Access to Justice for Marginalised Persons-

Evaluation and Documentation

FINAL REPORT

18th MAY 2017

Sutra Consulting

List of Abbreviations

Abbreviation	Full Form
A2J	Access to Justice for Marginalised People
AEC	Adult Education Centres
AID	Alternative for India Development
ANM	Auxiliary Nurse Midwives
ASHA	Accredited Social Health Activists
AWW	Anganwadi Workers
BGVS	Bharat Gyan Vigyan Samiti
BMC	Biodiversity Management Committees
BPL	Below Poverty Line
CEO	Chief Executive Officer
CJW	Community Justice Worker
CPAP	Country Programme Action Plan
CRV	Community Resource Volunteers
CSC	Common Service Centre
CSO	Civil Society Organisations
DLSA	District Legal Service Authorities
DoJ	Department of Justice
GP	Gram Panchayat
ICDS	Integrated Child Development Scheme
ICMR	Indian Council of Medical Research
ICT	Information Communication Technology
IEC	Information Education Communication
JCL	Juveniles in Conflict with Law
JD	Job Descriptions
JJ Act	Juvenile Justice Act
JJB	Juvenile Justice Board
LEP	Legal Empowerment Programme
LSAs	Legal Service Authorities
LSC	Legal Services Clinic
MoU	Memorandum of Understanding
MP	Madhya Pradesh
NALSA	National Legal Service Authority
NGO	Non Government Organisations

Abbreviation	Full Form
NJAC	National Judicial Appointments Commission
NLM	National Literacy Mission
NLU	National Law University
NMJDLR	National Mission for Justice Delivery and Legal Reforms
NREGA	National Rural Employment Guarantee Act
NUJS	National University of Judicial Sciences
OECD	Organisation for Economic Cooperation and Development
PBR	Peoples' Biodiversity Registers
PDS	Public Distribution System
PESA	Panchayat (Extension to Scheduled Areas)
PLD	Partners for Law in Development
PLV	Para Legal Volunteers
PNAS	Panchayat Nagarik Adhikar Samitis
PRI	Panchayati Raj Institution
PSC	Project Steering Committee
RCJJ	Resource Cell for Juvenile Justice
RTE	Right to Education
RTI	Right to Information
SAJI	Strengthened Access to Justice in India
SBB	State Biodiversity Board
SIRD	State Institute of Rural Development
SLC	Socio Legal Cell
SLSA	State Legal Service Authorities
SRC	State Resource Centres
TISS	Tata Institute of Social Sciences
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UP	Uttar Pradesh
VLE	Village Level Entrepreneur

Table of Contents

Chapter 1: Executive Summary

Overview of the Project

India is among the most diverse nations of the world and has the most representative democracy. It has a robust Constitution that protects the plural, secular nature of the country and guarantees to all its citizens, their equality before law under Article 14. The importance of 'Access to Justice' flows from this Article and has a direct bearing on the Right to Life as guaranteed by Article 21. As a five judge Constitution Bench of the Supreme Court opined[1] - "*life implies not only life in its physical sense, but a bundle of rights that makes life worth living*". Surely the inability to access justice through the judiciary as well as outside of it would diminish the quality of life. The key facets of access to justice are the need for adjudicatory mechanisms, public awareness on their rights and role of adjudicatory mechanisms, public access to these adjudicatory mechanisms in terms of physical distance, speedy process of adjudication and affordability of the process of adjudication. Members of disadvantaged communities find themselves in precarious positions to defend their rights and are often unable to access remedies in cases of rights violations. Ensuring access to justice therefore requires increased attention towards the marginalized so that they may lead dignified lives free of violations and as equal citizens. It requires an aware citizenry that is able to access legal remedies as necessary, and an equally responsive judicial system that is able to deliver speedy and unbiased justice.

The Access to Justice for Marginalized People or the A2J Project is in its second phase and over the past four years has endeavored to address some of the pertinent issues regarding the justice sector in India. It is a collaborative effort between the UNDP and the Department of Justice and comprises multiple components including legal research and evidence gathering to strengthen policy, systematic analysis of data on crucial aspects of the judiciary to influence policy, strengthening of the justice delivery through capacity building of Legal Aid Services, imparting legal literacy through strategic institutional partnerships, conducting innovative pilots to raise legal awareness and generating demand from the grassroots. The project has had a special focus on working with marginalized groups belonging to Dalit and Adivasi communities, women and children. The pilot efforts have led to significant learning and promise to bring in deep-seated change if pursued over a period of time. The main components of the A2J project were:

- **Strengthening Capacities of Legal Services Authorities**: The project aimed to conduct trainings for panel lawyers and paralegal volunteers so as to provide an integrated model of delivery of legal aid services. Relevant training content was generated and training was imparted in stages in the states of Odisha, Madhya Pradesh and Maharashtra. The outcomes of these trainings have been positive as panel lawyers were updated on legislations related to marginalized sections and therefore reported to have improved their skills. Engendering these trainings was especially useful as an increased number of women panel lawyers would enable increased access to legal system for women in distress.

---

[1] Access to Justice is a fundamental right guaranteed under Article 14 & 21 of Constitution: SC Constitution Bench. Read more at: http://www.livelaw.in/access-justice-fundamental-right-guaranteed-article-14-21-constitution-sc-constitution-bench/

- **Technical Support to National Mission on Justice Delivery and Legal Reforms**: The main objectives of the NMJDLR were to reduce pendency, increase accountability and improve standards and capacities of the judiciary. Technical support was provided by UNDP by way of rigorous research and systemic analysis of data which contributed towards strengthening several aspects including data systems maintained by the judiciary through the National Judicial Data Grid and streamlining processes for eCourts. Comprehensive papers and inputs were provided in crucial areas like criminal justice reforms, re-engineering court procedures to reduce pendency inputs on the All India Judicial Services etc. Significant work is being done to improve India's ranking in the Ease of Doing Business index by the World Bank, especially regarding the performance indicator on 'Enforcing Contracts'. Thus, the presence of UNDP supported technical experts within the NMJDLR has enabled high quality work with a quick turn-around and shows potential to greatly influence policy.
.

- **Legal Empowerment**: This component consisted of numerous pilots which aimed to work with grassroots to generate demand. It included developing simplified, yet technically sound literacy content that was mainstreamed and disseminated through strategic institutional partnerships such as the SIRD and SRCs. It also led to the creation of a trained pool of resource persons within the community who imparted legal literacy. Sustainable community level institutions at the panchayat level in Madhya Pradesh and community volunteers in Odisha were created. Another innovative pilot was the establishment of Socio-legal Cells within Observation Homes in Maharashtra which strengthened the Juvenile Justice system through collaboration between the Juvenile Justice Board, Social Workers and Observation Homes staff. Involvement of law college based legal service clinic was a mixed bag of experiences which points to the importance of standardizing such clinics. Providing legal awareness sessions through block and panchayat level Common Service Centers was another critical innovation which led to an increased understanding of entitlements under schemes and legislations such as MGNREGA, Right to Information and Right to Education etc. The project also initiated the use of technology aided information creation through a network of e-kiosks in the states of Chhattisgarh and Jharkhand.

- **Fresh Evidence Gathered to Strengthen Policy on Judicial Training and Justice Delivery**: This component refers to a study conducted on women-friendly court procedures in fast track courts set up to expedite trials on rape cases in Delhi. The study highlighted important findings with regard to the lack of compliance with medical procedures at the pre-trial stage, inconsistency in cross-examinations during the trial stage and the need for a stricter approach to adjournments. Perhaps the most significant outcome of the study has been the highlighting of the need for instituting support services for women who pursue their cases and their challenges while navigating the system. The study makes important recommendations regarding the need for training and sensitization of medical staff on Indian Council of Medical Research (ICMR) guidelines vis-s-vis sexual assault, reviewing the methodology and content of police trainings and of creating one-stop support centers for women in distress to enable their access to legal remedies in a smoother manner.

Learnings from the Project

The key learnings that emerged from this phase of the project include the following:

- **Interventions must be designed with the intention to scale-up and ensure sustainability from the very beginning:** The interventions undertaken as part of the project were implemented as pilots and the experience in case of several of these was that there was scope for scale up and sustainability. Many of the interventions have been undertaken through NGOs and other civil society partners and have been designed for specific durations. It is important that interventions be selected keeping in mind the availability of a plan for scale up and sustainability if the pilot is found to be successful.
- **Interventions that are housed within Government institutions, Departments and programmes have greater potential for reach and scale up:** It has been observed that interventions that were twinned with existing Government programmes or schemes had a greater potential for reaching a larger base and also for sustaining beyond the life of the project. The strategy of entering into partnerships with Government Departments and programmes worked well and this is something that needs to be carried on to the next phase.
- **Provision of technical support is a key area of capacity building:** The project supported the creation of a team of consultants at the NMJDLR which has proved to be of immense value for the judicial reform process. It is important that such technical support be recognized as a key intervention area for UNDP and it is in this context that future strategies should focus on continuing such support.
- **A multi-level, multi-faceted approach is relevant:** The project did not simply focus on a particular type of intervention. For instance interventions ranged from legal awareness creation among communities, training for service providers, adoption of technology and legal support to specific groups to name a few. This approach helped not only in ensuring that needs of a very diverse group of stakeholders were met but also ensured that the project provided scope for actual 'pilot testing' of a variety of strategies.

Recommendations and Roadmap

The key recommendations based on learnings from this phase include the following:

- Since the project aims to work with people from marginalized communities, it would be useful to build strategic institutional partnerships with Ministries such as Ministry of Rural Development, Ministry of Woman and Child Development, Ministry of Social Justice and Empowerment, Ministry of Minority Affairs and the Ministry of Tribal Affairs. It would also be useful to cement existing relationships with National Legal Services Authority, National Literacy Mission Authority and District Legal Service Authorities.
- The next phase of the project must have stricter selection parameters for Civil Society Organisations. There must be greater emphasis on selecting projects which have scope for replication, clear sustainability plans and a well-defined exit strategy.
- Efforts must be made to scale-up existing pilots explored through SIRD, and NLMA. Since these institutions have a well-defined structure with cadres present close to the grassroots, they were able to reach a critical mass through their awareness drives.
- The project must emphasize on advocacy to increase justice sector spending and explore funding sources. Increased spending could result in improved infrastructure, more competent legal aid services, better remuneration for legal aid lawyers and availability of appropriate in-house technical expertise within the Department of Justice thereby increasing efficiency.

- Several innovative pilots were attempted during this phase, each with varying degrees of success and with great insights into areas that garner a positive response from the community. It would be useful to integrate these efforts and ensure convergence at all levels of administration to gain maximum impact. For example- Common Service Centers showed great potential to be hubs that provide contact details of trained paralegal volunteers so as to access legal remedies as required.

The key steps in a potential roadmap for the project going forward include the following:

- It is crucial to nurture and increase engagement with NALSA. This could include exploring options of providing support by creating feedback mechanisms and monitoring systems for panel lawyers and PLVs trained by NALSA, creating linkages with the community to name a few.
- Innovative interventions to address traditionally ignored groups such as Children in Conflict with the Law (CCLs) and Tribal communities should be supported. The work of Socio-legal Cells within Observation Homes was novel and has potential to rehabilitate children. Such efforts must be continued and more attention needs to be paid towards finding more such innovative, yet underfunded efforts towards other marginalized communities.
- Sustained efforts should be made to engage with PRI Representatives. This could include content generation on roles and responsibilities of PRI members in dispute resolution and accessing entitlements would be useful as PRI representatives being the first point of contact, could act as channels for grievance redress and direct complaints to the appropriate level.
- Interactive voice enabled kiosks were developed to impart information on various legal entitlements. These achieved significant footfall, however, perhaps their content could be more specific to the location and could direct users to offices where their complaints could be registered or escalated to the appropriate level. New locations such as District Collectorates, Tehsil or Block Offices could also be explored to increase access.
- Content on legal awareness has already been developed as part of the kiosk intervention. The possibility of converting this content into a mobile application format should be explored keeping in mind the reach of mobile phones.   The application could also have more extensive usage in terms of map based services, contact numbers etc.
- The technical support provided by UNDP supported staff at the NMJDLR has helped demystify data, streamline procedures and gather evidence towards policy reform. Their expertise is crucial as policy formulation takes time and must continue until in-house capacity to employ similar experts is available.
- Capacity building of law enforcement officials must be focused upon. This would help increase confidence in people in approaching the police that is essential to reduce crime in the long run. A review of their training and sensitization programmes would be useful in this regards. Further, specific trainings flowing from initiatives from this phase such as training of the Special Juvenile Police Units on their role under the Juvenile Justice Act, or the role of police officers in handling cases of rape or domestic violence would help make the system more accessible.

It is crucial that the next phase of the A2J project be planned keeping in mind the key learnings from this phase, especially with regards to planning for replication and sustainability, be it through strategic institutional partnerships with different departments of the government or civil society. The content generated, especially as part of raising community awareness and trained community-level human resources must be utilized in the next phase so as to keep the momentum.

Chapter 2: Background of the Evaluation

Introduction

All human beings are born free and equal in dignity and rights and therefore should have equal access to justice when their dignity or their rights are infringed upon. However, deficient or discriminatory justice systems can undermine this basic human rights principle. When such systems cannot ensure equal access to justice for all, the vulnerable and marginalized suffer even more, and their human dignity is placed at risk[2].

The poor and disadvantaged sections of society are often victims of criminal acts including human rights violations. Injustice and illegality tend to have a greater impact on vulnerable populations as they are constrained in seeking redress. Justice mechanisms can be used as effective tools to end this cycle of deprivation and rights violations while simultaneously reducing the risks associated with conflict. The Indian Constitution takes into account such issues and guarantees fundamental rights for all. Articles 14 to 32 included in Part-III of the Indian Constitution relating to the Fundamental Rights make it obligatory for the State to ensure equality before the law or equal protection of the laws within the territory of India. Article 32 deals with the rights to constitutional remedies including the right to move the Supreme Court for the enforcement of fundamental rights.

Article 39A of the Constitution of India which falls under Chapter 4 of the Indian Constitution enjoins upon the State the obligation to ensure that the operation of the legal system promotes justice on the basis of equal opportunity and provides for free legal aid by suitable legislation or scheme to ensure that opportunities for securing justice are not denied to any citizen by reason of economic or other disability. Therefore, the State under this provision has to endeavor to ensure that citizens irrespective of their status get equal access to the system of justice.

However despite its good intentions and inherent strengths, the system is encumbered by tremendous constraints in terms of supply and demand management. The status of pendency in High Courts, District Courts and Subordinate Courts provided in the following table highlights the gravity of the situation.

Table 1.1: Status of Pendencies

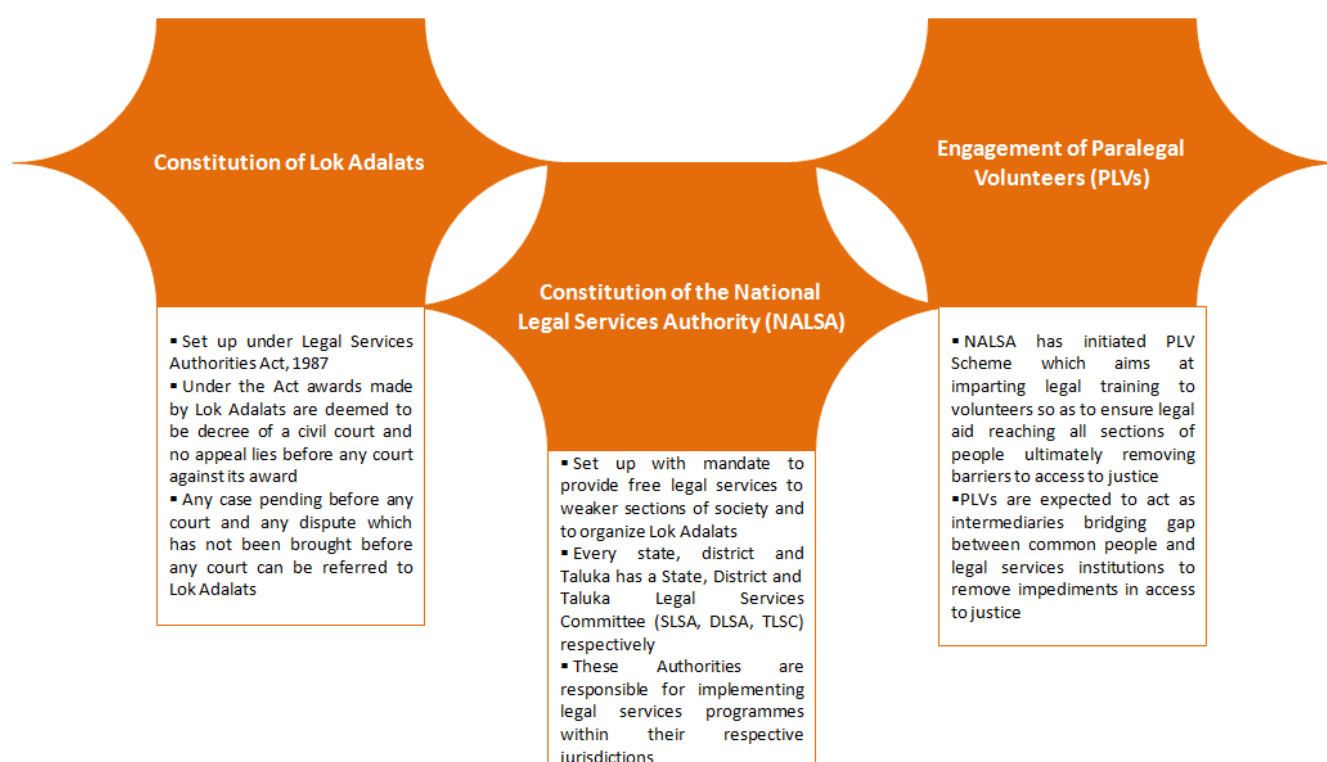| Pending Cases in High Courts[3]		Cases Pending for > 10 years in High Courts		Pending Cases in District and Subordinate Courts		Pending Cases for > 10 years in District and Subordinate Courts	
Civil	Criminal	Civil	Criminal	Civil	Criminal	Civil	Criminal
3116492	1037465	589631	187999	8234281	18254124	611658	1432079

The contradiction is that while there is such a large number of cases pending in High Courts and subordinate Courts there still are a large a number of poor and marginalised people who find it beyond their comprehension and reach to access the legal system.

---

[2] Programming for Justice: Access for All, A Practitioners Guide to Human Rights-based Approach to Access to Justice, UNDP 2005

[3] As on 31.12.2014- PIB release on 03-March-2016 (http://pib.nic.in/newsite/PrintRelease.aspx?relid=137291)

With a view to address issues of lack of accessibility and affordability of legal services by the poor and marginalised sections, the Legal Services Authorities (LSA) Act was enacted in 1987 to give a statutory base to legal aid programmes throughout the country. Section 12 of the Act outlined the criteria for giving legal services to eligible persons and the categories of individuals include members of the Scheduled Caste or Scheduled Tribe; victims of trafficking and beggars, women and children, mentally ill or disabled persons; victims of disasters, industrial workmen, persons in custody and those earning less than a certain defined income. A number of other specific initiatives and reforms were introduced under the Act which are depicted in the following exhibit.

Exhibit 1.1: Intiatives under Legal Services Authorities Act

Constitution of Lok Adalats

- Set up under Legal Services Authorities Act, 1987
- Under the Act awards made by Lok Adalats are deemed to be decree of a civil court and no appeal lies before any court against its award
- Any case pending before any court and any dispute which has not been brought before any court can be referred to Lok Adalats

Constitution of the National Legal Services Authority (NALSA)

- Set up with mandate to provide free legal services to weaker sections of society and to organize Lok Adalats
- Every state, district and Taluka has a State, District and Taluka Legal Services Committee (SLSA, DLSA, TLSC) respectively
- These Authorities are responsible for implementing legal services programmes within their respective jurisdictions

Engagement of Paralegal Volunteers (PLVs)

- NALSA has initiated PLV Scheme which aims at imparting legal training to volunteers so as to ensure legal aid reaching all sections of people ultimately removing barriers to access to justice
- PLVs are expected to act as intermediaries bridging gap between common people and legal services institutions to remove impediments in access to justice

Recognizing the need for improvements in accountability, integrity and service delivery levels of legal institutions in the country a Working Group for the Department of Justice for the 12th Five Year Plan was constituted[4]. The Working Group in its report highlighted the various issues affecting the performance of the legal system which included:

- Large number of vacancies in courts with an estimated 3000 vacancies in subordinate courts.
- Inordinate time lags between the institution of a case and its final outcome which many a time undermines the very purpose of administration of justice.
- Prohibitive cost of litigation which leads to shutting of doors of justice to large sections of society especially the weaker and marginalised sections.

---

[4] Report of the Working Group for the 12th Five Year Plan – Department of Justice (September 2011)

The Working Group recommended various initiatives which in its view would help address the issues plaguing the system which included:

- Strengthening of pre-litigation and Alternative Dispute Resolution systems to help the poor and marginalized to escape high litigation costs.
- Strengthening capacities of Legal Services Authorities to effectively serve the poor and vulnerable. The measures suggested included training legal aid lawyers and member secretaries of legal services authorities, involving trained law students, paralegals, and Non Government Organisations (NGOs) in reaching out to the people and adequately recompensing those whose services are used for providing legal services to the people.

Another key initiative that has been taken by the Government in recent times with a view to comprehensively address issues outlined by stakeholders in a time bound manner is the establishment of the National Mission for Justice Delivery and Legal Reforms (NMJDLR). The two main aims of the Mission are to increase access and reduce delays and arrears in the system and enhance accountability through structural changes and by strengthening performance standards and capacities.

Overview of the A2J Project and Need for the Evaluation

In keeping with its developmental agenda UNDP supported the Department of Justice, Ministry of Law and Justice, with a preparatory project- Strengthened Access to Justice in India (SAJI). Building on the initial exploratory work undertaken as part of the SAJI project, the first phase of the Access to Justice for Marginalised People (A2J) project was implemented between 2008 and 2012. The terminal evaluation of the first phase of the A2J project conducted in 2012 had concluded that it was relevant in context of the policies and priorities of the Government and needs of the target groups.

The second phase of the project commenced in 2013 and will come to a close in 2017. It is currently being implemented in the UN focus states namely, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Uttar Pradesh flowing from the national level. It must be noted that the project especially focuses upon the marginalised and deprived sections which include women and members of the scheduled castes and scheduled tribes.

Exhibit 1.2: Summary of Various Phases of the Project

SAJI
- Diagnose the justice sector
- Identify entry points
- Support innovative small pilots to identify good initiatives

A2J (2008-12)
- Create an enabling environment to ensure access to justice
- Improve institutional capacities of justice service providers
- Directly empower poor and disadvantaged men and women

A2J (2013-17)
- Implementing innovative activities relating to enhancing legal awareness
- Strengthening capacities of justice delivery institutions, CSOs and communities
- Engagement and communication between justice delivery and public institutions and vulnerable groups
- Supporting National Mission for Justice Delivery and Legal Reforms

The intended outputs of the project in its second phase are indicated in the following exhibit.

Exhibit 1.3: Key Outputs of the Project

Output 1	Output 2	Output 3	Output 4
LSAs provided with trained panel lawyers, paralegals and an integrated model of delivery of legal aid for improved services	National Mission on Justice Delivery and Legal Reforms (NMJDLR) supported to adopt measures for reducing pendency in courts	Legal literacy strategy and content implemented through Sakshar Bharat, SIRDSs, ATIs and Law Schools	Fresh evidence gathered to strengthen policy on judicial training and justice delivery

It can be observed from a study of the intended outputs that the project focuses upon both supply and demand facets of the justice delivery system. While on the one hand it aims to strengthen capacities through instituting trainings and bringing in reformative measures, on the other hand it seeks to raise the legal consciousness and awareness levels among intended beneficiaries so that they can freely lay claim to their right of approaching the system.

Output 1 of the project aims at building capacities of panel lawyers and PLVs who are responsible for providing free legal aid services to the marginalised sections. It is vital that these service providers be equipped with the appropriate set of skills and competencies to effectively handle cases that come before them. Development of training modules and conducting training programmes for these groups were the key activities envisaged under this output.

Output 2 of the project focuses on providing support to the National Mission on Justice Delivery and Legal Reforms (NMJDLR) which has been established with a view to bring about reformative changes in the justice delivery system in India. The support that is being provided is in the form of technical assistance through consultants who have been placed at the Mission.

Output 3 of the project addresses issues regarding legal literacy and empowerment includes a wide range of pilots and innovative models that seek to directly reach out to communities, be it in the form of setting up of legal aid clinics, providing legal literacy or developing greater awareness regarding rights and entitlements.
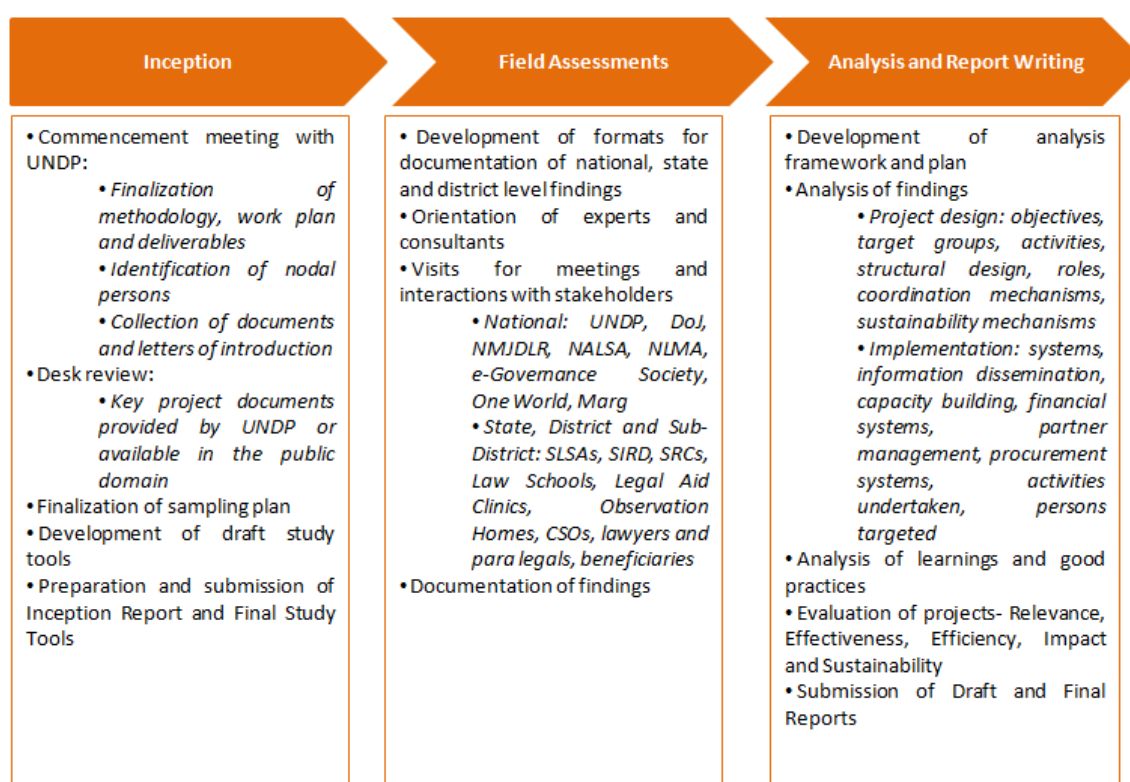
Output 4 of the project involves providing evidence based research tools and included a study on women friendly court room trials especially in the context of sexual assault against women, an area that requires urgent action. The study brought to the fore key issues and challenges faced in such trials and developed a set of recommendations that would ensure greater effectiveness of legal processes for women

The second phase of the project has now completed four years of implementation and it is in this background that a need to document and evaluate the project was realized. The specific objectives of the study include evaluating results and impact with a view on sustainability, identifying practices that can be taken forward in the next phase for replication and scale up, document success stories, develop a basis for decision making in the next phase and laying down a roadmap for future interventions.

Methodology

A rigorous and thorough methodology was adopted for conducting the assignment. The key stages in which the assignment was undertaken and the activities that were completed are summarized in the following exhibit.

Exhibit 1.4: Summary of Various Phases of the Project

Inception	Field Assessments	Analysis and Report Writing

• Commencement meeting with UNDP:
   • *Finalization of methodology, work plan and deliverables*
   • *Identification of nodal persons*
   • *Collection of documents and letters of introduction*
• Desk review:
   • *Key project documents provided by UNDP or available in the public domain*
• Finalization of sampling plan
• Development of draft study tools
• Preparation and submission of Inception Report and Final Study Tools
	• Development of formats for documentation of national, state and district level findings
	• Orientation of experts and consultants
	• Visits for meetings and interactions with stakeholders
	   • *National: UNDP, DoJ, NMJDLR, NALSA, NLMA, e-Governance Society, One World, Marg*
	   • *State, District and Sub-District: SLSAs, SIRD, SRCs, Law Schools, Legal Aid Clinics, Observation Homes, CSOs, lawyers and para legals, beneficiaries*
	• Documentation of findings
		• Development of analysis framework and plan
		• Analysis of findings
		   • *Project design: objectives, target groups, activities, structural design, roles, coordination mechanisms, sustainability mechanisms*
		   • *Implementation: systems, information dissemination, capacity building, financial systems, partner management, procurement systems, activities undertaken, persons targeted*
		• Analysis of learnings and good practices
		• Evaluation of projects- Relevance, Effectiveness, Efficiency, Impact and Sustainability
		• Submission of Draft and Final Reports

The study commenced with a meeting between senior officials from the Department of Justice (DoJ), UNDP and the team at Sutra where the broad contours of the assignment were discussed. Discussions were held on a range of aspects including:

- Background and perspective on the access to justice project across SAJI and the first and second phases
- Expectations and mandate of the assignment
- Resources that would be available including documents and contact persons

Relevant documents were shared by UNDP with the evaluation team and were reviewed in detail. A list of documents that were reviewed while undertaking this study is provided in **Annexure I.**

The desk review was followed by the development of a sampling plan which was finalized in consultation with the UNDP. Once the sample was finalized, tools in the form of interview questionnaires were developed for each stakeholder groups. The tools along with the sampling plan helped shape the time required to collect the data from the field. The tools used for the study are provided in **Annexure II**.

Upon finalization of tools, a reporting format was developed to document findings. This was followed by field visits which included conducting interviews of key stakeholders, visiting relevant sites such as Common Service Centres, Adult Education Centres (AEC), Voice enabled Kiosks, Community and University-based Legal aid Clinics, Observation Homes. Community meetings were also held in order to understand the process and impact of grassroots interventions. Details of stakeholders met during field visits and meetings are provided in **Annexure III**. A summary of the key stakeholders and institutions the evaluation team interacted with during the study is provided in the following table.

