



**NATIONAL COUNCIL
OF APPLIED ECONOMIC
RESEARCH**

Evaluating ‘Access to Justice Scheme’ in the North East India:

**Improving legal literacy & using legal aid clinics
to enhance access**

Feb 25 2020



Evaluating ‘Access to Justice Scheme’ in the North East India:

Improving legal literacy & using legal aid clinics to enhance access

Submitted to

*Department of Justice, Ministry of Law and Justice,
Government of India*



NATIONAL COUNCIL OF APPLIED ECONOMIC RESEARCH

NCAER India Centre, 11 Indraprastha Estate, New Delhi 110002

Tel: +91-11-2345 2698/2699, Email: info@ncaer.org W: www.ncaer.org

NCAER | Quality . Relevance . Impact

Study Team

Team Leader: Dr. Madhura Dasgupta

Dr. Sanjukta Das
Ms. Namrata Ramachandran
Ms. Disha Saxena
Mr. Mohit Pandey
Ms. Anika Kapoor

This study was led by NCAER Associate Fellow Dr. Madhura Dasgupta under the general supervision of NCAER Research Director, Dr. Shashanka Bhide, and Senior Adviser, Professor D. B. Gupta. Ms. Namrata Ramachandran, Special Assistant to the NCAER Director General, initiated the first discussions with the Department of Justice and was the Project Lead until she left NCAER in September 2019. Mr. Mohit Pandey and Ms. Disha Saxena were the Research Associates on the project. Mr. Mohit Pandey and Mr. K. S. Urs, Associate Fellow, assisted with the field survey in Guwahati, and provided the findings of the survey. Ms. Disha Saxena assisted with the field work in Agartala. Dr. Sanjukta Das, Associate Fellow, provided inputs from a review of the previous evaluation studies. Ms. Anika Kapoor coordinated the study.

We are deeply grateful to Dr. Alok Shrivastava, Secretary, Department of Justice for commissioning the study and Ms. Sushma Taishete, Joint Secretary, for her guidance during the course of the study. We are also thankful to Mr. Shailesh Srivastava, Director, Ms. Badar Jahan, Consultant, and other officers in DOJ for their support throughout the study. We would also like to thank for their support all officers in the Department of Justice and in state governments involved in the Access to Justice Scheme in the Northeast and J&K, especially in Assam and Tripura.

Financial Support: NCAER is grateful to the Department of Justice, Ministry of Law and Justice, Government of India, for nominated financial support for this research.

© National Council of Applied Economic Research, 2020

All rights reserved. The material in this publication is copyrighted. NCAER encourages the dissemination of its work and will normally grant permission to reproduce portions of the work promptly.

Published by

Professor Anil K. Sharma
Secretary and Operations Director, NCAER
The National Council of Applied Economic Research
NCAER India Centre, 11, Indraprastha Estate
New Delhi-110 002
Tel: +91-11-2345 2657 6120 698 Fax: +91-11-2337-0164
aksharma@ncaer.org www.ncaer.org

The findings, interpretations and conclusions expressed in this paper are those of the authors alone. They do not necessarily represent the views of NCAER or those of its Governing Body members.

Foreword

The awareness of legal rights, benefits and obligations is critical for effective citizen participation in democratic governance and for citizens to claim their rights under the law. The National Legal Literacy Mission launched in 2009 emphasized the need for imparting legal literacy to socially and economically weaker sections of India. The Department of Justice in the Ministry of Law and Justice has sought to systematically strengthen legal literacy efforts and had used a collaboration with UNDP to implement a project on Access to Justice over 2009-2017. The project provided a number of insights for launching similar programs in the next five years.

One such DOJ scheme launched under the 12th Five Year Plan was the 'Access to Justice' Scheme (A2J) in the eight Northeastern states of Assam, Manipur, Mizoram, Meghalaya, Arunachal Pradesh, Nagaland, Tripura and Sikkim, and in Jammu & Kashmir.

The scheme is designed to increase legal awareness, promote legal literacy through training and dissemination of information and by training those who are outside the formal judiciary but play a crucial role in the traditional justice system. A2J conducted training programs, prepared and produced information, education and communication (IEC) materials, conducted legal literacy and dissemination activities and conducted legal aid clinics.

DOJ entrusted an evaluation of the current phase of the A2J Scheme over 2017-2020 to NCAER to assess the scheme's implementation record and its impact. The objective of this impact evaluation study is to assess the efficiency and the effectiveness of the current model of the A2J project, identify procedural and substantive drivers and constraints, and the failures and successes sustained in the implementation thus far. NCAER was asked to suggest changes in the current A2J model in any future overhaul or expansion to improve the performance of the scheme.

The evaluation study is based on field visits to Guwahati and Agartala, where three of the 25 A2J projects were carried out. The three selected projects reflect the three types of activities of the program: spreading legal literacy, conducting training and building capacity to spread legal literacy, and conducting legal aid clinics that help spread legal literacy by bringing better access to justice to remote populations.

The study makes important recommendations for

- the effective functioning of the Scheme
- spreading legal awareness and literacy, especially for women
- training and capacity building
- legal aid clinics; and
- para-legal volunteers and panel lawyers

NCAER gratefully acknowledges the support of the Department of Justice, particularly Dr. Alok Shrivastava, Secretary, Department of Justice for commissioning the study and Ms. Sushma Taishete, Joint Secretary for her guidance during the course of the

study. We are also thankful to Mr. Shailesh Srivastava, Director, Ms. Badar Jahan, Consultant and, and other officials in the DOJ for their support. The study team also acknowledges the cooperation and the participation of a number of officials in the State Resources Centre, Guwahati and the Tripura State Legal Services Authority, Agartala and the State Institute of Public Administration and Rural Development, Agartala where the study team conducted the interviews for the present study.

I would like to thank NCAER Associate Fellow Dr. Madhura Dasgupta, who led this study under the general supervision of the NCAER Research Director Dr. Shashanka Bhide and Senior Adviser Professor D.B. Gupta. I am grateful to Ms. Namrata Ramachandran, my Special Assistant, for leading the study in its preparatory stages and for the initial discussions with DOJ. I would also like to thank other team members, Dr. Sanjukta Das, Ms. Disha Saxena, Mr. Mohit Pandey, Mr. K. S. Urs and Ms. Anika Kapoor for their valuable contributions. Ms. Kapoor provided excellent overall project coordination for the study. I am grateful to the entire team for completing the study under severe time constraints.

This important work sets the stage for more detailed work at NCAER on the economic analysis of the legal profession and on the many critical challenges that India's court system and judiciary faces. This study is part of growing set of activities in law, economics and justice at NCAER that is using the tools of economic and data analysis with the end goal of improving the delivery of justice to the ordinary Indian citizen. We look forward both to the impact of this study and to your suggestions for shaping this new NCAER initiative.

Shekhar Shah
Director General

February 21, 2020

Table of Contents

<i>Study Team</i>	<i>iii</i>
<i>Foreword</i>	<i>iv</i>
<i>List of Acronyms</i>	<i>vii</i>
<i>Executive Summary</i>	<i>ix</i>
Chapter I. Introduction	1
I.1. Backdrop.....	1
I.2. Objectives of the Study.....	4
Chapter II. Methodology	5
Chapter III. Field Visits	10
III.1. Legal literacy activities (Training and preparation of IEC materials and dissemination activities), Assam.....	11
III.2. Training and capacity building of Panchayati Raj functionaries on legislations/ legal rights, Tripura.....	17
III.3. Setting up of 10 Legal Aid Clinics in 10 Sub-divisions in Tripura.....	22
III.4. Summary of the Projects across the two states.....	32
Chapter IV. An Assessment and Recommendations	41
IV.1. Design of the scheme.....	41
IV.2. Design of the projects.....	42
<i>List of Tables</i>	
<i>Table II.1: List of Projects under A2J Scheme in NEJK under three broad categories</i>	<i>6</i>
<i>Table III.1: Details of the Training Programs Conducted</i>	<i>13</i>
<i>Table III.2 Total number of cases reviewed in the clinics</i>	<i>29</i>

List of Acronyms

Acronym	Full form
A2J	Access to Justice
APSCW	Arunachal Pradesh State Commission for Women
APLSA	Arunachal Pradesh State Legal Services Authority
ASLSA	Assam State Legal Services Authority
ATI	Administrative Training Institute
AWC	Anganwadi Centers
BDO	Block Development Officer
CSC	Common Service Centres
DJ	District Judge
DLSA	District Legal Services Authority
DOJ	Department of Justice
FIR	First Information Report
GOI	Government of India
ICDS	Integrated Child Development Services
ICT	Information and Communication Technology
IEC	Information, Education and Communication
JK	Jammu and Kashmir
JKLSA	Jammu and Kashmir State Legal Services Authority
LAC	Legal Aid Clinic
LLP	Legal Literacy Program
MOA	Memorandum of Agreement
MS	Member Secretary
MT	Master Trainers
NALSA	National Legal Services Authority
NCAER	National Council of Applied Economic Research
NEJK	North East and Jammu and Kashmir
NGO	Non-Governmental Organization
NMJDLR	National Mission on Justice Delivery and Legal Reforms
NPC	National Productivity Council
PL	Panel Lawyer
PLV	Para Legal Volunteer
PMAY	Pradhan Mantri Awas Yojana
PRTC	Permanent Resident of Tripura Certificate
PRTI	Panchayati Raj Training Institute
ROR	Record of Registration
RPM	Rural Program Managers
RT	Resource Trainers
SBA	Sakshar Bharat Abhiyan
SC	Scheduled Caste
SDLSA	Sub Divisional Legal Services Authority
SHG	Self Help Groups
SIPARD	State Institute of Public Administration and Rural Development
SIRD	State Institute of Rural Development
SLMA	State Literacy Mission Authority
SLSA	State Legal Services Authority

Acronym	Full form
SRC	State Resource Center
ST	Scheduled Tribe
TSLSA	Tripura State Legal Services Authority
UNDP	United Nations Development Programme
VLE	Village Level Entrepreneur

Executive Summary

Given the critical nature of awareness of legal rights, benefits and duties among the citizens in achieving development, spreading legal literacy has been attempted by a variety of approaches. Department of Justice in collaboration with the United Nations Development Programme implemented a project on Access to Justice over the period 2009-2017 in the eight states - Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Uttar Pradesh. The project aimed at spreading awareness on legal and fundamental rights, among women, and other backward classes such as the scheduled castes (SCs), and scheduled tribes (STs), so as to increase their access to social justice and equality.

Department of Justice launched the 'Access to Justice' scheme, in 2012 in the eight Northeastern states of Assam, Manipur, Mizoram, Meghalaya, Arunachal Pradesh, Nagaland, Tripura and Sikkim, and Jammu & Kashmir, building on the experience of the previous efforts.

The scheme is designed to increase legal awareness, promote legal literacy through training and dissemination of information and also training those who are outside the formal judiciary, but play a crucial role in the traditional justice system. The scheme has supported a number of activities in the states where it has been implemented. These activities include training programs, preparation, and production of Information, Education and Communication (IEC) materials, conducting legal literacy/ dissemination activities and conducting legal aid clinics.

DOJ entrusted, an evaluation of the present phase of the scheme (2017-2020) to NCAER to assess the scheme's impact. The overall objective of this impact evaluation study is to assess the efficiency and the effectiveness of the current model of the A2J Project, identify the procedural and the substantive drivers, and the constraints, the failures and the successes sustained in the implementation thus far, with a view to suggest any changes in the current model and recommend any future overhaul or an expansion of the Scheme.

Key recommendations of the evaluation study undertaken by NCAER, based on a review of the available documentation and field visits in the two states of Assam and Tripura, are summarized below:

1. Design of the scheme

- One of the key recommendations of the earlier studies relating to the design of the scheme was building strategic institutional partnerships with the other Central Ministries. This aspect has been recognized in the present scheme as the scheme has envisaged collaboration with the other government agencies, particularly with the institutions of Panchayati Raj and Rural Development at different levels in the states. This is because the focus of the scheme is to reach out to those who live in remote or less accessible areas, in addition to those suffering from social and economic barriers. The scheme has also succeeded in getting the support of the Departments of Education in developing IEC materials and training activities. Extending this collaboration to other departments, would have a significant impact on achieving the greater goal of legal literacy. Specific collaborations relating to sensitization and training of the

functionaries of the departments on legal literacy, particularly training those whose interface with the public is more frequent, will be mutually beneficial.

