Have UNDP and UN Women managed to adhere to key development principles, including national ownership, and ensure sustainability of results?		
2. Have UNDP and UN Women managed risks effectively and responsibly?		
3. How effective was the exit/sustainability strategy by UNDP and UN Women to sustain positive changes made by the project?		

GENDER AND GENDER EQUALITY		
1. To what extent have gender considerations been integrated into the project design and implementation?		
2. Were there any constraints when it comes to addressing gender issues during implementation? Which efforts were made to overcome these?		
3. To what extent have the output and outcome levels generated results for gender equality and the empowerment of women?		
4. What would you Recommend for future Project related to Access for Justice with specific reference to pre-trial detention, gender responsiveness and community policing?		

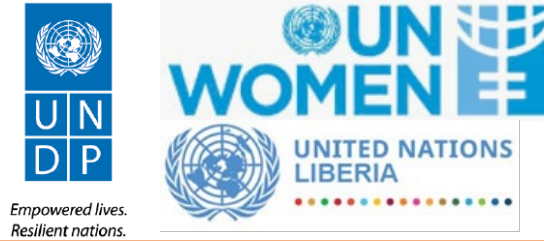
8. Complementary Key Topics

LESSONS LEARNED, INNOVATIONS, AND RECOMMENDATIONS	
What are the lessons learned from the Joint Project (from its design, to its outcomes, including its implementation processes?)	
What are the specific innovations developed through this project?	
What are your recommendations for a better Rule of Law, Pre-Detention issues?	
What are your recommendations for a better Community Policing?	

9. Any other comments?

**☺ Thank you for contributing to the success of
the Sustainable Development and the
Strengthening the Rule of Law and Security in
Liberia**

Annex 4: Individual Evaluation Questionnaire



QUESTIONNAIRE

INDEPENDENT OUTCOME EVALUATION UNDP/UN Women Joint Project entitled *Strengthening the Rule of Law in Liberia: Addressing Pre-trial Detention and Rolling Out Community Policing (2018-2019)*

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ONCE COMPLETED, THIS DOCUMENT IS **STRICTLY CONFIDENTIAL**. THE INFORMATION CONTAINED IN THIS QUESTIONNAIRE WILL ONLY SERVE AS A SOURCE OF DATA TO THIS STUDY

A/ SNAPSHOT THE MISSION AND THE EVALUATION METHODOLOGY

Background: The UNDP/UN Women Joint Project entitled *Strengthening the Rule of Law in Liberia: Addressing Pre-Trial Detention and Rolling Out Community Policing (2018-2019)* aims to support the Government of Liberia in its efforts to build a society based on the principles of rule of law, human rights and justice. The Project is geared towards enhancing the capacities of, and public confidence in, rule of law institutions, as well as strengthening access to justice and security, especially for women and girls. In particular, the project seeks to reduce the unacceptably high pre-trial detention rates across the country, including by strengthening the institutional capacities across the justice ‘chain’. In addition, the project is geared towards implementing the community policing policy, by nurturing the relations between the police and the community with the view of better meeting community security needs. With funding from the Peacebuilding Fund Support Office (PBF SO), the project was also designed in response to the Liberia Peacebuilding Plan³⁰ on

³⁰ A well-developed plan to direct the role of the United Nations system and other relevant partners, including multilateral and bilateral actors, in supporting Liberia’s transition. The plan was in response to United Nations Security Council resolution 2333 (2016).

Peace, Security and Rule of Law, the United Nations Security Council resolution 2333 (2016), and UNSCR 1325 on Woman Peace and Security.

Mission Objectives: Joint Project is drawing to a close, UNDP and UN Women intend to commission an independent outcome evaluation to assess the level of progress that has been made towards achieving the outputs and outcomes articulated in the project document. In addition to appraising the overall impact of the Project, the evaluation is expected to capture key lessons learned, and to provide concrete recommendations for a possible second phase of the Project.