Table 1.2: Summary of Key Stakeholders Met

Stakeholder Groups	Details
National Level	
DoJ	- Joint Secretaries
UNDP	- Assistant Country Director, Programme Analyst, Project Manager, Legal Empowerment, Project Manager, JDLR, Monitoring, Evaluation and Documentation Officer
NMJDLR	- Project Officers
National Legal Service Authority (NALSA)	- Member Secretary, Director
National Literacy Mission Authority (NLMA)	- Director
CSC E-Governance Services	- CEO, A2J Literacy Team
Multiple Action Research Group (MARG)	- Executive Director, Team Members
One World	- MD
State Level	
Maharashtra	- Socio-legal Cell at Observation Home
	- RCJJ TISS
	- Legal Aid Clinic at TISS
	- Community Legal Aid Clinic
Uttar Pradesh	- State Institute of Rural Development
	- District Institute of Rural Development, Barabanki
	- State Resource Centre
Chhattisgarh	- DLSA Raipur
	- DLSA Mahasamund
	- DLSA Dhamtari
Odisha	- CLAP
	- Antodaya
	- NLUO
	- SLSA
	- DLSA, Cuttack

Stakeholder Groups	Details
Jharkhand	- AID India
	- DLSA Garhwa
	- DLSA Palamau
	- DLSA Latehar
	- CSPs at Garhwa and Meral block
Madhya Pradesh	- BGVS
	- TAAL
Rajasthan	- CSCs
	- SRC

The findings from the field visits in the form of state visit summaries were shared with UNDP and were synthesized and analyzed to assess the project in terms of its relevance, effectiveness, impact and sustainability. Based on this analysis a Draft Report was submitted to DoJ and UNDP.

Comments were provided by DoJ and UNDP on the Draft Report and a meeting was held between UNDP, DoJ and the evaluation team to discuss these. A revised draft was submitted for a final round of comments. The final evaluation report was submitted in May 2017.

Limitations

The key limitations that were faced during this evaluation are as follows:

- Activities under Output 1 were supposed to be undertaken through a tripartite collaboration between UNDP, NALSA and selected civil society organizations. While some of the activities planned under this output were undertaken, some could not be completed since NALSA preferred to undertake the main chunk of the work including training of panel lawyers and paralegal volunteers through its own internal systems and not through civil society partners as outlined earlier in the scope of the project. While the evaluation has covered Output 1 as part of the scope it must be understood that certain details were not available to the team. The details that were not available included the training modules developed by NALSA/SLSAs, details of PLV and Panel Lawyer trainings, selection criteria for PLVs and Panel lawyers, performance reports and documentation of cases handled by PLV and lawyers. The evaluation team has therefore not been able to undertake an analysis or comparison of the UNDP supported trainings with those that are being conducted independently by NALSA.
- The study was not envisaged to cover a statistically significant sample of beneficiaries of the various initiatives undertaken as part of the project and therefore impact in terms of beneficiary level changes have not been mapped as part of this study. However a review of secondary data has been undertaken to assess the number of beneficiaries that interventions undertaken as part of the project have been able to reach. This assessment shows that the project has touched the lives of over 1.5 million beneficiaries.
- Meetings with consultants and the Department officials was the main source of information about the results of the technical support provided by the JDLR team to National Mission on Justice Delivery and Legal Reforms. Some of the documents could not be accessed since they were confidential.

Chapter 3: Key Findings and Assessment

Introduction

The purpose of this chapter is to present the key findings that emerged during the course of the project based on a review of critical documents and discussions with stakeholders at various levels; national, state, district and sub-district levels. The findings have been presented from the lens of the Organization for Economic Cooperation and Development (OECD) assessment parameters. Learnings and recommendations that emerge from this critical assessment are discussed in the subsequent chapter.

The specific parameters that have been drawn from the OECD evaluation framework for the current assessment are summarized in the following table[5].

Table 2.1: Assessment Parameters

Relevance	How important is the relevance or significance of the intervention regarding local and national requirements and priorities?
Effectiveness	Are the objectives of the development interventions being achieved? How big is the effectiveness of the project compared to the objectives planned?
Efficiency	Are the objectives being achieved economically by the intervention? How big is the efficiency or utilisation ratio of the resources used?
Impact	Does the development intervention contribute to reaching higher level development objectives? What is the impact or effect of the intervention in proportion to the overall situation of the target group or those effected?
Sustainability	Are the positive effects or impacts sustainable? How is the sustainability or permanence of the intervention and its effects to be assessed?

The following pages of this chapter focus on obtaining answers to the above questions.

Findings and Assessment

Relevance

The second phase of the A2J project is firmly grounded in the work that was undertaken in the initial SAJI project and more recently in the first phase of A2J. A number of studies and assessments were undertaken during both phases of the project and these established the key gaps that exist in the legal system in India especially in context of its ability to serve the poor and marginalised sections of society.

Several initiatives that were undertaken in the course of the first phase aimed at addressing such gaps and weaknesses. While some of the initiatives were concluded during the course of the first phase, others which had the need or potential for being taken forward were carried on to the second phase. In addition, certain

---

[5] Source: 'DAC Criteria for Evaluating Development Assistance', Development Assistance Committee. Available at: http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html
UNDP PME manual: http://web.undp.org/evaluation/evaluations/handbook/english/documents/pme-handbook.pdf

new initiatives were incorporated into the project keeping in mind learnings from the first phase and demands and requirements flagged by stakeholders.

Exhibit 2.1: Outputs of Phase I and II

The relevance of the project is discussed in the following paragraphs in context of the four project outputs and the extent to which they are relevant in the present context.

Output 1- LSAs Provided with Trained Panel Lawyers, Paralegals and an Integrated Model of Delivery of Legal Aid for Improved Services

Services provided by NALSA and its state and district level counterpart Authorities include provision of advocates for handling legal proceedings for persons who are unable to afford to obtain their own legal counsels and who are eligible for free legal aid under the Act. For this purpose the various State LSAs have a set of empanelled lawyers. NALSA has in addition conceptualized the Para Legal Volunteer (PLV) scheme in 2009 as part of which members from the community are trained to be able to provide support in the form of imparting awareness on laws and legal system, counsel and amicably settle simple disputes. This rung of service providers is therefore viewed as a crucial link between the system and people enabling access to information which would have otherwise been beyond their reach. NALSA norms state that ideally every Taluka Legal Services Committee (TLSC) shall have a panel of at a maximum of 25 PLVs on its rolls. DLSAs are supposed to have 50 active PLVs on their rolls. The PLVs are supposed to be trained under the supervision of the Chairman of the concerned DLSA.

Output 1 of the second phase deals with training of panel lawyers and PLVs; both being critical stakeholders for judicial service delivery for the marginalised sections. A Needs Assessment Study of Legal Services Authorities (LSAs) was conducted in the states of MP, Jharkhand, Bihar, Uttar Pradesh, Odisha, Rajasthan and Chhattisgarh during the first phase of the project. The study recommended that panel lawyers should be trained on recent developments in law as well as sensitized towards marginalised sections. The study also recommended training of PLVs in a host of areas, including an understanding of

their role, rights of marginalised sections and basic governance structures and redress mechanisms. The study also suggested that a comprehensive manual be developed for PLVs.

Interventions undertaken as part of the first output were aligned with such recommendations. While certain changes took place in the course of the project period in terms of NALSA taking over the training activities, it has to be acknowledged that the A2J project played a key role in flagging the issue and in initiating activities aimed at strengthening capacities of legal aid providers.

Output 2-National Mission on Justice Delivery and Legal Reforms (NMJDLR) Supported to Adopt Measures for Reducing Pendency in Courts

The second output of the second phase is closely linked to the fourth output of the first phase. The previous phase had an objective of informing policies and institutional structures through action research. In the second phase this objective was made more specific and was spelt out as supporting the National Mission of Justice Delivery and Legal Reforms (NMJDLR) through provision of technical assistance. The NMJDLR was set up in 2011 and became functionally operative from 2012-13. The Mission has been set up with the aim of operationalising a number of plans to ensure expeditious and quality justice. The objectives of the Mission are closely aligned with objectives of the A2J project. These include:

- Outlining policy and legislative changes
- Re-engineering of procedures and court processes
- Focusing on human resource development
- Leveraging Information and Communication Technology and tools for better justice delivery
- Improving infrastructure

A significant part of the work entrusted to the Mission requires extensive research and analysis. There is need for specialised resources who can invest time and energies for conducting such activities. The Mission is still at an early stage of functioning and needs to move towards having its in-house expertise so as to undertake   key research and review activities. Currently, the UNDP through its team of consultants is providing technical support to the Mission in achieving its objectives and this can be concluded to be highly relevant and appropriate.

Output 3-Legal Literacy Strategy and Content Implemented through Sakshar Bharat, SIRDSs, ATIs and Law Schools

The third output of the project includes a number of initiatives, some of which are being undertaken in collaboration with relevant Government Departments and institutions while others are being undertaken in partnership with NGOs and CSOs. Partnerships with organisations having similar mandates are relevant at this point of time when the project is drawing to a close. These associations would go a long way in ensuring programme sustainability.

It must be noted that many Government institutions possess extensive reach and field level networks. They benefit from an association with the project since through this they receive not only technical inputs but also a direction towards which they can channelize their programmes and functionaries. CSOs and NGOs, on the other hand, many a time have inadequate managerial capacities or funds to be able to take up projects in an effective manner. The partnership with UNDP aids them in terms of provision of financial resources and also provides them an opportunity to take up innovative pilots and implement them in a structured and time bound manner.

Output 4- Fresh Evidence Gathered to Strengthen Policy on Judicial Training and Justice Delivery

The last few years have seen the emergence of several shocking cases of sexual violence against women; the most highlighted being the case of 'Nirbhaya', which alludes to a gory case of gang rape of a young woman in December 2012. The incident acted as a grim reminder of the state of women in most parts of the country, unsafe and vulnerable. An outcome of the 'Nirbhaya' crime was the constitution of the Justice Verma Committee to recommend amendments to the Criminal Law so as to provide for quicker trials and enhanced punishment for criminals accused of committing sexual assault against women.

The fourth and final output of the A2J project was to provide evidence based research and commissioned a study of pre-trial and trial stages of rape prosecutions in Delhi. The study was conducted by Partners for Law in Development (PLD) with approval from the Hon'ble Delhi High Court. The study report highlights the current state of functioning of rape trials in the Courts of Delhi, examines the extent to which procedural reform and victim friendly provisions are being implemented vis a vis good practices and identified gaps in the existing responses to sexual assault by understanding the needs of victims and by drawing upon model responses from comparative jurisdictions.

As part of the study sixteen cases of rape were monitored in four of the six fast track courts in Delhi through examination of pre-trial records, observation of the examination and cross-examination of victims, interviews with victims and desk research on good practices in rape trials adopted by other jurisdictions.

This study is timely and much required keeping in mind the current context and it is initiatives such as these that will help streamline and sensitize justice delivery systems so that they can be accessed by the most disadvantaged and deprived sections.

Effectiveness

The A2J project in its second phase has been structured and planned around four key outputs. Within each of these outputs a range of activities have been envisaged and implemented and a critical evaluation of these from the point of view of their effectiveness is provided in the following paragraphs. The following table summarizes the outputs and the key activities undertaken under each of them.

Table 2.2: Outputs and Activities

Output	Activity
1: LSAs provided with trained panel lawyers and para legal volunteers and an integrated model of delivery of legal aid for improved services	- Training for Panel Lawyers and Para Legal Volunteers in Odisha, Madhya Pradesh and Maharashtra
2: National Mission on Justice Delivery and Legal Reforms provided technical assistance for making policy recommendations to the judiciary on pendency reduction	- Mission Director assisted by Technical Team to analyse existing policies on legal reforms, legal education, training of lawyers and judges, re-engineering of court processes. - Assistance provided to Mission Director to redesign policies to reduce pendency

Output	Activity

3: Legal Empowerment Programme: Legal literacy content mainstreamed and disseminated through Sakshar Bharat, SIRDs, information kiosks and law schools	- Integration of legal literacy initiative
	     o Legal awareness among marginalised people in Barabanki district, Uttar Pradesh (UP) through agreement with SIRD U.P
	     o Agreements with SRC Lucknow and e-Governance Services India to carry out legal literacy training and mainstream legal literacy
	 - Community mobilization initiatives and technical maintenance of kiosks in select locations in two states
	 - Work with CSOs to explore innovative intervention approaches and demonstrate cost effective models for sensitizing marginalized communities on legal affairs- *Sensitization of marginalised people on legal entitlements and demonstrate and replicate cost effective models for sensitization of the marginalised community*
	 - Support two law schools/institutions in running legal aid clinics to assist the marginalised- *Establishment and running of legal aid clinics to address legal needs of marginalised people and to provide learning opportunities to students. Engagement with the subject of Juvenile Justice by providing support services to Children in Conflict with Law and their families through a trained team placed within Observation Homes.*

4: Fresh evidence gathered to strengthen policy on judicial training and justice delivery	- Study on women friendly court room trial completed by a civil society organization, Partners for Law and Development

Output 1- LSAs Provided with Trained Panel Lawyers, Paralegals and an Integrated Model of Delivery of Legal Aid for Improved Services

During the first phase of the A2J project, there was close interaction and engagement with the Legal Services Authorities (LSAs) at the national and state levels. A recommendation of the terminal evaluation of the first phase was that there should be continued focus on LSAs through activities such as conducting training programmes for PLVs. A need assessment study of LSAs in select states conducted by MARG for UNDP and the DoJ also recommended training for panel lawyers and PLVs.

In line with this the Annual Work Plan for 2014 included an output for 'Three State Legal Service Authorities have trained panel lawyers and para legals'. The three states in which training activities were to be organised were Odisha, MP and Maharashtra.

This component of the project was critical considering that it aimed at developing the capacities of key service providers. However, while some of the activities that were envisaged under this output were undertaken, others could not be implemented due to changes at the policy and institutional level. Specifically, NALSA decided to discontinue the trainings through Civil Society Organisations and conduct the trainings through in-house arrangements. Due to this several contracts that UNDP had entered into with

agencies for developing and implementing training programmes were terminated much before the original date of closure. The following table summarizes the activities undertaken as part of Output 1.

Table 2.3: Activities Undertaken as part of Output 1

State	Planned Activities	Activities Undertaken	Agencies Engaged[6]
Odisha	- Development of training manual for panel lawyers - Training for lawyers empanelled by the DLSA (100)	- A training manual was developed - 65 panel lawyers participated in main and refresher trainings	- MARG for development of training manual and training of panel lawyers
	- Development of training manual for PLVs - Training for PLVs (286)	- A facilitator guide was developed - 278 PLVs participated in main and refresher trainings	- CLAP for development of training manual and training of PLVs
Madhya Pradesh	- Development of training manual for panel lawyers - Training for panel lawyers (100)	- The existing training manual was reviewed and a revised training manual was developed - Trainings however were not conducted based on NALSA's decision	- TAAL for development of training manual and training of panel lawyers
	- Development of training manual for PLVs - Training for PLVs (200)	- A revised facilitator's guide was submitted - Trainings however were not conducted based on NALSA's decision	- CENTUM for development of training manual and training of PLVs
Maharashtra	- Development of training manual for PLVs - Training for PLVs (200)	- A PLV training manual was prepared - 194 participants were trained subsequent to which no further trainings were conducted based on NALSA's decision	- YUVA for development of training manual and training of panel lawyers

As part of the evaluation the team had interactions with MARG, CLAP and TAAL, the Odisha SLSA and select trainees who attended the programmes. The key findings from each of the states are summarized in the following paragraphs.

---

[6] Quarterly Progress Reports

Odisha

UNDP selected the Odisha SLSA for partnering on Output 1 since the state was found to be relatively more responsive and going forward had the potential to act as a model SLSA. It was agreed that a range of topics would be covered in the training, since trained lawyers and PLVs would need to deal with a wide range of cases which would call for an extensive knowledge base.

MARG was engaged by UNDP for training of panel lawyers. They had been involved in the first phase of the project for training of Community Justice Workers (CJWs) in UP and Bihar and had also undertaken a comprehensive needs assessment study of SLSAs across 7 states- Odisha, MP, UP, Maharashtra, Bihar, Jharkhand and Chhattisgarh.

The training manual was developed by MARG and the selection of lawyers who would attend the trainings was decided by the SLSA. Two day-trainings were conducted and discussions with MARG revealed that these received support from the SLSA. A refresher training programme was also conducted to review progress of trainees and address issues that they faced while working on specific cases. There was also a proposal to conduct annual refresher trainings using the format developed by MARG. However, further activities could not be undertaken since this output came to a halt subsequent to NALSA's decision to discontinue the trainings conducted by CSOs under the project.

A similar narrative exists in case of training for PLVs by CLAP in Odisha. While a facilitator's guide book and information handbook was developed for PLVs and seven training programmes were conducted for PLVs, further progress could not be made due to termination of the contract with CLAP.

It is important to note that in addition to the trainings, there was also a proposal to organize interactive sessions among trained panel lawyers and PLVs in Odisha with a view to facilitate and strengthen linkages. However, this idea was scrapped since NALSA and DoJ decided that this would possibly 'not prove beneficial in achieving the overall objectives of the project'[7].

Discussions with PLVs trained as part of the project revealed that they found value in the training programmes, especially the women PLVs. They shared that the training enabled them to hone their professional skills on aspects such as drafting First Information Reports (FIRs) and seeking help from the police. They also indicated that they had made changes in their style of operation subsequent to the training and focused more on preventive aspects. Some of the PLVs the team met with suggested that there was a need to institutionalize trainings and make them part of the Standard Operating Procedures. Another suggestion was to increase the number of days for which the legal aid clinics function and possibly train PLVs at the clinics as well as in legal aid camps.

The incumbent Member Secretary at the Odisha LSA was unaware of the work that had been undertaken by MARG and CLAP and it was also evident that the LSA did not maintain any systems which captured details of the trained lawyers and PLVs or tracked their activities and performance. This in a way defeated the purpose of the trainings to a large extent since there is no way of gauging if and how the trained panel lawyers and PLVs are functioning subsequent to the trainings.

---

[7] Fourth Quarterly Progress Report- 2014

Madhya Pradesh

TAAL a rights-based organisation, focused on working on issues of governance, accountability and livelihoods, was contracted for conducting training of panel lawyers in MP. The organisation had worked in the first phase of A2J and SAJI where it was responsible for training paralegal workers and where its concepts on legal and social barriers found mention in the report respectively.

Work under the second phase was designed with the aim of training 100 panel lawyers empanelled with the LSA. TAAL undertook a training needs assessment in eleven districts of the state followed by a review of the manual developed by MARG in Odisha. It developed a draft manual for MP and also created a resource group comprising of retired District Magistrates, senior lawyers and development professionals to train the panel lawyers using a holistic socio-legal perspective. However, before the training programmes could commence their contract with UNDP was terminated and activities came to an abrupt end.

Another organisation, CENTUM was engaged for developing a training manual for PLVs after reviewing the manual prepared by CLAP for Odisha. It was supposed to conduct trainings of 200 Paralegal Volunteers in Madhya Pradesh, which would help strengthen the work of Panel Lawyers trained by TAAL within the same state. The draft manual was submitted; however, their association with the A2J project concluded in a similar manner as TAAL, as NALSA preferred that panel lawyers and PLVs be trained by them instead of external organisations.

Maharashtra

YUVA in Maharashtra was also initially contracted for developing a manual and training 200 Paralegal Volunteers. It submitted a draft manual and also conducted the first phase of training of PLVs before its contract was terminated on the same grounds as TAAL and Centum.

Key Observations

It is evident from a study of the work undertaken as part of Output 1 of the project that while the right set of steps were initiated with the aim of building capacities of panel lawyers and PLVs, who serve as core instruments for ensuring access to justice to the marginalised, they could not be taken to their logical conclusion. There was also an absence of mechanisms through which the benefits which accrued from development of training manuals and training of the lawyers and PLVs could be gauged and utilized by the Government and civil society.

UNDP engaged multiple agencies, namely MARG, CLAP, TAAL, and YUVA and CENTUM for developing the training modules and conducting the trainings so as to have a variety of perspectives and work approaches combined. The intention was to consolidate it all and develop a single comprehensive standard manual each for Panel Lawyers and PLVs[8].The team feels that one way of possibly achieving the same output could have been through an intensive consultation of civil society partners and NALSA after implementing the Odisha pilot. It is important to study whether this approach yielded any advantages or whether having engaged a single agency would in fact have made the intervention more cost effective and consistent across states. This comes especially in light of the fact that trainings by CSOs were terminated

---

[8] As indicated during discussions with TAAL

and the various modules developed for the purpose remain unattended to. The consultants also tried to understand the type of alternate training programmes that had been developed by NALSA and study their progress but this was not possible since the required details were not shared with the team.

Output 2-National Mission on Justice Delivery and Legal Reforms (NMJDLR) Supported to Adopt Measures for Reducing Pendency in Courts

Overview of NMJDLR and UNDP's Support under A2J

The NMJDLR was set up in August 2011 to achieve the twin goals of increasing access by reducing delays and arrears; and enhancing accountability through structural changes and by setting performance standards and improving capacities. The Mission is chaired by the Hon'ble Union Minister of Law and Justice and has the following strategic initiatives to achieve its goals:
- Policy and Legislative Changes
- Re-engineering Procedures and Alternate Methods of Dispute Resolution;
- Focus on Human Resource Development;
- Leveraging ICT for better Justice Delivery; and
- Improving Infrastructure facilities for the Subordinate Judiciary

UNDP's CPAP 2013-2017 specifically states that it will provide technical support to DoJ for ensuring access to justice. The support provided by UNDP since 2013 is in the form of technical team embedded with the NMJDLR which focuses on research and providing the necessary technical inputs required prior to developing and formulating policy level decisions in the areas of judicial reform.

The activities planned as part of UNDP's support to the Mission mainly relate to assisting the Mission Director in analysing current and future policy and legislative changes relating to judicial and legal reforms which include providing necessary technical inputs on issues such as alternative dispute resolution, steps to be taken to improve the ease of doing business in the country, criminal justice reforms, and re-engineering of court processes and procedures. The overall aim and objective of the assistance and technical support provided by the team is to assist the Government in developing and redesigning policies to reduce pendency in courts that in turn will improve the access to justice.

UNDP Team for support to NMJDLR

The JDLR Team recruited and remunerated by UNDP has been providing technical support to the Mission since 2013. The Mission has an Advisory Council to formulate and guide its activities based on the five strategic initiatives. The action plan for the Mission is prepared and discussed at the meetings of the Advisory Council which meets every six months. These plans are however not cast in stone and have the necessary flexibility.

The team assists the Mission in undertaking research and preparing notes and research papers on issues relating to judicial reforms. The research papers prepared by the team after a thorough and detailed analysis of the point at hand are either circulated to the various stakeholder such as the judiciary, state governments and other government departments or are discussed at various fora such as the Advisory Council Meetings as well the Joint Conference of the Chief Ministers of States and Chief Justices of High Courts. The structure of the team is depicted in the following exhibit.

Exhibit 2.2: Structure of the JDLR Team

```
              ┌──────────────────┐
              │  Project Manager │
              └──────────────────┘
    ┌───────────┬───────────┼───────────┐
┌─────────┐ ┌─────────┐ ┌─────────┐ ┌─────────┐
│ Project │ │ Project │ │ Project │ │ Project │
│ Officer │ │ Officer │ │ Officer │ │ Officer │
└─────────┘ └─────────┘ └─────────┘ └─────────┘
```
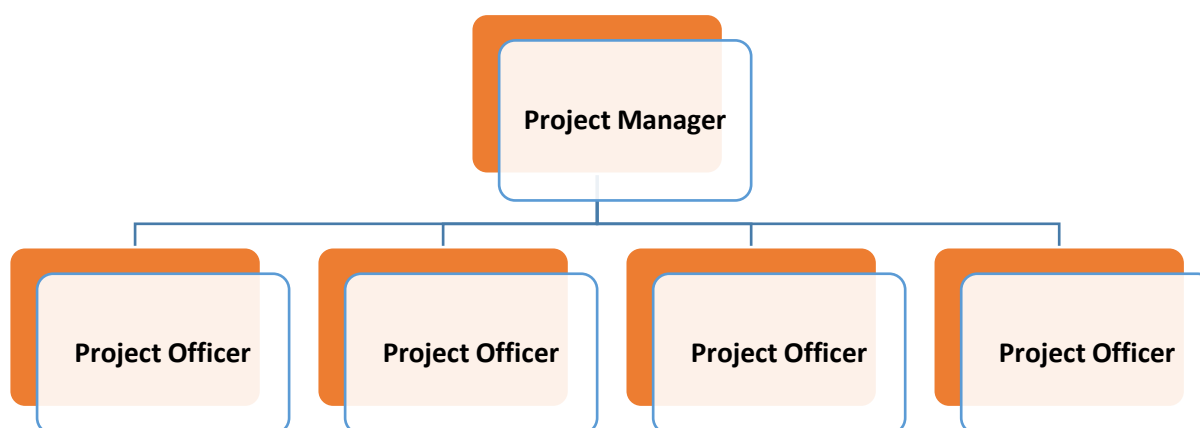
As indicated in the exhibit five Consultants- a Project Manager and four Project Officers are currently placed at the Mission and each of them has a contract for a period of one year which is renewable. Consultants have a background in law and justice and appropriate level of experience. Specific terms of reference have been developed for each of them, with one Project Officer being a dedicated resource to the eCourts Integrated Mission Mode Project.

A few examples of the work undertaken by the team are summarized as follows:

▪ **Comprehensive paper on criminal justice reforms:** The team analyzed the different provisions of the Code of Criminal Procedure, 1973 and the Indian Penal Code, 1860 as well as the recommendations of the different committees in this regard and highlighted the areas which need to be urgently reformed such as introducing pre-trial conference and improving the case management techniques. This note has been discussed at the 8th and 10th Advisory Council Meetings and a research note on the subject was also circulated to High Courts. Further, a research note on improving the process service has also been circulated to all the High Courts

▪ **Note on the legislative, policy and judicial initiatives for the expeditious delivery of justice-** This note highlighted the various legislative, policy and judicial initiatives by the government as well as the judiciary to reduce pendency. This included analyzing the various amendments made to the procedural laws such as the Code of Civil Procedure, 1908 and the Code of Criminal Procedure, 1973 to ensure faster disposal of cases and reduce the number of adjournments. It also highlighted the areas prone to excessive litigation and the steps to be taken to curtail such litigation. The note was also discussed at the 8th Advisory Council Meeting.

▪ **Note on re-engineering procedures for reducing pendency and backlog of cases in courts on account of delay in process service-** A comprehensive note was prepared and circulated to all the High Courts for their response and observations on the delay in disposal of cases due to delay in process service. The note examined the current procedure in this regard as well as the amendments introduced to facilitate service through electronic means. It also examined the international best practices and then proceeded to provide a number of recommendations which could reduce the delay in process service. In addition to the legislative changes, it recommended various other measures such as a one-time collection of process fee and the use of Information Communication Technology (ICT) systems for service of process. A questionnaire was also sent to the High Courts to elicit their views on the subject.

▪ **Note on manpower planning for subordinate judiciary**- The team regularly undertakes a data/statistical analysis of the issue of pendency by analyzing the data regarding the institution,

disposal and pendency of cases. This analysis assists the DoJ in formulating the manpower requirement of the judiciary and ascertaining the relationship between pendency and the number of judges. One complaint/refrain is that India has a very low-judge population ratio and this is a major reason for delay in disposal of cases, In this regard, the team undertook a comprehensive analysis of the data for all the states on various indicators such as institution per million, disposal per judge, judge-population and the analysis reflected that a low judge-population is not necessarily the only reason for high pendency and low disposal of cases.

- **Steps required to reducing arrears and ensuring speedy trial**- The team undertook a detailed analysis of the status of cases pending at the subordinate courts as well as the High Courts and the Supreme Court. The different steps taken by all the High Courts was also analysed and noted. This note formed part of the agenda for the Joint Conference of the Chief Ministers of the States and Chief Justices of the High Courts held in April 2016. The CMCJ conference is a meeting of the Chief Justices and the Chief Ministers held every 2 years to discuss the issues facing the judiciary and to reaffirm their resolve to support a speedy, efficient and quality justice delivery in the country and to discuss steps required to surmount the various challenges facing the justice system.

- **Statistical support and data analysis for under-trials**- There was a need to streamline the method of capturing data of under-trials across the country. However, as there was no uniformity in the data collection by the High Courts it led to incomplete at times inaccurate data being captured by the Government. Therefore, a need was felt to develop a software that could collate and capture the data in a more efficient and systematic manner. To this effort, the National Informatics Centre (NIC) was asked to develop the said tool and in this regard, the team provided comprehensive research support to the NIC. The software can help in better implementation of bail provisions resulting in the release of under-trial prisoners who have been detained beyond the statutory limit. This software is currently being used by 17 High Courts and has greatly helped government efforts in the release of under-trials.

- **Inputs on the All India Judicial Services-** Another major contribution by the team has been with regard to inputs on the establishment of an All India Judicial Service in terms of the provisions of the Constitution. The creation of an AIJS has been in the pipeline for the last several years and the Government is now working on ensuring its constitution and establishment. In this regard, the team has been assisting the DoJ in working on preparing a blueprint and outline for the constitution of the AIJS. . The enactment of an All India Judicial Service is expected to improve the performance and quality of the District Judges and also incentivize young lawyers to enter the profession.

- The team provided technical inputs for the **amendment to the Arbitration and Conciliation Act, 1996 and on the enactment of the Commercial Courts, Commercial Division and Commercial Appellate Division of High Courts Act, 2015** and inputs for the **National Judicial Appointments Commission (NJAC) Bill.**

- The other key contribution has been on the **eCourts Integrated Mission Mode Project**. The eCourts is a National e-Governance Project for ICT enablement of District and Subordinate Courts in the country with a view to facilitate faster disposal of cases and providing online flow of information on case status, orders/judgments etc to the judiciary, litigants, lawyers and other stakeholders. The e-Courts project was conceptualized on the basis of the **"National Policy and Action Plan for Implementation of information and communication technology (ICT) in the Indian Judiciary – 2005"** (National Policy) submitted by the e-Committee of the Supreme Court (e-Committee).

- A significant development as a result of eCourts is the creation of the **National Judicial Data Grid (NJDG)**, which has enabled monitoring of pendency in the lower courts. The NJDG currently disseminates national, state, district and court-wise information about case filing and disposal of cases in lower courts on a monthly basis. It also separately provides data and details of pending cases by senior citizens and women. It has helped in monitoring case pendency and acts as a repository for

important case-related information and other key performance indicators for lower courts across the country at any given time.

▪ The eCourts Mission is in its second phase that was approved in 2015, and is in line with the Digital India Mission. Out of the four Project Officers, one Project Officer has been dedicated to provide research and other technical support towards the smooth functioning of eCourts. As part of the process re-engineering exercise undertaken in June 2016, High Courts have submitted revisions required in existing rules and procedures which are being collated to develop common minimum guidelines.