- The recommendations from earlier evaluations included the need for increasing engagement of institutions at the state level namely the SRCs, SIPARD, so as to utilize the specialized strengths of these institutions to undertake training and IEC activities at the local level. The present scheme has adopted this approach. However, a smooth coordination in the implementation of the legal literacy schemes of these institutions, at the local level, with the state level government departments is required. Adoption of legal literacy programs - especially as it relates to the subject or the domain of the departments will help in strengthening the collaboration.
- Engagement of SLSA and legal education institutions to collaborate on training and Legal Aid Clinics has been attempted in the present scheme. Such engagement needs to be sustained as the legal aid clinics are effective in supplementing legal literacy.
- Collaboration with the Civil Society Organizations is another potential channel to strengthen the dissemination activities.
- Another important recommendation from the previous evaluations was the use of CSCs. That aspect was not seen in the projects examined in the present study. Use of CSCs as information resource centres on legal literacy, including setting up of kiosks or such infrastructure at the CSCs, may be needed. Kiosks may also be set up at other relevant centres providing public services such as the panchayats, SLSA premises, and financial institutions. Developing Mobile Apps on legal literacy resources may also be considered to supplement the dissemination efforts.
- The portfolio of projects in the present scheme is balanced in terms of the distribution of activities: legal literacy, training and capacity building, and legal aid clinics. The projects also undertake a combination of activities such as training, producing IEC material for dissemination of legal literacy and setting up legal aid clinics. These activities have significant synergies. However, production of IEC materials may well be a specialized activity, especially when the scheme moves into the adoption of ICT approaches of dissemination.
- The present approach, considers training on a wide range of issues together. It may be useful to examine if the modules can be targeted to specific types of trainees.

2. Design of the projects

i. Recommendations for effective functioning of the scheme

- The implementing agencies need greater support in obtaining assistance from the government agencies at the state level, in many of their activities - participation of officials at the grassroots level in the training programs, adopting legal literacy dissemination as one of their own to the extent that it reflects their domain of work.

- Greater involvement of the DOJ with assistance on any mid-course correction is required, with respect to timing and funds. This will require closer monitoring of the progress of the projects. Tools for two-way interaction with the implementing agencies through web portals may be considered.
- Coordination of the implementation of the training programs with the State ATI and the PRTI may be considered to achieve greater sustainability of the efforts. DOJ's initiative in this regard will facilitate better implementation of the projects.
- Although there is a need to be flexible across the different regions and the social and the cultural contexts, training modules and activity implementation guidelines should be developed in a uniform way to increase the efficiency in the implementation of the projects. Production of IEC materials may also be based on certain guidelines to ensure that the important details are accurate.
- Developing a 'digital knowledge resource on legal literacy' will also help in improving the access from CSCs or other access points.
- In order to understand the effectiveness of the expanding programs of legal literacy and legal aid clinics, it is necessary to undertake periodic studies of the impact of such programs on the ultimate population groups in the society that are the focus of these programs. The findings will also be useful in redesigning the programs as required.
- The legal literacy projects should include activities spread over at least a year so that the message is repeated effectively.

ii. Recommendations specific to the spread of legal awareness/literacy

- The printed IEC materials in local languages must be made available in the government/panchayat offices, NGOs and other institutions.
- Legal literacy messages through social media platforms may be considered after pilots.
- Legal awareness messages should also be broadcast through TV, or radio programs in the local languages.
- Periodic legal awareness camps need to be held in the remote areas, particularly where communication infrastructure is weak with the help of the village panchayats and social organizations.
- Regular legal awareness programs may be held on relevant topics in schools, in the form of shows, documentaries, puppet shows, as they may be an easier medium to

impart legal awareness/literacy in comparison to booklets/pamphlets. Such approach is also relevant during fairs/ cultural events.

- Among other established mechanisms for dissemination, quizzes/ competitions may also be held in social forums to draw attention to legal literacy.

iii. Recommendations specific to legal literacy for women

- In addition to communicating information on women specific legal rights and equality before law, gender sensitization programs must be made a part of all the training sessions with the view to ensure a gender-equal society.
- More women are needed in advancing legal literacy, as trainers or PLVs, which will also help attract the attention of other women.
- Disseminating information through organizations such as Self-Help Groups of Women may be explored.

iv. Recommendations specific to training and capacity building process

- Developing training modules on legal literacy for officials in various government departments and agencies, including the law enforcement agencies, particularly where their contact with the public is significant, should become a part of their regular training course material. The objective is to sensitize them about making the common people aware of their rights under law.
- Sensitization programs for the police department, on the need for greater awareness of rights of children, women and the more vulnerable groups of populations may also help increase their participation in legal literacy activities.

v. Recommendations specific to legal aid clinics

- DOJ needs to ensure that sufficient infrastructure is available when legal aid clinics are set up.
- Privacy must be ensured in the legal aid clinics, so that people are comfortable about sharing their problems
- The need for expanding the program for legal aid clinics should be examined, along with the requirement of more panel lawyers and PLVs.

- More female PLVs may be hired since most of the cases that PLVs and Panel Lawyers deal with are family disputes/domestic violence. Women will be more comfortable to talk to female PLVs.
- Legal aid clinics are more relevant when common people are in need of legal services. Hence needs assessment studies by PLVs would be required, before setting up the legal aid clinics. Moreover, such legal aid clinics are powerful ways of supplementing legal literacy activities.

vi. Recommendations specific to PLVs and Panel Lawyers

- Monetary compensation to PLVs in performing their duties should be reviewed to incentivize them to do their work effectively. Presently, compensation is not considered adequate by them. Since they need to travel to remote places for door to door surveys, and other duties in connection with the legal aid/ legal literacy work, hence, transport related allowance may be considered.
- Similarly, the remuneration of the Panel Lawyers may also need to be reviewed in view of the inputs received in the present study.
- More generally, given the need for sustainable and expanding programs of legal literacy, PLVs and Panel lawyers will play a significant role in such programs. Therefore, for their role and participation to be effective, appropriate compensation needs to be put in place.

I. Introduction

I.1 Backdrop

The term - 'access to justice' conveys the ideas fundamental to the implementation of the rule of law. A report of the Law Commission of India states that access to justice focuses on two basic principles, them being (1) accessibility of judicial and quasi-judicial systems to all; and (2) leading to results that are individually and socially fair to all, irrespective of social and economic conditions¹.

Awareness of legal rights empowers citizens to seek justice against the crimes they suffer and enables them to fulfill their duties and responsibilities. Without awareness, many may remain vulnerable to exploitation, unable to utilize the opportunities provided by law. Lack of awareness of legal rights, benefits and duties is expected to be significant in developing countries, even with so many public welfare schemes in place, for the propagation of the same. Furthermore, such awareness deficit is likely to be greater among the poor, the less educated and in the remote areas, given the limited flow of information, relative to what may be seen in the more developed and the urban environments. It can be said that when awareness of legal rights and access to justice are made universal, they empower the poor and the vulnerable in seeking remedies for their deprivations.

In the Indian context, a number of focused attempts have been undertaken to propagate the awareness of legal issues among the socially and the economically weaker sections of the population. The National Legal Literacy Mission was launched by the Government of India in 2005 with a special focus on the poor, the minorities and the women. The literacy mission has also been significantly complemented by measures to broaden access to justice or legal services, through schemes like the legal aid services.

Spreading legal literacy has been attempted by a variety of approaches. The National Legal Services Authority (NALSA) undertakes awareness activities in collaboration with the other legal services institutions through targeted and mass outreach programs, distribution of informative material on legal services, laws affecting common people and on the rights and duties of the citizens. These activities are conducted to reach all population groups.

An important extension of such an approach has also been training groups of people who can in turn impart legal awareness to others in different ways, including assisting in availing public services to those eligible. The latter efforts are very critical as delivery of public services and welfare programs, require special attention such that the intended beneficiaries are not excluded. Building capacity to impart knowledge about the legal issues to the common people has also been realized, with the support of different institutions and programs that can reach the general public

¹ 222nd Report (2009) of Law Commission <http://lawcommissionofindia.nic.in/reports/report222.pdf>

through various networks such as the local government bodies, educational institutions and civil society organizations.

With the arrival and the adoption of new electronic technologies for information processing and communication, the reach of the channels of communication has expanded enormously. It is not just the outreach to the general population that has become possible, but training the key resource persons, and reaching the targeted population has also become more efficient. For example, with the use of mobile phones, disseminating information to a large number of individuals has become feasible at a modest cost. Video conferencing enables training and capacity building activities to be conducted using scarce expertise, located at a long distance. Local institutions such as the panchayats, schools, medical facilities and financial institutions in rural areas are more common today, than it was, just a few decades back. These institutions can also be a powerful source of information on legal rights and services.

Department of Justice in collaboration with the United Nations Development Programme started a pilot project in 2006, on 'Access to Justice (A2J) for the Marginalized People'. The project was implemented on a full scale, from 2009-2012 in the seven states of Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan and Uttar Pradesh. The Project sought to (1) empower the poor and the disadvantaged sections of the society to seek and demand justice and (2) improve the institutional capacities of the key justice service providers so as to enable them to effectively serve the poor and the disadvantaged. The project was implemented in its second phase from 2013-2017. Maharashtra was included in the second phase of the project.

In its 2nd phase, 2013-17, the A2J project was structured and planned around strategies seeking to strengthen the legal services institutions and processes, including support for the Legal Services Authorities, support for specific selected initiatives under the National Mission on Justice Delivery and Legal Reforms and initiatives to support empowerment of the vulnerable. The activities under this phase included training of Para Legal Volunteers, Panel Lawyers and other legal literacy initiatives besides establishing institutional collaborations to achieve the goals of facilitating access to justice.

The evaluation report of the project, in 2017², recommended building strategic institutional partnerships across various ministries in the central government that implement welfare programs for the poor and the socially vulnerable. The recommendations also included increasing engagement with NALSA for capacity building of panel lawyers, PLVs and partnerships with SRCs and SIRDs across states; expanding opportunities for legal literacy training and scope for service delivery at CSCs; exploring scope for engaging with Panchayati Raj Institutions; targeting vulnerable groups such as children in conflict with law and tribal communities; refining legal information hub/kiosk model; exploring possibility of development of mobile application; sustaining partnership with NMJDLR; continuing support to research studies; increasing engagement with the State Biodiversity Board (SBB); capacity building of law enforcement

² Access to Justice for Marginalized Persons-Evaluation and Documentation, Final Report, 18th MAY 2017 by Sutra Consulting, for UNDP.

stakeholders; and studying law school-based legal aid services and exploring partnerships with SLSAs.

A study evaluating Legal Literacy Program (LLP) in Rajasthan³, noted a number of initiatives undertaken in the Access to Justice GOI-UNDP Scheme (2013-2017):

i. In Rajasthan, using the network of 500 Common Service Centres (CSCs) spread across the state, CSC e-Governance Services India Ltd. took up the vital task of providing legal literacy trainings. The objective of the program was to impart legal literacy to the Village Level Entrepreneurs (VLEs) at the initial level, who would then organize legal literacy sessions to facilitate access to justice for the common people.

ii. In Uttar Pradesh, a Legal Literacy Campaign through the State Institute of Rural Development (SIRD) was conducted.

iii. Introduction of Legal literacy in the adult education curricula of the National Literacy Mission Authority

iv. Training of PLVs and panel lawyers in Odisha

v. Establishing Voice-based Legal Information Kiosks in Chhattisgarh and Jharkhand

During 2013-2017, parallel to the GOI-UNDP project in the eight states mentioned earlier, the Department of Justice also implemented the scheme 'Access to Justice- Northeast & Jammu and Kashmir' (A2J NEJK) under the 12th Five Year Plan. The activities under this scheme are related to legal literacy, training and capacity building in the eight Northeastern States of Assam, Manipur, Mizoram, Meghalaya, Arunachal Pradesh, Nagaland, Tripura and Sikkim, and Jammu & Kashmir.

Implementation of the A2J- NEJK scheme took into account the recommendations given by a 'needs assessment study' conducted by the Impulse NGO Network in 2015⁴. Subsequently, on its implementation, the scheme was evaluated by an external agency- the National Productivity Council (NPC) in 2017⁴. The 2015 study noted that in the North East and Jammu and Kashmir, the project aimed at addressing the legal needs of the marginalized and the vulnerable sections of the society, including women, children, SC&STs, and the Tribal Communities. The project also undertook several innovative initiatives to augment legal awareness of the vulnerable sections of the population and their capacity to seek justice.

The evaluation study by NPC, provided a number of recommendations for the project. While emphasizing the need for IEC materials in local languages, it was also suggested that such materials should keep in view of the state level laws affecting the common people. A number of

³ 'Impact Assessment of Legal Literacy Programme (LLP) in Rajasthan, Evaluation Report, Council for Social Development, New Delhi, March 2017.