The methodology is based on the evaluations criteria of *Relevance, Effectiveness, Efficiency, Sustainability and on the cross-cutting topic of Gender and Gender Equality*. Direct and Indirect Stakeholders to the project are requested to measure its outcome and propose recommendations. Generally, the criteria will be measured against the following Rating Scale:

<i>Highly Satisfactory (HS)</i>	There were no shortcomings in the operation's achievement of its objectives, in its efficiency, or in its relevance.
<i>Satisfactory (S)</i>	There were minor shortcomings in the operation's achievement of its objectives, in its efficiency, or in its relevance.
<i>Moderately Satisfactory (MS)</i>	There were moderate shortcomings in the operation's achievement of its objectives, in its efficiency, or in its relevance.
<i>Moderately Unsatisfactory (MU)</i>	There were significant shortcomings in the operation's achievement of its objectives, in its efficiency, or in its relevance.
<i>Unsatisfactory (U)</i>	There were major shortcomings in the operation's achievement of its objectives, in its efficiency, or in its relevance.
<i>Highly Unsatisfactory (HU)</i>	There were severe shortcomings in the operation's achievement of its objectives, in its efficiency, or in its relevance.

B/ EVALUATION OF THE UNDP/ UN Women project on *Addressing Pre-Trial Detention and Rolling Out Community Policing (2018-2019)*

Confidentiality Statement: Your answers to *this questionnaire* will be *CONFIDENTIAL*. The information you provide in *this questionnaire* will be exclusively used to determine the relevance, effectiveness, efficiency, impact and sustainability of the UNDP/ UN Women project on **Addressing Pre-Trial Detention and Rolling Out Community Policing (2018-2019)**. You can skip any question you do not feel comfortable with.

Questionnaire N° _____ Date _____ Name of the interviewer:

1. Demographic data

Type of respondent: 1.1. Individual / __ / 1.2. Group/ Institution / __ /, Specify _____
 (please, go to Question N°2)

Gender: 1.3. Male / __ / 1.4. Female / __ / 1.5. Not specify / __ /

Group of age 1.5. 15 – 30 / __ / 1.6. 31-40 / __ / 1.7. 41-50 / __ / 1.8. 51 + / __ /

2. Level of Knowledge of the UNDP/UN Women project and about the issue of *Addressing Pre-Trial Detention and Rolling Out Community Policing (2018-2019)*.

2.1. How can you rate your knowledge of the UNDP/UN Women project on *Addressing Pre-Trial Detention and Rolling Out Community Policing (2018-2019)*.

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
 /
 d. Moderately Unsatisfactory / __ / e. Highly Unsatisfactory / __ /

2.2. Please, explain your rating _____

2.3. What is your view on pre-trial detention?	
2.4. How can the wait time and processes be improved??	
2.5. What do you think about plea-bargaining? Do you think it is good for our justice system?	
2.6. What are some of the issues you have with our Judges, prosecutors and public	

defenders? How can these issues be improved?	
2.7. How can we improve legal-aid and legal literacy?	
2.8. What's your take on the community policing system? How can it be improved and sustained?	
2.9. How do you preserve the integrity of female inmates? How can women and girls be protected when incarcerated?	

3. Relevance (The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and achieving the SDGs)

3.1. To what extent is the Project aligned with national development and peacebuilding priorities?

- a.** Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/ __ /
d. Moderately Unsatisfactory / __ / **e.** Highly Unsatisfactory / __ /

Please, explain your rating _____

3.2. Were the outputs and outcomes articulated in the project document appropriate and relevant

- a.** Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/ __ /
d. Moderately Unsatisfactory / _ / **e.** Highly Unsatisfactory/ _ / **f.** Don't know/ _ /

Please, explain your rating _____

3.3. To what extent the outcomes and outputs in the project document contributed to Pillar 3- Sustaining the Peace of the Pro-poor Agenda for Prosperity and Development? Or addressing the Government's Justice, Security and Rule of Law priorities as reflected in the AfT, now PAPD?

- a.** Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/ __ /
d. Moderately Unsatisfactory / _ / **e.** Highly Unsatisfactory/ _ / **f.** Don't know/ _ /

Please, explain your rating _____

3.4. To what extent have UNDP and UN Women been able to adopt gender-sensitive and human rights-based approaches to their work?

- a.** Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/ __ /

- d. Moderately Unsatisfactory / __ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

3.5. How successful has the Project been in terms of addressing the needs of the most vulnerable?

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
d. Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

3.6. What recommendations would you make for a better relevance of the project?

4. Effectiveness (Extent to which the objectives have been achieved)

4.1. What progress has been made towards achieving the outputs and outcomes listed in the project document?

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
d. Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

4.2. To what extent the project reached its targeted beneficiaries? To what extent the beneficiaries are satisfied with the results?