▪ **Performance Indicators for Ease of Doing Business**- The team is now increasingly involved in reviewing and working on performance indicators for improving India's ranking in the Ease of Doing Business Report published by the World Bank. *The World Bank Report on Doing Business-2017* has developed ten broad performance indicators to rank countries. Some of these indicators include time taken to start a business, time taken to get construction permits, paying taxes, getting electricity and enforcement of contracts. India's rank has shown maximum improvement of 25 ranks in the area 'getting electricity' from a rank 51 in 2016 to 26 in 2017. The second best improvement has been on the indicator of enforcement of contracts in which India's rank has improved by 6 points from 178 in the year 2016 to 172 in 2017[9]. However, much work in needed in raising the overall ranking. As per the World Bank Report, the Enforcing Contract indicator measures the time and cost for resolving commercial dispute through a local first-instance court and the quality of judicial processes index, evaluating whether the country has adopted a series of good practices that promote quality and efficiency in the court system. Given that the Department of Justice has been appointed as the nodal department for improvement of India's ranking in Ease of Doing Business, the involvement of the UNDP supported technical team is crucial since it has been given the daunting target to raise India to rank among the top 50 within the next year. In this regard, the team has been working on identifying the various legislative as well as policy areas which need to be strengthened and further improved in order to achieve the said target. This involves co-ordination with other departments such Department of Legislative Affairs, Department of Industrial Policy and Promotion and the Judiciary.

▪ **Anchoring Action Research on Judicial Reforms**- Since the evidence required for a strong policy must flow from both primary as well as secondary data sources, the team also assists in evaluating project proposals received under the Scheme of Action Research and Studies on Judicial Reform. Under the Scheme, the DoJ provides financial assistance to institutions undertaking research and developing innovative activities in the areas of judicial reform. Once sanctioned, the team monitors the progress on the Action-Research studies and provides inputs and observations on the reports and the recommendations provided in them prior to submission of the final reports So far, 18 research projects have been awarded to various institutes such as the Indian Institute of Technology, National Law Universities and the Indian Institute of Management. The outcome of these research projects will help the judiciary and the government to pursue further necessary reforms in the justice sector.

Key Observations

The aim of NMJDLR to reduce pendency from 15 years to 3 years was recalibrated to synchronize with the 12th five year plan which ends in 2017; however the pendency in Courts still remains high. This has been attributed to low investment in the justice sector by State governments, lack of standardized definitions drawn from a common understanding, frequent adjournments, strikes by lawyers, accumulation of first appeals, indiscriminate use of writ jurisdiction and lack of adequate arrangement to monitor, track

---

[9] Brief Note on World Bank Report on Doing Business-2017: Enforcing Contracts
http://doj.gov.in/sites/default/files/Brief%20Note_1.pdf

and bunch cases for hearing and varying methods of data collection. An article by Barandbench, a legal journal points out that *"Different States count institutions, disposals and pendency differently. Some include bail, interlocutory applications, committal proceedings and even traffic challans into their calculations"*[10]. The support provided by the team becomes critical in undertaking research and analysis to understand the issues plaguing the judiciary and steps required to reduce pendency.

The value of the team was appreciated by stakeholders at the Mission and the quality of the work was acknowledged as the NMJDLR does not have a similar set of technical staff who could undertake research activities in the absence of the UNDP supported team. Further, there are no other government agencies engaged in such other works to the best of the knowledge. This goes to show that there is no duplication of work.

The team's contribution in improving efficiency of court procedures and justice delivery through ICT enabled eCourts is commendable as this would greatly enhance transparency and accountability of the system. Its engagement with areas which are part of larger public debates such as the NJAC, AIJS or working towards improving India's ranking in Ease of Doing Business is significant because the team is equipped with the perspective that respects diversity and social justice and therefore has the ability to inform policies that have a direct bearing on the lives of the marginalized as envisaged in the A2J project.

The main objectives of reducing pendency, increasing accountability and improving standards and capacities of the judiciary are seeing slow, but steady progress. Gathering evidence through scientific research, identifying further areas for research and creating documents collating all information gathered are tedious and imperative steps to policy formulation and strengthening. The subject knowledge and rigor of the team in undertaking these tasks is therefore essential to achieve the objectives the Mission has set out to.

Performance appraisal of the Project Officers is undertaken by the Project Manager while the Project Manager is appraised by the Mission Director. The delegation of work is done by the Program Manager in as timely a fashion as possible and in an equitable manner. Interactions with the team indicated that the work that is entrusted to them is at times long term and pre-planned and at times is more ad-hoc and reactive in nature. Though there exist specific Job Descriptions (JDs) for consultants, there are times where work undertaken may not be directly in line with these guidelines. While certain amount of flexibility in the work profile is quite natural it must be ensured that a majority of the work is in line with the mandated responsibilities associated with the position.

While discussions between the consultants with the Mission are regular, there is a need for greater interaction between the consultants and the UNDP Governance team. The Program Manager provides updates to UNDP but is not able to share details of the work due to the confidentiality agreement signed. However, the Project Steering Committee meetings are forums where the major contributions of the technical team at the JDLR are discussed to keep them informed of the progress made.

A concern was raised by UNDP that it cannot document the value of the JDLR team's valuable inputs that effect the policy changes within the justice delivery mechanism and hence may not be able to justify its

---

[10] *Mission Impossible? The Challenges Ahead for the Advisory Council on Legal Reforms, accessed on March 21, 2017-barandbench http://barandbench.com/challenges-ahead-for-advisory-council-legal-reforms/*

continuation in absence of any attribution of its contribution. This could impact the continuity going forward; and could be tackled by having an update report and/or a monitoring system in place where the value of the contributions of the team can be documented without any mention of the actual work undertaken. Adopting a system for preparation of progress reports against monthly work plans is one of the possible ways in which this kind of monitoring could be effectively undertaken.

In the long run it would help to embed the work/findings that have been completed by the JDLR team in the component that addresses grassroots level legal literacy and legal empowerment (LEP) initiatives where there is room for it. For example- once digitization of subordinate courts has been completed, a component in a project under the LEP could perhaps access it to provide first hand information on its workings. An internal discussion between the DoJ and UNDP and JDLR team could be conducted where it could be decided whether any of the work undertaken by the JDLR team could further inform the LEP work and be used a pilot project in LEP through local partners.

Output 3-Legal Empowerment Programme: Legal Literacy Strategy and Content Implemented through Sakshar Bharat, SIRDSs, ATIs and Law Schools

Output 3 of the A2J project comprises of a variety of interventions which aim primarily to create a higher level of awareness and empowerment among communities regarding their legal and social rights. The activities range from ones which have the objective of raising awareness among communities on a collective basis to ones which seek to assist marginalised persons who are individually facing legal challenges.

Activity 1: Integration of legal literacy initiatives into Existing Government Initiatives

In line with the basic philosophy of developing linkages with existing institutions within the Government and building capacities of Government staff, UNDP partnered with institutions having a strong grass root presence; namely the State Institute of Rural Development (SIRD), UP, the State Resource Centre (SRC), UP, the State Resource Centre, Rajasthan and CSC e-Governance Services India Limited.

Partnership with SIRD UP for a Pilot Legal Literacy Campaign

UNDP entered into a partnership with the Deen Dayal Upadhayay SIRD located in Lucknow for implementing a pilot project in ten blocks in the nearby Barabanki district. The aim of the pilot project was to examine and develop a scalable model for awareness creation using the existing Government machinery and resources. To ensure that the pilot addressed issues that truly affected the communities in terms of their legal and social rights; an initial baseline survey was undertaken. Subsequent to the baseline survey benchmarks for legal awareness indicators were set up through state level workshops and consultations with experts and authorities. The baseline study and subsequent benchmarking informed the development of a pilot based on the results of which training and IEC materials were developed. This included material meant for the proposed trainers as well as those which could be used for creating awareness at the community level. The pilot project laid considerable stress on ensuring that there was a high level of visibility of the work which would possibly help ensure greater buy-in and participation in the long run. Consequently a set of state and district level workshops were conducted as part of the launch efforts.

A set of Master Trainers were identified from among district level resources including trainers in regional and district institutes of rural development and other empanelled trainers. The training material was

developed by relevant experts and was used for building capacities of these Master Trainers through a five day programme. The Master Trainers in turn were responsible for providing training to village level resource persons, with a mandate of two resource persons per Gram Panchayat (GP). The village level resource persons could include the Chairman of the GP committee, Bharat Nirman Volunteers, Accredited Social Health Activists (ASHAs), Auxiliary Nurse Midwives (ANMs), Shiksha Mitras, Anganwadi Workers (AWWs), Rozgar Sevaks and representatives from CSOs and NGOs. The training of the village level resource persons was for a period of three days with provision for refresher training of two day duration.

The second component of the partnership with SIRD was the implementation of a comprehensive Information Education Communication (IEC) campaign in the project villages through a range of activities including an IEC Van or Rath, Nukkad Nataks, puppet shows, wall writings and leaflets and posters. At the time of the visit to the SIRD, 1188 village resource persons had been trained as against the target of 1372 and 66 intensive and 415 semi-intensive IEC campaigns had been conducted.

Key Observations

The project has helped develop a cadre of trained resources right up to the village level who have high level of accessibility and acceptability among the community. The IEC activities clubbed with the availability of at least two trained persons within the GP could potentially help create an environment where community members would possibly feel less hesitant and more empowered in understanding and accessing their legal rights.

The work undertaken by the SIRD has the potential of being considered as a model that could be scaled in other blocks and districts. The fact that the institutes of rural development have a wide spread across states and access to a pool of human resources that can be tapped into makes them a suitable body for taking forward legal awareness activities. Embedding legal awareness activities in the mandate of bodies such as the SIRDs would also help ensure sustainability of such initiatives much beyond the life of stand-alone projects.

Partnership with SRC UP and SRC, Rajasthan for Literacy through Adult Education Centres

The State Resource Centre is the nodal body for the running and management of Adult Education Centres (AEC). The SRC has an existing set up that extends up to the GP and village level and thus provides necessary infrastructure and resources for undertaking awareness creation activities. Typically, each village or GP has one male and one female Prerak who are based in the GP Lok Shiksha Kendra. As part of the project trained Preraks are responsible for disseminating information relating to legal literacy and also identifying other volunteers from the village who would also engage in such activities.

As part of the project the SRC, UP provided trainings (including refresher trainings) to 300 Preraks and 134 Resource Persons. The topics covered in the training included Fundamental Rights and Duties, Uttar Pradesh Service Guarantee Act, Rights of Citizen related with Police, Domestic Violence Act, Right to Education and Juvenile Justice Act, PCPNDT Act, POCSO Act, Child Marriage and Child Labour, Food Security Act, Right to Information Act and various flagship schemes.

SRC Jaipur has a target of conducting two legal literacy trainings of 64 Resource Persons (RPs) and 300 Preraks as well as refresher trainings and some of these are pending completion. The RPs were trained at the state level and the Preraks were trained at the district level. The training methodology included group

discussions, role plays etc. The response of the Preraks and Resource Persons to the legal literacy trainings has been positive. In terms of content, duration, methodology and processes for selection of trainers the level of contentment and satisfaction is high and there was a suggestion to increase the duration of the training from three to four days in order to make it more interactive and provide ample time for questions and practical debates. In addition the training modules have been customized to the context of Rajasthan including state level laws such as those relating to services guarantee etc.

Subsequent to the training, Preraks and Resource Persons have carried out awareness camps, street plays and discussions on different legal issues and schemes available. Those trained in Rajasthan are ready and willing to scale up work. They also want to engage with PLVs and work with the DLSAs and other legal centres.

Key Observations

As in the case of the SIRD the SRC too presents itself as an appropriate institution where legal literacy and awareness initiatives can be housed and sustained. With its field network of Preraks, who by the very nature of their job are in direct engagement with the community, the SRC can effectively reach out and target especially the most marginalised and vulnerable sections.

However, a common theme which emerges from the work with the SIRD and SRC is that there is a need for intensive dialogue with the Government to develop a plan for the road ahead and study how a consolidation of the work that has already been undertaken can be achieved.

Partnership with e-Governance Services Limited for Common Service Centre based Interventions

The CSC E-Governance Services Limited is placed under the Ministry of IT and Telecom and a body registered under Companies Registration Act 1956. It has a network of 250,000 CSCs across India (one for each Panchayat) which provide a total of 120 services. Common Services Centres are hubs through which the Government provides services to citizens in several areas such as banking assistance, financial literacy, financial inclusion, education etc. Each CSC is IT enabled and is run by a Village Level Entrepreneur (VLE) who is responsible for the running and upkeep of the setup. This includes a computer, projector, screen, internet etc. VLEs must invest in the capital costs and CSC infrastructure themselves. Basic computer literacy is a must while selecting a VLE.

The typical mode of operation of the organisation is that it enters into Memorandum of Understanding (MoUs) with the Government Departments that wish to tap into its network. Subsequently they develop a module and share it with the partner Department for vetting of contents. Once approval is obtained, and based on funds provided, the Chief Executive Officer (CEO) and team select number of CSCs across Panchayats where the services would be delivered.

Common Service Centres in Rajasthan and Jharkhand

The CSCs located in Jharkhand were run by an organisation called Alternative for India Development (AID) and were subsequently handed over to the District Administration in around April 2016.

Ten CSCs that were already functional at the block-level were selected in the districts of Latehar, Palamu and Garwah to impart legal literacy through digital content created by AID. They also attempted to create

convergence between other social security schemes of the Government by facilitating the provision of Aadhar Cards. The digital content developed focused on themes such as alternative dispute resolution through Lok Adalats, free legal aid services provided by Jharkhand SLSA and DLSAs, National Rural Employment Guarantee Act (NREGA), Forest Rights Act, Right to Education and banking services. The material was loaded into systems and was played for the customers/beneficiaries visiting CSCs. Special sessions were conducted for NREGA workers and potential forest right act beneficiaries.

In Garwah district of Jharkhand, it was found that the layering of legal literacy with other CSC services and linking people with the DLSA helped in conflict resolution as indicated by the increase in mediation sessions. On an average 3-4 mediation sessions were held at the district level to sort out disputes in a non-adversarial manner. Overall, the CSCs added value by easing the access through e-grievance and telephone grievance redressal system. For instance, there are documented instances of use of the system for activating non-functioning schools, Integrated Child Development Scheme (ICDS) services and access to public distribution services of the Government.

CSCs in Rajasthan's Jaipur district were located at the block level due to better access to electricity and internet. They were run by the Government and were viewed mainly as service providers. They were in demand by the community mainly for getting Aadhar enrolments, PAN cards, NREGA entitlements etc. The legal literacy sessions were conducted within the CSC in cases where these were large enough. In case of space constraints in the CSC premises the sessions were conducted at the Gram Panchayat level. The VLEs mentioned that the information on the Right to Information (RTI) applications received a fair amount of interest and they received demands for helping file RTIs. However, the funding for legal literacy component of CSCs was said to be inadequate by the VLEs and they mentioned that more number of sessions would prove more useful.

Key Observations

The CSCs provide a strong platform for provision of not only information but also services to the community. However, some key points need to be borne in mind. Restricting service delivery at the block level would limit the reach and utility for the community and it is therefore important to ensure that the CSCs at the GP level too include the modules on legal awareness. Most persons from marginalized communities are usually daily-wage earners and are unable to spare time for discussions even if they wanted to. CSCs that were functional happened to be at the block level. Given that most people from the community would be available for a discussion either before or after their day of work, traveling to the block might again seem like a hindrance in some cases. Thus the timing as well as the venue needs to be considered for any session that intends to generate a discussion.
Secondly, to increase the utility of services, mechanisms for linking CSCs with other relevant stakeholders such as PLVs, panel lawyers, Panchayati Raj Institution (PRI) representatives and the police must be created. It could begin by providing contact information of PLVs and addresses of DLSAs to begin with, and then evolve further based on response and needs. This would go a long way in increasing the faith among communities in the usefulness of the system as they would not just get information but also an actual means of accessing service providers.

If these CSCs are to be used in the future for legal awareness programs, the infrastructure also needs to be improved. Moreover, it could be a program that could envisage a legal literacy initiative that is more regular. DoJ funding was limited to the one session per CSC. Perhaps the funding needs to be worked out in a manner so that sessions can be held more regularly, with discussion topics being planned on a monthly

basis to receive community response. This would also help VLEs cover costs incurred in conducting the sessions and help embed it within the structure.

There is a willingness from the VLEs to provide support and they volunteer the information and assistance when asked for it. However there has to be incentive for them to go the extra step. It could either be remunerated or added into the monitoring and reporting requirements of the VLEs.

It was mentioned that funds allotted for Jharkhand were sufficient. However, the funds in Rajasthan were not enough due to costs being higher. There needs to be budget estimates based on the standards in each state.

Activity 2: Community mobilization initiatives and technical maintenance of kiosks in select locations in two states

E-Kiosks in Jharkhand and Chhattisgarh

Kiosks in Jharkhand and Chhattisgarh were established by One World Foundation India under the Nyaya Path initiative of the Department of Justice. Voice-based legal information kiosks were setup in the two states with the aim of spreading awareness about legal entitlements in twelve key areas including women's rights, child rights, rights of persons with disabilities, rights of labourers, rights of Dalit and Adivasi communities, Right to Information Act, PRI system, NREGA, free legal aid entitlements, information on duties and responsibilities of the police and consumer rights.

The initial phase saw the setup of 25 kiosks in Jharkhand covering all 25 districts in the months of March and April 2014. The second phase of deployment began in October 2014 in Chhattisgarh as part of which 25 kiosks[11] were set up bringing the total number of kiosks to 50 across the two states.

One World learning from its experiences in Jharkhand, added some features in the kiosks in Chhattisgarh. Some of the additional features of the kiosk included enhancing audio by adding a separate section to the kiosk on the top and by adding spaces to be able to better accommodate keyboards and stabilizers.
The project implementation and technology team visited each kiosk location for installation and operationalization. To mobilise the communities within a short period and enable easy acceptance and usage, suggestions to recruit Para Legal Volunteers as Kiosk Operators were made by the project implementation team. The Kiosk Operators were selected by DLSA Secretaries with a view to increase their level of ownership towards the operations of the kiosks.

The recruited Kiosk Operators were Paralegal Volunteers who were provided training on using the information kiosk application, hardware and troubleshooting, content synchronization and update, community interface and service facilitation and sharing of user feedback before taking over work at the kiosks.

The kiosks provide information in local languages so that local groups such as tribals would find it convenient to use and understand. One World extended maintenance support to all 50 kiosks in Jharkhand

---

[11]District Courts of Raipur, Bilaspur, Durg, Kondagaon, Mahasamund, Korba, Koriya, Sarguja, Surajpur, Jashpur, Bastar (Jagdalpur), Kanker, Rajnandagaon, Balod, Baloda Bazar, Kawardha, Raigarh, Dhamtari, Janjgir, Champa, Dantewada, Gariyabandh, Narayanpur, Ramanuganj, Mungeli and Bemetara districts.

and Chhattisgarh since April 2014 and November 2014 respectively. Subsequent to completion of the contract tenure with the private agencies the kiosks were supposed to be handed over to the respective DLSAs where they had been set up. Under this arrangement the SLSAs are required to send a report every quarter to NALSA on the functioning of kiosks and the number of people who used them.

However, several issues have been observed in the handover process. Though initiated a year ago and corresponding letters having been disbursed there is still lack of clarity at the DLSA level on the handing over process and their set of responsibilities in the changed paradigm. Due to the time lag between the letters reaching the relevant DLSAs and stepping out of One World there has been a break in the functioning of some of the kiosks. Some of the trained PLVs have also left due to lack of payments during this transition period. In Chhattisgarh of the three DLSAs visited two were unclear on the procedure that was to be adopted, despite being aware of the handover. In Jharkhand the letter stating that the DLSA is to maintain the kiosks out of the funds of NALSA was only available in one of the four DLSAs visited. These are clearly critical issues and point towards lack of appropriate communication strategies which would have ensured a smooth handover process.

Key Observations

The e-kiosks are an attempt to leverage technology for awareness creation among communities. While this is appreciated there are several factors that need to be considered if this model of awareness creation is to be scaled up.

At present most of the kiosks are located in the premises of the DLSAs. These are locations which mainly those who are aware of legal aid services would come to. Those individuals who do not have such information and who, therefore, are the most relevant intended beneficiaries would have little or no access to such kiosks. A thought therefore needs to be given to where the kiosks should be positioned so that they can be accessed by the set of people who truly need information.

The role of the kiosks cannot be limited to just providing information on an Act or provision. It must also share specific details that enable follow-up action. For instance, it could give details of the panel lawyers or police stations etc. which are relevant for that location so that the user knows what to do next after obtaining an orientation on her/his rights.

Regular content updation is another must since the kiosk should not provide dated or irrelevant information. This is a key challenge and there would be need for constant watch on areas where content updation has to be done and would require internet connectivity. It was also felt that the content was incomplete/ inaccurate in certain sections. For example, the information regarding lodging FIRs was found to be inaccurate and also did not include information on steps to be taken in case police refuse to file the FIR. Thus, the content seems to overlook the more practical difficulties faced by people in police stations.

The kiosks being infrastructure and technology dependent it is important to ensure that failures and bottlenecks in these areas do not impede service delivery. In some kiosks visited, there were issues related to its daily operation and maintenance including the kiosk not working, or the PLV is unable to provide hard copies of information requested by an individual due to printers not functioning etc.

Considering that the ultimate aim of technology is to limit requirement of human intervention, the role of the PLVs manning the kiosks must not be on just teaching users on how to operate the system, rather they

should be available to counsel and guide users on the next steps. The purpose of the kiosk would be defeated if a PLV is placed just to help in using it, the role of the PLV has to be much more intense and meaningful.

Finally, the kiosks are one of the first set of initiatives which have actually been handed over to the respective Government institutions (i.e. the DLSAs) which is an initial step towards ensuring sustainability. However, there is need for more effective communication and handover process so that the initiative does not slip within the cracks and can be taken forward in the right spirit.

Activity 3: Work with CSOs to explore innovative intervention approaches and demonstrate the cost effective model for sensitizing marginalized communities on legal affairs

Creation of Peoples' Institutions- Antodaya, Odisha

Several districts of Odisha, including Kalahandi have a large tribal population that pose a distinct set of challenges including those relating to land and forest rights and preservation of the environment. Antodaya, an NGO which works extensively on the issue of tribal rights was given the mandate of developing community capacities through a range of activities including conducting training on Forest Rights Act, land laws, Panchayat (Extension to Scheduled Areas) Act (PESA) and Biodiversity Registers,

Making Hostels Livable in Gopinathpur Village

The SC and ST Department of the Government of Odisha runs a 100 bedded hostel in Gopinathpur village of T.Rampur block. 110 girls aged 6 to 14 years were living in the hostel which lacked even the most basic facilities such as water, toilets and protective grills. The girls had to walk for at least a kilometre to fetch water and even during the nights had to go to the open field for defecation.

The Antodaya team did a fact finding study on the matter visiting the school accompanied by the local Sarpanch and submitted a fact finding report to the Collector Kalahandi marking a copy to the Commissioner-cum-Secretary, SC&ST Development Department of Govt. of Odisha. As a result the Department ordered the District Welfare Officer to visit the school and take stock of the situation. The Collector ordered the Project Coordinator ITDA to take up construction work on a war footing and as a result the well got reconstructed, the ditch/pit was filled and a store room was constructed over it, grill were fitted and shutters were painted. Now the girl students of Gopinathpur hostel truly feel safe and secure in the hostel.

developing linkages between community rights volunteers with DLSAs, formation of forest right committees and filing community claims. As part of the A2J project, Antodaya is implementing initiatives in 362 villages of Thuamul Rampur, Junagarh and Bhawanipatna (Sadar) blocks of Kalahandi district in Odisha.

One of the key activities being undertaken as part of the A2J project is the creation of Peoples' Biodiversity Registers (PBRs) by creation of Peoples' Biodiversity Registers (PBRs) by 29 Gram Panchayats and filing of 36 community claims and 2137 individual claims. The development of PBRs is a useful activity; however, its utility has been limited by the fact that Antodaya is currently not empanelled by the State Biodiversity Board (SBB). Due to this the Registers that have been developed have not received official approval and therefore cannot be taken forward or put to use by the SBB. Discussions with Antodaya revealed that while it had followed up with the SBB on this issue several times it had not achieved success in being empanelled.

Helping IAY Beneficiaries Receive their Entitlements

Phuldumer is a small and sleepy tribal village in Kaniguma GP in Thuamul Rampur block. The villagers with support from Antodaya under the A2J project received land allotted under the FRA in 2011. Subsequently the villagers were sanctioned special IAY houses and were provided work orders by the BDO based on which they opened bank accounts.

In the meanwhile a local contractor misled the villagers and asked them to give him their IAY pass books so that he could undertake the construction work for them. The villagers trusted him and gave away their pass books. After one a half years it was found that while no work had happened the contractor had siphoned off Rs 22000 from each pass book.

In a village meeting organised by the CRV the matter came to light. Antodaya motivated the victims to lodge a complaint before Collector Kalahandi and DRDA officials. Based on their complaint the Collector Kalahandi ordered the SP to examine the case and take action. When the police intervened, the contractor Chaitanya confessed to the crime and agreed to pay back all the money. Subsequently all the houses under the scheme also got built.

Another initiative undertaken by Antodaya was creating awareness among the tribal population on their rights and ensuring their entitlements. Kalahandi has a large tribal population that has been living in dense forest for decades and depending entirely on forests for their livelihoods. The living situation of these families was challenged with the forests being declared as reserve. Many of the families residing inside these forests received government notices for eviction. In other cases, clusters of families living in hamlets did not have community ownership papers for the land they lived on.

Antodaya appointed Community Resource Volunteers (CRVs) to help these groups process claims for individual and community forest rights. The CRVs were selected from the villages where the claimants were based and were motivated through trainings, meetings and several community mobilization activities. Trainings for CRVs included sessions on forest land rights, RTI etc. It was ensured that selected CRVs had certain minimum qualification considering the fact that had to support community members in filing land claims, filing RTI applications and linking them with DLSAs. In the last phase of the project some of the community members had been trained to act as PLVs and they continued to be associated with the community even during the second phase.

Key Observations

It is perhaps not adequate to just ensure community claims over forest land but there is also a need to also develop their capacities and create linkages which would help them in securing livelihoods. It is apparent that the villagers who have received individual and community claims need support for developing their livelihoods. Awareness on PBRs is limited to members of the Biodiversity Management Committees (BMC) and villagers are yet to perceive the usefulness of these registers and also the purpose of the BMC. There is a need to ensure that learnings filter down and are made relevant to the community by linking them with their livelihood prospects.

It must also be kept in mind the stakeholders such as CRVs and other community based groups must be strengthened and empowered since that is the only means of ensuring sustainability. The knowledge and awareness must be seeded within the community so that going forward there is less dependence on external aid and they are able to achieve a greater level of self-reliance.

Creation of Peoples' Institutions- Bharat Gyan Vigyan Samiti (BGVS), Madhya Pradesh

The BGVS had a mandate to increase community participation and demand for social justice from amongst vulnerable communities, given their presence and understanding of grassroots realities regarding education, health and livelihoods. The joint project of BGVS and UNDP for "Building Sustainable Institutions to Ensure Social Justice to the Marginalized Communities" is the first such initiative by the BGVS conducted in five blocks of Sehore district. Its aim was to ensure effective implementation of existing legal provisions to safeguard rights of marginalized communities-

> **Creation of Mohalla Committees in Nasarullaganj Municipality**
>
> A BGVS volunteer who won the local body elections came up with the idea of setting up a Mohalla Committee in Nasarullaganj municipality. However MP Panchayati Raj laws make it mandatory for at least 51 members to be available for forming a Committee. This was a huge challenge considering the fact that most community people were not interested in being involved in the functioning of such Committees. The BGVS volunteer along with other BGVS staff made intensive efforts to convince the community and as a result 55 people agreed to join the Mohalla Committee. The Sankalp Mohalla Committee now is one of the first few Committees to be set up in MP and rarer still is a functioning one.
>
> The Sankalp Mohalla Committee is playing a key role activities related to sanitation, education, environment and several others.

particularly women, children, and the minorities- in 55 identified Panchayats of 5 Blocks namely- Ashta, Ichchawar, Sehore, Budni and Narsulaganj.

Based on a detailed baseline study, the project attempted to set up sustainable community-based mechanisms for social justice by facilitating convergence among various social security schemes and government structures including the PRI, Education and Health Departments, judiciary and police. The project largely worked towards educating people on the rights and duties as included in 15 selected acts and also helped people seek redressal when there were violations of these rights. In order to achieve its objectives, the project created a number of structures at the national, state, district, block and Panchayat levels.

These structures provided technical support and advocacy to escalate issues from Panchayat to national level as required. The core of the project was empowerment of citizens through the creation and capacity building of Panchayat Nagarik Adhikar Samitis (PNAS). The PNASs were formed mainly through

Women's Participation in Gram Sabhas

Chichlah is a village in Nasarullaganj block of Sehore district in MP. Women in the village are largely illiterate and had virtually no participation in the process of local governance. The Gram Panchayat comprised entirely of male members. Women in the village assumed that they were not supposed to attend Gram Sabhas and did not express their view assuming that this was a purely male domain.

BGVS volunteers held a series of community meetings during which they sought to focus on women community members taking active support Anganwadi Workers and Ashas. During these meetings women were made aware of legislations including the RTE Act, RTI Act, Protection against Domestic Violence Act, Protection of Women against Sexual Violence at Workplace Act etc. For the second meeting BGVS asked the women to congregate at the Panchayat Bhavan which was unthinkable for the village. Women had never in the past ever stepped into the Panchayat Bhawan. Eventually after much persuasion, for the first time in the history of the village, women stepped into the Panchayat Bhavan to discuss matters that were of public importance. This was a watershed moment after which women in the village began to assume a more active role in the functioning of governance systems.

community meetings, Kala Jathas[12] and during the course of door-to-door mobilization. At least ten members were selected per PNAS with at least three being women.

As part of the capacity building efforts two rounds of PNAS training were conducted on simplified versions of key laws[13]. PNAS meetings were facilitated by BGVS staff and volunteers and the subject of the training and discussion was mostly decided by the project team. This flowed from the project activities planned at the monthly or quarterly review meetings. This ensured a systematic manner of information dissemination with IEC materials and tools simple enough for the community to understand.

The Panchayat visits revealed that the PNAS with BGVS support were able to resolve issues related to two main areas viz. Education and ICDS given BGVS's long standing work in the area of education, accountability and transparency in governance and child rights. Thus, issues such as teacher absenteeism, enrolment and attendance in schools, ration supplies to Anganwadis and the timings of Anganwadis were resolved with PNAS intervention with a fair amount of ease. The PNAS has also become active in using the State Grievance redress / helpline number -181, which is a single window number to lodge complaints for any concerns that citizens may have. The PNAS members have also begun to attend to attend Block level Jansunwais (fixed for Tuesdays) for grievance redress.

BGVS felt that the project raised pertinent issues of social justice and the community has begun to understand its relevance. There is an increased awareness of legal rights, grievance redress mechanism and

---

[12] *Kala Jathas* are cultural processions involving theatre, music and dance. They were traditionally a form of recreation in rural areas with themes ranging from the religious to political commentary, mostly drawing cues from the local context. They are often used as an effective community mobilisation tool to galvanize communities around an issue, elicit participation, initiate dialogue and build consensus. BGVS produced 4 plays and 15 songs for a kala jatha that was developed for the A2J project in their field areas. The central themes were those of Right to Education, Right to Information, the Mahatma Gandhi Rural Employment Scheme, Protection of Women against Domestic Violence and provisions under each legislation. Kala Jathas travel from village to village along a route. Similarly, the BGVS chalked out a route covering 55 Panchayats and giving 60 performances over a period of 3 weeks. Each performance was followed by a community meeting to identify the major issues concerning the themes covered by the performance, providing further information and identifying volunteers to join the Panchayat Nagarik Adhikar Samitis or PNAS.