⁴ Evaluation of the Project Access to Justice (North Eastern States and Jammu & Kashmir), prepared by Economic Services Group, National Productivity Council, New Delhi, Sep 2017, Sponsored by Department of Justice, Ministry of Law and Justice, Government of India.

suggestions were made on the need for regular and more frequent training programs with a longer duration, and most importantly the recommendations included the need for field visits for the trainees to gain practical experience, by dealing with some disputes in the field. Recommendations also included formalizing the training given to the VLEs so that they are incentivized to propagate legal knowledge, an increase in the monetary incentives to para legal volunteers and panel lawyers. The study further recommended the inclusion of more projects on the issues of domestic violence, girl trafficking, and food subsidy under the scheme.

The scheme has supported a number of activities in the states where it has been implemented. These activities included training programs, preparation and production of Information, Education and Communication (IEC) materials, conducting legal literacy/ dissemination activities and conducting legal aid clinics. Focus on building and strengthening institutional collaborations has been a key feature of the scheme.

The A2J-NEJK scheme was extended by the DOJ for three years, 2017-18, 2018-19 and 2019-20. The DOJ has now desired that an external evaluation of the present phase of the scheme be conducted. NCAER has undertaken to carry out this evaluation study.

I.2 Objectives of the Study

The overall objective of the impact evaluation study is to assess the efficiency and the effectiveness of the current model of the A2J Project and identify the procedural and the substantive drivers, and the constraints, the failures and the successes sustained in the implementation of the Project thus far, with a view to suggest any changes in the current model and recommend any future overhaul or an expansion of the Project. Although the scheme was implemented in Jammu and Kashmir, the present study has focused only on the Northeastern States.

The project is expected to generate a comprehensive report including the following elements:

- (i) Evaluation report of the A2J Project;
- (ii) Policy recommendations to deal with current flaws in implementation, if any; and
- (iii) Policy recommendations for future, wider implementation;
- (iv) Suggestions for possible replicable and expandable models.

The report is organized in four chapters including the Introduction. In chapter II, we outline the methodology followed for the present evaluation study. Findings from the interviews and the meetings held with the implementing agencies of the selected projects under the scheme are presented in Chapter III. Chapter IV provides the recommendations from the study.

II. Methodology

The present evaluation is designed to examine the operation of the 'Access to Justice' Scheme in the Northeastern States over the period 2017-2020. The study is based on the discussions and the meetings held with the implementing agencies of a few specific projects, undertaken under the scheme. The assessment of the specific sample projects is based on the following indicators:

1. Design of the project in terms of the strategies of implementation and their expected results.
2. Achievements in the objectives of the projects, in terms of the deliverables.
3. Strengths and challenges faced in the implementation of the goals.
4. Factors affecting the replication or the scaling up of the project.
5. Changes needed for the project to make a greater impact on the common people.

We have also reviewed the evaluation and the recommendations made by some of the earlier studies relating to the main activities of the scheme, namely, spreading legal literacy and training and capacity building.

Selection of Projects for the Study

For the purpose of the selection of a few specific projects, we first examined the various projects, supported by the DOJ under the scheme, based on the information shared by them. Table II.1 lists all the projects taken up under the scheme and classifies them into three broad categories: (1) Legal literacy activities - 9 projects (2) Training and Capacity Building - 9 projects and (3) Legal aid clinics - 7 projects. In total, 25 projects were considered under the scheme, out of which, 12 were completed, including those whose project reports got submitted, by August 2019. Total budget for all the 25 projects is Rs 11.47 crore. The first category projects were allocated Rs 3.62 crore, the second 3.58 crore and the third Rs 4.28 crore, with a nearly equal distribution of resources. The data on the projects listed in Table II.1 are provided by the DOJ.

One of the legal literacy projects conducted by the State Resources Centre, (SRC), in Assam also undertook training programs for the implementation of dissemination activities in Sikkim.

Taking into account the logistics issues, we selected only two states for the field visits in the present study: Assam and Tripura.

Among the projects conducted in the two states, the project surveyed in Assam undertook Legal Literacy activities in addition to training and capacity building for the dissemination of the same. Phase 3 of the project was completed by the time the field visits were planned. In Tripura, we

selected two projects, one of which has been implemented by the State Institute of Public Administration and Rural Development (SIPARD). They also undertook activities for dissemination of legal literacy and training and capacity building for the propagation of the same. The other project on the ‘propagation of legal literacy and setting up of Legal Aid Clinics’ was implemented by the State Legal Services Authority (SLSA), Tripura. The final reports on both the projects, had been submitted to the DOJ, at the time of the field visit.

Table II.1. List of Projects under A2J Scheme in NEJK under three broad categories

I. Legal Literacy activities

Serial Number	Legal literacy, awareness campaigns	State	Implementing agency	Budget (Rs lakh)
1	Displays in a festival*	Assam	ASLSA	3.20
2	Setting up stalls in book fair/ literary festival*	Assam	ASLSA	10.84
3	Legal literacy activities (Training and preparation of IEC materials, other dissemination activities)**	Assam (In phase 3 of the project undertaken by the institute, training program was conducted in Sikkim also)	SRC	70.93
4	IEC material on legal issues	Arunachal Pradesh	APSCW	80.30
5	Legal literacy activities (reports on workshop and training activities; IEC material) *	JK	State Resource Centre	51.07
6	Legal literacy campaign on POCSO Act (2012)	Meghalaya	SLSA	7.07
7	Legal literacy campaign under MGNREGA	Meghalaya	SIRD, Meghalaya	33.96
8	Legal Literacy, Rights Access and its Utility	Assam	SRC	90.94

Serial Number	Legal literacy, awareness campaigns	State	Implementing agency	Budget (Rs lakh)
9	Documentation of Customary Laws of the North Eastern Region India.	Assam	The Law Research Institute, Eastern Region, Guwahati, Assam	7.50

*Completed projects (includes those submitting final reports) = 4 out of 9

** Project selected for field visit

II. Training and Capacity Building

Serial Number	Training/ Capacity development	State	Implementing agency	Budget (Rs lakh)
1	Training of Gaon Buras and Gaon Buris includes preparation of training material)	Arunachal Pradesh	APSLSA, Arunachal Pradesh	78.06
2	Training for Panchayati Raj functionaries	Manipur	SIRD, Manipur	93.52
3	Capacity Building of POCSO stake holders*	Manipur	Jawaharlal Nehru Institute of Medical Sciences	13.88
4	IEC handbook in local languages	Manipur	Department of Law and Legislative Affairs	9.32
5	Training and Sensitization of Village Headmen on Legal Literacy	Meghalaya	SLSA, Meghalaya	18.80
6	Legal awareness and capacity building of community members on constitutional and legal rights of women*	Meghalaya	Meghalaya State Commission for Women	16.80
7	Training and capacity building of Panchayati Raj functionaries on legislations/ legal rights*	Mizoram	SIRD, Mizoram	28.06
8	Training and capacity building of Panchayati Raj functionaries on legislations/ legal rights*	Nagaland	SIRD, Nagaland	55.03

Serial Number	Training/ Capacity development	State	Implementing agency	Budget (Rs lakh)
9	Training and capacity building of Panchayati Raj functionaries on legislations/ legal rights**	Tripura	SIPARD, Tripura	44.21**

* Completed projects (includes those submitting final reports) = 5 out of 9

** Project selected for field visit

III. Legal Aid clinics

Serial Number	Legal Aid Clinics	State	Implementing agency	Budget (Rs lakh)
1	Setting up 10 legal aid clinics in 10 district headquarters (includes all pre- clinic awareness campaigns and training of PLVs)	Arunachal Pradesh	APSLSA	137.65
2	Legal aid clinics for juveniles (includes preparatory activities such as preparation of IEC material, workshops also)	J&K	Central University of Kashmir	20.26
3	Legal Aid Clinics (Setting up 50 legal aid clinics; organize 12 legal awareness programs in each clinic per year; provide free legal aid to marginalized and needy for 6 months; identify grievances through door to door surveys and counselling)	J&K	JKSLSA	177.50
4	25 legal aid clinics (includes all pre and post clinic activities)	Manipur	Manipur SLSA	52.28
5	Legal aid clinics in 16 educational institutions in Aizawl District*	Mizoram	Mizoram SLSA	24.02
6	Legal Service Centre during Book Stall (5 days)*	Tripura	TSLSA	5.19
7	Legal aid clinics in 10 sub-divisions**	Tripura	TSLSA	10.76**

*. Completed projects (includes those submitting final reports) = 3 out of 7.

** Projects selected for field study.

Total number of projects: 9 + 9 + 7 = 25, out of which 12 are completed, as stated above.

Collection of Data

Due to lack of information regarding the exact number of stakeholders (including trainers, beneficiaries and centre managers, wherever applicable) and beneficiaries in legal aid clinics, field visits were conducted to collect data through individual or group discussions in the implementing institutions.

In addition to this, secondary data in the form of previous evaluation reports of the Department of Justice's Access to Justice Initiatives have been studied.

Analysis

The information collected from the interviews and the discussions held in the implementing institutions has been examined with reference to the indicators reflecting their achievements in the goals of the projects, in addition to the projects' impact, and the strengths and the weaknesses in their implementation. These findings, along with the suggestions from the implementing agencies have been used to draw lessons and recommendations for the scheme.

III. Field Visits

Three projects were selected from the Northeastern States for a detailed examination, so as to assess the performance of the scheme during the period 2017-18 to 2019-20. The projects selected, reflect their specific focus in the three major categories of activities carried out under the scheme: spreading legal literacy, training and capacity building for the dissemination of legal literacy, and setting up of legal aid clinics. The projects in Jammu and Kashmir could not be covered in the present study.

The assessment of the projects is based on the visits to the implementing institutions to collect information on the various aspects of the projects' implementation. Visits were made to Guwahati, where a project was undertaken by the State Resource Centre (SRC), Assam and Agartala, where two projects were undertaken, one by the Tripura State Legal Services Authority (SLSA, Tripura) and the other implemented by the Tripura State Institute of Public Administration and Rural Development (SIPARD, Tripura).

The training activities, included training at different levels: training of trainers who in turn trained other trainers who finally undertook the task of the final dissemination of the legal rights and the relevant laws to the various target groups. The primary trainers are experts in the relevant fields, drawn from different agencies.

The final dissemination activities included meetings with the different target groups, such as women, local level officials in the villages and the general public. The dissemination activities took the form of distribution of IEC materials, display of such materials in the panchayat offices and other public places frequently visited by people, during cultural events or other festivals and also during the training sessions. The IEC materials were prepared in different local languages. The legal aid clinics offered information and basic assistance to the public on the legal issues faced by them. This activity was further supplemented by the dissemination of information along with concrete assistance in resolving some of the actual problems faced by the public.

Discussions were held with the implementing agencies to gather information on the activities conducted by them, their perspectives on the impact of the projects, the constraints faced by them and their suggestions on what needs to be done to improve the performance of the projects. In this chapter, we first present the details of information gathered from the field studies in the two states and subsequently summarize the key points.

III.1. Legal literacy activities (Training and preparation of IEC materials and dissemination activities), Assam: Information Obtained during the field visit

Meeting participants included officials from SRC, Assam; SIPARD, Assam; and SLISA Assam.

Contract terms for the project:

- The project started in November, 2017 and continued till March 2019 and the MoA was signed between SRC, Assam and the Director of DOJ

III.1.1 Implementing Agency: State Resource Centre (SRC), Assam

III.1.2 Objectives of the Project

- To spread legal literacy among the marginalized people of Assam and Sikkim through interactive sessions and Jathas.
- The agreement between DOJ and the SRC, Assam focuses on improving the capacities of the key justice delivery institutions to serve the poor and the disadvantaged community to seek and demand rights, and justice.

III.1.3 Broad description of the project

- The project was first launched in June 2015, by the DOJ through SRC Assam. The main aim of the project is to disseminate legal literacy among women, children and other marginalized communities.
- The project is divided into four phases.
- This report is an attempt to evaluate the third phase - November, 2017 to March, 2019.
- For the third phase, SRC selected 12 districts in Assam and two districts in Sikkim to spread legal literacy. The activity was accomplished by appointing 300 Preraks across the two states, out of which 275 and 25 were appointed from Assam and Sikkim, respectively.
- Currently, the fourth phase of the project, which commenced in August 2019, is ongoing and Assam and Sikkim are parts of the fourth phase too.
- Total budget allotted for the project in the third phase was Rs 70,93,100.

Here, we note that, in this study, we have considered only the activities taken up in the 3rd phase, for which completion report has been submitted by the Institute.

III.1.4 Training of trainers: the Preraks

- Preraks are local people, who were selected by the state government to spread popular schemes like Sakshar Bharat Abhiyan (SBA), ration card or Aadhar card at the village level.