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
d. Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

4.3. To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
d. Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

4.4. Which factors have contributed to achieving (or not achieving) the intended results or targets?

- a. _____
b. _____
c. _____

4.5. Does the project have effective monitoring mechanisms in place to measure progress towards achievement of results?

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /

- d. Moderately Unsatisfactory / __ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

4.6. Have the project's organizational structures, managerial support and coordination mechanisms effectively supported the delivery of the project?

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
d. Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

4.7. What recommendation would you make for a better effectiveness of the project?

5. Efficiency (Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results)

5.1. Have UNDP and UN Women been able to ensure a proper and efficient use of resources?

5.1.1. In terms of **Funds** (To what extent the efficiency of the implementation methods for the disbursement of funds and support to targeted beneficiaries was achieved?)

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

5.1.2. In terms of **Time** (Were the expected outputs delivered on time?)

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

5.1.3. In terms of **Human Resources**

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
d. Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

5.2. To what extent was the project catalytic?

- a. Highly Satisfactory / __ / b. Satisfactory / __ / c. Moderately Satisfactory / __ /
d. Moderately Unsatisfactory / _ / e. Highly Unsatisfactory / _ / f. Don't know / _ /

Please, explain your rating _____

5.3. To what extent have UNDP and UN Women been able to develop strong and enabling partnerships on the ground which was conducive to the delivery of the outputs?

a. Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/__ /
d. Moderately Unsatisfactory /_ / **e.** Highly Unsatisfactory/_ / **f.** Don't know/_ /
Please, explain your rating _____

5.4. What recommendation would you make for a better efficiency of the project?

6. Sustainability (Probability of the benefits of the intervention continuing in the long term)

6.1 Have UNDP and UN Women managed to adhere to key development principles, including national ownership, and ensure sustainability of results?

a. Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/__ /
d. Moderately Unsatisfactory /_ / **e.** Highly Unsatisfactory/_ / **f.** Don't know/_ /
Please, explain your rating _____

6.2. Have UNDP and UN Women managed risks effectively and responsibly?

a. Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/__ /
d. Moderately Unsatisfactory /_ / **e.** Highly Unsatisfactory/_ / **f.** Don't know/_ /
Please, explain your rating _____

6.3. How effective was the exit/sustainability strategy by UNDP and UN Women to sustain positive changes made by the project?

a. Highly Satisfactory /__ / **b.** Satisfactory /__ / **c.** Moderately Satisfactory/__ /
d. Moderately Unsatisfactory /_ / **e.** Highly Unsatisfactory/_ / **f.** Don't know/_ /
Please, explain your rating _____

6.4. What recommendation would you make for a better sustainability of the project?

7. Gender and Gender Equality (To what extent the project is Gender Responsive)

7.1. To what extent have gender considerations been integrated into the project design and implementation?

- a. Highly Satisfactory /__ / b. Satisfactory /__ / c. Moderately Satisfactory/ __ /
d. Moderately Unsatisfactory /_ / e. Highly Unsatisfactory/ _ / f. Don't know/ _ /

Please, explain your rating _____

7.2. Were there any constraints when it comes to addressing gender issues during implementation? Which efforts were made to overcome these?

- a. Highly Satisfactory /__ / b. Satisfactory /__ / c. Moderately Satisfactory/ __ /
Moderately Unsatisfactory /_ / e. Highly Unsatisfactory/ _ / f. Don't know/ _ /

Please, explain your rating _____

7.3. To what extent have the output and outcome levels generated results for gender equality and the empowerment of women?

- a. Highly Satisfactory /__ / b. Satisfactory /__ / c. Moderately Satisfactory/ __ /
Moderately Unsatisfactory /_ / e. Highly Unsatisfactory/ _ / f. Don't know/ _ /

Please, explain your rating _____

7.4. Were all targeted beneficiaries reached?

- a. Yes /__ / b. No /__ / c. Don't know /__ /

7.5. Who are the beneficiaries, if any, left out?

7.6. What unexpected/unintended effects did the joint programme have, if any?

7.7. What would you Recommend for future Project related to Access for Justice with specific reference to pre-trial detention, gender responsiveness and community policing?

8. Complementary Key Topics

LESSONS LEARNED, INNOVATIONS, AND RECOMMENDATIONS	
What are the lessons learned from the Joint Project (from its design, to its outcomes, including its implementation processes?)	
What are the specific innovations developed through this project?	
What are your recommendations for a better Rule of Law, Pre-Detention issues?	
What are your recommendations for a better Community Policing?	

9. Any other comments?

 **Thank you for contributing to the success of the Sustainable Development and the Strengthening the Rule of Law and Security in Liberia**