[13]Right to Education 2009, Right to Information, 2005, Mahatma Gandhi National Rural Employment Guarantee Act, 2005, Protection of Children against Sexual Offenses Act 2015, Protection of Women from Domestic Violence Act, 2005, Sexual Harassment of Women at Workplace Act, 2013 and Panchayati Raj under 73rd Amendment to the Indian Constitution, PC and PNDT Act, PWD Act 1995, Senior Citizen Act, Food Security Act, Child Marriage Act, Legal Service Authority Act, ST&SC Atrocities Act and the New Criminal Amendment Act

demand for entitlements within the community. This was demonstrated by the development of Panchayat level plans through participatory methods in all 55 Panchayats.

Key Observations

While BGVS has met with considerable success in addressing issues related to education and ICDS, it is yet to make similar inroads in case of legal matters to be able to facilitate a quick response or make policy changes considering that it is still in the process of forging links with the judiciary, police and Department of Justice. Here, it was felt that project life cycle of a mere two years was insufficient to forge a strong enough relationship and make a considerable impact in the field.

The PNAS being a community level body has the potential to sustain itself, however it needs further handholding and training. For example they are yet to acquire the independence where they call for meetings based on concerns brought forward by community members. This could reflect two aspects; that they need further training and handholding till they are confident enough to become a body that is capable of raising issues in the Gram Sabha or directly with the local administration and that the community members' faith in the effectiveness of the PNAS and their ability to facilitate grievance redress is yet to get consolidated.

Attempts are being made by the BGVS to ensure sustainability of the PNAS beyond project life. It has district level committees facilitated by staff with active volunteers who have committed themselves to 'adopting' one or two Gram Panchayats after the completion of this project in order to ensure continued support to PNAS. This team has already begun work and has decided to focus on one law for two months and attempt to resolve issues relating to it to the maximum extent possible. For instance, the next two months they plan to focus on the Right to Education (RTE) Act, where the community level understanding on the RTE, its entitlements and violations will be discussed and raised at the relevant level of administration. This will be followed by a focus on other relevant legislations such as RTI and NREGA etc.

Bringing about changes at the community level especially on deep rooted social matters also calls for greater investment of time. For instance, there were instances of the PNAS raising issues of domestic violence or child abuse with the Gram Sabha, but did not receive enough support due to prevalent perceptions of them being 'private issues'. In another instance, the PNAS effectively raised the issue of lack of work under NREGA and the Gram Sabha passed a resolution and sent a demand for work, however, the PRI department was not proactive enough to provide work, thus disillusioning the community. Even if the PNAS takes up these matters directly with the police, it does not necessarily get a proactive response. Such instances disappoint the PNAS which in turn leads to decreased confidence among community members on the PNAS.

The functioning of the PNAS considering the gender lens was also a challenge. While women had several pertinent concerns, they needed more support to be able to raise them with the Gram Sabha in front of men folk. Even women members of the PNAS were not bold enough to voice themselves in front of male folk, and hence several of their concerns were still going unrecognized or underrepresented. Perhaps one way to address this challenge would be to start by showing results on minor concerns raised by them. This would build confidence of women to raise larger issues and also back them with conviction.

AID India

AID was one of the partners with Department of Justice and UNDP under innovative justice services in 2011-12. The focus of the first phase of AID's work was on raising awareness on laws, entitlements and Lok Adalat services using community radio. The long term objective of the project was to add values to gender justice by ensuring friendly justice/administrative system for Dalit women.

In the second phase of the project, AID deepened the penetration of

> **Helping People Access their Forest Rights**
>
> A number of poor tribal villagers of Channakalatola Ajadnagar in Ramna block of Garhwa district had forest land that their family had been cultivating for generations. However they did not have necessary documents that granted them such ownership.
>
> The Block Justice Facilitator and PLV of the block conducted a meeting to create awareness on the Forest Right Act and the rights and entitlements that it grants.
>
> Being aware of their rights 22 persons have submitted their claims and evidences to the Forest Rights Committee. They have also made a panchayat resolution authenticating their inhabitation and possession of the forest land.

information and communication technology particularly by leveraging CSC and banking services. As part of the project CSCs were used as micro justice facilitation hubs to reach the unreached segments of rural poor. Another special feature of the project was convergence among various government schemes and services such as NREGA, e-governance services, banking, Direct Cash Benefit Services and micro insurance.

The key activities undertaken as part of the project include the following:

- Benchmarking, documentation of baseline survey and indicators on access to legal services, data planning and analysis
- Developing community radio and digital contents in local languages and broadcasting and digital literacy through digital hubs
- Training sensitization workshops with elected panchayats on laws and essential entitlements for the tribes, dalits, women and person with disabilities
- Capacity building support for CBOs for building up leaderships and capacities to make partnerships with LSAs and government service providers
- Setting up 10 justice delivery Information Communication Technology (ICT) hubs in 10 blocks for delivery of justice and various government entitlements
- Facilitating the use of online grievance redressal system, and accountability of the service providers for fulfilling their legal obligations and construction of web portal
- Facilitating the use of e-grievance system and services
- Conducting social auditing and public hearings at the village level
- Documentation and dissemination of promising practices
- Strengthening the implementation of Forest Right Act 2006

AID India developed digital content focusing on alternative dispute resolution through Lok Adalat, free legal aid, NREGA, Forest Rights Act, Right to Education and banking services. The material was loaded

into systems and was played among the customers/beneficiaries visiting CSCs. Special sessions were conducted for NREGA workers and potential forest right act beneficiaries.

> ### Preventing Child Marriage
>
> **Sita Devi of Adhouri village of Meral block in Garhwa district had a daughter who was less than 15 years of age. While Sita Devi understood the importance of educating her daughter and allowing to her to develop before her marrying her off, sadly her husband had very different views. He finalized their daughter's wedding and would not listen to her wife's protests.**
>
> **Under the project, the DLSA conducted a legal awareness camp in the Adhouri GP. In this camp child marriage, domestic violence, dowry system and other child labour laws were discussed. Sita Devi attended this meeting and drawing from her own personal experiences solidified her resolve to stop her daughter's marriage. She threatened her husband that she would file a complaint against him and he finally agreed to postpone the marriage till after she crossed 18 years of age.**

Community radio was a key area of work and 52 radio episodes were developed and broadcasted on themes including various government schemes, laws on NREGA, Right to Education etc. and citizen's problems and related remedies. As part of this initiative, beneficiaries themselves identified the content, developed it as an issue using scripts and stories on the basis of live events or problems faced by them with the help of radio jockeys.

This served as a platform to raise awareness and to highlight the citizen's problems, linking various government services to draw the attention of the public and to bring it before government authorities for resolution and action.

Key Observations

Interactions with AID revealed that DLSAs were relatively more effective in handling simpler issues such as consumer issues (telephone and banking services, accident claims etc.). In these matters the DLSAs could effectively mediate between the two parties. However, they were less effective when it came to issues related to issuance of Below Poverty Line (BPL) and Public Distribution System (PDS) cards, pension, Forest Rights Act and Right to Food and Right to Education.

Many of the intervention sites in Jharkhand fall under Left Wing Extremism (LWE) Districts. Also there are infrastructural bottlenecks such as low internet bandwidth and truncated connectivity. Such factors have to be considered and accounted for while planning interventions in the state.

A key issue that exists in case of Jharkhand is a perceived climate of trust deficit between citizens and duty bearers. This affects the extent to which community members approach the Government for grievance redressal. Additionally, the fact that many of the villages are located in hilly, forest and deep interiors, where communication and road facilities are not available poses to be a barrier between communities and government service providers.

Finally it was felt that a longer funding period, of at least 4-5 years would be more likely to show evidence of changes on the field.

Activity 4: Support law schools/institutions in running legal aid clinics to assist the marginalised

Tata Institute of Social Sciences (TISS), Mumbai

TISS Legal Services Clinic (LSC) was envisaged as an initiative to enable marginalized groups to access the legal system and gain information on their rights and entitlements through the Legal Services Clinic and its Community Clinic. TISS is located in the M-Ward, an area with one of the worse human development indicators[14] within the city of Mumbai. This project was a joint initiative of TISS, SLSA, UNDP and DoJ. TISS was a part of the previous phase of A2J and the next phase coincided with the initiation of the LLM Course at the TISS. The students of the LLM course in Access to Justice are seen as an integral part of this intervention where they could establish a link between classroom learning and field realities through the clinic.

The Clinic is run by a project coordinator (who is a professional lawyer and a legal consultant) and paralegal person from Monday to Friday 10.00 a.m. to 6.00 p.m. On Saturdays lawyers (lawyers employed by TISS as well as District Legal Services Authority (DLSA) panel lawyers) visit the clinic and provide legal advice to clients. Cases which need further intervention and legal representation are referred to the DLSA.

Support provided to Victim of Domestic Violence

Renu a 23 year old mother was facing domestic violence from her husband. He in turn alleged that Renu was mentally torturing him and his family and had filed a divorce petition to this effect. He had also applied for a restraining order to prevent Renu from entering her matrimonial home.

A TISS student who was placed for fieldwork in the Maharashtra State Women's Commission happened to meet Renu. She advised Renu to file a complaint with the DCP of the local police station. Since Renu also needed a lawyer, she was advised to file a case under PWDVA for protection and residence order as she wanted to stay in her matrimonial home.

The case has now been referred to a DLSA Lawyer who is appearing in the family court where Renu's husband has gone for divorce and restraining order against her. Renu has she applied for maintenance for herself and her daughter and the case is pending in family court

The Legal Services Clinic has a community centre in Sathenagar, Mankhurd where a trained community worker or 'Justice Associate' works intensively with the community to generate awareness regarding laws relevant to them. This slum community consists of 1500 households. The sessions at the community centre are held with youth groups, women's groups and in schools and include the provisions and entitlements under various legislations and scheme. An NGO network has also been formed which provides basic information on various laws such as Domestic Violence, Juvenile Justice, Child Labour, Child Marriage, Right to Education and Inheritance rights of women and refers cases to the community clinic. The Community Clinic also works in collaboration with other organizations working in the area to spread awareness and identify cases for referral to the LSC located in TISS.

UNDP funding to the LSC does not provide infrastructure support which TISS indicated made it difficult for them as they may not be in a position to provide it themselves. The support provided for the community clinic as well as the cap on salaries for LSC professionals needs to be reviewed so that it is congruent with costs incurred in a large metropolis like Mumbai.

---

[14] Lowest infant mortality rates (66.47 compared to Mumbai's average of 34.57) largest slum population and lowest literacy rates, large migrant population, low and insecure levels of livelihood activity, large scale unauthorized housing and poor education and health facilities

Since its inception in August 2014, the TISS LSC and Community Clinic have been able to raise awareness on legal entitlements and enabling communities to understand rights and demand justice. A total of 232 cases have been handled by the clinics so far. Many of these cases have been brought forth by women and relate to complaints of domestic violence, marital discord, inheritance rights and custody battles and dowry complaints. Cases which were brought by men typically related to slum rehabilitation, eviction, property disputes and marital discord. The Community Clinic, due to its work with smaller private schools in the area, has been able to create an increased understanding of the RTE Act and its entitlements within the community and the schools are striving to comply with the norms laid down by the Act.

Key Observations

It was felt that clinic would have been more effective if they had a mental health expert/ counselor within the team. Since the LSC at TISS adopts a socio-legal approach to their work, the presence of counselors and psychologists who could simultaneously look into the mental health requirements of clients is essential to their approach. Clients suffering from mental health issues were found to be irregular in keeping appointment with the LSC and often changed facts. Although some of the more serious cases were referred to qualified experts for therapy and medication, the inclusion of a counselor or therapist within the team is paramount to ensure speedy recovery and movement of cases in timely manner.

The remuneration being offered to LSC staff is a constraint. In case of Mumbai where the cost of living is comparatively high, the salary cap of Rs. 35,000/- discourages meritorious and experienced professionals to work for the LSC. The community legal clinic that the team visited in Mumbai is operating out of a small rented space which is highly inadequate. In case of cities such as Mumbai where the cost of renting is high there is a need to review the extent of financial support that is required for infrastructure.

A key constraint is that not all students at TISS wish to be placed in community settings or legal aid work and hence much of this aim of the Clinic remained unattained. There is therefore a definite need to sensitise students on the needs of marginalized groups and develop a sense of empathy and service in them.

A core issue is that being a university run clinic, sustainability without DoJ funding is a matter of concern. SLSA support was elicited for continuation of the LSC or at least fund to certain activities, but no response has been received so far. It is therefore yet to be seen how the activities related to functioning of the clinics would be taken forward subsequent to project completion.

Socio-legal Cells in Observation Homes by Resource Cell for Juvenile Justice, TISS

Resource Cell for Juvenile Justice (RCJJ) is a Field Action Project with the Centre for Criminology and Justice, School of Social Work, Tata Institute of Social Sciences (TISS). RCJJ was conceptualized in 2005 with the objective of working on issues relating with children with a special focus on Juveniles in Conflict with Law (JCL), and contextualizing them within the child protection arena.

To begin with, RCJJ with the support of TISS undertook a research study titled 'Status of Justice Delivery System for JCLs in Maharashtra' in 2008. The study elucidated many concerns regarding JCLs and their

situation with respect to the functioning of the judiciary, police and legal aid. This evidence based research was well received by the Mumbai High Court and in 2009 helpdesks were formed in Observation Homes in Bhiwandi, Thane (Urban based) and Yavatmal (Rural based).

As part of the next phase, RCJJ approached the DoJ for collaboration and initiated the Help Desk within Observation Homes in May 2014. This support came through UNDP funds which were disbursed to the DoJ as part of the A2J project. Once DoJ support was received, RCJJ was able to expand to newer districts including Pune, Amravati and Mumbai city and suburban.

The Helpdesk mainly functioned as a point of contact to provide information on the working of the Observation Home, procedures to be followed based on the JJ Act, and rights and entitlements of children under the JJ Act. It was mainly run by trained social workers who worked not only with the JCLs and their families but also interacted with the Juvenile Justice system including Juvenile Justice Board (JJB) lawyers, the Magistrate, Observation Home Caretakers, Superintendents and Police etc.

The experience of running the Helpdesk pointed towards the need for a socio-legal understanding and planning to address the issues faced by JCLs. The follow-up required once JCLs were sent out on bail, and social investigation of JCLs etc were not being undertaken due to lack of information on JJ Act, inadequate staff and their training to name a few. The rehabilitation of JCLs requires not only following the law as typically tried in adult jails but to prevent them from repeating their offence which requires an understanding of the social contexts these JCLs came from.

These insights were discussed in a consultation facilitated by the UNDP and DoJ. Following this, the Mumbai High Court passed orders to form Socio-legal Cells in JJ Homes. Thus helpdesks were converted to Socio-legal Cells. Each Cell was to constitute of 3 Social Workers and 5 JJB lawyers. The SLCs were required to conduct a broad range of activities including:
- Holding camps for parents on campus on awareness of JJ Act and rights of children under it
- Training of Observation Homes Caretakers
- Holding open forums with children
- Sharing of concerns raised in open forums with Caretakers and Superintendents
- Social Workers running the helpdesk are also part of Home Management Committee
- Conducting casework, legal aid and home visits
- Writing Social Investigation Reports for JJB
- Repatriation of JCLs
- Skill Development within the homes including computer literacy, painting etc.
- Facilitation of vocational courses run by skill development NGOs both within and outside of Observation Homes
- Referrals to de-addiction centers as and when required

Within a span of 1 year, the SLCs and helpdesks across the 6 districts were able to provide socio-legal guidance to 2145 children, with 969 interventions facilitated by SLC staff, submit 242 Social Investigation Reports, facilitate the bail of 161 JCLs and 125 final orders, and conduct 64 open forums for JCLs within the Observation Homes[15].

---

[15] Taken from annual report 2015-16 when all 6 district Socio-legal Cells/ Helpdesks were functional

RCJJ's training programmes, though not funded by the DoJ have had a direct impact in the way children are being treated by the police. Police is also showing interest and support in working with RCJJ to develop rehabilitation programmes. Currently 4 police stations in Mumbai namely Khar, Juhu, Vile Parle and Santa Cruz have the data of 120 juveniles where rehab plans are being developed.

The size of the team at the SLCs was making it difficult to conduct follow-ups of JCLs who were out on bail. The SLC Pune has attempted to address the challenge of tracking their 2500 JCLs on bail by forming networks with other child rights organisations and distributing geographical areas within the city. This has helped initiate a system of monthly follow ups through home visits and organize parent meetings to check progress of JCLs.

Community meetings have begun in Pandavnagar and Yerwada, Pune which have a large vulnerable population and from where most JCLs are apprehended. This is being done with involvement of police where children and youth are being informed about various crimes for which they could be apprehended and the experience of entering the system in order to prevent them from committing crimes and thereby entering it. This is being done with the aim of preventing children from entering the JJ System at all.

Between 2014 and 2015, the RCJJ was able to expand to 4 new districts. However, in 2015 support was reduced to only Mumbai and Thane and in 2016 limited to Mumbai city and suburbs. Financial support under the A2J project were stopped in November 2016 and thereafter SLCs have no funding sources.

Key Observations

The SLC is a truly critical and much needed intervention in an area where not much attention has been paid till date. Going forward, RCJJ would require not only funds, but also active support and collaboration from the DoJ as they wish to address the huge gap that still remains in terms of the counseling support required to help resolve mental health issues of JCLs.

A key observation is that despite playing a crucial role in rehabilitation of JCLs, most observation homes view social workers as outsiders which hampers holistic planning for JCLs. For instance, the team at the Socio Legal Cell Pune acted as whistleblowers attempting to check unethical practices within the institution and streamline processes. This led to transfers and suspensions of some office holders of the Observation Homes, leading to animosity and uncooperative behaviour thereafter.

National Law University (NLU), Odisha

NLU, Odisha as part of the A2J project established three community based legal aid clinics in Cuttack, Khordha and Puri districts to assist vulnerable members of society.

The legal aid clinics were set up with co-operation from OSLSA and locations were decided after consultations with the High Court and OSLSA on the parameters of legal necessity and availability of logistical support. The purpose of setting up such clinics was to extend legal aid to marginalised sections

of society as well as complement existing Government authorities in their actions. One key observation is that the clinics are very widely spread across three districts from their monitoring base which is at Cuttack.

The project implemented by NLUO is being managed by the Principal Project Coordinator along with a team of project coordinators and field staff in legal aid clinics. The clinics are operated by Programme Associates at the village level. Each clinic has one Programme Associate to operate it. They remain open for five days in a week, two of which are spent by Programme Associates visiting the community for reaching out to those people who are unable to travel to the Clinic. They also visit the TLSCs, DLSA and OSLSA for follow up of cases, networking and support. Project staff have also been appointed for the project and they provide paralegal assistance to the visitors in the legal aid clinics.

Supporting People Access their Entitlements

Saraswati Nayak sought assistance from Legal Aid Clinic of Brahmagiri for aiding her in obtaining a disability certificate. The NLUO Programme Associate along with the paralegal volunteer of the area verified her case and got a disability certificate issued from the Chief District Medical Officer after making the necessary documentation on her behalf.

Reema Sethi approached the Legal aid clinic, Jankia seeking appointment of a lawyer. She needed a lawyer for representation since she could not afford one. Accordingly a letter was sent to the Chairman Taluk Legal Services Committee for appointment of a lawyer. NLUO team assisted Ms. Indramani Sethi to avail her income certificate from revenue authorities. Soon after a advocate was appointed to represent her.

Several people submitted their application for ration cards to Domapada Legal Aid Clinic. All documents were collected from the applicants and compiled. The matter was immediately brought to the notice of the appropriate authorities i.e. District Magistrate and the Collector, Cuttack. After receiving the requisite documents, a door to door survey was conducted by the District Magistrate and Collector, to identify eligible beneficiaries for ration card. As a result of this survey, around 35 beneficiaries received their ration cards.

The clinics mostly deal with cases of issuance of BPL/ration card, matrimonial disputes, widow pension, old age pension, inclusion in Indira Awas Yojna, and disability pension. The assistance provided by the clinic involves drafting of applications, rendering referral services, following up with appropriate authorities and counselling.

The Programme Associates are monitored by the Programme Coordinator and the entire team including the Programme Coordinator is supervised by the Principal Coordinator. Programme Associates report at NLUO once a week during which time they take feedback from faculty members and students on various cases and also update the team of their weekly activities.

The consultants visited the legal aid clinic at Dompada village of Cuttack district. The clinic started to function from 2014 and has been successful in dealing with 6 cases of which 5 related to matrimonial disputes. They were also successful in ensuring ration card entitlement for 17 cases out of 42 cases registered. They have also conducted ten legal literacy programmes in the area.

NLUO has also introduced Legal Aid and Public Interest Litigation (PIL) as a compulsory course in the fourth year in pursuance of the objectives of the A2J Project. Law students are divided into 5 groups: Community Advocacy, Land Rights, Prison Legal Services, Labour Rights and Juvenile Justice. The first three teams of students are working directly for the A2J Project.

This compulsory course was met with some resistance on part of the students initially, who were reluctant about the idea of going out to the communities. To address this issue they were taken on an exposure visit to the Salgaoncar College, Goa[16] and this helped them to a large extent in overcoming their prejudices and understanding the needs of the community.

Key Observations

As in case of TISS, in NLUO also a key challenge has been in motivating students to take up community legal aid activities. This indicates the need for greater sensitization among students who typically belong to urban better off sections on developmental challenges of the country. Without a sense of genuine empathy they would not be able to correctly serve the marginalised and for this to happen, sustained behaviour change efforts have to be made.

It is important to place the legal aid clinics at the appropriate locations where a service gap exists. Experience in the Dompada clinic shows that having multiple clinics located in one cluster leads to ineffective utilisation of resources which in any case are limited.

Finally, as in case of TISS there is need to develop a road ahead for the clinics post the completion of the project. NLUO has developed a sound relationship with the DLSAs and it would be important to prepare a sustainability plan in consultation with them.

Output 4- Fresh Evidence Gathered to Strengthen Policy on Judicial Training and Justice Delivery

As discussed in previous sections the core activity undertaken as part of this output was the commissioning of a study on pre-trial and trial stages of rape prosecutions in Delhi. The study throws light on the existing situation of rape trials in Delhi Courts, recommends changes and also suggests that similar studies should be undertaken in different jurisdictions where the processes adopted may vary.

Rape is a highly gendered violent behaviour whereas the majority of the sexually violent perpetrators are men and the majority of their victims are women. The subject of rape comprises more than the actual physical act as it involves many factors such as law and customs, social and political events and so on. While the physical reality of rape has been unchanged over time and place however, the perceptions, ideas and laws about rape have changed[17].

Over 34,600 cases of rape have been reported across the country during the year of 2015-16 with Madhya Pradesh and Delhi topping the list of states and union territories respectively. Among these cases, there are about 95.4% cases where the accused were known to the victims as per the National Crime Records Bureau (NCRB).

It is in this context that a study was conducted by PLD with support from UNDP and DoJ. This study aimed at examining the implementation of procedural reforms and victim friendly provisions which are

---

[16] This College already had a programme to work with the vulnerable communities. They had guidelines designed for the lawyers and students on how run a clinic. Their students had exposures of guiding the beneficiaries for legal aid. This helped the NLUO students to understand the process and get motivated by their peers
[17] Smith, 2004

provided for any such assault and violence against women by Government of India. Major broader objectives of this study were:

- Examining the implementation of various laws and provisions sanctioned by Government of India against Rape and Sexual Assault.
- Identifying the gaps in the existing responses to sexual assault through ascertaining the needs of victims and by drawing upon model responses from the comparative jurisdictions.

Further the study involved:

- Monitoring 16 cases of rape in four of the six fast track courts in Delhi
- Examination of Pre-trial records, observation of the examination and cross examination of the victims
- Observing the experiences of the victims about the legal process and impact of pursuing legal redress on their lives
- Research on good practices in Rape Trials adopted by other jurisdictions

The study which commenced in January 2014 drew upon cases that were prosecuted for rape in 4 of the 6 Fast Track Courts in Delhi constituted in early 2013, evaluating procedural compliance at the pre-trial and trial stages, based on observation, case records, and the experience and needs of the victims. The study was classified into three stages:

- The Pre-trial Stage
- The Trial Stage
- The Post- trial experiences of the victims

The major tools used for collecting the primary data included personal interviews with the victims and relatives and case studies of the victims. Out of six established fast track courts, the two fast track court located in Tis Hazari and the courts in Saket and Karkardooma were selected for this study which were named as FTCA, FTC B, FTC C and FTC D respectively in order to maintain the confidentiality of the study. In total 17 cases were selected where one case was selected as a buffer case in FTC A. The chosen cases included victims in the age group of 18-50. Further the process involved:

- Inspection of Case records
- Observing the examination in chief and cross examination of the victim in court
- Observing the court environment
- Interview of the victims

While interviewing the victims the researchers made sure the confidentiality of the information provided by the victims and their family member. When the victims were interviewed, it was found that:

- In all 16 cases under observation were those of acquaintance rape that is where the accused is known to the victim.
- Out of 16 cases, 9 cases make references to recurring offences whereas 6 of them refer to instances of one time offences. Further there are also delays in filing the complaints against such offences by the victims due to various mental and social reasons.
- Once the FIR is filed, there are some cases where the copy of FIR has not been provided to the victim which she is entitled to under law. There are few cases where the copy was delivered after special request and in some care they were not given at all.
- Some of the victims also face obstacles and harassment in registering FIR.
- Medical Examination plays an important part in order to prove the accused as guilty but many a times, due to the delay in reporting the complaint or due to some other reasons, the medical examination could not be performed properly leading to loss of evidence.

- As all cases involved acquaintance as the accused, the victims could identify the accused and arrests were conducted promptly where the in half of the cases the accused were arrested on the same day, in 4 cases on the next day and in few cases the arrests took more than a week.
- It was observed that all the fast track courts are acquainted with all the legal procedures and guidelines but there is inconsistency in the practice.
- There is lack of specialised agency mandated to provide orientation to prosecutrix about the trial processes and availability of companion and compensation.
- There are no provisions of shielding the Victim from the accused in the waiting areas of court premises and also outside the court.
- The public prosecutors in many cases do not engage themselves in conversation with the victim in order to know the details of the incidence and their circumstances afterwards.
- The questions in cross examination are not routed through the presiding officer which might minimize the stress and harassment faced by the victim during the trial.
- As per the law, the trial must get completed within a time frame of two months whereas in many cases it has been observed that the deposition of prosecutrix which is a capsule from the trial takes longer than 2 months.

As per the observations established by the research team, it was concluded that the laws need to be followed at every step in order to maintain all the legal processes transparent and accurate. Key recommendations include:

- Police should be cooperative while filing the FIR and as per the law, a copy of FIR must be submitted to the victim.
- Further medical examination must take place as soon as the complaint is filed or before it in order to avoid any kind of loss of evidence.
- The cloths of the victim should be seized during medical examination and forwarded to forensic laboratory. And also all the injuries on the body must be noted by the doctor in order to understand the severity of the violence.
- As per the ICMR guidelines, counselling should be provided to the victims in order to cope with the assault psychologically.
- There should be separation of the prosecutrix from the public and specifically from the accused which might provide a better level of comfort to the victim.
- The victim must be introduced to various actors, their roles and she should be reassured about the oversight by the presiding officer. There should be proper communication between the prosecutrix and the presiding officer in order to ensure the participation of the victim in the conversation.
- Further, the cases must be concluded within a span of two months as prescribed by the law by avoiding any circumstances of delay.

Efficiency

Efficiency measures how economically objectives are being achieved economically by the intervention as well as the utilisation ratio of the resources used. It also studies the monitoring systems that were in place to review project progress.
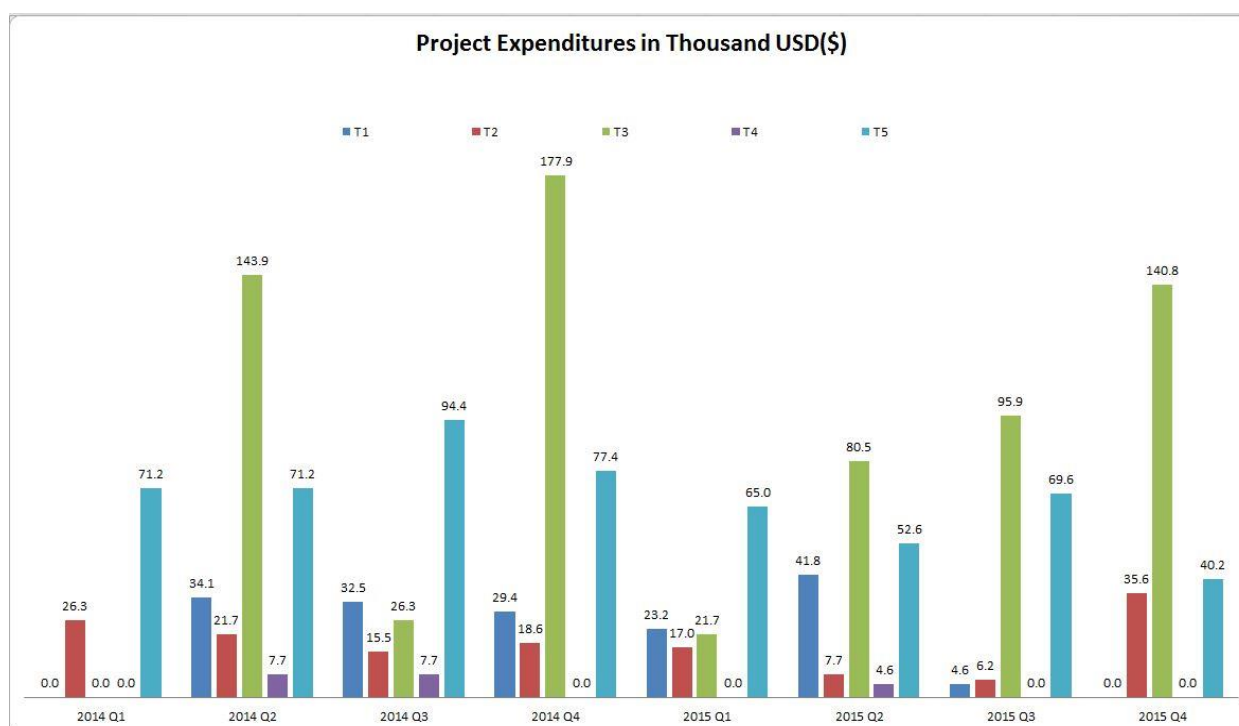
Project Budgets and Expenditures

The project had a budgetary outlay in the last three years (2014, 2015 and 2016) of USD 765957,   USD 728820 and USD 800000 respectively. The budget was allocated among the four project outputs and an

additional component for management, monitoring and evaluation. The percentage break down of the budget in terms of the various components in 2014, 2015 and 2016 is provided in the following exhibit.
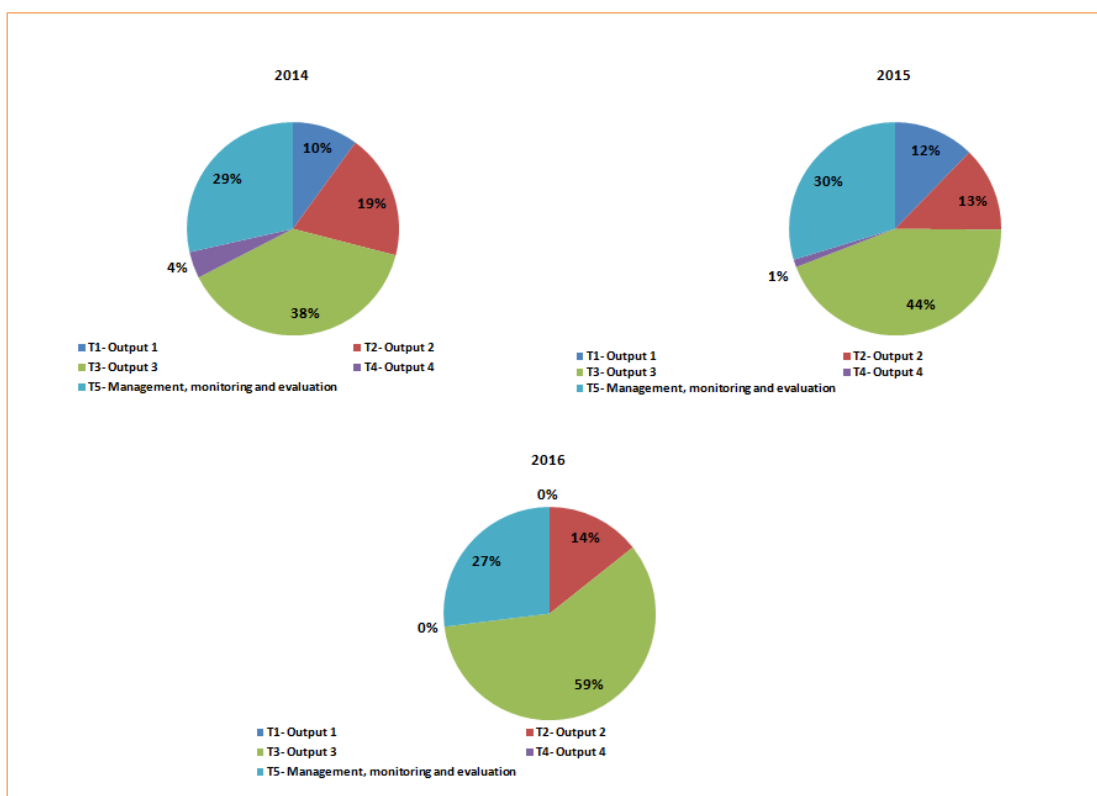
It is observed that the highest percentage of funds were allocated for Output 3, which is logical considering the fact that most project interventions were undertaken as part of this output through various partner organisations. The allocations for Output 1 whittled down over the three years as expected since the trainings of panel lawyers and PLVs were discontinued mid-way. Output 2 which related to support to the NMJDLR had a relatively higher allocation in 2014 and was more or less the same in 2015 and 2016 since the component was largely used for funding consultants based at the Mission. The following exhibit plots the expenditure of project budgets across the five areas.