- 300 preraks were appointed across the two states for the third phase of this project, as stated above.

III.1.5 Remuneration of the Preraks

- A monthly remuneration of Rs 2,000 was provided to the Preraks by the State Government and not SRC.

III.1.6 Training Sessions

- SRC conducted 14-training sessions to impart training to the Preraks.
- The first 7 training sessions were of 3 days each, while the rest were of 2 days each.
- The content of the training was mainly on 11 topics: (1) Rights and Duties of Indian Citizen, (2) Pre- Conception and Pre- Natal; Diagnostic Techniques Act 1994, (3) Right to Education Act, 2009, (4) Sexual Harassment of women at work place, (5) Dowry Prohibition Act, 1961, (6) Domestic Violence Act, 2005, (7) Food Security Act, 2013, (8) Free Legal Aids, (9) Different Government Schemes, (10) Right to Information Act, 2005 and (11) Immoral Trafficking Prevention Act, 1995, as directed by the DOJ.
- Special focus was given on topics like domestic violence and immoral trafficking, given that such issues are prevalent in this area.
- Concerned authorities were able to finish the whole content of the training in the first seven training sessions.
- For the rest of the 2-day training sessions, the content was re-iterated and the doubts/questions of the Preraks were cleared. In addition to spreading legal awareness, Preraks also disseminated information about how a victim can access free legal aid, for more serious cases.
- SRC also undertook initiatives to impart legal literacy to Asha workers, Anganwadis and other members of PRI. Details of the training programs is given in Table III.1:

Table III.1 Details of the Training Programs Conducted

Serial No.	Dates	Location	Languages	Trainers
1 st	10-12 th Jan 2018	Tezpur, Assam	Assamese & English	SLMA Assam, Zilla Parishad, DLSA.
2 nd	29 th to 31 st Jan, 2018	Gangtok, Sikkim	English, Hindi & Nepali	Education Department, Govt. of Sikkim, Language Depart ment, Govt. of Sikkim
3 rd	14- 16 th Feb, 2018	Tezpur, Assam	Assamese & English	SLMA Assam, Zilla Parishad, DLSA.
4 th	20- 22 nd Feb, 2018	Tinsukia, Assam	Assamese & English	SLMA Assam, Zilla Parishad, DLSA.
5 th	19- 21 st Jan, 2018	Bongaigaon, Assam	Assamese & English	SLMA Assam, Zilla Parishad, DLSA.
6 th	7-9 th Feb, 2018	Bongaigaon, Assam	Assamese & English	SLMA Assam, Zilla Parishad, DLSA.
7 th	26- 28 th Feb, 2018	Tezpur, Assam	Assamese & English	SLMA Assam, Zilla Parishad, DLSA.
8 th	7-8 th June, 2018	Tezpur, Assam	Assamese & English	SLMA Assam, Zilla Parishad, DLSA.
9 th	19- 20 th June	Gangtok, Sikkim	English, Hindi & Nepali	Education Department, Govt. of Sikkim, Language Depart ment, Govt. of Sikkim
10 th	9-10 th July, 2018	Tezpur, Assam	Assamese and English	SLMA Assam, Zilla Parishad, DLSA.
11 th	26- 27 th July, 2018	Bongaigaon, Assam	Assamese and English	SLMA Assam, Zilla Parishad, DLSA
12 th	14- 15 th Nov, 2018	Tinsukia, Assam	Assamese and English	SLMA Assam, Zilla Parishad, DLSA

Serial No.	Dates	Location	Languages	Trainers
13 th	30 th Sept. 1 st Oct. 2018	Tezpur, Assam	Assamese and English	SLMA Assam, Zilla Parishad, DLSA
14 th	24- 25 th Dec, 2018	Tezpur, Assam	Assamese and English	SLMA Assam, Zilla Parishad, DLSA

III.1.7 Methods to spread legal literacy

Two methods were used to spread legal literacy, the Jathas and the interactive sessions.

- (a) Jathas is a way of spreading message through songs, dance, drama and street plays. It was performed by local artists voluntarily in 33 places across 8 districts, mostly in public areas like local bus stations, haats, melas or any other public gatherings. It was first performed on women's day, 8th March, 2018. The Jathas group comprised of both male and female artists. Leaflets about legal literacy were also distributed to the audience during the performance.
- (b) Preraks conducted interactive sessions to disseminate legal literacy among the villagers. Interactive sessions were mostly held at Gram Panchayat premises. Mostly, the women participated in the interactive sessions. During such interactive sessions, Preraks distributed IEC materials like Booklets/Pamphlets and displayed hoardings in regional languages.

III.1.8 IEC Material

- The IEC materials mentioned the above stated 11 topics, namely – (1) Rights and Duties of Indian Citizen, (2) Pre- Conception and Pre-Natal Diagnostic Techniques Act 1994, (3) Right to Education Act, 2009, (4) Sexual Harassment of women at work place, (5) Dowry Prohibition Act, 1961, (6) Domestic Violence Act, 2005, (7) Food Security Act, 2013, (8) Free Legal Aids, (9) Different Govt. Schemes, (10) Right to Information Act, 2005 and (11) Immoral Trafficking Prevention Act, 1995.
- High court lawyers, members of Gyan Vigyan Samiti Assam (GVSA) and government law college faculties prepared the IEC materials in the form of booklets.
- SRC, Assam prepared IEC materials in 2 languages, Assamese and Nepali.
- Printed pamphlets/ brochures/ hoardings/ charts, covering the above mentioned topics were distributed by the Preraks to spread awareness among the people, in the two states of Assam and Sikkim. In addition, IEC materials were also distributed in the different district centres of Assam and Sikkim and in some of the villages belonging to the aspirational districts of Sikkim. Moreover village level meetings were held at various Gram Panchayats in Sikkim.

- Digital materials (DVDs/ Videos) in Assamese were distributed at Model Adult Education Centers in the Gram Panchayats.
- Hoardings were displayed in Sonitpur, Karbi Anglong, Tinsukia, Bongaigaon, Kokrajhar, Goalpara, and Darrang district of Assam, West Sikkim district and other important tourist places of Sikkim.
- SRC, Assam also printed success story (through legal literacy program) booklets in Assamese, Nepali and English.
- Education Department of Sikkim assisted SRC, Assam in preparing IEC materials in Nepali, Bhutia, Limbu and Lepcha.

III.1.9 SRC Interaction with DOJ

- SRC Assam shared activity (including Jathas) reports after each training program to the DOJ in addition to the monthly and quarterly progress reports.
- DOJ visited the training programs and participated in the interactive sessions. They also interacted with the media personnel.
- In each training workshop, representatives from DOJ were present and they reviewed the IEC materials.
- The IEC materials were first reviewed and vetted by the SLSA, Assam, (ASLSA), and subsequently sent to the DOJ.

III.1.10 Impact Assessment: perceptions of the implementing agency

- Every section of the society, including SC&STs participated in the interactive sessions.
- Women participation was prominent in the interactive sessions. They interacted with the Preraks and inquired about how legal rights, mainly regarding domestic violence, can be exercised.
- It has been observed that after the legal literacy sessions, a number of victims have approached the legal aid clinics seeking for legal aid services such as filing First Information Report (FIRs), filing case in Session court etc.

III.1.11 Constraints: perceptions of the implementing agency

- There is a need for coordination with the Panchayat Department on legal issues at the local level.
- In these two states, people belonging to many tribes do not understand Assamese, Bodo, Karbi or Rabha. Therefore, more IEC materials need to be prepared in languages that these tribes understand.
- Even after conducting interactive sessions and Jathas, people hesitated to approach courts and police station to resolve their dispute or problems.

- Irregular flow of funds from DOJ impacted daily ground activities, leading to the cancellation of interactive sessions.
- Asha workers, Anganwadis and other members of PRI are already engaged in multiple activities. Hence it is not certain whether the project will be able to ensure results in the future.
- Landslides and excessive rains in Sikkim lead to delay in activities.

III.1.12 Recommendations by the Implementing Agency

- There is scope for making the trainings more interesting to the beneficiaries by including role plays, games and group activities.
- Greater involvement of the PRI members/ Education/ Health/ Child development departments/ NGOs and other local bodies is required for improving the impact of the activity in the future for dissemination of legal literacy.
- Legal Service Resource Centres should be made permanent by ensuring proper funding, recruiting well-trained resource persons/ legal experts in three tier levels, in the state.
- IEC materials need to be updated to include awareness on the following:
 - Labor laws.
 - Acts relating to agriculture.
 - Triple Talaak Act.
- Other activities, which can be effective are as follows:
 - Awareness programs for the students and the youths.
 - Awareness programs for the village people.
 - Kalajatha programs.
 - More display of hoardings in public gatherings.
- Preraks' training sessions should be more interactive and participatory for better understanding of the content. For example –a role play of 30 minutes should be given to the Preraks such that it helps them to use expressive signs and languages to communicate legal awareness.
- Proper funds should be allotted for the production of IEC materials.
- As of now, no training manual is used in the training sessions, other than booklets, pamphlets, or handouts on particular topics. However, there is a requirement for training manuals on Laws.
- Greater emphasis should be directed towards imparting legal literacy to women.
- To maintain the quality of the trainees for future training programs, implementing agencies should engage them in various training programs.
- Trainers should be encouraged to visit the field and interact with the local community. This will help to make the training programs more effective.

III.2 Training and capacity building of Panchayati Raj functionaries on legislations/ legal rights, Tripura: Information obtained during the field visit

Contract terms for the project:

- The project started in November, 2017 for a duration of 12 months and the MoA was signed between the Director General, SIPARD and the Director of DOJ

III.2.1 Implementing agency: State Institute of Public Administration and Rural Development (SIPARD), Tripura

The interview was held with a faculty of the Institute, associated with the project.

III.2.2 Objectives of the project

- Addressing the legal needs of the marginalized and the vulnerable sections of the society, particularly women, scheduled castes, and tribal communities through the training of elected representatives and Panchayati Raj functionaries on legal rights and legislations.

III.2.3 Activities conducted to support dissemination of legal literacy

- Training on legal literacy were done at three levels: training of the Master Trainers, the Resource Trainers and lastly, the training given to the village Pradhans. The training was given on 11 topics – (1) Rights and Duties of Indian Citizen, (2) Domestic Violence Prevention Act 2009, (3) Power to People: RTI Act 2005, (4) Sexual Harassment of Women at Work Place Prohibition Act 2013, (5) Dowry Prevention Act, 2013, (6) Food for all, Health for all: The Food Security Act 2013, (7) SC & ST Prevention of Atrocities Act, (8) Free Legal Aids, (9) Reservation of Forest Right Act (RoFR Act), (10) Education is human right & Compulsory Education RTE 2009 and (11) Different Social Welfare Government Schemes.
- Production of IEC materials (posters/handbook/pamphlets) were in Bengali and Kokborok (regional languages). Posters developed on all the 11 items (stated above) are displayed in the panchayat offices. CDs developed on these materials were given to those who asked for it. Some of the Resource Trainers were not comfortable in Bengali and Kokborok, so, they were provided with these CDs where the language of instruction was English and they themselves translated it to Bengali. During the training programs there was display of banners. Posters and Pamphlets were distributed to the village heads. Also, there were newspaper publications regarding the training programs.

III.2.4 Funds

- A total budget (IEC plus training) of Rs 40 lakh was proposed for two years, but an initial amount of Rs 15,47,315 was released by the DOJ. The 2nd installment would not be released before the submission of the project completion report.

- For printing of training materials such as booklets/pamphlets/posters, an amount of Rs 8,68,433 was utilized and the rest was utilized for the training programs.

III.2.5 Training Programs

- The initial training program was conducted in the State Administrative Training Institute (ATI). It was a State level workshop going on for two days, where the Master Trainers (MTs) were trained. The MTs were generally the Panchayat Extension Officers (PEOs). The training session was held once. Number of MTs trained in this workshop was 46. They were trained on the above stated 11 topics, by the officers from the various departments, especially the senior level officers. Apart from these topics, additional topics like leadership and communication skills, citizen centric administration, and participatory decision making were included in the module. Medium of instruction in the training program was English & Bengali. The Master Trainers were supposed to train only the Resource Trainers (RTs). They were not included in the village level trainings. The Master trainers were identified by the Panchayat Department. SIPARD wanted the PEOs as the Master Trainers, since they are the implementers of all development programs. The criteria to be a Master Trainer included knowledge and understanding of both Bengali and Kokborok. Particularly, they needed to be fluent in Bengali, even if they were not that adept in Kokborok. Also, they were required to be able to speak well.
- These 46 MTs trained the Resource Trainers (RTs) and accordingly a cadre of 170 Resource Trainers were developed, who are the Rural Program Managers (RPMs) of the Panchayat Department. SIPARD had asked the Panchayat Departments to directly nominate the RPMs, because at the block levels, they manage all the development programs, i.e. they are subordinate to the PEOs. Out of 625 RPMs, 170 were selected and trained. Criteria to be a RT included fluency in Bengali & Kokborok. Duration of training was three days for each batch. 20 batches were trained in total, in all of the eight district headquarters. They were trained on the same subjects, as mentioned above. Medium of instruction was mainly Bengali & Kokborok as per the requirement.
- These 170 RTs were then used to cover the village level training programs such as the sensitization programs. Apart from the target beneficiaries who are the elected representatives (village heads or Pradhans), trainings on legal literacy were also imparted to the secretary/president of each SHG (sometimes they were also accompanied by two or three members), Anganwadi workers, Asha workers and some social activists (non-governmental people) too. A total of 56 sensitization programs (for a duration of 1 day each) have been conducted. All the blocks in the state were covered and more than 600 out of 1027 villages were covered. Since some blocks do not have community/town halls, some of the sensitization programs were conducted in the State ATI itself. This took place for 3-4 batches but the rest were all conducted in the blocks. Medium of instruction was Bengali & Kokborok as needed. The Pradhans are now proposing to organize legal awareness

camps, in collaboration with some NGOs and social activists from their areas to increase the level of awareness among the common people. There is also a demand for workshops from the social activists themselves, with the objective to increase legal awareness of the common people.

- In all of the training programs, SIPARD was involved along with the participation of the Panchayati Raj Training Institute (PRTI). From the point of view of sustainability, it would have been beneficial if there was greater participation on the part of the panchayats in the project. Since the DOJ did not contact the Panchayat Department themselves, SIPARD had to convince the panchayats to coordinate with them in the training programs. Though they had been extended all possible help from the PRTI, if the DOJ had sent a letter to the Panchayat Department regarding the project, then coordination at the state level would have become easier.

III.2.6 Mode of training

- Mode of training was the same in all training programs. The trainees were first asked to go through the materials and then everybody was asked to present the material. Even in the village level trainings, the trainees were asked to speak/present the topics.

III.2.7 Deliverables

- A target of training 2,000 elected representatives was set and SIPARD had asked for three extensions and by the end of the last extension, they could train 2018 representatives, which is more than the set target.

III.2.8 Trainee feedback

- The trainees wanted a greater duration of the training programs, especially the village level trainees.

III.2.9 Interaction with the DOJ

- Two visiting DOJ officials stayed for two days and addressed the first training program (the State level workshop).
- For the first two times, quarterly reports were sent to the DOJ and subsequently monthly project reports have been submitted. Next SIPARD was asked to send the project completion report, which has been sent recently.
- No feedback from the DOJ regarding the submission of reports, except acknowledgement and reminders to finish the project.

III.2.10 Impact: Perceptions of the implementing agency

- This initiative has now led to the development of a large pool of resource persons in the state.
- Dissemination of materials has been done as much as possible. Most of the blocks have these materials by now.
- Training programs were very successful. The Master Trainers were very effective in imparting training to the Resource Trainers. It is the Master Trainers' effort that has enabled them to complete the program. If the RPMs could not be developed or were not trained well, then it would have been very difficult to complete the program.

III.2.11 Constraints: Perceptions of the implementing agency

- It was a difficult task to achieve the target given to SIPARD because they were running through the state assembly election followed by the panchayat election.
- SIPARD was wholly dependent on the panchayat department to conduct the training programs, and this was the reason why they were late in completing the program. Because of all the elections, none of the PEOs were spared from their duties for a total span of more than 5 months (before and after the election). So for more than 5 months, the training programs had to be kept on hold.
- Since the Ministry had not approached the Panchayat Department directly regarding the project, so the State Institute first had to convince the panchayats regarding their programs and agenda. Coordination with the panchayats would have been much easier had the Ministry approached the Panchayat Department themselves.
- Administrative constraints, coordination gap and elections (owing to which they got late in completing the project).

III.2.12 Suggestions/Recommendations in general from the implementing agency

- It was being requested from the beginning that, if the representatives from the DOJ could come at the start of all the training programs, and set the tune of the program, then the training programs would have been more effective at all the 3 levels. If there was a representation from the Ministry side, it would have been easier to conduct the training programs.
- Visits by the DOJ officials during the course of the project would be helpful in conducting the project.
- Monitoring is very important for trainings to be successful, at least at its initial stages.
- The village level trainees wanted more training programs at the grassroots level.
- Though the IEC materials are all developed in such a way that only by reading it, the common people at the village level can understand whom to approach, but the village people are still confused as to what documents need to be submitted, etc., hence a follow up is essential.

- Since this was the first phase of training, the common people were not invited to the trainings/sensitization programs. But if they are able to conduct the program in the second phase, they would want to roll it out directly to the common people through the panchayat Pradhans.
- More areas could have been covered if more funds were released from the DOJ and consequently the demand for workshops and the legal awareness programs by the social activists and the Pradhans would also have been fulfilled.
- Better coordination between the DOJ, PRTI and the State ATI would be required to conduct such training programs in the future. In order to make the training programs sustainable in the future, greater participation on the part of the panchayats in the project would be helpful. If the Ministry decides to roll out the project for the succeeding year, it is recommended that the Ministry first sends a letter to the Principal Secretary, Panchayat and then to the State Institute. Coordination, in which case with the panchayats would become easier.
- Since the program has been very successful, SIPARD would like to extend the program for another 1-2 years. If the program can be extended, more areas can be covered.

Suggestions/Recommendations to impart legal literacy to the common people in general

- More of IEC material dissemination activities would be necessary.
- More activities can be included like small skits, street plays/dramas or role plays.

Suggestions/Recommendations to impart legal literacy to SC&STs and tribal communities

- SC&ST Atrocities act have now been included in the training programs. Still people are not very aware of these acts. Hence, the rate of awareness on these topics would increase if they can continue with the training programs.
- Reservation of Forest Right (RoFR) Act is another such act. More than 60% of Tripura is covered in forests. So, there is a huge number of forest dwellers in the state. So, making people aware of these acts through training programs would be an essential task.

III.3 Setting up of 10 Legal Aid Clinics in 10 Sub-divisions in Tripura

Contract terms for the project:

- The project started in November, 2017 for a duration of 6 months and the MoA was signed between the member secretary, TSLSA and the Director of DOJ

III.3.1 Implementing agency: Tripura State Legal Services Authority (TSLSA)

Respondents in the discussion included Member Secretary, TSLSA, Deputy Secretary, TSLSA, Project Coordinator and Project Assistant.

III.3.2 Objectives of the project:

- Providing legal awareness among the marginalized communities in the subdivisions of the state of Tripura and to ensure free legal services in the remotest areas.

III.3.3 Activities undertaken

Legal awareness

- In order to understand the current scenario of legal awareness among the people, an assessment study was conducted with 400 families at each clinic location by the Para Legal Volunteers (PLVs) through door to door survey. The assessment study report, revealed that out of 4,000, less than 500 knew about the legal aid services.
- Spreading legal awareness was carried out through three main activities i.e. through the legal aid clinics, the book fairs and the legal awareness camps.
- The topics covered for the dissemination of legal awareness include:
 - (a) Dowry Prohibition Act 1961,
 - (a) RTI Act 2005,
 - (b) RTE Act 2009,
 - (c) Protection of Women from Domestic Violence Act 2005,
 - (d) Forest Right Act 2006,
 - (e) Sexual Harassment of Women at Workplace Act 2013.
- PLVs and Panel Lawyers (PLs) were given training on these topics and they disseminated the same to the common people.

III.3.3a Legal Aid Clinics

- All the Legal Aid Clinics were set up at the sub-divisional levels of the state of Tripura namely: Dharmanagar, Kailashashar, Kumarghat, Longatarai Valley, Kanchanpur, Mohanpur, Bishalgarh, Udaipur and Amarpur.
- All the subdivisions had one clinic each except Kailashashar which had two clinics.
- So there were 10 legal aid clinics in total and one PLV and one PL were attached to each legal aid clinic.
- Out of the 10 PLVs, four of them were males and six of them were females but all the PLs were males.

- More number of female PLVs were engaged in this activity since female individuals were not comfortable in sharing their issues with the male PLVs.
- In the legal aid clinics, the PLVs worked for 25 days in a month and the PLs worked for eight days (twice a week) for five months. The clinics were conducted from 10 a.m. till 4 p.m.
- A total of 1,246 visitors attended the clinics, out of which 765 were males and 481 were females.
- There was individual interaction between the PLVs and the beneficiaries and cases were forwarded to the PLs whenever required
- Also, booklets in the regional languages of Bengali and Kokborok were distributed to the people who visited the legal aid clinics.

III.3.3b Book Fairs

Agartala Book Fair

- A legal stall was opened at the book fair held at Children's Park, Agartala, for 12 days, from 2nd April to 13th April, 2018.
- The total budget released for the book fair, was Rs 5 lakh.
- A total of 8 PLVs and 8 PLs were engaged to the legal stall at the fair for 12 days.
- Around 300 people visited the stall per day.
- Leaflets were distributed and puppet shows were organized on the above mentioned topics.
- Booklets, films and documentaries in the regional languages of Bengali and Kokborok were shown on various legal issues.
- Collages were affixed on the walls of the stalls on various topics.
- Open Quizzes were conducted on legal topics.

Book Fair at Mohanpur Bazar, Mohanpur Sub Division

- On completion of the Agartala book fair, there was some unspent fund, which at the desire of the MS TSLSA, was used in opening another legal stall in the book fair at Mohanpur Bazar under Mohanpur Sub Division. The duration for which was five days.
- A total of six PLVs and 3 PLs were engaged to organize the legal stall at the fair.
- Around 200 people visited the stall per day.
- Leaflets were distributed and puppet shows were organized on the above topics.
- Medium of instruction was the same as before (Bengali and Kokborok).

III.3.3c Legal Awareness Camps

- The locations include: Dharmanagar, Kailashashar, Kumarghat, Longatarai Valley, Kanchanpur, Mohanpur, Bishalgarh, Udaipur and Amarpur.
- One PLV and one PL were attached to each camp.

- The legal awareness camps took place once each month in each subdivision. They were one-day camps.
- A total of 2,541 people visited the camps out of which 1200 were males and 1340 were females.
- Booklets/Leaflets were distributed in the regional languages.

III.3.4 Recruitment of PLVs and PLs for undertaking project activities

- A total of 10 PLVs and 10 PLs were recruited for each Legal Aid Clinic.
- All the PLVs and PLs were appointed by the Member Secretary of TSLSA and NALSA guidelines were followed to select the candidates.

i) Panel Lawyers (PLs):

- There are 3 categories of PLs,
 - (a) (0-3) years of legal service
 - (b) (3-7) years of legal service
 - (c) 7 years and above of legal service
- Eligibility Criteria:
 - (a) Advocates
 - (b) No specific age limits
 - (c) Language Proficiency: Bengali and Kokborok
- The PLs were selected from the existing list available with the DLSA and the sub-divisional Legal Services Authority (SDLSA).

ii) Para Legal Volunteers (PLVs):

- PLVs are retired teachers, social workers or unemployed youth.
- Eligibility Criteria:
 - (a) Education level: (10+2) at least, but no legal knowledge is required
 - (b) No specific age limit
 - (d) Language Proficiency: Bengali and Kokborok.
- PLVs were selected from the local areas of the respective Legal Aid Clinics.

III.3.5 Training Programs for the PLs and the PLVs

- Training programs were held in 3 phases:

i) Refresher

- (a) The budget of the training program was Rs 5000.
- (b) It was held at the TSLSA office.