Project Expenditures in Thousand USD($)

■ T1 ■ T2 ■ T3 ■ T4 ■ T5

	2014 Q1	2014 Q2	2014 Q3	2014 Q4	2015 Q1	2015 Q2	2015 Q3	2015 Q4
T1	0.0	34.1	32.5	29.4	23.2	41.8	4.6	0.0
T2	26.3	21.7	15.5	18.6	17.0	7.7	6.2	35.6
T3	0.0	143.9	26.3	177.9	21.7	80.5	95.9	140.8
T4	0.0	7.7	7.7	0.0	0.0	4.6	0.0	0.0
T5	71.2	71.2	94.4	77.4	65.0	52.6	69.6	40.2

The expenditure pattern matches with allocations and the highest absolute expenditure has been in case of Output 2. The expenditures on Output 1 were highest in 2014 and tapered down when the interventions came to a halt.

The evaluation team was limited in conducting a more detailed analysis of project cost comparisons due to lack of standardized programme components and contexts. In addition arriving at a unit beneficiary cost is difficult since in most cases the initiatives affected the community as whole and not just specific individuals. For instance the IEC activities undertaken at community levels would have touched the lives of a majority of the residents of the concerned village and it would be difficult to isolate the number of beneficiaries.

It can however be observed that models which make use of existing Government infrastructure and staff as in case of the Adult Education Centres and State Institute of Rural Development are potentially more cost effective since they do not call for additional investments for hiring staff or creating facilities. The only significant cost in these cases is related to the training of project staff.

Monitoring and Evaluation Framework

A monitoring and evaluation framework was developed for tracking the progress of the project. The framework was supposed to also help identify lessons and good practices with potential for policy advocacy and replication/scaling up. The DoJ had the overall responsibility of monitoring the project through regular monitoring visits and quarterly review meetings by the Project Steering Committee (PSC). UNDP's monitoring role during the implementation of the project included ensuring that the project was making progress towards intended outputs, resources were being optimally utilized, there was continued national ownership, stakeholder engagement and sustainability and project's outputs contributed to intended country programme outcomes. The key monitoring tools were supposed to include Monthly Progress Reports, Risk Log and an Annual Project Review. A review of project documents indicates that

planning and monitoring activities were undertaken in a timely manner and included quarterly and annual work plans and annual reports. The various stakeholders who were project partners also developed their respective project completion reports which contained quantitative and qualitative achievement levels of their initiatives as well as key learnings.

Impact

The second phase of the A2J project is being implemented since 2013 and several of the interventions have started in the subsequent years. The type of change that is sought to be brought about by a project of this nature is time intensive and cannot be achieved entirely within such a short span of time. Additionally for impact to be gauged it would be important to undertake a quantitative study of a statistically significant sample of beneficiaries which was not within the purview of this evaluation. However, a review of key project outcomes indicates that the project through its multiple interventions has been able to create several output/outcome level changes which are summarized in the following paragraphs.

Output 1 which related to development of training modules and conducting trainings for panel lawyers and PLVs could not be completed fully due to policy level decisions. However interactions with trained PLVs in Odisha revealed the outcomes have been positive and appreciated by the participants. The training programmes have contributed to increased knowledge base about various legislations specific to persons from marginalized communities. The trainings also helped improve their skill as they mentioned that they felt more confident of drafting FIRs and working with the police. Engendering the training programme by way of selecting female PLVs and consciously including laws and policies specific to women also helped increased confidence of women PLVs. This in turn is expected to be highly beneficial as it will enable increased access of judicial services by affected and distressed women.

Output 2 of the project related to provision of technical support to the National Mission on Justice Delivery and Legal Reforms (NMJDLR) to adopt measures to reduce pendency in Courts and increase judicial accountability. Since this aspect of the project is linked to technical contributions towards informing policy, gauging the exact nature of the outcomes is slightly challenging. However, based on information gathered, the outcomes have been fairly strong as systemic analysis of data has been carried out which has contributed towards strengthening various aspects including data systems maintained by the judiciary through the National Judicial Data Grid, streamlining processes for eCourts to make information more readily available to lawyers and their clients such as status of cases, cause lists etc. The rigorous exercise of systemic analysis of data and preparation of notes on the various areas that contribute to pendency has led to building institutional database and memory which will help identify gaps and formulate relevant strategies to address them. Such efforts will in the medium to long term contribute to increasing transparency and accountability of the judicial system.

Output 3 of the project related to enhancement of legal literacy strategy and content through existing programmes and institutions such as Sakshar Bharat, SIRDs and Law Schools. This output facilitated the implementation of several innovative pilots through partnerships with the Government and civil society partners. It saw the dissemination of information on select legislations and mobilized people to demand their rights as provided under each. The information imparted was at the Panchayat level and mobilization of people was visible especially in the case of civil society initiatives.

An important outcome of this initiative has been the generation of resource material. Prior efforts in imparting legal literacy have taken place through Adult Education Centers in Andhra Pradesh and Tamil

Nadu; however the key difference here was the technical inputs by the Department of Justice. As mentioned by the Director of Adult Education, this convergence led to improved content of the IEC material which would be useful for replication in other States.

Another significant outcome of the collaboration with the SIRD and the SRCs has been the creation of a pool of trained human resource. This has made information accessible to people at the Panchayat level. A potential way to use this resource (other than helping their own community members) could be peer support programmes once a similar cadre has been created in neighbouring areas or even other states. The level above the Panchayat level cadre was the training of Master Trainers, another useful resource which could be utilised for training in areas which are currently beyond the scope of this project.

The setting up of kiosks that disseminate information of legal entitlements and systems has led to creation of digital content on most pieces of legislations pertinent to people from disadvantaged sections. While there is data of the total footfall at the kiosks reaching over a lakh persons, this pilot has more importantly led to an improved understanding of the need to further contextualize the information to end users in a manner that is relatable to their areas and which can enable further action by linking them to relevant persons in the system

Approaches that directly reached the grass roots level were undertaken by BGVS and these consisted of a number of activities such as creation of resource material, community mobilization through kala jathas, flash mobs, development of simplified training material to name a few. Most of these activities were aimed towards the creation of the primary outcome of Panchayat level peoples' institutions called Panchayat Nagarik Adhikar Samitis with a support structure of resource groups at Block and District levels. This has been the most important achievement of this intervention as the PNAS has been envisaged as a sustainable group that would raise issues with the Gram Sabha on behalf of the marginalised as well as approach the administration when necessary.

Interventions undertaken by the CSO partner Antodaya have played an important role in creating awareness among some of the most excluded groups such as tribals, enabled many of them to secure their land rights and other entitlements and built capacity in managing natural resources through preparation of PBRs. Another noteworthy outcome of community-level engagements by Antodaya has been the creation of a pool of trained human resource in the form of CRVs who facilitated the community in claiming land allotted to them at an individual and community level under the Forest Rights Act, 2011. They were able to do so through training by Antodaya and by virtue of basic literacy. This points out to the importance of tapping into literate youth at the village level as well as the overall significance of creating community demand for their entitlements to elicit government action. However, as in the case of BGVS, such a base of volunteers would not necessarily be a fixed one and would require initial support before such practices of dialogue between people and the administration get regularized.

Such institutions require longer duration of facilitation by CSOs as membership to such institutions are purely voluntary and it takes time to understand how to identify implementation gaps and even longer to build confidence to voice these in front of Gram Sabhas and Government officials. Handholding support is required in calling for meeting and facilitating discussions on a specific agenda, recording grievances and demands requires skill, time, collaboration and motivation which are provided by CSOs. Peoples' institutions such as the PNAS would be activated and inclined to continue once they are able to see positive response from the government. This is another crucial area which requires initial facilitation by CSOs before they can continue by themselves.

Establishment of legal aid/service clinics is another key pilot that was undertaken in this phase of the project. Partnerships were established with TISS and NLUO for establishment of legal aid/services clinics. The legal services clinic at TISS has had two outcomes worth noting. The first has been the setting up of the community legal service clinic which has not only increased access to legal information for the members of the community, but also helped build capacities of CSOs in the area. The social worker in the community clinic has become part of the network of organisations working on other aspects such as health, education, gender etc. and built their understanding of legislations relevant to their work. This has in turn helped these CSOs to identify and refer cases to the clinic.

The second has been that of flagging a relatively ignored issue of mental health professionals and their role in a legal services clinic that operates from a socio-legal perspective. While the number of competent mental health professionals is limited and few would work within the settings of a legal services clinic, it makes important contributions by voicing the need for an integrated approach.

The experience of the NLUO has been different from that of TISS in that it has managed to motivate students to actively participate in the clinic. Attention needs to be paid on how the students were motivated which in case of NLUO was through sending students on exposure visits to a college where similar legal aid services were being provided. Similar approaches would need to be motivated if legal aid clinics/services are to be provided through law schools so that there is willing participation from students. This increases the possibilities of competent and motivated lawyers that would take up the case of the marginalized in future.

One of the unique interventions of the project has been the support provided to Socio legal Cells which operate in juvenile Observation Homes. This intervention is part of the Resource Cell for Juvenile Justice at the TISS, Mumbai. It initially began as a helpdesk to provide information on the Juvenile Justice Act, 2000 (amended in 2015) to Children in conflict with the law and their families. However, after gathering evidence on the areas that needed to be strengthened within the JJ System at larger state level consultation attended by senior members of the judiciary, the helpdesk was converted to a socio-legal cell which had a more holistic perspective on juvenile justice. This led to collaboration between the Juvenile Justice Board, JJB lawyers, Observation Homes' officials and social workers trained by TISS. Thus, crucial areas such as filing of social investigation reports, methods of building skills of children living in observation homes, facilitating for bail and overseeing their progress were addressed. This also led to small innovations on working in communities from where a large population of CCLs seemed to be apprehended so as to prevent children from entering the system in the first place. The change in perspective and the collaborative efforts are noteworthy, since few interventions are geared towards working with CCLs.

As part of Output 4 a study on women-friendly court procedures in fast track courts set up to expedite trials on rape cases in Delhi was commissioned and was conducted by Partners for Law in Development. This study though limited in its scope (it studied 4 out of 6 fast track courts, only in Delhi) highlighted important findings with regard to the lack of compliance with medical procedures at the pre-trial stage, inconsistency in cross-examinations during the trial stage and the need for a stricter approach to adjournments. Perhaps the most significant outcome of the study has been the highlighting of the need

for instituting support services for women who pursue their cases and their challenges while navigating the system. The study recommends the need for training and sensitization of medical staff on ICMR guidelines vis-s-vis sexual assault, reviewing the methodology and content of police trainings and of creating one-stop support centers for women in distress among others for helping women who have face sexual assault to access legal remedies in a smoother manner. The study also highlighted the need for other similar ones to be conducted across India to understand court-room practices and challenges by victims so as to get a more uniform picture of the implementation of the law.

In terms of impact with respect to the number of beneficiaries whose lives have been touched through some of the key initiatives, a review of secondary data sources indicates that over 1.5 million people have been impacted through the project. This includes the interventions undertaken as part of the LEP initiatives.

Table 2.4: Number of Beneficiaries Impacted through Project Interventions

Sl. No.	Partner	Project	State	Districts and Blocks	Number of People Impacted	Percentage Women Covered	Sources
1	Aid India	Pathway for Inclusive and Redistributive Justice	Jharkhand	190 Panchayats of 10 blocks of 3 districts ; Garhwa, Palamu and Latehar	1260915	48.1	Final completion report
2	Antodaya	Ensuring rights of Marginalized Community over Forest Land & Resources in Karlapat Sanctuary and proposed mines area in Kalahandi using Forest Rights Act - 2006 & PESA	Odisha	9 Gram Panchayats of 3 blocks (Thuamul Rampur, Junagarh and Bhawanipatna (Sadar)) of Kalahandi district	90824	50.5	Final completion report
3	NLUO	Promoting Access to Justice for Disadvantaged Sections and Socially Relevant Legal Education	Odisha	Cuttack, Puri and Khurda districts	20000	50.0	Project Coordinator, NLUO

Sl. No.	Partner	Project	State	Districts and Blocks	Number of People Impacted	Percentage Women Covered	Sources
4	TISS	TISS Legal Services Clinic	Maharashtra	Mumbai Sub-urban area	5000	40.0	Project Coordinator, TISS
5	BGVS	Building Sustainable Institutions to Ensure Social Justice to the marginalized Communities	Madhya Pradesh	55 Gram Panchayats of 5 Blocks (Ichchawar, Narsulaganj, Budni, Astha, Sehore)	22020	31.9	Final completion report
6	SIRD	Legal Literacy Campaign in Barabanki District	Uttar Pradesh	10 blocks (Banki, Masauli, Deva, Harakh, Fatehpur, Haidergarh, Sidhaur, Nindura, Trivediganj, Ramnagar) of Barabanki district covering 686 Gram Panchayats	123000	34.3	Monthly and quarterly reports up to September 2016
7	SRC Jaipur	Legal literacy training & learning material development activities	Rajasthan	Main and refresher training of 64 resource persons and 300 Preraks	435	49.9	Quarterly and half yearly progress report
8	CSC-e-Governance India Limited	Legal Literacy programme through CSCs	Jharkhand	190 Panchayats of 10 blocks of Palamu, Garhwa and Latehar districts	27980	48.7	Final completion report
Total Beneficiaries Reached					**155,0174**		

Sustainability

Observations on sustainability of specific interventions undertaken as part of the project have been indicated in the preceding paragraphs. It must be noted that in the cases where the intervention involved a Government partner such as a SIRD, SRC or SLSA, there is an opportunity to develop sustainability by embedding the activity within the mandate of the organisation. For instance, the DLSAs have been handed over the charge for running the e-kiosks in Chhattisgarh and Jharkhand. This is an opportunity that must be leveraged by effective communication with the respective DLSAs and creating a common understanding regarding the responsibility that they would need to shoulder and also the ways in which scale up could be envisaged. Similarly, SIRD interventions in Barabanki district could be sustained and scaled up provided the initiative is subsumed in the institute's overall scope. These approaches have been discussed in further detail in the following chapter.

The road ahead is less predictable in case of interventions that have been undertaken in partnership with CSOs, NGOs and stand alone institutions. In such cases there is considerable reliance on UNDP funds for continuation of activities. There is lack of clarity among these stakeholders regarding how they would continue their work subsequent to fund closure. Several of these initiatives have started yielding results and it would be unwise to scatter away the learnings and investments at this stage. There is therefore a pressing need to assess how these initiatives could be incubated for a longer period before they can gain the ability to operate on their own. Specific recommendations on how sustainability for such promising initiatives can be achieved are provided in the following chapter.

Learnings from the Project

The key learnings that emerged from this phase of the project include the following:

- **Interventions must be designed with the intention to scale-up and ensure sustainability from the very beginning:** The interventions undertaken as part of the project were implemented as pilots and the experience in case of several of these was that there was scope for scale up and sustainability. Many of the interventions have been undertaken through NGOs and other civil society partners and have been designed for specific durations. It is important that interventions be selected keeping in mind the availability of a plan for scale up and sustainability if the pilot is found to be successful.
- **Interventions that are housed within Government institutions, Departments and programmes have greater potential for reach and scale up:** It has been observed that interventions that were twinned with existing Government programmes or schemes had a greater potential for reaching a larger base and also for sustaining beyond the life of the project. The strategy of entering into partnerships with Government Departments and programmes worked well and this is something that needs to be carried on to the next phase.
- **Provision of technical support is a key area of capacity building:** The project supported the creation of a team of consultants at the NMJDLR which has proved to be of immense value for the judicial reform process. It is important that such technical support be recognized as a key intervention area for UNDP and it is in this context that future strategies should focus on continuing such support.
- **A multi-level, multi-faceted approach is relevant:** The project did not simply focus on a particular type of intervention. For instance interventions ranged from legal awareness creation among communities, training for service providers, adoption of technology and legal support to specific groups to name a few. This approach helped not only in ensuring that needs of a very diverse group

of stakeholders were met but also ensured that the project provided scope for actual 'pilot testing' of a variety of strategies.

Conclusion

The focus of this chapter has been to analyse the outputs and activities that were undertaken in the second phase of the project and assess them in terms of the parameters of relevance, effectiveness, efficiency, impact and sustainability. The following chapter provides the evaluation team's recommendations and a roadmap for actions that can be adopted going forward.

Chapter 4: Recommendations and Roadmap

This chapter discusses the key recommendations and roadmap that should be adopted by the project in the remaining months of the current phase as well as in subsequent stages. The recommendations have been developed in the backdrop of the activities undertaken in the current phase and the experience garnered from these as well as a study of various innovations and additional areas the project could venture into.

Recommendations

Explore and Build Further Institutional Linkages and Cement Existing Relationships

The project has demonstrated success in developing and maintaining partnerships with a number of Government institutions. This is a core factor that would go towards enhancing the reach and sustainability of initiatives. It is important that going forward the project collaborates with additional institutions in the Government which offer scope for taking up initiatives or dove-tailing them with their existing schemes and programmes.

New Institutional Linkages

Partnerships in view of the pilots undertaken during this phase should be explored with Central Government Ministries such as Rural Development, Women and Child Development, Social Justice and Empowerment, Minority Affairs and Tribal Affairs. Each of these Departments has a mandate of reaching out to vulnerable sections through schemes that aim at empowering them and initiatives related to legal awareness creation and capacity building can be taken up through these.

Specific programmes and institutions under these Ministries that could potentially offer the opportunity to adopt, replicate and scale up initiatives are indicated in the following table.

Table 3.1: Potential Linkages with Institutions and Programmes

Ministries with which Partnerships can be Explored	Specific Programmes/Institutions in which Partnerships could be Subsumed
Rural Development	- **Prime Minister Rural Development Fellows Scheme** (PMRDFS) provides short term work opportunity for young women and men who possess some level of academic or professional expertise that will serve the district administration in improving programme delivery and interface with marginalized sections aiming to reduce developmental and governance deficit. Possible areas of work for PMRD fellows include facilitating block level grievance redressal camps and working with organisations involved in issues like awareness generation on entitlements under PESA, FRA, Employment Guarantee Act and RTE etc. *The PMRDF could be leveraged for achieving legal awareness and literacy initiatives. The PMRD fellows have been tasked with a number of community capacity development activities and legal*

Ministries with which Partnerships can be Explored	Specific Programmes/Institutions in which Partnerships could be Subsumed
	awareness could be added to their portfolio of activities. They could use existing institutions such as Gram Panchayats to take up these activities. In districts where A2J initiatives are already being undertaken, the Fellows could play a role in monitoring and further intensifying activities. - **Deen Dayal Antyodaya Yojana** (National Rural Livelihood Mission) is a World Bank supported programme that creates institutional platforms of rural poor that would enable them to increase household income through sustainable livelihood enhancements and improved access to financial services. As part of the programme Project Implementation Agencies are responsible for community mobilisation and provision of training that would enable rural youth to obtain employment opportunities. *Programmes such as the DDU GKY involve a significant community mobilization and training component. These specifically target rural youth and have been designed to enhance their livelihood opportunities. A component related to legal entitlements and rights can be incorporated in the basic orientation modules of these programmes.*
Women and Child Development	- **One Stop Centre Scheme** is operating under the umbrella of the National Mission for Empowerment of Women and as part of it centres are required to be set up across the country and would provide a range of services including medical assistance, police assistance, psycho social support, legal aid/counselling, shelter and video conferencing. **Women's helpline scheme** intends to provide 24 hours immediate and emergency response to women affected by violence through referral and information related to Government programmes through a single number. It is also responsible for facilitating crisis and non-crisis interventions through referral to agencies including District Legal Services Authorities. The helpline is supposed to be integrated with the One Stop Centre. *The One Stop Centre and Women's Helpline schemes already have an element of legal aid and counselling and have linkages in place with agencies such as DLSAs. By developing a formal partnership with UNDP and DoJ it would be possible to have stronger legal aid interventions. The One Stop Centres for instance could act as legal resource centres for women. Such possible areas of partnerships should be explored with the Ministry of Women and Child Development.* - **Mahila Police Volunteers** (MPV) are envisaged as empowered, socially aware women who would foster leadership in local settings to facilitate police outreach on gender concerns. Broad mandate of MPVs is to report incidences of violence against women such as domestic violence, child marriage, dowry

Ministries with which Partnerships can be Explored	Specific Programmes/Institutions in which Partnerships could be Subsumed
	harassment and violence faced by women in public spaces. In the first phase the scheme is to be implemented on a pilot basis in two districts in each state and one district in each UT. *This is a highly relevant scheme keeping in mind legal requirements of women from under privileged sections of society. The scheme is still at a pilot stage and there is a need to see whether the MPVs could be used as an effective resource for legal awareness generation at the community level. While reporting issues seems to be the core mandate of the MPVs, integrating a legal awareness component in their list of activities would be highly relevant.*
Social Justice and Empowerment	- **Prime Minister Adarsh Gram Yojana** (PMAGY) is being implemented for integrated development of Scheduled Castes (SC) majority villages having more than 50% of the population from the Scheduled Caste group. *The PMAGY scheme focuses on the development of villages which have a large percentage of vulnerable communities. The possibility of dove-tailing legal awareness creation and capacity building initiatives within the various activities being undertaken as part of PMAGY could be discussed with the Ministry of Social Justice and Empowerment.*
Minority Affairs	- **Nai Manzil** is a scheme that aims to engage constructively with poor minority youth and help them obtain sustainable and gainful employment opportunities that can facilitate them to be integrated with mainstream economic activities. *As in case of the NRLM, the possibility of including a legal literacy component in the community mobilisation and orientation activities undertaken as part of the programme should be explored in consultation with the Ministry.*
Tribal Affairs	- Scheme for **Development of Primitive Tribal Groups** covers housing, infrastructure development, education, health, land distribution/development, agriculture development, cattle development, social security and insurance for such groups. *A range of activities are being undertaken as part of the scheme and there is a need to review whether key legal entitlements especially those relevant for tribal groups such as FRA are being communicated to the beneficiaries under this scheme. A consultation should be held with the Ministry to identify scope of partnership for including legal awareness activities in the fold of the scheme.*

Additionally autonomous Commissions such as National Commission for Women, Disability Commission, National Commission for Protection of Child Rights, National Commission for Scheduled Castes and National Commission for Scheduled Tribes that cater to requirements of specific vulnerable groups could be effective project partners. They have the ability to take suo moto action on issues, conduct

public hearings and have been granted the powers of a civil court. This could help resolve relevant issues in a decentralized manner and without burdening the judicial system. As an added advantage, the increase in number of people approaching these bodies would contribute to activating those which are currently inactive and understaffed.

Apart from the partnerships at the national level, state level collaborations must also be explored and developed especially in high focus states that are relatively more affected by developmental challenges. In the current phase the states of Uttar Pradesh (UP) and Rajasthan were specifically targeted for undertaking legal awareness initiatives through the State Institute of Rural Development in case of UP and State Resource Centres in both states. Additionally states in which willing and proactive partners exist should be focused upon since activities could commence in a more effective and efficient manner due to greater buy-in.

Nurture Existing Institutional Linkages

While developing new linkages is vital it is equally important to nurture existing partnerships that have been developed with partners in the Government including NALSA and State LSAs. The partnership strategy with NALSA has to be re-formulated keeping in mind the experiences in this phase. While NALSA has decided to undertake training initiatives for PLVs and panel lawyers directly using its own training modules, there still exists scope for partnering in other areas. UNDP has for instance developed two concept notes that lay down possible areas of partnerships. One of the areas suggested is collaboration between DoJ, MEITY and NALSA for provision of tele-law facilities. As part of this a set of CSCs would be identified for implementation of tele-aw consultation services on a pilot basis. Another proposed area of partnership between DoJ, Ministry of Information and Broadcasting and NALSA is through community radio. PLVs would have a key role to play in running the legal literacy community radio outreach programme which to start with is proposed to be implemented at three locations.

Develop More Rigorous Partner Selection Parameters

The project by its very nature relies to a large extent on the performance of NGO partners. While the models that have been developed and implemented by NGOs in this phase have been successful to a large degree, there is scope for increasing the robustness and stringency of partner and proposal selection parameters.

Stricter Selection Parameters and TORs for Civil Society Partners

There is a need to scrutinize proposals with an eye on whether they are in line with the project's theory of change and complete the cycle of spreading awareness, community mobilization, demand generation, facilitating access and institutionalizing the space for dialogue / access between administration and people's institutions formed through grassroots initiatives.

The selection process should also review the existence of a clear exit strategy and sustainability plan. Developing exit and sustainability plans at the mid-way or towards the end of the intervention would not lead to achievement of the desired level of results and therefore all proposals must integrate these elements in their structure.

Select / Design Interventions that have Potential for Scale-up

While proposals received from civil society must have a strong and clear exit plan, they must also be gauged in terms of their potential for scale-up or being replicated at another site. Thus analysis of proposals based on cost-effectiveness and potential for building institutional partnerships must be carried out. Similarly, potential resources for funding initiatives through inter-departmental convergence such as the Department of Justice with the CSC-SPV must be identified and pursued from an early stage.

Scale Up and Replicate Promising Pilots

The project in the current phase had a strong intent of piloting models and analysing them for full scale roll out and implementation. Pilots have been undertaken in a range of areas and a variety of experiences have been garnered during the implementation process. These experiences have led to a justification for the need of such initiatives and also helped identify the areas in which improvements or changes are required for full scale roll out to be successful.

Most of the pilots that have been undertaken were limited to a single district and there is scope for scaling-up both within the state as well as expand to other states which present a similar context. *The specific pilots that hold promise for being carried over to the next phase (such as interventions through SRC and SIRD, CSCs and kiosks) and various alternative implementation approaches that they could adopt are discussed in the proposed roadmap for the project.*

Increase Focus on Advocacy Initiatives and Explore Funding Sources

Interventions in the justice sector are limited and there is growing recognition of the need to focus on projects that help in increasing supply and demand side efficiencies. The Access to Justice Project right from the inceptive SAJI till the current second phase has been supporting implementation through the Government and civil society. Going forward there is a need to undertake intensive advocacy efforts for making legal awareness and capacity building an area of focus for the Government, at the Centre and across states.

Advocacy efforts could include workshops and meetings with stakeholders in the Government, judiciary and civil society and dissemination of reports and briefs that have emerged in the last several years of collaboration with the Department of Justice.

The focus of the advocacy efforts would be to create a space for initiatives that help build capacities on supply and demand sides. Specifically in case of the supply side the stress has to be on exploring mechanisms through which capacity building of communities can be undertaken using existing Government programmes and schemes. Some of the possible programmes with which shared mandates could be developed have already been discussed in previous pages. Systematic and structured advocacy efforts have to be taken up to explore each of these and identify ones which could help enhance reach and sustainability. These approaches would help in developing a clear exit strategy for the project and also ensure sustenance of interventions that are serving a critical need on both supply and demand sides.

A crucial area for advocacy would be towards increasing justice sector spending. This would go a long way in improving infrastructure, remuneration for panel lawyers (which in turn will increase their motivation), increased spending in capacity building of panel lawyers and PLVs etc.

Explore Scope of Integrating Successful Models and Adopt Convergence Strategies and Approaches

The range of demand side initiatives undertaken as part of this phase spans across multiple layers and levels. While some focus on creating awareness among communities on legal rights through grass roots approaches, others centre on technology aided models and provision of legal aid through centres operational in the community and in law schools. There is a need to explore scope for integrating various functional models. For instance the kiosks could have a provision for a user to identify the nearest legal aid clinic where she/he could get advice. Similarly at the community level a key influencer such as a teacher or a health Department worker could be provided with contact details of PLVs who are available within the block. This would be of practical relevance since apart from obtaining an understanding of their legal rights people would also be provided with a specific channel through which they could receive legal aid.

The process of integration should be initiated on a pilot basis and since the entire set of interventions are not available in each of the states; existing Government facilities would also be used. For instance in Jharkhand where kiosks are currently present in the LSAs, information related to the legal aid clinics functioning within the district along with contact details of staff could be added to the user menu enabling them to access not only information but also receive services.

An initial exploratory workshop should be conducted at the national level among the project partners who have been implementing the various initiatives and seek their responses on scope for integration based on which a plan of action could be formulated.