- (c) The medium of instruction was Bengali, English, Hindi and Kokborok, as needed.
- (d) It was held for only 1 day and the refresher training program took place only once at the beginning of the project.
- (e) Member Secretary, TSLSA and Deputy Secretary, TSLSA imparted training during the refresher course.
- (f) The focus of the training program was on the responsibilities and the functions of PLVs and PLs like maintenance of case records etc. PLVs were trained on how to lodge an FIR.

ii) Induction

- (a) The budget of the training program was Rs 5,000.
- (b) It was also held at the TSLSA office.
- (c) The medium of instruction was Bengali, English, Hindi and Kokborok, as needed.
- (d) It was held for only one day and the induction training program took place once, sometime during the middle of the project.
- (e) Member Secretary, TSLSA and Deputy Secretary, TSLSA imparted training, also during induction.
- (f) During this phase, PLVs and PLs were enquired about the current status of the Legal Aid Clinics and their further plan of action.

iii) Orientation

- (a) The budget of the orientation program was Rs 20,000.
- (b) It was held at a different location, the Shaheed Bhagat Singh Yuva hostel.
- (c) The medium of instruction was Bengali, English, Hindi and Kokborok, as needed.
- (d) It was held for two days and the orientation program was conducted once, about two months before the end of the project.
- (e) Two advocates and invitees from TSLSA gave training to the PLVs. District secretaries and member secretaries of the sub-divisional legal services committee gave training to PLs.
- (f) Two Project Officers from DOJ were present at the orientation program.
- (g) During the training session, knowledge was imparted on topics like Child Marriage, Dowry Prohibition Drug Abuse.
- (h) Written test of PLVs and PL were conducted to assess their understanding of the topics.
- (i) At the end of the session, PLVs and PLs were asked to perform a role play on matrimonial issues.

- All 10 PLVs were present in all the three training programs
- All the PLs have attended trainings sessions by the DLSA in the past, which is why, in none of the trainings, all the 10 PLs were present. For instance, only 2 PLs were present in the orientation program

III.3.6 Additional information about the implementation

Panel Lawyers (Interview with one panel lawyer)

Profile:

i) Education: MA.LLB

ii) Current Employment Status: Practicing in Dhalai District court, Ambasa since 2015

Sources of awareness about the project:

- Newspapers, TV
- TSLSA MS, intimated him about this project.

Responsibilities:

- One month was spent on doing the assessment studies by the PLVs. In order to understand the current scenario of legal awareness among the people, an assessment study was conducted with 400 families at each clinic location by the PLVs through door to door survey. On the basis of these studies, they got to know about the grievances of the people, their legal and documentation problems. After the PLVs collected the information, they came to the PLs in the legal aid clinics, who gave instructions regarding how to proceed.
- The PLs provided legal aid to the SC&STs, minorities, and people from other economically & socially backward communities.
- The PL interviewed, got permission from the DLSA, to conduct Special Lok Adalats and accordingly he conducted a Lok Adalat successfully for the first time in his legal aid clinic in Tripura, in the presence of a presiding officer from DLSA. The matter got successfully resolved.
- He did not provide service in any other scheme.
- The PL interviewed, provided around 25 – 30 consultations in 5 months, (the 1st month was spent in doing the assessment studies by the PLVs as stated above) out of which most of the cases were settled in the legal aid clinics itself and a few were forwarded to the DLSA/SDLSA.
- Privacy was always ensured in the legal aid clinics.

Cases primarily dealt with:

- Mostly family disputes, domestic violence cases
- Criminal cases and civil cases (lesser in number compared to the family disputes)
- Property disputes (less in number compared to family disputes)
- Also, official document problems related to pension, Aadhar card, etc.

Remuneration:

- Rs 500 per day, implying a monthly remuneration of Rs 8*500, during the tenure of the project.
- Compensation is not seen as adequate.

Interaction with DOJ:

- The PL provided feedback formats to the DOJ on the consultations provided in the Legal Aid Clinics.
- No other interaction with the DOJ except the one time they visited, during the orientation program.

Orientation program: Perception of the PL

- Training given during the orientation session was useful.
- Training was mainly given over how to solve the cases and make settlements amicably and by providing counseling.

Role in the book fair

- During the book fair, they distributed books on legal aid for free to anybody who visited the legal stalls.
- Counselling was provided for free.
- Whenever any litigants/visitors came and visited the stalls, they were given an idea about the legal service activities. They were told about who are eligible to get free legal services, irrespective of their castes
- A feedback form was then filled up by the PLVs according to the views of the visitors/litigants
- Sometimes litigants also came to draft a FIR

PLVs: Inputs on the project from all 3 PLVs taken together**Profile:****i) Educational qualification:**

- (a) Class 10th pass
 - (b) M. Sc.
 - (c) Class 12th pass
- Two of them were existing PLVs, and one of them started working at the time of the project

Sources of awareness about the project

- Intimated by the Sub Divisional Legal Services Committee, MS
- Intimated by the PL
- Intimated by the District Secretary of DLSA, West Tripura

Training Programs

- There were 3 training programs in total (1+1+2 days) and they attended all the training programs.
- The training programs were useful, but it would have been beneficial if there were more such programs.
- Trainings were given regarding how to maintain case registers, how to conduct door to door surveys, and law related training was also provided.

Responsibilities

- Identifying people in the need of legal aid and comprehending the existing scenario of legal awareness among the common people through door to door surveys. For the 1st month of the project, they conducted an assessment study with 400 families at each clinic location through such survey.
- Making documents ready for pension, health care, labor card, Permanent Resident of Tripura Certificate (PRTC), birth certificate, death certificate etc.
- Providing counseling.
- Maintaining a daily clinic register.
- The three PLVs assisted around 114, 160 and 170 people each. When the PLVs were unable to solve the cases themselves, they referred the cases to the panel lawyers.
- Spreading legal awareness in the villages through awareness programs with the help of social workers, panchayat people and holding meetings in the villages.
- Organizing legal awareness programs on topics such as child marriage, child labor, and drug abuse in the schools for children.
- Legal cases that they dealt with are same as those faced by the PLs.

Interaction with DOJ

- Monthly reports used to be sent to the DOJ.

Remuneration:

- PLVs received a compensation of Rs 250 per day for 25 days during the project. But after the project tenure, their remuneration has become Rs 400 per day for 16 working days. The PLVs themselves were requesting the State Government for some time to increase the remuneration and the State Government has increased it but till now the bills have not got cleared in many cases. For 7 months, 1 of them has not got his bill cleared. Another PLV has not been able to get her bill cleared for 2-3 months (all after project tenure).
- Though the official number of working days now (i.e. after the project tenure) is 16, in reality they are working for 30 days. But the remuneration they are getting, is for 16 days.
- Compensation is not seen as adequate by them.

The PLVs interviewed did not take any part in the book fair

III.3.7 Legal disputes faced by the beneficiaries

A summary of the cases brought to the LACs is summarized in Table III.2. Large number of cases relate to family disputes followed by property related matters.

Table III.2 Total number of cases reviewed in the clinics

<i>SN</i>	<i>Type Of Cases</i>	<i>No. of Cases</i>	<i>Resolved cases</i>
1.	<i>Cases related to Maintenance Allowance</i>	<i>08</i>	<i>02</i>
2.	<i>Title Suit</i>	<i>02</i>	<i>01</i>
3.	<i>Domestic Violence</i>	<i>02</i>	<i>01</i>
4.	<i>Land Dispute</i>	<i>02</i>	<i>Nil</i>
5.	<i>Partition Suit</i>	<i>01</i>	<i>No information</i>
6.	<i>Mutation</i>	<i>02</i>	<i>No information</i>
7.	<i>Custody of Child</i>	<i>01</i>	<i>No information</i>

Note: Available in Project Completion Report, Opening of 10 LACs Under 10 Subdivisions of Tripura, A2JNE & JK Project, Tripura State Legal Services Authority, 2018-19.

III.3.8 Constraints in the implementation of the project

Views of the PLVs and PLs:

- Six months' time is a very short period to spread legal awareness among the common people, especially in a place where people are practically unaware of their legal rights and provision of legal aid services.
- The houses are located far away from each other, and reaching them is not easy.
- There are communication and transportation constraints.
- No travel allowance was ever paid to the PLVs or the PLs. In their monthly reports to the DOJ, they mentioned about the TA bills, and also about the other challenges that they faced. They also gave their suggestions in those reports. At the time of the visit, during the orientation program, the DOJ officials were informed about the challenges. At the very beginning, i.e. at the time of the submission of the proposal, TSLSA was supposed to give the entire budget break up and at that time TA bill was not included, since it did not occur to them that, this could be a serious issue, but when the project started and they came to realize this, they made several efforts to intimate the DOJ about the constraints, but the matter was not addressed.
- Neither PLs nor PLVs feel that the remuneration is adequate. PLs have now requested to increase the remuneration to Rs. 1000 per day. DOJ has given them assurance but it has not yet been realized. Often it happens, that in order to help someone, they have given money from their own pockets, but their remuneration has not increased, as of yet.
- Sometimes the Panel Lawyers are not available in the legal aid clinics, since they do not feel incentivized to work owing to the meagre compensation they get per month.
- Infrastructure in the legal aid clinics are not adequately provided.

- They were unable to help the common people sufficiently as needed, since the tenure of the project was only for six months.
- Initially there was a difficulty in getting space for the legal aid clinics, in some places. Neither AWC, nor the ICDS office, and the panchayats were willing to provide any space for the clinics. Also, the BDOs did not help at the beginning until they realized it is a Government of India project.

Overall views of the implementing agency

- According to the MoA the tenure of the project was six months. But due to the state assembly elections followed by the panchayat elections the project got delayed by a month.
- Initially there was also a difficulty in getting space to set up the legal aid clinics, in some places. AWC, ICDS office, panchayats did not want to provide the required space. Also, there were no replies from the BDOs, regarding this matter.
- No accountant was hired specifically for the project. Thus, it was managed by the existing accountant of the SLSA but no honorarium was paid to the person.
- Space allotted through the lottery system to set up legal stalls at the book fair was not sufficient.
- It was difficult for PLVs and PLs to convince people to attend the camps as majority of the population was daily wage laborers.
- They were also planning to organize a book fair for spreading legal awareness on fundamental rights and duties, for which they communicated with a singer, requesting her to make a jingle on the rights and duties to make people aware of the same. But this has not yet been approved by the DOJ. The DOJ may consider this in the next financial year.

III.3.9 Impact of the project

- The project led to a significant increase in the awareness of the beneficiaries concerning their basic Legal Rights. During the tenure of the project, the marginalized people approached the clinics to apply for separation of ration cards, bank loans, PMAY, pension, ROR, and Aadhar Cards. People also came forward to share their legal problems, for instance, matrimonial issues, land disputes, domestic violence etc.

Documentation of success stories⁵:

- Sanuwara Begum was being tortured by her mother in law for dowry and regarding other household activities. Her husband visited the Legal Aid Clinic under A2J NE&JK project and tried to seek legal help from the PLV, who thereafter forwarded the case to the PL. The case was then forwarded to the Special Lok Adalat and with their intervention, finally, the family received counselling and the matter got resolved with the husband and wife now living separately with their son.

⁵ Available in Project Completion Report, Opening of 10 LACs Under 10 Subdivisions of Tripura, A2JNE & JK Project, Tripura State Legal Services Authority, 2018-19.

- After getting abandoned by her husband, Krishna Shil, Sachi Rani Tripura and her child faced a difficult situation, all the more since her husband refused to pay his part for the upkeep of their child. Thereafter she approached legal aid clinics and with the intervention of a PL, the matter was resolved. Krishna Shil agreed to pay 2,500/- per month as the maintenance allowance for his child.
- Being brutally tortured, physically and mentally, by her husband and in laws in the demand for dowry, Jahanara Begum had approached the Hiracherra GP Legal Aid Clinic. The Panel Lawyer tried to mediate the case but failed owing to which the case got forwarded to the DLSA, Unakoti and then to the Special Lok Adalat, where the presiding officer settled the matter. At present, they are in a stable relationship.

On completion of the project, all the 10 Legal aid clinics and the 10 PLVs have been absorbed by the SLSA/DLSA/SDLASA. DOJ is in collaboration with the SLSA for the operation of the clinics. PLVs are available on the working days in the legal aid clinics. PLs are available on a need basis.

Owing to the success of the project, TSLSA has proposed to set up more legal aid clinics in 22 villages in the Aspirational Districts in the state. DOJ may consider their proposal in the next financial year.

III.3.10 Recommendations for improving implementation of legal awareness activities: views of the implementers

Recommendations of PLVs and PLs taken together

- It would have been beneficial for the common people, had the project continued for one year.
- There should be more legal aid clinics to cover a greater area and more panel lawyers attached to these clinics. Also, it would have been beneficial if there were more PLVs during the tenure of the project to cover a larger area.
- More legal awareness camps/programs should be organized to spread awareness among the common people, and monthly legal awareness programs can be conducted in the villages.
- Door to door programs by the PLVs are a must.
- More women PLVs are needed to improve the program for the women in general, since women often do not feel comfortable to speak with the male PLVs.
- Infrastructure in the legal aid clinics need to be improved.

Recommendations of the implementing agency

- In order to create legal awareness among the common people, news/messages should be spread in the social media, TV, radio in the local languages. More legal awareness camps must be organized in places, where there is no electricity, and no network.
- Shows, plays, or documentaries may be organized since they have the ability to impart legal awareness, with their easy reach to the audience.

III.4 Summary of the Projects across the two states

In this section, we provide a summary of the various activities undertaken in all the three projects, and a perspective of the implementing agencies and the participants in the process of implementation, on the constraints and the impact of the project and their recommendations to improve the projects' implementation.

III.4.1 Legal Literacy and Training activities

Two of the projects selected in our study were specifically designed to address legal literacy along with the preparation of IEC materials and training to build capacity for imparting the same to the general public and to some specific groups of population so as to empower them to seek their own rights and entitlements as per the laws. One project was implemented by the State Resource Centre (SRC) in Assam, with the activities being undertaken in both Assam and Sikkim. The second project was implemented by the State Institute of Public Administration and Rural Development (SIPARD) in Tripura. The third one covered in the present study, although designed to implement legal aid clinics, did play an important part in addressing the issue of legal literacy. We cover the activities relating to legal literacy in the summary below.

III.4.1a Main objectives of the projects

The primary aim of the activities is threefold: (a) to train the trainers who would then share their education with others, the common people and certain specified target groups, thus empowering them to seek their own entitlements under the law (b) produce IEC materials necessary to impart legal literacy in various local languages and (c) carry out dissemination activities.

III.4.1b Implementation

i. Partnerships

Implementation of the outreach programs such as legal literacy requires the support of various stakeholders. Delivery of a range of public services, including those of the institutions of the Panchayati Raj, which also target specific groups of population, is aimed at empowering these beneficiaries with the knowledge of what their entitlements are under the relevant laws. These government agencies are, therefore, natural partners of the legal literacy program. In addition, expertise from legal professionals and experts would also be important for carrying out both the preparatory and the outreach activities. Finally, carrying out dissemination activities and the use of appropriate methods for doing the same also require relevant expertise. The three projects reviewed here have drawn on expertise and interest from various relevant agencies to implement the program. The departments of Panchayati Raj, Education etc. have been active partners of the implementing agencies.

ii. The Process

The key components of the implementation process in all the three projects involving the propagation of legal literacy are (1) preparation of the IEC materials needed for dissemination (2)

building capacity for dissemination through training at different levels (3) carrying out the dissemination activities.

IEC material

The materials for training and dissemination are generally common in the projects, reviewed. The IEC material was produced in the local languages and the topics for training and dissemination were also mostly common in the projects reviewed under this study.

Training given by SRC, Assam and SIPARD, Tripura was on similar topics except a few variations. The related topics of training include the following:

(1) Rights and Duties of Indian Citizen, (2) Right to Education Act, 2009, (3) Sexual Harassment of women at work place, (4) Dowry Prohibition Act, 1961, (5) Domestic Violence Act, 2005, (6) Food Security Act, 2013, (7) Free Legal Aid, (8) Different Government. Schemes, and (9) Right to Information Act, 2005, as directed by the Department of Justice.

In addition, the training topics in Assam included, Pre- Conception and Pre- Natal Diagnostic Techniques Act 1994 and Immoral Trafficking Prevention Act, 1995. Special focus was given on topics like domestic violence and immoral Trafficking, given that such issues are quite prevalent in the area. In Tripura, additional topics of training included, SC & ST Prevention of Atrocities Act, and Reservation of Forest Right Act (RoFR Act). Additionally, leadership and communication skills, citizen centric administration, and participatory decision making were also included in the module.

The IEC material was produced to cover the above topics. The IEC material included printed pamphlets, leaflets, booklets, hoardings and also CDs.

Preparation and production of the materials required inputs from various experts including translations into various local languages. In Assam, High court lawyers, members of Gyan Vigyan Samiti Assam (GVSA) and government law college faculties prepared the IEC materials in the form of booklets.

In Tripura, production of IEC materials such as posters/handbook/pamphlets/leaflets/booklets were developed in the regional languages of Bengali and Kokborok. Posters developed on all the topics of training are displayed in the panchayat offices, in addition to distributing these to the village Pradhans. CDs developed on these materials were given to those who asked for it. Additionally, during the training programs conducted by SIPARD, there was display of banners. Furthermore, films and documentaries in the regional languages of Bengali & Kokborok were also shown on various legal issues. In the book fairs, organized by SLSA, Tripura, collages were affixed on the walls of the stalls on various topics, with the objective to disseminate legal literacy.

The agencies undertaking the projects prepared and produced the necessary materials required for the activities.

The Training Programs

Who were trained?

In Assam, the training programs were held to train the 'Preraks', who are local people, selected by the state government to spread popular schemes like Sakshar Bharat Abhiyan (SBA), ration cards, or Aadhar cards at the village level. The training of Preraks was organized by SRC drawing on expertise from different relevant agencies.

A total of 300 Preraks were selected for the project from the states of Assam and Sikkim.

SRC also undertook initiatives to impart legal literacy to Asha workers, Anganwadis and other members of PRI. In the project implemented by SIPARD, Tripura, training was conducted at 3 levels: the Master Trainers (MTs), generally the Panchayat Extension Officers (PEOs), were trained by the officers from various departments organized by SIPARD. They in turn trained the Rural Program Managers (RPMs) of the panchayat departments. The Master training workshop was held only once during the project period. 46 MTs were trained in this two-day workshop.

These 46 MTs trained the selected RPMs, building a cadre of 170 Resource Trainers (RTs). SIPARD had requested the Panchayat Department to directly nominate the RPMs because at the block level, they manage all the development programs, and report to the PEOs.

These 170 RTs were then used to cover the village level training programs such as the sensitization programs.

In the case of the project on Legal Aid Clinics in Tripura, the trainees were the Para Legal Volunteers (PLVs) and the Panel Lawyers (PLs) of the Tripura State Legal Services Authority.

The development of trainees in these projects has followed different approaches, but all points to the need for identifying suitable partners for deploying resources for the dissemination activity. Building partnership appears to be necessary so as to sustain the programs of legal literacy, even if the methods to achieve these may change over time with the availability of ICT technologies.

Duration of training and Venues for training

In Assam, the initial training session for the Preraks was held for three days.

Concerned authorities were able to finish the whole content of the training in the first seven training sessions.

For the subsequent 2-day training sessions, the content was re-iterated and the doubts/questions of the Preraks were cleared.

These training sessions were held in the different districts of Assam and Sikkim.

Preraks were involved in the programs conducted for spreading legal literacy at the village level.

In Tripura, the Master trainers' training program was conducted in the State Administrative Training Institute (ATI). Duration of training for the second level training of RPMs was 3 days for each batch. In all, 20 batches were trained across all the eight-district headquarters. Accordingly, a cadre of 170 RTs was developed.

The RTs in turn conducted programs to disseminate the information about legal issues in the villages to the village level officials (Pradhans).

Course content and training methods

The training was given on the topics mentioned previously under the section on preparation of IEC material.

The content of the training program was more or less the same in both the states, with a few differences.

In addition to spreading legal awareness, Preraks also propagated relevant information about how a victim can access free legal aid services, for more serious cases.

The training of the second level trainees was also on the same topics as in the case of the MTs.

IEC material such as posters/ pamphlets/ banners were used in the trainings and they were also distributed in the villages. The materials were produced in different local languages of the states. CDs were also included in the materials provided to the trainees, if required.

Medium of Instruction

In Assam, training was imparted in Assamese, Nepali and Hindi.

In Tripura, medium of instruction was mainly Bengali & Kokborok.

The Final Stage of Spreading Awareness

In Assam, two methods were used to spread legal literacy, the Jathas and the interactive sessions.

Preraks conducted interactive sessions to disseminate legal literacy among the villagers. Interactive sessions were mostly held at Gram Panchayat premises. Mostly women participated in the interactive sessions. During the interactive sessions, Preraks distributed IEC materials such as booklets/pamphlets and also hoardings were displayed in the regional languages.

Printed pamphlets/ brochures/ hoardings/ charts were distributed by the Preraks to spread legal awareness among the people, in all the three states. The IEC materials developed were also distributed to the different districts centres of Assam and Sikkim and some of the villages belonging to the aspirational districts of Sikkim. Village level meetings were held at various Gram Panchayats in Sikkim.

Digital material (DVDs/ Videos) in Assamese was distributed at Model Adult Education Centers in Gram Panchayats.

Hoardings were displayed in Sonitpur, Karbi Anglong, Tinsukia, Bongaigaon, Kokrajhar, Goalpara, and Darrang districts of Assam and West Sikkim district and other important tourist places of Sikkim.

Apart from the dissemination of IEC materials, Jathas were conducted in Assam for the propagation of legal literacy. Jathas are a way of spreading message through songs, dance, drama and street plays. During the tenure of the project, local artists performed voluntarily across the 8 districts, mostly in the public areas such as local bus stations, haats, melas or in other public gatherings. It was first performed on women's day, 8th March, 2018. The Jathas group comprised of both male and female artists. Leaflets on legal literacy were also distributed to the audience during the performance.

In Tripura the RTs conducted village level training programs such as the sensitization programs. Apart from the target beneficiaries who are the elected representatives (village heads or Pradhans), trainings on legal literacy were also imparted to the secretary/president of each SHG, Anganwadi workers, Asha workers as well as some social activists (non-governmental people). 56 sensitization programs (for a duration of 1 day each) were conducted. All the blocks in the state were covered. The Pradhans now want to organize legal awareness camps, in collaboration with some NGOs and social activists from their areas to increase the level of awareness among the common people. Also, there is a demand for workshops from the social activists themselves, with the objective to increase legal awareness of the common people.

Booklets in the regional languages of Bengali and Kokborok were also distributed to the people who visited the legal aid clinics.

Participation in Book Fairs: In Tripura, TSLSA, opened legal stalls in the book fairs held in Agartala and Mohanpur Bazar.

TSLSA, also organized legal aid clinics and legal awareness camps in Dharmanagar, Kailashashar, Kumarghat, Longatarai Valley, Kanchanpur, Mohanpur, Bishalgarh, Udaipur and Amarpur

III.4.1c Impact of the Legal Literacy Projects as perceived by the implementers

- The project in Assam was successful in achieving the participation of every section of the society including SC/STs in the interactive sessions held in the villages.
- Participation of women was prominent in the interactive sessions. They interacted with Preraks and enquired about how legal rights, mainly regarding domestic violence can be exercised.
- In the project conducted by SLSA, Tripura one-day legal awareness camps were held in the subdivisions of Dharmanagar, Kailashashar, Kumarghat, Longatarai Valley, Kanchanpur, Mohanpur, Bishalgarh, Udaipur and Amarpur. These legal awareness camps took place once each month in each subdivision. These camps attracted more than 2,500 visitors out of which 1,340 were females.
- Booklets/Leaflets developed in the regional languages were distributed in these camps.
- Additionally, TSLSA also opened up legal stalls in the Agartala book fair and the book fair in Mohanpur Bazar under Mohanpur Sub Division. Around 300 and 200 people visited

the legal stalls in the Agartala book fair and the book fair in the Mohanpur Bazar, respectively.

- In addition to the distribution of leaflets/pamphlets on legal literacy topics, puppet shows, films and documentaries were played for the propagation of legal literacy.

In Tripura:

- A large pool of resource persons has now developed in the state, after the project conducted by SIPARD.
- Dissemination of materials has been done as much as possible. Most of the blocks have been provided with these materials.
- Training programs conducted by SIPARD in collaboration with PRTI were very successful. The Master Trainers were very effective in imparting training to the Resource Trainers. It is the Master Trainers' effort that has enabled them to complete the program. If the RPMs could not be developed or were not trained well, then it would have been very difficult to complete the program.

Impact of Legal Aid Clinics

- TSLSA in their project set up 10 legal aid clinics at the sub-divisional levels of the state of Tripura namely, Dharmanagar, Kailashashar, Kumarghat, Longatarai Valley, Kanchanpur, Mohanpur, Bishalgarh, Udaipur and Amarpur. All the subdivisions had one clinic each except Kailashashar which had two clinics.
- A total of 1,246 visitors attended the clinics, out of which 765 were males and 481 were females
- Booklets in the regional languages of Bengali & Kokborok were distributed to the people who visited the legal aid clinics.

III.4.1d Interactions with DOJ

SRC, Assam

- SRC Assam shared activity reports (including Jathas) after each training program with the DOJ, in addition to the monthly and quarterly progress reports.
- The project team of DOJ visited the training programs implemented and participated in the interactive sessions. They also interacted with the media personnel.
- In each training workshop, representatives from DOJ were present who reviewed the IEC materials.
- The IEC materials were first reviewed and vetted by the State Legal Service Authority Assam and subsequently sent to the DOJ.

SIPARD, Tripura

- The DOJ officials participated in the first State Level Workshop.
- Regular progress/ completion reports have been sent to DOJ.