Subsequently state level meetings and district level convergence workshops of implementing partners and relevant Government stakeholders should be conducted to create synergies between various interventions and develop a clear implementation protocol. The state and district level administration as well as the LSAs must be engaged in these workshops to ensure that their support is available to interventions.

Increase Involvement of State Offices

UNDP has presence in some of the intervention states and it would be useful to involve them in activities related to advocacy and monitoring. Being located in the proximity of the area of implementation UNDP would be able to engage with project partners and make a note of the manner in which activities are being undertaken.

Lay Greater Stress on Partner Documentation and Knowledge Sharing Systems

There is a need to ensure that project partners invest greater effort on documenting their activities, achievements and learnings during the course of implementation. Such documentation would help build institutional memory and learning and could be referred to by relevant stakeholders based on their requirement. Additionally it would be useful to create a system for knowledge sharing among project partners. For instance if a particular partner develops an IEC material related to legal awareness, there should exist a system using which this could be shared among other partners. This would not only help in ensuring that cost effective approaches are adopted and there is no 're-invention of the wheel' but also that there is greater scope for learning and capacity development.

Synergies between other Projects under Democratic Governance Theme

An active PRI system would greatly enhance people's participation and their access to entitlements. Layering of the other governance-related initiatives under the A2J project at sites where PRI capacity

building exercises have been conducted would be a useful way to raise overall human development indicators in the area and consolidate results accrued through these multiple interventions.

Roadmap

This section discusses the specific activities that should be undertaken by the project in the remaining months of this phase as well as at subsequent stages.

Increase Engagement with NALSA for Capacity Building of Panel Lawyers, PLVs and other Related Stakeholders

The project invested significantly in partnering with NALSA for training of PLVs and Panel Lawyers. However at this juncture NALSA is conducting these trainings on its own using its set of training modules. Despite this there is scope for exploring the possibility of supporting NALSA in the capacity building component through a set of complementary activities. These could include technical assistance in developing systems for monitoring activities of trainees (through periodic reporting formats etc.) as well as for linking them with communities. It is recommended that discussions be held with NALSA to obtain an understanding of the areas in which they require technical assistance and gauge the extent to which such support could be provided in context of this project.

Explore Opportunities for Partnerships with SRCs and SIRDs across Multiple States

The State Resource Centers have a strong presence at the Gram Panchayat level being based at the Lok Siksha Kendra with a mandate of imparting adult literacy. Efforts to build capacities of Preraks were made in Uttar Pradesh and Rajasthan and discussions with Preraks in Rajasthan showed they were willing to assist community members by linking them to District Legal Services Authority or relevant Departments of the District Administration. Similarly the SRC in UP showed interest in becoming the nodal agency for legal literacy and evinced interest in conducting more intensive trainings and catering to a larger number of Preraks. The fact that the programme is being implemented under the Sakshar Bharat programme and seeks to create awareness of social disparities and means for well being enhances its scope and sustainability.

The State Resource Centres are functioning under the umbrella of the National Literacy Mission Authority (NLMA) which is an autonomous wing of the Ministry of Human Resource Development. There is a need to engage with the NLMA and discuss the achievements that have been made in the pilot phase of collaboration in UP and Rajasthan. Such discussions should help in exploring scope for extending activities through SRCs not just in districts in these two states but across other states as well. Keeping in mind the fact that adult education is a concurrent subject there is a need for separate discussions with State Governments to explore potential partnerships at the state level.

As in case of SRCs, the project also developed partnerships with the State Institute of Rural Development, UP for conducting training of Village Level Resource Persons (VLRPs) and organizing IEC campaigns through audio visual narrative, puppet shows and Nukkad Nataks in Barabanki district. The SIRD, UP is keen to continue the partnership under the project and due to its reach is favorably placed for conducting awareness generation activities.

Further dialogue should be initiated with the SIRD for taking forward the activities beyond the area of Barabanki district and extending them to other districts. Similarly as has been discussed in the section on recommendations there is a need to engage with the Ministry of Rural Development at the national level to identify the possibility of developing similar partnerships with other states.

Expand Opportunities for Legal Literacy Training and Scope for Service Delivery at CSCs

Common Service Centres continue to demonstrate the potential for not only creating legal awareness but also provision of a possible minimum level of services considering the fact that they have the necessary IT and communication infrastructure. CSC e-Governance Services India Limited has indicated its keenness to develop CSCs as legal resource centres and link them with PLVs to undertake legal empowerment activities. However it is important to develop a financially viable model for conducting legal awareness and empowerment activities through VLEs and CSCs. There is a need to explore possibility of funding support from related Ministries/Departments such as Rural Development and DEITY as well as continuation of support from the DoJ.

It is also suggested that the legal information material that is available from the kiosk initiative be shared with the CSCs so that persons who visit the CSCs could easily view the content and develop an understanding of their rights even without much intervention by the VLE.

Explore Scope for Engaging with Panchayati Raj Institutions

PRIs are one of the most important stakeholder groups at the GP and village level. As part of the process of developing capacities of PRI representatives a module on legal awareness and the role that they can play in supporting dispute resolution should be integrated. While the representatives would not be directly involved in conducting community trainings or providing legal advice, the fact that they would be correctly informed would help them in performing their designated functions in a more effective manner as well as guide community members towards the appropriate groups for issue resolution. A partnership could be explored between the Ministry of Panchayati Raj and DoJ as part of which newly elected representatives would be trained on legal literacy and would be oriented on their duties to their constituencies in terms of ensuring that people are aware of their legal rights and are provided an environment in which they can freely access such rights.

Target Vulnerable Groups such as Children in Conflict with Law and Tribal Communities

The project has made in-roads in targeting especially vulnerable groups including children in conflict with law and tribal communities. The intervention that was implemented by the Resource Centre for Juvenile Justice on working with Children in Conflict with the Law was the only one of its kind in the country. The Socio-legal Cells created at Observation Homes have potential to not only strengthen the Juvenile Justice System by streamlining it and rehabilitating CCLs, but also prevent entry of children into the JJ system. The RCJJ has approached the Maharashtra LSA for funding support but has not met with much success. A possible option for financial support would be through the Integrated Child Protection Scheme. Efforts towards this can be initiated through engaging with the Ministry of Women and Child Development and assessing the possibility of integrating Socio-legal Cells within the model of Observation Homes. Other possible sources of funding could the National Commission for Protection of Child Rights (NCPCR) and the National Human Rights Commission.

Refine Legal Information Hub/Kiosk Model

One of the key interventions implemented as part of the project was the setting up of kiosks that provided information on legal rights to users and were installed primarily in the District Legal Services Authority premises. While feedback from One World and the PLVs manning the kiosks indicates that significant footfall has been achieved, there is a need to explore other locations where the kiosks would prove to be relevant and useful. Some of the possible locations include Tehsil and Block Offices, District Collectorates and Railway Stations. These locations are such where a large number of people across sections frequent and spend considerable time. An opinion of the evaluation team is that the people who visit DLSA offices are usually those who are already familiar with basic legal information and would in any case have access to human intervention through PLVs, panel lawyers and other staff. It would be more important to place kiosks at locations where people who may not have any information on their rights would visit. The District Collectorate for instance is an office which people go to for grievance redressal. Placing kiosks at such locations would possibly help in reaching out to the most affected groups. It is recommended that kiosks be placed at these alternate locations on a pilot basis and based on response a final set of placement locations can be developed. For administration and management purposes the kiosks could continue to be with the DLSAs or could be handed over to the district administration based on agreement. UNDP could continue to play a role in terms of content updation and refresher trainings for the staff who are managing the kiosks. In the long term it would also review possible additional services that could be tagged along with the kiosk.

In terms of the type of content uploaded in the kiosks, while the existing content combines information with entertainment, there is a need to provide details on specific actions that an affected party must take in order to arrive at a solution to his/her problem. This would require the content to be customized to provide details of locations of key institutions such as police stations, child welfare committees, legal service authorities etc. and other contact details. This would help ensure that the person is able to take specific action based on information.

A PLV is attached to each kiosk. It is important that the role of the PLV goes beyond mere repetition of the information provided through the kiosk content. She/he should rather focus on providing facilitative services by way of indicating who the person should approach for help, the process through which he/she would need to go through, documents required etc. For this to take place training of PLVs and subsequent monitoring efforts is vital. It is therefore recommended that further engagement be carried out with NALSA on training of PLVs and separately with the district administration to understand the type of support they could provide for monitoring functioning of kiosks and PLVs.

Explore Possibility of Development of Mobile Application

Eighty-eight per cent of households in India today have a mobile phone, according to the Household Survey on India's Citizen Environment and Consumer Economy[18]. 33 percent of total internet users in India in 2013 were from rural areas and it is expected that this will rise to 50-55% by 2020[19].

Leveraging this growing internet savvy population should be a key strategic intervention. Content on legal awareness has already been developed as part of the kiosk intervention. The possibility of converting this content into a mobile application format should be explored keeping in mind the reach of mobile phones. The application could also have more extensive usage in terms of map based services, contact numbers etc.

Sustained Partnership with NMJDLR

Keeping in mind the utility of the technical consultants it is important to ensure that an embedded team with similar expertise in place is always available. Budgetary allocations must be made within the Mission or the Department of Justice to support these positions in order to achieve the goals of the Mission. The value contributed by the team is fully acknowledged by the NMJDLR and it is important to have discussions with them on the scope for transferring the posts to the Mission. The key area of debate in this case could relate to the level of salaries that could be provided to the consultants if they were to be engaged as contractual staff directly by the Government. A study of the payouts being made to valued technical consultants in other Government Ministries/Bodies should be conducted and based on this realistic pay scales could be developed for adoption once the Mission subsumes the technical team within its structure.

Continued Support to Research Studies

As part of the A2J project a study was undertaken on women friendly court room trials, an area that requires urgent action. The study helped bring out the key issues faced in such trials and developed a set of recommendations that would ensure greater effectiveness of legal processes for women. The study report has recently been approved by the High Court and it is expected that in the medium to long term it would help usher in reforms in this particular area. It is recommended that discussions be held between UNDP, DoJ and the NMJDLR to identify other possible areas in which research would be useful and timely. Based on this a prioritized list of studies could be developed and these could be commissioned to competent agencies.

Increasing Engagement with the SBB

While PBRs have been developed by 29 GPs in the project area, these have not been granted recognition by the State Biodiversity Board (SBB). This is because Antodaya is not one of NGOs that have been empanelled by the SBB for undertaking the PBR preparation process. While efforts have been made to ensure that Antodaya is empanelled by the Board, success is yet to be achieved. It is imperative that a strong advocacy effort by made by Antodaya in partnership with UNDP and DoJ to obtain the consent of the SBB so that the PBRs developed by the communities can be put to the right use.

Capacity Building of Law Enforcement Stakeholders

---

[18] ICE 360° survey
[19] Future of Digital Content Consumption in India- January 2-16- EY

Much can be achieved through an active and sensitive police department. A review of their training and sensitization programmes, with a view to understand the challenges faced by them in maintaining law and order and their role in fulfilling specific requirements such as handling FIRs, coordinating bail work, handling of evidence etc. would be useful. Further, specific trainings flowing from initiatives from this phase such as training of the Special Juvenile Police Units on their role under the Juvenile Justice Act, or the role of police officers in handling cases of rape or domestic violence would help make the system more accessible.

Study of Law School-based Legal Aid Services and Exploring Partnerships with SLSAs

The project has partnered with TISS and NLUO for incorporating legal aid activities in the course as well as in running legal aid clinics. It was found that many students have an initial disinclination towards taking up activities related to legal aid and it is only with time and adequate convincing through visits to other Law Schools where legal aid services are supported that some students come forward to take up such activities. It is important to undertake a study on law school based legal services across major law schools of the country and identify key constraints and good practices. Based on this a roadmap for engaging with law schools for legal aid can be drawn up. This would include the possibility of partnerships between SLSAs and law schools for running legal aid clinics.

Good Practices

The various programmes and pilots implemented as part of the project offered an opportunity to test and adopt several approaches. Some of these approaches have worked effectively and promise scope for sustainability. The key good practices that were observed include the following:

- The initiatives undertaken by BGVS and Antodaya involved the creation of community forums, namely PNAS and development and capacity building of community representatives, namely CRVs. These institutions and individuals being located within the communities offer the advantage of a deep understanding of the project area and its pressing need as well as scope for continued functioning even after project closure. Both BGVS and Antodaya have shared that they would continue fostering such community driven initiatives even subsequent to project closure. It is important that such initiatives are encouraged and strengthened keeping in mind their scope for sustainability, greater ownership and decentralized capacity building.
- Tapping into existing Government institutions for undertaking various initiatives is an achievement of the project. The project partnered with the SIRD, UP; SRC UP and Rajasthan and the DEITY through the CSC e-Governance Society. Such partnerships helped in tapping into the reach and scale of the Government and also played a role in building capacities of Government staff who would continue to work in the area for a significant amount of time.
- The project addressed several areas which typically do not get focused upon. These included the study conducted on fast track courts and the work done at the Socio Legal Cells at the Observation Homes. By triggering and initiating work in these areas the project played an important role in increasing their visibility and in starting a constructive dialogue on these subjects among relevant stakeholders.

Annexure I: Key Documents Reviewed

Sl. No.	Document
1.	A2J Project Brief
2.	Action Research Guidelines- JDLR
3.	Brief Note on Process Service in Courts prepared by National Mission
4.	Brief Overview of Policy and Legislative Measures to Reduce Pendency
5.	Eighth Meeting of Advisory Council Agenda Notes
6.	Vision Statement of JDLR
7.	A2J Phase I Evaluation Report
8.	Agreements- Centum, CLAP, MARG, One World Foundation, TAAL, YUVA, AID India, Antodaya, Bharat Gyan Vigyan Samiti, Jan Jagriti Kendra, National Law University Odisha, Partners for Law in Development, TISS, SRC Jaipur, CSC E-Governance, SIRD UP, SRC Lucknow
9.	Annual Reports- 2013, 2014 and 2015
10.	Annual Work Plans- 2013, 2014, 2015 and 2016
11.	Quarterly Progress Reports- 2014, 2015 and 2016
12.	Report on Jaipur Regional Workshop Meeting
13.	Consultation Report on JJ System
14.	Baseline Report- Antodaya
15.	BGVS- CSO Capacity Assessment Form
16.	BGVS Project Proposal
17.	Canada Visit and De-briefing Report
18.	Facilitator Guide for PLV Training- CLAP
19.	Legal Training Manual for Resource Persons for NLMA
20.	Panel Lawyers Training Manual- MARG
21.	PLV Facilitator Guide- Centum
22.	TAAL Baseline Report
23.	TAAL Draft Training Manual
24.	PLV Facilitator Guide- YUVA

Annexure II: Study Tools

1. **UNDP**

Key Discussion Points

1. What have been the differences in the A2J project over the three phases- SAJI, A2J Phase I and Phase II?
2. What are the institutional arrangements that are in place for project planning, implementation and monitoring at various levels?
3. What is the reason for the wide variation in activities across states?
4. What were the reasons for the collaboration with NALSA and SLSAs coming to a close? How will the intended objectives related to capacities of panel lawyers and PLVs be achieved in the absence of this collaboration?
5. What has been the response of institutions (NMJDLR, LSAs and NGOs) towards the project? Have they viewed it to be relevant and useful? Is there any evidence of their response?
6. What has been the response of marginalised groups (SC, ST, women, BPL, minority groups etc.) towards the project? Have they viewed it to be relevant and useful? Is there any evidence of their response?
7. Are there any specific activities or processes that have been implemented as part of the project at the national, state, district or sub-district level that could be highlighted as good practices? Do these hold promise for replication or scale-up?
8. What are the key learnings that have emerged from the project?
9. How can the project be taken forward in future areas? Which are the activities that should be focused upon?

Relevance

10. What were the internal and external drivers for the A2J project?
11. Does the A2J project fit into overall mandate of UNDP in India and specifically with its Country Programme Action Plan (CPAP)?
12. Is there a corresponding focus from the Government and civil society on the issue of access to justice?
13. How were the learnings from the first phase of A2J incorporated into the second phase especially in terms of the areas in which interventions were deemed to be critical?
14. Were the training programmes for panel lawyers and PLVs planned keeping in mind an absence of similar programmes by the Government and related stakeholders? If similar programmes were already in place, why were these initiated?
15. Did the NMJDLR indicate the need for external technical support for undertaking its activities? If so, how was this indicated? If not, on what basis was such support extended?
16. Was the lack of adequate legal literacy among communities/beneficiaries identified as a major bottleneck to access to justice in SAJI or the first phase of the A2J project? If not, why is this an area of focus in the current phase?
17. How would the establishment of kiosks contribute to legal literacy? Why was this selected as a means to spread legal literacy over awareness campaigns or direct contact with field facilitators?
18. What is the purpose behind setting up the helpdesk in the observation homes and legal aid clinics? How would these interactions with individuals and families be followed through to enable access to entitlements and justice?

Effectiveness

19. Were any systems developed to encourage collaboration and cooperation between paralegals and lawyers?
20. Were any systems developed for linking trained panel lawyers and paralegals with beneficiaries either through the LSAs or any other institutions? If so, describe these. If not, how were beneficiaries supposed to obtain information regarding availability of such professionals and benefit from their services?
21. Did the deployment of consultants lead to increased capacities of the NMJDLR demonstrated through increased number of research papers, studies, revised legislations etc.? What other purpose did the deployment serve?
22. How were the stakeholders requiring legal literacy identified and prioritized?
23. How was it ensured that the NGOs/CSOs selected for legal literacy activities were appropriate?

24. How were specific activities to be undertaken as part of the legal literacy output decided upon?
25. What are the factors that have supported and worked in favour of the project?
26. What are the factors that have hindered the project?

Efficiency

27. Were the activities conducted under the project 'value-for-money'? Were multiple agencies considered and compared based not only in quality but also on cost parameters prior to developing partnerships?
28. Were activities conducted as per the timelines indicate in the Annual Work Plans? If there were delays, what were the key reasons for these?

Impact

29. How many panel lawyers and PLVs were trained as part of the project?
30. How many cases have panel lawyers trained under the project taken up?
31. How many beneficiaries have PLV trained under the project supported and facilitated?
32. How many research papers/studies/revised legislations etc. have the UNDP supported consultants at the NMJDLR developed/helped develop?
33. How many beneficiaries/persons have been educated on legal rights as part of the project?
34. How many of these have initiated actions to assert their legal rights subsequent to this education?
35. What has been the average footfall at each kiosk? How do kiosks link with the legal system administration?
36. How many persons did volunteers at helpdesk interact with?
37. How many persons approached and got help from legal aid clinics?
38. Are any changes in policy / procedure or practice visible in the courts of the judges that were trained?
39. What policy / procedural changes have the JDLR research been able to effect?

Sustainability

40. Have any systems been developed for ensuring sustained access of beneficiaries to trained lawyers and PLVs?
41. Have organisations such as NALSA, SLSAs and DLSAs institutionalized trainings for panel lawyers and PLVs?
42. Has the NMJDLR been able to develop internal capacities for undertaking work currently undertaken by UNDP supported consultants? If not, has it developed systems for engaging consultants?
43. Will CSCs continue to provide legal awareness through VLEs beyond the project?
44. Will the legal literacy trainings for SIRD and other such personnel continue beyond the project?
45. Given that the kiosks were to be manned only for up to 7 months after being set up, how would their utility and effectiveness be ensured?

2. Institutions to be Visited: Department of Justice

Key Discussion Points

1. How has the A2J project evolved over the years?
2. What are the differences in the UNDP supported A2J project over the three phases- SAJI, A2J Phase I and Phase II?
3. What are the reasons for the wide variations in activities across states?

Relevance

4. What were the key learnings from Phase I which were kept in mind while planning and implementing Phase II?
5. Please describe the process adopted for deciding upon the priority areas for Phase II of the project. What are these priority areas?
6. How were specific project activities decided upon?
7. What has been the response of institutions (NMJDLR, LSAs and NGOs) towards the project? Have they viewed it to be relevant and useful? Is there any evidence of their response?

Effectiveness

8. What are the institutional arrangements that are in place for project planning, implementation and monitoring at national, state, district and sub-district levels?

9. Who are the key stakeholders at the national, state, district and sub-district levels who formed an integral part of the project?
10. What is the level of support received from various stakeholders in the course of implementation?
11. What were the reasons for the collaboration with NALSA and SLSAs coming to a close? How will the intended objectives be achieved in the absence of this collaboration?
12. What are the factors that have supported and worked in favour of the project?
13. What are the factors that have hindered the project?
14. Were any new partners identified during the course of implementation with the aim of achieving the intended objectives? What process was adopted for identifying these stakeholders and deciding upon areas of convergence?

Efficiency
15. What are the various MOUs and other partnerships that DoJ has entered into in course of the project?
16. Have project activities been undertaken in a cost efficient manner?

Impact
17. Are there any specific activities or processes that have been implemented as part of the project at the national, state, district or sub-district level that could be highlighted as good practices? Do these hold promise for replication or scale-up?
18. What has been the response of marginalised groups (SC, ST, women, BPL, minority groups etc.) towards the project? Have they viewed it to be relevant and useful? Is there any evidence of their response?
19. What are the key learnings that have emerged from the project?

Sustainability
20. What are the features of the project which will help ensure sustainability?
21. How can the project be taken forward in future areas? Which are the activities that should be focused upon?

3. People to be Met: UNDP Consultants at the Mission
Key Discussion Points
1. Since when have you been engaged in the Mission? What is your total tenure?
Relevance
2. Have you been assigned certain specific activities/tasks by the Mission? What are these?
3. Have you also been assigned responsibilities by UNDP? If so, what are these?
4. Are you aware of the overall goals and objectives of the A2J project? How do your roles and responsibilities contribute to achieving these goals?
Effectiveness
5. Has an annual work plan been developed for you? If so, what was the process for developing the work plan?
6. Do you develop monthly work plans based on which you plan your activities?
7. Are you required to submit periodic progress reports- monthly, quarterly etc.?
8. To what extent do you adhere to work plans? Are there instances where you are not able to complete pre-planned activities because of sudden/ad-hoc requests by the Mission? How frequently do such occasions arise?
Efficiency
9. Have you been provided with a conductive environment to undertake your work (e.g. proper seating arrangements, infrastructure etc.)?
10. Who do you report to at the Mission and at UNDP?
11. Is there a system for assessing your performance? Please describe the process.
12. Do you have any suggestions on how your services could be better utilised by Mission and UNDP?
Impact
13. What in your view have been your key achievements/contributions during your period of engagement at the Mission?
14. Could your role have been chalked out any differently for better results?
Sustainability

15. Are there mechanisms to institutionalize support / inputs provided by consultants? What are your views on the sustainability of the Mission and its functioning after the A2J project comes to a close
16. Do you have any suggestions relating to the Mission and the A2J project?

4. **Institutions to be Visited: National Literacy Mission Authority (NLMA)**
   People to be Met: Nodal Officer for A2J Project

Key Discussion Points
Relevance
1. What is the backdrop against which NLMA became a partner in the A2J project? Was a specific request made by the NLMA or was it a UNDP/DoJ driven initiative?
2. Do you feel that there was an urgent need for legal literacy for ensuring improved access to justice?
3. Are there any other projects apart from the A2J project which focus on development of legal literacy? If so, please describe these. If not, how is it that such initiatives were not thought of earlier on?
4. The interventions with the NLMA are taking place through the SRC Lucknow and Jaipur. What is the reason for selecting these specific SRCs?
5. Have any efforts been made to extend the project beyond the two SRCs to other states as well?

Efficiency
6. Were a separate set of IEC material created under the project or were existing material developed by other project partners leveraged upon?
7. What are your views on the training programmes in terms of content, duration, methodology and processes for selection of trainers and trainees?

Effectiveness
8. What has been the response of the Preraks and Resource Persons to the legal literacy trainings that have been conducted for them?
9. Have any pre and post training assessments been conducted for Preraks and Resource Persons? If so, what have the results revealed?
10. Do you have any suggestions on how this initiative could have been undertaken in a more effective manner?

Impact
11. How many Adult Education Centres in UP and Rajasthan have incorporated legal literacy components in their course content?
12. Are estimates available of the number of adults who have been/are being trained at the Centres in UP and Rajasthan? If so please share.
13. What has been the response of adults towards the legal literacy component? Is there any documented evidence of their response?
14. What in your view has been the impact of the legal literacy initiatives undertaken through adult education centres?

Sustainability
15. Will the legal literacy component be retained in the adult education programme subsequent to the closure of the A2J project? If yes, how would this be done? If no, why not?
16. Are there any plans of extending legal literacy components in the adult education programme to other states?
17. Do you have any suggestions related to the A2J project as a whole?

5. **Institutions to be Visited: CSC e-Governance Services India Limited (e-Gov)**
   People to be Met: Nodal Officer for A2J Project

Relevance
1. What is the backdrop against which e-Gov became a partner in the A2J project? Was a specific request made by the e-Gov or was it a UNDP/DoJ driven initiative?

2. Do you feel that there was an urgent need for legal literacy for ensuring improved access to justice?
3. Are there any other projects apart from the A2J project which focus on development of legal literacy? If so, please describe these. If not, how is it that such initiatives were not thought of earlier on?
4. The CSC based interventions are taking place at Rajasthan. What is the reason for selecting these specific CSCs? Are the initiatives continuing in all 500 CSCs?

Effectiveness
5. Describe the process that was adopted for identification of Village Level Entrepreneurs VLEs).
6. How many VLEs were trained as part of the project?
7. What has been the response of the VLEs to the legal literacy trainings that have been conducted for them?
8. Were any pre and post training assessments conducted for VLEs? If so, what have the results revealed?
9. Do you have any suggestions on how this initiative could have been undertaken in a more effective manner?

Efficacy
10. Were a separate set of IEC material created under the project or were existing material developed by other project partners leveraged upon?
11. What are your views on the master training programmes for VLEs in terms of content, duration, methodology and processes for selection of trainers and trainees?
12. Please describe the legal literacy workshops that were conducted for target communities (in terms of who conducted the trainings, duration and content of the trainings etc.).
13. How many such workshops were conducted and how many community members participated?

Impact
14. Have any efforts been made to extend the project beyond the CSCs in Rajasthan to other states as well?
15. What has been the response of the community to the legal literacy workshops that have been conducted for them?
16. What in your view has been the impact of the legal literacy initiatives undertaken through training of VLEs and community members?
17. Are there any plans of extending legal literacy trainings through CSCs to other states?

Sustainability
18. Will the legal literacy training for VLEs and communities continue subsequent to the closure of the A2J project? If yes, how would this be done? If no, why not?
19. Do you have any suggestions related to the A2J project as a whole?

Odisha
6. **Institutions to be Visited: State/District Legal Services Authority (SLSA/DLSA), Odisha**
   Key Discussion Points
   Relevance
   1. What is the backdrop against which SLSA/DLSA became a partner in the A2J project? Was a request made by the SLSA/DLSA or was it a UNDP/DoJ driven initiative?
   2. How was the need for training of panel lawyers and PLVs determined? Was a baseline study / situation analysis conducted?
   3. In your view was it useful to conduct these trainings? If not, why do you think so?
   4. Were any trainings being conducted for panel lawyers and PLVs prior to the A2J project? If yes, who was conducting these? If not, how were the panel lawyers and PLVs expected to function without any background trainings?
   5. Do you believe that going forward there is any scope for a renewed partnership with UNDP/DoJ for trainings?
   Effectiveness
   6. What is the total number of panel lawyers and PLVs in Odisha?
   7. What is the process of empanelling lawyers and PLVs by the SLSA/DLSA?

8. Are you aware of the two agencies that were involved in developing material and conducting training programmes, CLAP and MARG? If so, do you think that they possessed the relevant capacities to undertake such activities?

9. How was it ensured that the impacts of the training were sustained, for instance by conducting refresher trainings?

10. Were any of the trainees developed as master trainers to ensure that capacity building capacities were embedded within the system?

11. Subsequent to completion of the A2J supported trainings were any further rounds of trainings initiated by the LSA? If yes, please describe these. If not, how were the capacities of panel lawyers and PLVs developed?

12. Were inputs obtained from the LSA while designing the programmes by CLAP and MARG?

13. Do any systems exist for monitoring the performance of panel lawyers and PLVs? If not, how can it be ascertained whether they are taking up cases for marginalised sections and operating in an ethical and professional manner?

14. Have any systems been developed for connecting marginalised users with panel lawyers and PLVs? If not, how are users expected to obtain information regarding availability of lawyers and PLVs?

Efficiency

15. Have any alternate models for conducting trainings for panel lawyers and PLVs been explored?

Impact

16. How were the training programmes that were conducted under the A2J project different from the NALSA/SLSA/DLSA sponsored trainings? (ask if relevant i.e. if trainings have been conducted by NALSA/SLSA/DLSA)

17. Do you find any difference in the performance of trained and untrained panel lawyers and PLVs?

18. Are there systems for obtaining feedback from clients regarding the performance of panel lawyers and PLVs? If so, what does the feedback indicate?

Sustainability

19. Have any systems been developed for institutionalizing trainings for panel lawyers and PLVs?

20. Have any systems been developed for creating linkages between marginalised sections and panel lawyers and PLVs?

21. Have any systems been developed for obtaining feedback from users on the performance of panel lawyers and PLVs?

7. **Institutions to be Visited: Odisha- MARG/CLAP**
   People to be Met: Nodal Officers for A2J Project
   Key Discussion Points
   1. Please give a brief introduction to your organization.
   2. What was your experience of working with UNDP for this project in particular?
   3. Please describe the organisation and management structure for this project.
   4. Please describe the planning process that was adopted for the project (annual/monthly/weekly).
   5. Was the project staff qualified and experienced /equipped to deal with challenges posed by this project?
   6. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?
   7. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?
   8. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
   9. Please describe the process adopted for developing the PLV training manuals and conducting the PLV/Panel Lawyers trainings.
      a. Process of training material/curriculum development
      b. Process for selection of trainers and Training of Trainers
      c. Process for selection of trainees

d. Duration and methodology of training
e. Systems for monitoring and tracking trained PLVs/Panel Lawyers
f. Numbers trained
g. Others

10. What were the challenges faced during implementation of activities? Could you give us some examples?
11. How were these challenges dealt with? What kind of support did you receive or would like to receive from UNDP in this regard?
12. What was the monitoring and control (mid-course correction) systems for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?
13. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?

Relevance

14. What was the selection process through which you were engaged?
15. How was the need for project activities determined? Was a baseline study / situation analysis conducted?
16. Do you think that there is still an unmet need for training among PLVs and panel lawyers in the state?

Effectiveness

17. Was a pre and post training evaluation conducted for the trainees (panel lawyers/PLVs)? If so, please share the results. If not, how was change determined?
18. Was feedback sought from trainees on the programme that they had attended? If so, please share the results.
19. What were the methods adopted for conducting the training? Did it compromise of only theoretical sessions or were participatory and practical methods adopted?
20. Was a Training of Trainers programme conducted? If not, how were trainers provided with relevant skills to conduct the trainings?

Efficiency

21. Were the resources that were available for the project (staff and funds) adequate?
22. Could you suggest any alternative models that could have been more efficient?

Impact

23. What in your view has been the impact of the activities undertaken by your organisation as part of the A2J project?
24. Were you given opportunities by UNDP for cross-learning and / or networking with other NGOs and partners who were a part of the A2J project?
25. What policy level changes, if any, has this project been able to bring about?
26. Has there been a change in the performance of PLV/panel lawyers? Please share relevant data supporting this. Please also share contact details of PLVs and panel lawyers trained under the project and if possible clients of these service providers
27. Has there been any change in the legal aid seeking behaviour of community members due to availability of trained PLVs/panel lawyers? Please share relevant data supporting this.

Sustainability

28. What was the reason for the PLV and panel lawyer training activities under the A2J project being terminated?
29. Are you aware if the training modules developed by your organisation are being used by the LSA?
30. Has any alternative training system been implemented for PLVs and panel lawyers in the state? If so, please describe.
31. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?
32. Is there anything else that you would like to mention in context of this project?

8. **People to be Met: Trainers from CLAP/MARG**
   Key Discussion Points

1. Name
2. Educational qualifications
3. Number of years of experience
4. Number of trainings conducted
5. Details of trainings conducted under the A2J project (when, where, sessions conducted etc.).

Relevance
6. Did you have any prior experience of conducting similar trainings?

Effectiveness
7. Were you trained as part of any Training of Trainers programme prior to the trainings that you had to impart under the A2J project?
8. Were your inputs sought in development of the curriculum and in deciding upon the methodology?
9. Were you given flexibility to change the style of delivery based on the requirements of the class?
10. Did you find the trainees to be interested in the programme? How was this demonstrated?

Efficiency
11. Were the resources that were available for the project (staff and funds) adequate?
12. Could you suggest any alternative training models that could have been more efficient?

Impact
13. What were the changes that you marked in the trainees subsequent to the programme?
14. Are you aware if the trained panel lawyers/PLVs are actually applying the trainings by taking up legal aid cases? If so can you provide details regarding their activities?

Sustainability
15. Subsequent to the closure of the A2J project trainings is the LSA or any other body providing training to panel lawyers and PLVs?
16. Do you have any suggestions on how training systems could be institutionalized?

9. **People to be Met: Trained and Untrained Panel Lawyers and PLVs (under A2J project)**

Key Discussion Points
1. Name:
2. Empanelled with LSA since:
3. Number of legal aid cases handled:
4. Details of training received (For trained lawyers and PLVs)
5. Typical manner in which he or she receives cases and handles them

For Panel Lawyers/PLVs Trained as part of the A2J Project
6. When did you attend the training conducted as part of the A2J project?
7. Where was the training held?
8. What was the duration of the training?
9. Who were the trainers?
10. What were the topics/themes that were covered as part of this training?
11. What were the methodologies that were adopted as part of the training? (e.g. lecture, presentations, case studies, games etc.)
12. Are there any other trainings that you had attended in the past which aimed at developing your capacities as a panel lawyer/PLV?

Relevance
13. Did you find the training programme conducted under the A2J project to be relevant and useful?
14. Did the programme cover aspects that you were hitherto unfamiliar with?
15. What were the aspects of the training that were especially useful?
16. What were the aspects that were unnecessary?

Effectiveness
17. Do you think that the content developed for the training was appropriate? If not, what changes would have been beneficial?

18. What were the methodologies that were adopted during the training? Do you think these were appropriate? If not, what changes would have been beneficial?
19. What is your opinion on the caliber and competence of trainers? Do you think they were appropriate? If not, what would have been the ideal trainer profile?
20. Do you think the number of trainees per batch to be optimal?

Efficiency

21. Could you suggest any alternative training models that could be more efficient than the ones conducted under the A2J project?

Impact

22. What are the changes that you observed in your professional capacities subsequent to the training?
23. Was there any change in the number of cases that you took up, the way in which you handled cases etc. subsequent to the training?
24. What are the improvements/changes that you feel could have been made increase the utility of the training programmes?
25. Have you received any feedback on your performance from your clients or LSA etc. subsequent to the trainings? Can you share this?

Sustainability

26. Is the LSA or any other body conducting similar trainings? If so please share details of these. If not, how will untrained panel lawyers and PLVs develop a better understanding of their role and functions?
27. Do you feel there is a need to institutionalize such trainings? How can this be done?

For Panel Lawyers/PLVs Not Trained as part of the A2J Project

28. Have you attended any other training programmes? If yes, please give details of these. If not, how did you develop your professional abilities?
29. Are you aware of any trainings being conducted for panel lawyers/PLVs? If yes, please give details of these.
30. Do you think that you would benefit from attending training programmes? If so, what are the topics/themes that should be covered as part of the programme? What methodologies should be used?

10. **People to be Met: Clients of Trained and Untrained Panel Lawyers and PLVs**
    1. Name:
    2. Age:
    3. Gender:
    4. Occupation:
    5. Place of Residence:
    6. What legal problem are you/your family facing?
    7. Are you aware of where you/your family can get help from?
    8. What services have you/your family availed of?
    9. Are you satisfied with the help that you/your family are getting?
    10. If not, how do you think services can be improved?
    11. What are the other ways in which you think you/your family can be helped?

11. **Institutions to be Visited: State Biodiversity Board (SBB)**
    People to be Met: Nodal Officer for A2J Project
    Key Discussion Points

1. What has been the experience of Odisha on development of creation and functioning of Biodiversity Management Committees (BMCs) and development of People's Biodiversity Registers (PBRs)?
2. What is the number of PBRs that have been developed till now? Please share details of GPs and villages which have developed PBRs?
3. How have the PBRs been used by the SBB?
4. What are the key reasons for some of the villages/GPs not being able to develop PBRs?
5. Are you aware of the A2J project as part of which an NGO Antodaya is working with communities in Kalahandi district?

Relevance
6. Do you think that development of PBRs is a priority area which needs urgent attention and external support?
7. Do you think that Antodaya is a suitable organisation to be undertaking capacity building work in the area of biodiversity management?

Effectiveness
8. How successful has Antodaya been in supporting communities in developing PBRs?
9. Are there any areas in which Antodaya's support would be more effective?

Efficiency
10. Do you think that there any alternate approaches that could have been adopted for supporting development of PBRs as part of this project?

Impact
11. What has been the impact of Antodaya's work at various levels- policy, institutional and community?
12. Have the PBRs developed through Antodaya's support been used in any manner?

Sustainability
13. Are there any institutionalized mechanisms for supporting communities in developing PBRs and in developing capacities of BMCs?
14. Subsequent to the completion of activities by Antodaya who would support the communities in Kalahandi in developing PBRs?

12. **Institutions to be Visited: Odisha- Antodaya- Nodal Officers for A2J Project**
   People to be Met: Nodal Officers for A2J Project
   1. Please give a brief introduction to your organisation.
   2. Please describe the activities that your organisation undertook/is undertaking as part of the A2J project.
   3. What was your experience of working with UNDP for this project in particular?
   4. Please describe the organisation and management structure for this project.
   5. Please describe the planning process that was adopted for the project (annual/monthly/weekly).
   6. Was the project staff qualified and experienced /equipped to deal with challenges posed by this project?
   7. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?
   8. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?
   9. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
   10. What were the challenges faced during implementation of activities? Could you give us some examples?
   11. How were these challenges dealt with? What kind of support did you receive or would like to receive from UNDP in this regard?

12. What was the monitoring and control (mid-course correction) systems for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?

13. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?

Relevance

14. What was the selection process through which you were engaged?

15. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?

16. How was the need for project activities determined? Was a baseline study / situation analysis conducted?

17. Why was Kalahandi district specifically chosen for this initiative? How were specific blocks and GPs selected?

Effectiveness

18. How effective are the community volunteers in undertaking various activities such as development and maintenance of PBRs, filing claims etc.? Do you think that they are the correct group to be undertaking these activities?

19. What was the process that you adopted for selecting specific individuals and moulding them into project volunteers?

20. How and what types of linkages have been formed between CRVs and the DLSAs? Are these linkages being used? If so, please give some instances of this.

21. How many CRVs have been trained as PLVs? What are the activities that they are undertaking subsequent to this training?

22. How many persons have been trained on PBRs? How are they using their skills?

23. How have the IEC material developed under the project been used?

24. How many households have interfaced with Govt, lawyers, SDLC and the media on their grievances? What has been the outcome of such interface? What role did Antodaya play in facilitating such interactions?

25. How many Forest Rights Committees have been formed and trained as part of the project? What role are the FRCs playing?

26. How many community claims have been filed? Who was primarily responsible for filing? What has been the outcome?

27. How many forest/un-surveyed villages have been identified as revenue villages? Who was primarily responsible for this? What has been the outcome?

28. How many GPs have developed PBRs? Who was primarily responsible for this? What has been the outcome?

29. How many eligible families have filed claims for land under FRA?

30. How many eligible families have filed claims for land under revenue land?

31. How many eligible families are getting free legal aid from LSA?

32. Has the Legal Defence Fund for the community been set up? If so, what is the corpus of the fund and what are the procedures for operation?

33. How has the Legal Defence Fund been used as of now?

34. Has documentation of violation cases been undertaken? How is information obtained regarding to such cases? Does Antodaya conduct surveys for this or do concerned people come forward themselves? How many cases have been documented? How are these documentation exercises useful?

35. How many rights violation cases have been filed at appropriate forums?

36. Have any community vigilance and monitoring systems been developed? Are FRCs and village level committees monitoring implementation of schemes etc. using such systems and RTI?

37. Have any legal camps been organised at the village level in collaboration with DLSA? How many such camps have been held? What has been the level of participation of communities? What has been the outcome of such camps?

Efficiency

38. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?
39. Please describe the organisation and management structure for this project.
40. Was your field and project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?
41. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?
42. Did you in addition have any internal monitoring and control systems for this project? Please describe.

Impact

43. What in your view has been the impact of the project? Please share activity wise impacts of the project.
    a. Linkages have been formed between CRVs and the DLSAs
    b. Training of CRVs to act as PLVs
    c. Training on PBRs
    d. Use of IEC material
    e. Household interface with the Govt etc.
    f. Formation of FRCs
    g. Filing of claims
    h. Identification of revenue villages
    i. Free legal aid
    j. Legal Defence Fund
    k. Documentation of cases
    l. Legal camps
    m. Monitoring by FRCs and village level committees

Sustainability

44. What are the mechanisms that have been developing for institutionalizing key activities undertaken as part of the project?
45. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?

13. Field Staff of Antodaya
   1. Name
   2. Educational Qualifications
   3. Years of Experience
   4. Role in the project and activities undertaken
   5. Key challenges
   6. Key learnings

Relevance

7. Do you think that activities undertaken as part of this project were relevant keeping in mind community needs?
8. Which activities were the most necessary and critical?

Effectiveness

9. Was there any specific training you underwent for the purposes of this project? Please give details of the training (who conducted, duration, topics and method of training)

Efficiency

10. What are the specific activities that you undertake as part of the project?
11. Were there adequate field staff to work on this project? How many of the entire team have legal/community organization background and experience? Was the entire team trained?

Impact

12. What was your specific learning from this project?
13. What has been the response of the community to the project?
14. What has been the impact of the project? How can the impact be quantified?

Sustainability

15. Is there a demand from the community to continue the project? Is there any demonstrable evidence of demand?
16. When the project comes to a close, how would these activities be conducted?

14. People to be Met: Members of BMC/Members of FRC/Individuals who have filed claims
1. Name:
2. Age:
3. Gender:
4. Occupation:
5. Place of Residence:
6. What are the activities that you/your committee/community have undertaken with support from Antodaya?
7. Are you satisfied with the support that you/ your committee/community are getting?
8. If not, how do you think services can be improved?
9. What are the other ways in which you think you/your family can be helped?

15. Institutions to be Visited: National Law University Odisha (NLUO)
People to be Met: Nodal Officer for A2J Project
Relevance
1. What is the backdrop against which NLUO became a partner in the A2J project? Was a request made by the NLUO or was it a UNDP/DoJ driven initiative?
2. How was the need for these activities (inclusion of courses, establishment of legal aid cells, training programmes, identification of   teachers, students and advocates and development of contacts with educational institutions) determined? Was a baseline study / situation analysis conducted?
3. Please discuss how each of the activities undertaken as part of the A2J project was relevant in context of the existing situation and requirements.

Effectiveness
4. How was the A2J course curriculum designed and included in the final year programme? How would this course play a role in motivating panel lawyers and PLVs in taking up legal aid work in future years?
5. How many legal aid cells have been set up under the A2J project? How many other cells exist of now in the state? What is the average utilisation level of the cells set up under the project (in terms of number of cases versus number of lawyers/legal aid staff per month)?
6. What are the activities the teachers, students, advocates and educational institutions identified as part of the A2J project have undertaken? Were these the activities that had been originally envisaged for them?
7. Which are the various training programmes and conferences that have been conducted under the A2J project?
8. Do you have any suggestions on how the partnership with UNDP could have been undertaken in a more effective manner?

Efficiency
9. Please provide an understanding of the functioning of legal aid clinics being run by NLUO in Cuttack, Puri and Khurda.
a) Activities undertaken
b) Staffing
c) Other resources
d) Budgets- allocation and utilisation
e) Training provided to staff, if any
f) Number of beneficiaries
g) Type of support provided to beneficiaries
h) Response of beneficiaries
i) Support provided by UNDP to the clinics
10. What is the average annual cost of operating legal aid cells (fixed and variable)? Is the entire funding borne by the A2J project or are their other funding sources?

11. What is the average annual cost of running the Legal Aid and PIL course (fixed and variable)? Is the entire funding borne by the A2J project or are their other funding sources?

Impact

12. The NLUO has a compulsory course in the fourth year on Legal Aid and PIL. What has been the response of students to this course? Are there any students who have evinced interest in working as legal aid lawyers?

13. What is the total number of cases that have been brought to legal aid cells? What is the number that have been taken up by the cell? What has been the outcome of the cases?

14. What has been the impact of the other activities that have been taken up under the A2J project?

Sustainability

15. Will the legal aid cells function beyond the life of the A2J project? If yes, how will they be funded? If not, what alternatives can be provided to marginalised sections?

16. Will the legal aid and PIL course be continued beyond the life of the A2J project?

17. Have any other colleges or universities started offering such courses?

18. Do you have any suggestions on how sustained impact can be ensured subsequent to closure of the A2J project?

16. **People to be Met: Faculty for the Legal Aid and PIL Course**

Relevance

1. When was the Legal Aid and PIL course been included as a compulsory course?

2. What is the practical use of the Legal Aid and PIL course as a compulsory paper in 4th year of your course?

3. Are you aware of any other colleges/universities which have similar compulsory courses on Legal Aid and PIL?

4. What are the key aspects that are covered as part of the course?

5. How many students are working as part of the A2J project? What are the activities that they are involved in?

Effectiveness

6. What is the methodology that is adopted for conducting the course i.e. is it purely theoretical or is there a practical component? Do you feel that this is the most effective approach for familiarizing and orienting students?

7. Do you think that the fourth year is the appropriate stage for introducing this course?

8. What are the activities that are being taken up by the students involved in the A2J project?

Efficiency

9. How many faculty are taking up the legal aid and PIL course? How many faculty are supporting the A2J project?

10. Did they take up this work voluntarily or was it University driven?

Impact

11. What has been the response of students to this course?

12. Are there any students who have shown an interest in taking up legal aid and PIL cases in their future careers?

Sustainability

13. Do you have any suggestions on how the level of interest of students on legal aid and legal work for marginalised sections can be increased?

17. **People to be Met: Students working on the A2J Project**

Relevance

1. Did you voluntarily take up this project? If so, what drove you to do so? If not, what was the process in which you were engaged?

2. Do you find the course to be relevant to the work that you will be undertaking in your professional career?

Effectiveness

3. Are there any other areas in which you feel that you should be trained so that you are equipped to handle legal aid cases going forward?

4. Are you satisfied with the content and methodology for the course or do you think that any changes would help in increasing learning levels and appreciation?

Efficiency

5. What are the activities that you are working on as part of the A2J project?
6. How many students are working on this project?
7. Apart from students who are the others who are engaged in project work?

Impact

8. Would you like to work on legal aid cases once you are formally qualified?
9. What are the key learnings that you have had while taking up the legal aid and PIL course?
10. What are the key learnings that you have had while working on the A2J project?

Sustainability

11. Do you have any suggestions on how student's interest and participation in the area of legal aid could be increased and sustained?

18. **People to be Met: Staff at NLU Clinics**
    1. Name
    2. Educational Qualifications
    3. Years of Experience
    4. Date of establishment of clinic
    5. Days open and timings
    6. Number and type of staff
    7. Designation at clinic
    8. Activities undertaken
    9. Average number of persons approaching clinic per month
    10. Break up of persons by nature of problem
    11. Type of services provided

    Relevance

    12. Are there any other clinics in the district? If so where are these and what was the need for setting up this clinic?

    Effectiveness

    13. Did you voluntarily choose to work in the clinic?
    14. How were you selected?
    15. What are the terms of employment? (full time/part time, paid/honorary, hours of work)
    16. Were you given any training prior to starting work here? If yes, please give details of these. If not, how did you pick up the work?
    17. Are there any specific groups of people who can approach the clinic for help? Which are these groups?
    18. How do people get to know about presence of this clinic?
    19. Do people have to pay for any of the services here?

    Efficiency

    20. Do you think that resource (staff, funds, infrastructure etc.) availability is adequate for running the clinics?
    21. Can you suggest any alternative approaches for providing legal aid which could be more efficient?

    Impact

    22. What is the number of persons who have approached the clinic versus number of cases that have been taken up?
    23. What is the number of cases that have been filed by the clinic since its establishment? In how many of these has the client won the case?

    Sustainability

    24. Is there a demonstrated demand from people to continue the clinic? Is there any proof of such demand?
    25. Will the clinic continue to function post closure of the A2J project? If so how will it be funded?

19. **People to be Met: Clients of Legal Aid Clinics**
    1. Name:
    2. Age:
    3. Gender:

4. Occupation:
5. Place of Residence:
6. What legal problem are you/your family facing?
7. Are you aware of where you/your family can get help from?
8. What services have you/your family availed of?
9. Are you satisfied with the help that you/your family are getting?
10. If not, how do you think services can be improved?
11. What are the other ways in which you think you/your family can be helped?

CHHATTISGARH

20. **Institutions to be Visited: Chhattisgarh- One World Foundation**
    People to be Met: Nodal Officers for A2J Project

1. Please give a brief introduction to your organization.
2. What was your experience of working with UNDP for this project in particular?
3. Please describe the activities that your organisation undertook/is undertaking as part of the A2J project.
4. Please describe the organisation and management structure for this project.
5. Please describe the planning process that was adopted for the project (annual/monthly/weekly).
6. Was the project staff qualified and experienced /equipped to deal with challenges posed by this project?
7. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?
8. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?
9. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
10. Please describe the process adopted for establishing and running voice based kiosks:
    a. Process of content development
    b. Language selection
    c. Procurement
    d. Location finalisation
    e. Selection of PLVs
    f. Training of PLVs
    g. Awareness generation
    h. Operation and Maintenance Issues
    i. Others
11. What were the challenges faced during implementation of activities? Could you give us some examples?
12. How were these challenges dealt with? What kind of support did you receive or would like to receive from UNDP in this regard?
13. What was the monitoring and control (mid-course correction) systems for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?
14. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?

Relevance

15. Did One World have prior experience of working in the area of access to justice?
16. What was the selection process through which you were engaged?
17. How was the need for setting up the kiosks determined? Was a baseline study / situation analysis conducted?
18. Why were Chhattisgarh and Jharkhand specifically selected for this activity?

Effectiveness

19. PLVs were selected as Kiosk Operators by the LSAs. However this was only for the first seven months. What was the plan for the subsequent time period?
20. How were issues related to lack of electricity tackled?
21. The Project Completion Report states that there was lack of adequate ownership from the DLSAs towards the kiosks. What had been done/could be done to address this issue?
22. Has the content of kiosks been updated at any stage?
23. Why were NGOs/CSOs trained as part of the project? Which were the ones that were trained in both states?
24. Were radio programmes conducted for promoting the kiosks? If so, please provide details.
25. Please share district wise footfall and usage information for the entire project duration
26. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
27. What was the monitoring and control (mid-course correction) system created by UNDP for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?
28. Based on your experience of time, human resource and budgetary requirements, where can this project be replicated?

Efficiency

29. Were the resources that were available for the project (staff and funds) adequate?
30. Could you suggest any alternative models that could have been more efficient?

Impact

31. What were the main learnings from this project phase? What could have been done differently to get better results?
32. Which of the project activities has had the maximum impact in your opinion?
33. Has there been a change in community awareness levels on legal rights? Please share relevant data supporting this.
34. Have the number of community members demanding police action / legal recourse in case of rights violations increased? Please share relevant data supporting this.

Sustainability

35. Subsequent to ending of the contract in October 2016, how will activities continue? If yes, how? If not, is there a demonstrable demand from the community to continue the activities?
36. Do you have any suggestions on how the activities can be sustained?
37. Based on your experience of time, human resource and budgetary requirements, how and where can this project be scaled-up?

21. **Institutions to be Visited: SLSA/DLSA (in context of the work done with kiosks)**

Relevance

1. How was the idea of kiosks engendered? Is there a better way to reach out to people?
2. Are there kiosks run by any private parties?

Effectiveness

3. Have any activities been conducted to create awareness on the installation of the kiosks?
4. What are your views on the utility of the kiosks?

Efficiency

5. In what manner is the DLSA supporting the running of the kiosks?
6. Is a trained PLV/staff available for running the kiosk?

Impact

7. What has been the response of people to the kiosks?'
8. Are there any specific instances of people having benefitted from the kiosks?

Sustainability

9. Do you have any suggestions on how the kiosks can run more effectively?
10. Is there any plan in place for the kiosks once the A2J project comes to an end?

22. **People to be Met: Trained PLVs Manning the Kiosks in Chhattisgarh**

1. Name
2. Educational qualifications

3. Number of years of experience
4. Details of trainings provided under the A2J project (when, where, sessions conducted etc.).
5. Duration of engagement at Kiosk
6. Role/Activities undertaken
7. Average number of footfalls per day at kiosk

Relevance

8. Are the kiosks clearly visible to people coming here?
9. Are the kiosks easy to operate for people who may not be literate?
10. Do the kiosks provide information which is relevant to users?
11. Is the language comprehensible for users?

Effectiveness

12. Were you provided any training prior to being staffed at the kiosk? If so, please describe the training?
13. What has been the response of the DLSA (if the kiosk is installed at the DLSA) towards the setting up of the kiosk? Do they provide any support towards the project?
14. Has any awareness creation activity been undertaken so that people get to know about the kiosks?
15. How are issues related to lack of electricity and other infrastructural matters handled?

Efficiency

16. Are there any alternative awareness creation models possible which could be more efficient?

Impact

17. What has been the response of the community to the kiosk? Have they found it to be useful? Please indicate the aspects that have been found to be useful.
18. Obtain records of number of users since establishment?
19. Do you provide any support to users beyond operating the kiosk? What kind of support? Do you have any instance of users who took the information and used it to obtain justice?

Sustainability

20. How will the kiosks run after A2J project closure? Have the DLSAs taken over the kiosks? Please give details of hand over exercise.

23. **People to be Met: Beneficiaries/Users at kiosks/CSCs**

1. Name:
2. Age:
3. Gender:
4. Occupation:
5. Place of Residence:
6. What legal problem are you/your family facing?
7. Are you aware of where you/your family can get help from?
8. What services have you/your family availed of here (where you meet him/her- kiosk/CSC/)?
9. Are you satisfied with the help that you/your family are getting? If not, how do you think services can be improved?
10. Would you come back again for these services?
11. Would you recommend it to others?
12. What are the other ways in which you think you/your family can be helped?

MAHARASHTRA

24. Institutions to be Visited: Maharashtra- TISS
People to be Met: Nodal Officers for A2J Project

Key Discussion Points
Relevance
1. Please give a brief introduction to your organisation.
2. Did your organisation have prior experience of working in the area of access to justice? If so, please describe.
3. What was the selection process through which you were engaged?
4. What were the key objectives that your organisation sought to accomplish through this project?
5. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?

Efficacy
6. Were the resources that were available for the project (staff and funds) adequate?
7. Was the project staff qualified and experienced /equipped to deal with challenges posed by this project?
8. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?
9. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?
10. What was your experience of working with UNDP for this project in particular?
11. Was there constructive feedback during and after monitoring visits?
12. Were they present to support you with any challenges that you had to deal with?
13. Were they present during crucial meetings, as and when required?

Effectiveness
14. Please describe the project goals and objectives as proposed / finalized with UNDP? Kindly share a copy of the proposal for this project
15. Please describe the activities that TISS is undertaking to meet the abovementioned goals and objectives.
16. How was the need for these activities determined? Was a baseline study / situation analysis conducted?
17. Could you please tell us about the role and functioning of the Legal Aid Clinics in the community?
18. Number of clinics established as part of the project
19. Activities undertaken
20. Staffing
21. Other resources
22. Budgets- allocation and utilisation
23. Training provided to staff, if any
24. Number of beneficiaries
25. Type of support provided to beneficiaries
26. Response of beneficiaries
27. Number of cases dealt
28. Support provided by UNDP to the clinics
29. Will the legal aid clinics function beyond the life of the A2J project?
30. Are there any other legal aid clinics operating in the state?
31.
32. Were any materials on legal literacy developed as part of this project?
33. What was the purpose of developing the material?
34. Where was the material disseminated?
35. Who were the target groups?
36. What was the response of the target groups to the material?

Social Cell for Juvenile Justice and helpdesk at Observation Homes

37. What led to the setting up of SJCC and helpdesk at the Observation Homes?
38. What are the key services provided to juveniles and their families?
39. What are the resource requirements for setting up SJCC and helpdesk?
40. How many helpdesks have been set up? Where are the located?
41. How did juveniles and their families find out about the SJCC and helpdesk?
42. How many juveniles and their families have received services from the SLCs?
43.
44. Please describe the organisation and management structure for this project.
45. Please describe the planning process that was adopted for the project (annual/monthly/weekly).
46. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
47. What were the challenges faced during implementation of activities? Could you give us some examples?
48. How were these challenges dealt with? What kind of support did you receive or would like to receive from UNDP in this regard?
49. What was the monitoring and control (mid-course correction) system created by UNDP for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?
50. Did you in addition have any internal monitoring and control systems for this project?

Impact

51. What were the main learnings from this project phase? What could have been done differently to get better results?
52. Were you given opportunities by UNDP for cross-learning and / or networking with other NGOs and partners who were a part of the A2J project?
53. What in your view has been the impact of the project?
54. What policy level changes, if any, has this project been able to bring about?
55. Has there been any change in the legal aid seeking behaviour of community members due to availability of legal aid clinics? Please share relevant data supporting this.
56. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?

Sustainability

57. What are your views on the sustainability of activities being undertaken as part of the project?
58. Is there a plan to continue these activities after the project comes to a close?
59. Have partnerships been formed with the Observation Homes or any other part of the State machinery that will continue after this project comes to a close?
60. Is there anything else that you would like to mention in context of this project?

25. **People to be Met: Students working at the Legal Aid Clinics**

Key Discussion Points
1. What are the activities that you are undertake at the clinic?
2. Did you voluntarily take up this work? If so, what drove you to do so? If not, what was the process in which you were engaged?
3. Are any other students working at the clinic?
4. What are the key learnings that you have had while working at the clinic?
5. Would you like to work on legal aid cases once you are formally qualified?
6. Are there any other areas in which you feel that you should be trained so that you are equipped to handle legal aid cases going forward?

26. **People to be Met: Staff at Legal Aid Clinics in NLUO/TISS**
Key Discussion Points
7. Please share your qualifications and experience.
8. Since how long have you been working in this clinic?
9. Please provide following details of the clinic
10. Activities undertaken
11. Staffing

12. Other resources
13. Budgets- allocation and utilisation
14. Training provided to staff, if any
15. Number of beneficiaries
16. Type of support provided to beneficiaries
17. Response of beneficiaries
18. Support provided by UNDP to the clinics
19. Will the clinic continue post the A2J project? If yes, what would be funding sources? If not, how would beneficiaries obtain support?
20. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?
21. Is there anything else that you would like to mention in context of this project?

27. People to be Met: Staff at SLCs in Observation Homes in Maharashtra
Key Discussion Points
Relevance
1. Please share your qualifications and experience.
2. Since how long have you been working in this SLC?
Effectiveness
3. How were people made aware of the services available at the SCJJ and the helpdesk?
4. How does the SCJJ link with the observation home?
5. Please provide following details of the clinic
6. Activities undertaken
7. Staffing
8. Other resources
9. Budgets- allocation and utilisation
10. Training provided to staff, if any
11. Number of juveniles and their families
12. Type of support provided to juveniles and their families
13. Response of juveniles and their families
14. Support provided by UNDP to the SLCs
Efficiency
15. What are the timings and frequency of running the helpdesk?
16. How many persons approach the helpdesk?
17. Are the number of persons in the SCJJ and helpdesk sufficient to attend to all who approach them?
Impact
18. What kind of change has this helpdesk and SCJJ been able to bring about in the functioning of the JJ home?
19. How has it benefitted families of juveniles and the juveniles housed here?
20. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?
Sustainability
21. Will the SCJJ and SLC continue post the A2J project? If yes, what would be funding sources? If not, how would beneficiaries obtain support?
22. Is there anything else that you would like to mention in context of this project?
28. Institutions to be Visited: YUVA, Maharashtra
   People to be Met: Nodal Officer for A2J Project
Key Discussion Points
Relevance
1. Please give a brief introduction to your organisation.
2. Did YUVA have prior experience of working in the area of access to justice?
3. What was the selection process through which you were engaged?

4. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?
5. What were the key objectives that your organisation sought to accomplish through this project?

Effectiveness

6. Please describe the activities that your organisation undertook/is undertaking as part of the A2J project.
7. How was the need for these activities determined? Was a baseline study / situation analysis conducted?
8. Development of existing facilitator's guide for PLV training
9. Who had developed the existing guide?
10. What were the key changes that were made in the revised guide?
11. Are you aware if the revised guide is currently being used?
12. Training
13. Please describe the training conducted as part of the A2J project for 200 PLVs (in terms of duration, selection of trainers and trainees, methodology etc.)
14. What was the response of the PLVs to the trainings?
15. What was your experience of working with UNDP for this project in particular?
16. Please describe the organisation and management structure for this project.
17. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
18. What were the challenges faced during implementation of activities?
19. How were these challenges dealt with? What kind of support did you receive or would like to receive from UNDP in this regard?
20. What was the monitoring and control (mid-course correction) system created by UNDP for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?
21. Did you in addition have any internal monitoring and control systems for this project?
22. What changes in the field did the project activities aim to bring about? Which of these changes / objectives has the project been able to achieve and to what extent?
23. Were you given opportunities by UNDP for cross-learning and / or networking with other NGOs and partners who were a part of the A2J project?

Efficiency

24. Please describe the planning process that was adopted for the project (annual/monthly/weekly).
25. Were the resources that were available for the project (staff and funds) adequate?
26. Was the field and project staff qualified and experienced /equipped to deal with challenges posed by this project?
27. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?
28. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?

Impact

29. What were the main learnings from this project phase? What could have been done differently to get better results?
30. What in your view has been the impact of the project?
31. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?