- No feedback from DOJ on the activities implemented under the project. Interaction was only limited to the administrative matters.

SLSA, Tripura

- Monthly reports were sent to the DOJ.
- DOJ was also intimated about the challenges being faced during the tenure of the project.
- DOJ officials visited only once, during the orientation program.

III.4.1e Funding

There were no concerns regarding the total amount of funds but concerns were expressed about the release of funds. There was also a suggestion that some flexibility may be provided in the funding to carry out relevant activities even if they were not included in the original budget proposal.

III.4.1f Constraints and Sustainability from the observations of the implementers

SRC, Assam

- In the two states of Assam and Sikkim, some tribes do not understand Assamese, Bodo, Karbi, or Rabha, therefore more IEC materials need to be prepared in the remaining regional languages.
- Even after the interactive sessions and the Jathas, people hesitated to approach courts and police stations to resolve their disputes or problems.
- The pattern of the flow of funds from the DOJ adversely impacted the daily ground activities leading to cancellation of the interactive sessions.
- Asha workers, Anganwadis and other members of PRI are already engaged in multiple activities hence it is not certain whether their involvement can be sustained.
- Landslides and excessive rains in Sikkim led to delay in activities.

SIPARD, Tripura

- It was a difficult task to achieve the target given to them, because the project period also witnessed the state assembly election followed by the panchayat elections.
- The trainees wanted a greater duration of the training programs, especially the village level trainees.
- SIPARD was wholly dependent on the panchayat department to conduct the training programs, and this was the reason why they were late in completing the program. Because of all the elections, none of the PEOs were spared from their duties for a total span of more than five months (before and after the election). So, for more than five months, the programs had to be kept on hold.

- Since the Ministry had not approached the Panchayat Department directly regarding the project, the State Institute first had to convince the panchayats regarding their programs and agenda. Coordination with the panchayats would have been much easier had the Ministry approached the Panchayat Department themselves.
- From the point of view of sustainability, it would have been beneficial if there was greater participation on the part of the panchayats in the project. Though SIPARD was extended all possible help from the PRTI, if the Central Ministry had sent a letter to the panchayat department regarding the project, then coordination at the state level would have become easier.
- Administrative constraints, coordination gap and elections (owing to which they got late in completing the project).

III.4.2 Legal Aid Clinics

There was only one project covered in the present evaluation study that set up legal aid clinics and provided legal services to the common people. Here, we summarize the observations of the various implementers, on the constraints and the sustainability issues, in the TSLSA project followed by their recommendations.

III.4.2a Constraints and sustainability concerns

Views of the PLVs and PLs

- A total of six months is very short to spread legal awareness to the common people, especially in a place where people are practically unaware of legal aid, legal rights.
- More PLVs and legal aid clinics may be needed to cover a greater area.
- There is a need for flexibility in the budget provisions as there may be unforeseen requirements.
- Neither PLs nor PLVs feel that the remuneration is adequate.
- Inadequate infrastructure in the legal aid clinics.

Views of the implementing agency

- According to the MoA, the tenure of the project was 6 months. But due to state assembly elections and the panchayat elections the project got delayed by a month.
- Initially there was also a difficulty in getting space to set up the legal aid clinics, in some places. Neither AWC, nor the ICDS office, and the panchayats were willing to provide the required space for setting up the clinics. Also there were no replies from the BDOs, until they realized it is a Government of India project.

- No accountant was hired specifically for the project. Thus, it was managed by the existing accountant of SLISA but no honorarium was paid to the person.
- Space allotted through lottery system to set up legal stalls at the book fair was not sufficient.
- Also, it was difficult for PLVs and PLs to convince people to attend the camps as the majority of the population was daily wage earners.
- TSLISA was planning to organize a book fair for spreading legal awareness on fundamental rights and duties, for which they communicated with a singer to make a jingle on the rights and duties to make people aware of the same. But this has not been approved by the DOJ yet. The DOJ may consider this in the next financial year.

III.4.2b Recommendations by implementers

Recommendations of PLVs and PLs taken together

- It would have been beneficial for the common people had the project continued on for one year.
- There should be more legal aid clinics to cover a greater area and more PLVs and PLs are needed for the clinics to cover a greater area.
- More legal awareness camps/programs need to be organized to spread awareness among the common people.
- Monthly legal awareness programs can be conducted in the villages.
- Door to door programs by the PLVs are a must.
- More women PLVs are needed to improve the program for the women in general, since women often do not feel comfortable to speak with the male PLVs.
- Infrastructure in the legal aid clinics need to be improved.

Recommendations of the implementing agency

- In order to create legal awareness among the common people, news/messages should be spread in the social media, TV, radio in the local languages. More legal awareness camps must be organized in places, where there is no electricity, and no network.
- Shows, plays, documentaries, may be organized since they have the ability to impart legal awareness, with their easy reach to the audience.

IV. An Assessment and Recommendations

A review of the scheme ‘Access to Justice in the Northeast and Jammu and Kashmir’, implemented by the Department of Justice during 2017-18 to 2019-20, based primarily on an examination of three out of a total of 25 projects undertaken under the scheme, provides information on a wide range of issues relating to these specific projects and of the scheme in general.

On a broader level, an evaluation of the scheme needs to consider (1) the overarching goals of the scheme (2) implementation of selected projects with the view to achieve the overall objective of the scheme (3) strategies of implementation (4) identification of appropriate implementing agencies and partners of the agencies and (5) the system of monitoring and evaluation so as to achieve a greater impact.

The A2J NEJK scheme implemented by the Department of Justice in the eight Northeastern States, during the 12th Five Year Plan (2012-2017) builds on the experience of the previous efforts undertaken in another set of states. The evaluation studies of these previous phases have also provided valuable inputs for the present scheme.

Findings of the present study would be useful in designing the scheme for expansion as the challenge of reaching the socially and the economically less advantaged population so as to empower them with the knowledge of their legal rights, remains substantial. The ‘Access to Justice’ scheme builds the first step in seeking justice, by providing legal literacy.

In this chapter, we present a set of recommendations to enhance the impact and the benefits of the scheme, based on an examination of the three selected projects, covering the three main categories of activities undertaken in the scheme: (1) advancing legal literacy (2) training and capacity building for advancing legal literacy and (3) conducting legal aid clinics.

IV.1. Design of the scheme

- One of the key recommendations of the earlier studies relating to the design of the scheme was building strategic institutional partnerships with the other Central Ministries. This aspect has been recognized in the present scheme as the scheme has envisaged collaboration with the other government agencies, particularly with the institutions of Panchayati Raj and Rural Development at different levels in the states. This is because the focus of the scheme is to reach out to those who live in remote or less accessible areas, in addition to those suffering from social and economic barriers. The scheme has also succeeded in getting the support of the Departments of Education in developing IEC materials and training activities. Extending this collaboration to other departments, would have a significant impact on achieving the greater goal of legal literacy. Specific collaborations relating to sensitization and training of the functionaries of the departments on legal literacy, particularly training those whose interface with the public is more frequent, will be mutually beneficial.

- The recommendations from earlier evaluations included the need for increasing engagement of institutions at the state level namely the SRCs, SIPARD, so as to utilize the specialized strengths of these institutions to undertake training and IEC activities at the local level. The present scheme has adopted this approach. However, a smooth coordination in the implementation of the legal literacy schemes of these institutions, at the local level, with the state level government departments is required. Adoption of legal literacy programs - especially as it relates to the subject or the domain of the departments will help in strengthening the collaboration.
- Engagement of SLSA and legal education institutions to collaborate on training and Legal Aid Clinics has been attempted in the present scheme. Such engagement needs to be sustained as the legal aid clinics are effective in supplementing legal literacy.
- Collaboration with the Civil Society Organizations is another potential channel to strengthen the dissemination activities.
- Another important recommendation from the previous evaluations was the use of CSCs. That aspect was not seen in the projects examined in the present study. Use of CSCs as information resource centres on legal literacy, including setting up of kiosks or such infrastructure at the CSCs, may be needed. Kiosks may also be set up at other relevant centres providing public services such as the panchayats, SLSA premises, and financial institutions. Developing Mobile Apps on legal literacy resources may also be considered to supplement the dissemination efforts.
- The portfolio of projects in the present scheme is balanced in terms of the distribution of activities: legal literacy, training and capacity building, and legal aid clinics. The projects also undertake a combination of activities such as training, producing IEC material for dissemination of legal literacy and setting up legal aid clinics. These activities have significant synergies. However, production of IEC materials may well be a specialized activity, especially when the scheme moves into the adoption of ICT approaches of dissemination.
- The present approach, considers training on a wide range of issues together. It may be useful to examine if the modules can be targeted to specific types of trainees.

IV.2. Design of the projects

i. Recommendations for effective functioning of the scheme

- The printed IEC materials in local languages must be made available in the government/panchayat offices, NGOs and other institutions.
- Legal literacy messages through social media platforms may be considered after pilots.

- Legal awareness messages should also be broadcast through TV, or radio programs in the local languages.
- Periodic legal awareness camps need to be held in the remote areas, particularly where communication infrastructure is weak with the help of the village panchayats and social organizations.
- Regular legal awareness programs may be held on relevant topics in schools, in the form of shows, documentaries, puppet shows, as they may be an easier medium to impart legal awareness/literacy in comparison to booklets/pamphlets. Such approach is also relevant during fairs/ cultural events.
- Among other established mechanisms for dissemination, quizzes/ competitions may also be held in social forums to draw attention to legal literacy.

ii. Recommendations specific to the spread of legal awareness or literacy

- The printed IEC materials in local languages must be made available in the government/panchayat offices, NGOs and other institutions.
- Legal literacy messages through social media platforms may be considered after pilots.
- Legal awareness messages should also be broadcast through TV, or radio programs in the local languages.
- Periodic legal awareness camps need to be held in the remote areas, particularly where communication infrastructure is weak with the help of the village panchayats and social organizations.
- Regular legal awareness programs may be held on relevant topics in schools, in the form of shows, documentaries, puppet shows, as they may be an easier medium to impart legal awareness/literacy in comparison to booklets/pamphlets. Such approach is also relevant during fairs/ cultural events.
- Among other established mechanisms for dissemination, quizzes/ competitions may also be held in social forums to draw attention to legal literacy.

iii. Recommendations specific to legal literacy for women

- In addition to communicating information on women specific legal rights and equality before law, gender sensitization programs must be made a part of all the training sessions with the view to ensure a gender-equal society.
- More women are needed in advancing legal literacy, as trainers or PLVs, which will also help attract the attention of other women.
- Disseminating information through organizations such as Self-Help Groups of Women may be explored.

iv. Recommendations specific to training and capacity building process

- Developing training modules on legal literacy for officials in various government departments and agencies, including the law enforcement agencies, particularly where their contact with the public is significant, should become a part of their regular training course material. The objective is to sensitize them about making the common people aware of their rights under law.
- Sensitization programs for the police department, on the need for greater awareness of rights of children, women and the more vulnerable groups of populations may also help increase their participation in legal literacy activities.

v. Recommendations specific to legal aid clinics

- DOJ needs to ensure that sufficient infrastructure is available when legal aid clinics are set up.
- Privacy must be ensured in the legal aid clinics, so that people are comfortable about sharing their problems
- The need for expanding the program for legal aid clinics should be examined, along with the requirement of more panel lawyers and PLVs.
- More female PLVs may be hired since most of the cases that PLVs and Panel Lawyers deal with are family disputes/domestic violence. Women will be more comfortable to talk to female PLVs.
- Legal aid clinics are more relevant when common people are in need of legal services. Hence needs assessment studies by PLVs would be required, before

setting up the legal aid clinics. Moreover, such legal aid clinics are powerful ways of supplementing legal literacy activities.

vi. Recommendations specific to PLVs and Panel Lawyers

- Monetary compensation to PLVs in performing their duties should be reviewed to incentivize them to do their work effectively. Presently, compensation is not considered adequate by them. Since they need to travel to remote places for door to door surveys, and other duties in connection with the legal aid/ legal literacy work, hence, transport related allowance may be considered.
- Similarly, the remuneration of the Panel Lawyers may also need to be reviewed in view of the inputs received in the present study.
- More generally, given the need for sustainable and expanding programs of legal literacy, PLVs and Panel lawyers will play a significant role in such programs. Therefore, for their role and participation to be effective, appropriate compensation needs to be put in place.



NATIONAL COUNCIL OF APPLIED ECONOMIC RESEARCH

NCAER India Centre, 11 Indraprastha Estate, New Delhi 110002

Tel: +91-11-2345 2698/2699, Email: info@ncaer.org W: www.ncaer.org

NCAER | Quality . Relevance . Impact