Sustainability

32. Did you conduct trainings for PLVs after completing the training manual?
33. Are you aware if the Maharashtra LSA has conducted its own training programmes for PLVs?
34. What aspect / activities of this project, if any, were you able to continue despite your association with A2J coming to a close?
35. Is there anything else that you would like to mention in context of this project?

29. **People to be Met: Trainers from YUVA**
    Key Discussion Points

Relevance
1. Please share your educational qualifications and experience (years and nature).
2. Did you have any prior experience of conducting such trainings?
3. What was the selection process followed, if any, to select trainers?

Effectiveness
4. Please give details of the trainings that you conducted (when, where, sessions conducted, no. of participants etc.).
5. Did you undergo any ToT programme prior to conducting the A2J project trainings?
6. What was your experience like while conducting the training?
7. What is your opinion on the competence and level of interest of the trainees who attended the A2J training?
8. In your opinion was that training enough to improve competence of PLVs?

Impact
9. Was a pre and post training assessment conducted to gauge the change in knowledge levels of participants?
10. Was there any post training support / hand-holding provided to PLVs?
11. Do you have any suggestions on how the trainings could have been conducted in a better manner?

30. **Institutions to be Visited: State/District Legal Services Authority (SLSA/DLSA), Maharashtra**
    Key Discussion Points

Relevance
12. What is the backdrop against which SLSA/DLSA became a partner in the A2J project? Was a request made by the SLSA/DLSA or was it a UNDP/DoJ driven initiative?
13. How was the need for training of panel lawyers and PLVs determined? Was a baseline study / situation analysis conducted?
14. In your view was it useful to conduct these trainings? If not, why do you think so?
15. Were any trainings being conducted for panel lawyers and PLVs prior to the A2J project? If yes, who was conducting these? If not, how were the panel lawyers and PLVs expected to function without any background trainings?
16. Do you believe that going forward there is any scope for a renewed partnership with UNDP/DoJ for trainings?

Effectiveness
17. What is the total number of panel lawyers and PLVs in Maharashtra?
18. What is the process of empanelling lawyers and PLVs by the SLSA/DLSA?
19. Are you aware of the agency that was involved in developing material and conducting training programmes, YUVA? If so, do you think that they possessed the relevant capacities to undertake such activities?
20. YUVA conducted trainings for 200 PLVs. Were inputs obtained from the LSA while designing the training programme by YUVA?
21. What was the role of the Maharashtra Judicial Academy (MJA) in training Panel Lawyers and PLVs?
22. How was it ensured that the impacts of the training were sustained, for instance by conducting refresher trainings?
23. Were any of the trainees developed as master trainers to ensure that capacity building capacities were embedded within the system?
24. Subsequent to completion of the A2J supported trainings were any further rounds of trainings initiated by the LSA? If yes, please describe these. If not, how were the capacities of panel lawyers and PLVs developed?

25. Do any systems exist for monitoring the performance of panel lawyers and PLVs? If not, how can it be ascertained whether they are taking up cases for marginalised sections and operating in an ethical and professional manner?
26. Have any systems been developed for connecting marginalised users with panel lawyers and PLVs? If not, how are users expected to obtain information regarding availability of lawyers and PLVs?

Efficiency

27. Have any alternate models for conducting trainings for panel lawyers and PLVs been explored?
28.

Impact

29. How were the training programmes that were conducted under the A2J project different from the NALSA/SLSA/DLSA sponsored trainings? (ask if relevant i.e. if trainings have been conducted by NALSA/SLSA/DLSA)
30. Do you find any difference in the performance of trained and untrained panel lawyers and PLVs?
31. Are there systems for obtaining feedback from clients regarding the performance of panel lawyers and PLVs? If so, what does the feedback indicate?

Sustainability

32. Have any systems been developed for institutionalizing trainings for panel lawyers and PLVs?
33. Have any systems been developed for creating linkages between marginalised sections and panel lawyers and PLVs?
34. Have any systems been developed for obtaining feedback from users on the performance of panel lawyers and PLVs?

MADHYA PRADESH

31. Institutions to be Visited: State/District Legal Services Authority (SLSA/DLSA), Madhya Pradesh
People to be Met: Nodal Officers for A2J Project

Key Discussion Points
Relevance

1. What is the backdrop against which SLSA/DLSA became a partner in the A2J project? Was a request made by the SLSA/DLSA or was it a UNDP/DoJ driven initiative?
2. How was the need for training of panel lawyers and PLVs determined? Was a baseline study / situation analysis conducted?
3. In your view was it useful to conduct these trainings? If not, why do you think so?
4. Were any trainings being conducted for panel lawyers and PLVs prior to the A2J project? If yes, who was conducting these? If not, how were the panel lawyers and PLVs expected to function without any background trainings?
5. Do you believe that going forward there is any scope for a renewed partnership with UNDP/DoJ for trainings?

Effectiveness

6. What is the total number of panel lawyers and PLVs in Maharashtra?
7. What is the process of empanelling lawyers and PLVs by the SLSA/DLSA?
8. Are you aware of the agencies that was involved in developing material and conducting training programmes, TAAL and Centum? If so, do you think that they possessed the relevant capacities to undertake such activities?
9. Were inputs obtained from the LSA while designing the training programme by TAAL and Centum?
10. How was it ensured that the impacts of the training were sustained, for instance by conducting refresher trainings?
11. Were any of the trainees developed as master trainers to ensure that capacity building capacities were embedded within the system?

12. Subsequent to completion of the A2J supported trainings were any further rounds of trainings initiated by the LSA? If yes, please describe these. If not, how were the capacities of panel lawyers and PLVs developed?

13. Do any systems exist for monitoring the performance of panel lawyers and PLVs? If not, how can it be ascertained whether they are taking up cases for marginalised sections and operating in an ethical and professional manner?

14. Have any systems been developed for connecting marginalised users with panel lawyers and PLVs? If not, how are users expected to obtain information regarding availability of lawyers and PLVs?

Efficiency

15. Have any alternate models for conducting trainings for panel lawyers and PLVs been explored?

Impact

16. How were the training programmes that were conducted under the A2J project different from the NALSA/SLSA/DLSA sponsored trainings? (ask if relevant i.e. if trainings have been conducted by NALSA/SLSA/DLSA)

17. Do you find any difference in the performance of trained and untrained panel lawyers and PLVs?

18. Are there systems for obtaining feedback from clients regarding the performance of panel lawyers and PLVs? If so, what does the feedback indicate?

Sustainability

19. Have any systems been developed for institutionalizing trainings for panel lawyers and PLVs?

20. Have any systems been developed for creating linkages between marginalised sections and panel lawyers and PLVs?

21. Have any systems been developed for obtaining feedback from users on the performance of panel lawyers and PLVs?

32. **Institutions to be Visited: MP- BGVS**

    People to be Met: Nodal Officers for A2J Project

Key Discussion Points

Relevance

1. Please give a brief introduction to your organisation.
2. Did BGVS have prior experience of working in the area of access to justice?
3. What was the selection process through which you were engaged?
4. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?
5. What were the key objectives that your organisation sought to accomplish through this project?
6. Please describe the activities that your organisation undertook/is undertaking as part of the A2J project.
7. How was the need for these activities determined? Was a baseline study / situation analysis conducted?

Effectiveness

8. What was your experience of working with UNDP for this project in particular?
9. Was their support adequate towards the smooth functioning of the project?
10. Did they provide feedback during monitoring visits?
11. Were they able to facilitate/ attend meetings with relevant officials of the administration wherever necessary?
12. Was their support adequate in meeting the demands and challenges faced in the field?
13. Please describe the organisation and management structure for this project.
14. Please describe the planning process that was adopted for the project (annual/monthly/weekly).
15. Was the field and project staff qualified and experienced /equipped to deal with challenges posed by this project?
16. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?

17. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
18. The main pillars of your activities are the BGVS National Level Resource Group, the Legal Cell that cuts across State to Panchayat level and the Nagarik Adhikar Kendras at Panchayat levels. Could you explain the role of each and the links between these bodies?
19. How does each of these bodies / groups interface with existing government institutions? How have government institutions responded to these bodies?
20. Does the government administration have a State / District level grievance redress structure in place? If yes, how does this project link with it?
21. Along with offering legal support, Nagarik Adhikar Kendras were proposed to offer short-stay home facilities for women and children. What was the purpose behind this? How has this been useful to the community and to the women living here?
22. How long do women stay in these short-stay homes? What strategies have been put in place to ensure the safety, productivity and empowerment of women in these homes?
23. Why were Jan Samvads initiated as a strategy? How have these been effective in ensuring social justice for women?
24. There was mention of an action research at Block and Panchayat levels on Nagarik Adhikar Samitis. Why was this research initiated and what is the intended outcome? What were the main findings / learnings from this action research?
25. What role did BGVS play in facilitating response from the legal authorities / police authorities / local administration etc.?
26. What were the challenges faced during implementation of activities? Could you give us some examples?
27. How were these challenges dealt with? What kind of support did you receive or would like to receive from UNDP in this regard?
28. What was the monitoring and control (mid-course correction) system created by UNDP for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?
29. Did you in addition have any internal monitoring and control systems for this project?
30. Were you given opportunities by UNDP for cross-learning and / or networking with other NGOs and partners who were a part of the A2J project?

Efficiency

31. Were the resources that were available for the project (staff and funds) adequate?
32. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?
33. Based on your experience of time, human resource and budgetary requirements, where can this project be replicated?
34. Based on your experience of time, human resource and budgetary requirements, how and where can this project be scaled-up?

Impact

35. What changes in the field did the project activities aim to bring about? Which of these changes / objectives has the project been able to achieve and to what extent?
36. What were the main learnings from this project phase? What could have been done differently to get better results?
37. Which of the project activities has had the maximum impact in your opinion?
38. What in your view has been the impact of the project?
39. What policy level changes, if any, has this project been able to bring about?
40. Has there been a change in community information on women's rights? Could you provide examples of how this increased awareness of women's rights has led to a more supportive community? Please share relevant data supporting this.
41. Has the improved legal literacy in women changed their participation in decision-making in community / their homes? Please share relevant data supporting this.
42. Have the number of women demanding police action / legal recourse in case of rights violations increased? Please share relevant data supporting this.

43. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?

Sustainability

44. Nagarik Adhikar Kendras are at the heart of this project, are they mature enough to sustain by themselves? If not, what needs to be done to make them sustainable?
45. Please discuss sustainability of other parts of the projects subsequent to project closure.
46. Is there a demonstrable demand from the community to continue the project?
47. Is there anything else that you would like to mention in context of this project?

Field Staff
Relevance

48. What was your role in this project?
49. What are the specific activities that you undertake as part of the project?
50. Please share your educational qualifications and experience (years and nature).

Effectiveness

51. Was there any specific training you underwent for the purposes of this project? Please give details of the training (who conducted, duration, topics and method of training)
52. Was the training useful to help you work/improve your work in the field?
53. What were the challenges you faced while working in the field? How were they dealt with?
54. What was your specific learning from this project?
55. Did you have to interact with the local administration? What was your experience?
56. Were there adequate field staff to work on this project? How many of the entire team have legal/community organization background and experience? Was the entire team trained?

Impact

57. What has been the response of the community to the project?
58. Has there been increased awareness, demand for rights and effective government response to this demand?
59. Is there a demand from the community to continue the project? Is there any demonstrable evidence of demand?
60. When the project comes to a close, how would these activities be conducted?
61. Do you think the community has benefitted from this project?
62. Do you have any suggestions on how the project can be implemented in a more effective manner?

33. **Institutions to be Visited: MP- TAAL**
   People to be Met: Nodal Officers for A2J Project

Key Discussion Points
Relevance

1. Please give a brief introduction to your organisation.
2. Did your organisation have prior experience of working in the area of access to justice? If so, please describe.
3. What was the selection process through which you were engaged?
4. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?
5. What were the key objectives that your organisation sought to accomplish through this project?
6. Please describe the activities that your organisation undertook/is undertaking as part of the A2J project.
7. How was the need for these activities determined? Was a baseline study / situation analysis conducted?

Effectiveness

8. Was the project staff qualified and experienced /equipped to deal with challenges posed by this project?
9. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?
10. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?
11. Please describe the process adopted for developing the panel lawyer training manuals and conducting the Panel Lawyers trainings.
12. Process of training material/curriculum development
13. Process for selection of trainers and Training of Trainers
14. Process for selection of trainees
15. Duration and methodology of training
16. Systems for monitoring and tracking trained Panel Lawyers
17. Others
18. What were the challenges faced during implementation of activities? Could you give us some examples?
19. How were these challenges dealt with? What kind of support did you receive or would have liked to receive from UNDP in this regard?
20. What was the monitoring and control (mid-course correction) system created by UNDP for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?
21. Did you in addition have any internal monitoring and control systems for this project?
22. Were you given opportunities by UNDP for cross-learning and / or networking with other NGOs and partners who were a part of the A2J project?

Efficacy

23. Please describe the organisation and management structure for this project.
24. Please describe the planning process that was adopted for the project (annual/monthly/weekly).
25. What was your experience of working with UNDP for this project in particular?
26. Was there constructive feedback during and after monitoring visits?
27. Were they present to support you with any challenges that you had to deal with?
28. Were they present during crucial meetings, as and when required?
29. Were the resources that were available for the project (staff and funds) adequate?
30. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?

Impact

31. What in your view has been the impact of the activities undertaken by your organisation as part of the A2J project?
32. What were the main learnings for your organisation from this project phase? What could have been done differently to get better results?
33. What in your view has been the impact of the project?
34. What policy level changes, if any, has this project been able to bring about?

35. Has there been a change in the performance of panel lawyers? Please share relevant data supporting this. Please also share contact details of panel lawyers trained under the project and if possible clients of these service providers
36. What mechanisms have been put in place to ensure that panel lawyers trained continue to remain accessible to the marginalized persons they were trained to work with?
37. Has there been any change in the legal aid seeking behaviour of community members due to availability of trained panel lawyers? Please share relevant data supporting this.

Sustainability

38. What do you think was the reason for the panel lawyer training activities under the A2J project being terminated?
39. Has any alternative training system been implemented for panel lawyers in the state? If so, please describe.
40. Do you think that there is still an unmet need for training among panel lawyers in the state?
41. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?
42. Is there anything else that you would like to mention in context of this project?

34. **People to be Met: Trainers from TAAL**

   Key Discussion Points

Relevance

1. Please share your educational qualifications and experience (years and nature).
2. Did you have any prior experience of conducting such trainings?
3. What was the selection process followed, if any, to select trainers?

Effectiveness

4. Please give details of the trainings that you conducted (when, where, sessions conducted, no. of participants etc.).
5. Did you undergo any ToT programme prior to conducting the A2J project trainings?
6. What was your experience like while conducting the training?
7. What is your opinion on the competence and level of interest of the trainees who attended the A2J training?
8. In your opinion was that training enough to improve competence of PLVs?

Impact

9. Was a pre and post training assessment conducted to gauge the change in knowledge levels of participants?
10. Was there any post training support / hand-holding provided to PLVs?
11. Do you have any suggestions on how the trainings could have been conducted in a better manner?

35. **Institutions to be Visited: MP- CENTUM**

People to be Met: Nodal Officers for A2J Project

Key Discussion Points

Relevance

12. Please give a brief introduction to your organisation.
13. Did CENTUM have prior experience of working in the area of access to justice?

14. What was the selection process through which you were engaged?

15. Was your organisation involved in previous phases of this project? If yes, what activities of the first phase were continued and / or strengthened in this phase? Which were left out and why?

16. What were the key objectives that your organisation sought to accomplish through this project?

17. Please describe the activities that your organisation undertook/is undertaking as part of the A2J project.

18. How was the need for these activities determined? Was a baseline study / situation analysis conducted?

Effectiveness

19. Was the field and project staff qualified and experienced /equipped to deal with challenges posed by this project?

20. Was your project staff trained specifically for this project? Were the time, type, number and duration of trainings and post-training support adequate and appropriate to respond to requirements of the project?

21. Facilitator's guide for PLV training

22. Who had developed the existing guide?

23. What were the key changes made by Centum in the revised guide?

24. Are you aware if the revised guide is currently being used?

25. Did you receive any support from the government officials/functionaries at the Block, District, State or National level? If so, who were the counterparts and what support was provided?

26. What were the challenges faced during implementation of activities?

27. How were these challenges dealt with? What kind of support did you receive or would like to receive from UNDP in this regard?

28. What was the monitoring and control (mid-course correction) system created by UNDP for this project? What were the specific monitoring activities that were undertaken and were any changes desired or made mid course?

29. Did you in addition have any internal monitoring and control systems for this project?

30. Were you given opportunities by UNDP for cross-learning and / or networking with other NGOs and partners who were a part of the A2J project?

Efficacy

31. Please describe the organisation and management structure for this project.

32. Please describe the planning process that was adopted for the project (annual/monthly/weekly).

33. Were the resources that were available for the project (staff and funds) adequate?

34. Were the fund disbursal process and accounting and reporting procedure conducive to smooth functioning of the project?

Impact

35. What changes in the field did the project activities aim to bring about? Which of these changes / objectives has the project been able to achieve and to what extent?

36. What were the main learnings from this project phase? What could have been done differently to get better results?

37. What in your view has been the impact of the project?

38. What do you think could have been done differently or additionally for better impact? What would be your suggestions for the project going forward?

39. Are you aware if the MP LSA has conducted its own training programmes for PLVs?

40. Is there anything else that you would like to mention in context of this project?

RAJASTHAN

1. SRC

People to be Met

Concerned officials

Resource persons trained under the project- 10 (preferably 2 from each district) *

Preraks trained under the project- 10 (preferably 2 from each district)*

VLEs trained under the project- 12 (preferably 3 from each district)*

Beneficiaries at CSCs- 12 (4 per CSC)*

Jharkhand

2. One World** and NALSA

People to be Met

Concerned officials

PLVs manning the voice based legal information kiosks- 2

Persons who have used the kiosk services

3. AID India

People to be Met

Concerned officials

4. e-Governance Services

People to be Met

Concerned officials

Inquire into the possibility and best modality of meeting with VLEs manning digital hubs/Common Service Centre (CSCs) (at least 1 person)

Inquire into the possibility and best modality of meeting persons using facilities at digital hubs/CSCs*(provided the hubs are being accessed during time of visit)*(2 per CSC- 4 people)

Institutions to be visited: SRC, Lucknow

Relevance

1. What is the backdrop against which SRC, Lucknow was awarded the printing and training contract in the A2J project? Did the SRC make a proposal and budget on the basis of your felt need or was it a UNDP/DoJ driven initiative to enter into the MoA? How much time did the

process of approval/award take? Do you think the award of contract was timely? Pl share a copy of your proposal and budget.

2. Do you feel that there was an urgent need for printing materials and trainings as you have completed on legal literacy for ensuring improved access to justice? Did you have similar ongoing activities at SRC before the award of DoJ contract? If so, pl share some details.

3. Does SRC have other projects apart from the A2J project which focus on development of legal literacy? If so, please describe these. If not, how is it that such initiatives were not thought of earlier?

4. Can you give some details of the printing, trainings and other activities completed as per the agreement / plan? If not, some detail of the constraints.

Effectiveness

5. In the roles in which your trainees work do you think your trainings and duration were adequate and appropriate with respect to the legal literacy campaign. How do you think those could be better?

6. Were a separate set of IEC material created under the project or were existing material developed by other project partners leveraged upon?

7. Presuming that the IEC materials came ready to print as per the MoA from another partner or as a reprint of your own publication, what do you think about their efficacy and appropriateness i.e. if these could be different or better? Could any existing materials developed by you or others have served the same purpose or better?

8. What are your views on the training programmes in terms of content, duration, methodology and processes for selection of trainers and trainees?

9. What has been the response of the trainees to the legal literacy trainings that have been conducted for them? Any post training evaluations by trainees, what did these reveal and if it is possible to meet a few of the trainees/trainers?

10. Were any pre and post training assessments conducted for trainees? If so, what have the results revealed?

11. What has been the general response to the legal literacy campaigns? Is there any demonstrable evidence of their response, knowledge, awareness etc.? Do you think the momentum will be sustained and how it can be sustained when DoJ/UNDP stop support.

Efficiency

12. Have trainings been undertaken and for the agreed no. of trainees as per the MoA? Were these conducted on schedule and within budget? Were the funds sufficient and timely?

13. Are there any alternative models for legal literacy that may have been efficient?

Impact

14. What in your view has been the impact of the legal literacy campaigns on the community? Please try and quantify in terms of number of trainings, number of people trained, outcome of trainings etc.

Sustainability

15. Do you have any more proposals for extending coverage to other districts?

16. Have any mechanisms been developed for institutionalizing legal literacy trainings? If yes, please share. If not, do you have any suggestions?

Institutions to be Visited: SIRD, Uttar Pradesh

People to be Met: Nodal Officer for A2J Project

Relevance

1. What is the backdrop against which SIRD, UP became a partner in the A2J project? Was a specific request made by the SIRD or was it a UNDP/DoJ driven initiative? Pl share any study, survey, etc. in this regard.
2. Do you feel that there was an urgent need for legal literacy for ensuring improved access to justice?
3. Why was Barabanki district identified for conducting the legal literacy campaign? What was the process for selection of the district, blocks and GPs?
4. Are there any other projects apart from the A2J project which focus on development of legal literacy? If so, please describe these. If not, how is it that such initiatives were not thought of earlier on?

Effectiveness

5. Have trainings been conducted for faculty members of SIRD UP as per the plan?
6. What roles have been entrusted to the trained faculty members with respect to the legal literacy campaign?
7. Were a separate set of IEC material created under the project or were existing material developed by other project partners leveraged upon? If created, what process was adopted for content development.
8. What are the specific activities that have been undertaken as part of the legal literacy campaigns in Barabanki?
9. What has been the methodology, design and response of the faculty members to the legal literacy trainings that have been conducted for them?
10. Were any pre and post training assessments conducted for faculty members? If so, what have the results revealed?

Efficiency

11. Have trainings been undertaken and for the agreed no. of trainees as per the MoA? Were these conducted on schedule and within budget? Were the funds sufficient and timely?
12. Are there any alternative models for legal literacy that may have been efficient?

Impact

13. What has been the general response to the legal literacy campaigns? Is there any demonstrable evidence of their response, knowledge, awareness etc.? Do you think the momentum will be sustained and how it can be sustained when DoJ/UNDP stop support.
14. What in your view has been the impact of the legal literacy campaigns on the community?

Sustainability

15. Do you have any more proposals for extending coverage to other districts?
16. Have any mechanisms been developed for institutionalizing legal literacy trainings? If yes, please share. If not, do you have any suggestions?

Resource Persons and Preraks in SRC

Name

Educational Qualifications

Experience

Place of Posting

Relevance

1. What are your key functions/areas of work as a Prerak/Resource Person? Are there any activities which require you to have legal awareness?
2. Have you started performing any additional activities subsequent to the training which require you to use your new skills in legal awareness?

Effectiveness

3. How long back did you receive the training? Have you received any refresher trainings subsequently?
4. Do you feel confident in discharging your responsibilities related to legal awareness subsequent to the training?
5. Are there any additional areas in which you wanted to be trained? Are there any different methodologies which would have enhanced learning levels during the trainings?
6. Do you feel that the training has helped you in serving the needs of the adults in the centres better?
7. Is there now a mandatory class on legal awareness at the AEC? If so, what is the frequency of this class?
8. What has been the response of adult students to the legal awareness classes? Is there any demonstrable evidence of this response?

Efficiency

9. What is the number of adults who attend the AEC? How many adults are you able to reach out to in a year?
10. What are the various costs associated with running the legal awareness classes?
11. Can you suggest any other approaches for creating legal awareness at the community level which could be more cost efficient?

Impact

12. How many adults who have been made legally aware at the AECs have indicated that they have found this to be useful? Has such information been obtained through any feedback forms etc.?
13. How many adults who have been made legally aware at the AECs have gone on and taken recourse of the law?
14. How many village level groups such as SHGs and women's groups have taken up work related to legal awareness encouraged by work at the AECs?

Sustainability

15. Are you aware if the legal awareness classes will continue even after the UNDP supported project comes to a close?

16. Can you suggest any other sustainable mechanisms for creating awareness of legal rights among communities?

Students at AECs

1. Name:
2. Age:
3. Gender:
4. Occupation:
5. Place of Residence:
6. Educational Level
7. Name of AEC attending
8. Duration since he/she is attending
9. Number of classes on legal literacy:
10. Learning from classes
11. Do you find it useful? In what way is it useful?
12. What improvements can be introduced in the classes?

Annexure III: List of Respondents

State	Locations Visited	Institutions Visited	People Met
Maharashtra	Mumbai and Pune	Socio-legal Cell at the Observation Home, Pune	- Senior Social Worker- Mr. Samir Shaikh - Social Workers –Mr. Zaid Sayyed &Ms. Ashwini Rasal - JJB Magistrate- Mr. P Sejwal-Kale
		RCJJ TISS	- Project Director- Dr. K.P Asha Mukundan, - Project Head- Ms. Mangala Honawar
		Legal Aid Clinic	- Project Director- Dr. Asha Bajpai - Project Head- Ms. Sarita Shankaran - Lawyer-cum-social worker- Ms. Rajashree Damle - Lawyer-Ms. Chetna Birje
		Community Legal Clinic	- Social Worker- Ms. Fouzia
Uttar Pradesh	Lucknow and Barabanki	State Institute of Rural Development	- Joint Director, SIRD- O.P Pandey - Project Consultant, Legal Literacy Campaign- Dr. Omendra Yadav - Director, DIRD- Mr. Singh
		District Institute of Rural Development, Barabanki	- Master Trainer- Dr. Seema Rathore - AWW, Datauli village- Ms. Kumodini Verma - AWW, Achecha village- Ms. Bubli Verma - Rozgaar Sevak- Mr. Dilip Kumar - Rozgaar Sevak- Mr. Phoolchand - Rozgaar Sevak- Mr. Ram Saijivan Yadav
		State Resource Centre	- Director, SRC- Dr. S.P Rastogi, - Research Officer, SRC- Mr. Sudhakar Mansingh
Chhattisgarh	Raipur, Mahasamund, Dhamtari	DLSA Raipur	- Member Secretary, DLSA- Mr Umesh Kumar Chauhan
		DLSA Mahasamund	- Member Secretary, DLSA- Ms. Bandana Sharma - PLV, Mahasamund DLSA- Mr. Hiralal Sahu - Kiosk User at Mahasamund- Mr. Nehru Sahu - Kiosk User at Mahasamund- Mr. Arun Sahu
		DLSA Dhamtari	- PLV, Dhamtari- Mr. Sesh Narayan
		DENVAS	- Desktop Support Engineer from Denvas Services Pvt Ltd.- Mr. Kanhaiya Kumar
Odisha	Cuttack and Kalahandi	CLAP	- Executive Director, CLAP- Mr.Bikash Das - PLV- Mr. Salimuddin Khan - PLV- Mr. Kailash Chandra Pradhan,

State	Locations Visited	Institutions Visited	People Met
			- PLV- Ms. Kalayani Sahari - PLV- Ms. Mallika Rath
		Antodaya	- Chairman, Antodaya- Mr. Dilip Kumar Das - Team of CRVs, PBR committee members, field staff, PLVs, RTI volunteer, BMC members - Victims of forest rights atrocity-Mr. Jama Maji and Ms. Saiboni Majhi, Tendulipada village - 23 families of Kusumbora village - 23 families of Harsuguda village - FRC member, Harsuguda village- Sukru Majhi - BMC Member, Michasola village- Raghu Majhi - CRV, Sikatujhi village- Sukanti Majhi - Villagers from Phatkimohul, Borobapla, Gopinathpur, Maligao, Suryagarh and Andhi - PBR committee President- Jhiri Majhi - BMC member- Patnaik Majhi - BMC President- Laxminarayan Nayak
		NLUO	- Principal Project Coordinator, A2J project - Ms. Suman Bhatta Mishra - Staff, legal aid clinic, Dompada, Cuttack- Durbadal Mantri
		SLSA	- Secretary, SLSA- Mr.Balakrishna Mohanty
		DLSA	- Member Secretary, DLSA, Cuttack- Mr. Soumyak Patra - Trained lawyer, Cuttack DLSA- Mr. Khirodh Chandra Panda, - Trained lawyer, Cuttack DLSA- Mr.Bipin Choudhury
Jharkhand	Ranchi, Garwah, Latehar, Palamu	AID India DLSAs CSPs at Garhwa and Meral block	- Director- Mr. K.T. Arasu (skype) - Manager- Mr. Jawhar Kacchap - Project Coordinator in Garwah District- Mr. Om Shankar Mishra - Garhwa District- Mr. Ashok Kumar Singh - Palamau District- Mr. Prafulla Kumar - Latehar District:- Md. Taufiqul Hasan - Block Justice Facilitator-Mr. Ram Parvesh Ram - CSP Operator-Mr. Wahid Ansari - Senior IT Eng. DENVAS- Mr. Vijay Kumar - Community members- Mr. Jitendra Kumar, Mr. Ramji Bhuiyan and Mr. Anil Kumar Yadav
Madhya Pradesh	Bhopal City,	BGVS	- Vice President, BGVS- Ms. Asha Mishra and A2J team, - Members of Panchayat Nagarik Adhikar Samitis and PRI members of 4 Panchayats

State	Locations Visited	Institutions Visited	People Met
	4 Panchayats in Sehore District	TAAL	- Secretary- Mr. Amod Khanna - Coordinator, Projects- Ms. Chitra Khanna
Rajasthan	Jaipur	CSCs	- Mr. Mahendra Kumar Sharma - Mr. Chithwari Hansraj - Mr. Kandel Chithwari - Mr. Vishnu Bhagwan Verma - Mr. Vijay Singhpur - Mr. Ajay Kumar Manawat - Mr. Ramghard Ghanshyam Kandel Chonp
		SRC	- IN-charge SRC- Mr. Tarun Hriday - A2J Project Coordinator- Ms.Rachna Siddha
National	Delhi	CSC E-Governance Services	- CEO- Mr. Dinesh Tyagi - A2J Legal Literacy team- Ms. Lay Smriti, Mr. Pradeep Singh
		Multiple Action Research Group (MARG)	- Executive Director- Ms. Anju Talukdar - Team Members- Mr. Noor Alam, Ms. Jan Birch
		National Literacy Mission Authority (NLMA)	- Director, DAE- Mr. Ramakrishna Sura
		NALSA	- Member Secretary, NALSA- Alok Agrawal - Director, NALSA- Geetanjali Goel
		One World	- MD - Rajiv Tikoo
		JDLR Consultants	- Project Officer- Mr. Tashi Choden Trokhangpa - Project Officer- Mr. Nakul Ahuja
		DoJ	- Joint Secretary- Mr. Atul Kaushik - Joint Secretary- Mr. Anil Gulati
		UNDP	- Assistant Country Director- Ms. Sumeeta Banerjee - Programme Analyst- Mr. Hari Mohan - Project Manager, Legal Empowerment- Ms. Geetanjali Dhankar - Project Manager, JDLR- Ms. Pallavi Bedi

State	Locations Visited	Institutions Visited	People Met
			- Monitoring, Evaluation and Documentation Officer (LEP)- Mr. Ravindra Pare