

FINAL
INDEPENDENT PROJECT EVALUATION

NATIONAL INTEGRATED
PROGRAMME FOR ETHIOPIA SUB-
PROGRAMME II: CRIMINAL JUSTICE
AND INTEGRITY (2013-2019)

PROJECT ETHX97

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This independent evaluation report was prepared by an evaluation team consisting of Miguel Angel Lombardo (PhD.), Team Leader and evaluation expert, Patrick Burgess, international expert, and Kumlachew Dagne, national expert. The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines, and templates to be used in the evaluation process.

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ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name/word	Abbreviation or Acronym	Full name/word
ABIS	Automated Biometric Identification System	FPC MINISTRY OF JUSTICE	Federal Prisons Commission
AACRRC	Addis Ababa Children’s Rehabilitation and Remand Centre	FSC	Federal Supreme Court
AAG	Amhara Attorney General	JLAAC	Justice and Legal Affairs Advisory Council
AJPTLRI	Amhara Justice Professionals Training and Legal Research Institute	MoJ	Ministry of Justice
ANRS	Amhara National Regional State	PDO	Public Defenders Office
APC	Amhara (National Regional State) Prison Commission	SP II	Sub Programme II
CoJ	Centre of Justice	TA	Technical Assistance
CCL	Children in Conflict with the Law	TNA	Training Needs Assessment
CSO	Civil Society Organization	UNODC	United Nations Office on Drugs and Crime
FDRE	Federal Democratic Republic of Ethiopia	VAWC	Violence Against Women and Children

MANAGEMENT RESPONSE

Recommendations ¹	Management Response
<p>1. UNODC’s national office capacities: It is recommended that the Programme team in Ethiopia strengthens its management capacities for the development of an M&E Plan, baselines, targets and indicators in a multi-year and result oriented cooperation framework. In collaboration with donors and with the Regional Section for Africa and Middle East (RSAME), the Programme team in Ethiopia should seek opportunities for increasing human resources to address the need of the stakeholders and to bring added value to UNODC cooperation, actively participating in the committees, following up on different areas of criminal justice, such as investigation, prosecution, judges, legal aid, prisons both at federal and regional levels.</p>	Accepted
<p>2. Partnerships: It is recommended that the Programme team in Ethiopia provides institutional support funding in the next programmatic phase to trusted civil society partners operating in regions outside the capital, thereby significantly increasing potential impact and inclusion of vulnerable right holders in the regions. Partnerships with line Ministries in areas of education or social policies should also be encouraged in future programming with a focus on developing sub-national policy, legislation and education programs, including education for justice and criminal justice, including the particular challenges faced by women, children and vulnerable groups including Persons with Disabilities.</p>	Accepted
<p>3. Development of training manuals and training of trainers courses for police and prison officers: It is recommended that the Programme team in Ethiopia should seek follow-up funding for development of training manuals and training of trainers for police and prison officers in early 2023. This follow up funding will ensure that the good work done on creating training curricula for stakeholders is not wasted and can lead to a significant impact through multiyear programs of delivery of training across the country.</p>	Accepted
<p>4. Legal aid for women, children and vulnerable groups: It is recommended that the Programme team in Ethiopia, in coordination with UNODC’s Regional Section for Africa and Middle East (RSAME) and the Crime Prevention and Criminal Justice Section (CPCJS) in Vienna seeks opportunities for the deployment of expert technical assistance to provide knowledge and lessons learned to stakeholders in Ethiopia who are working on developing legal aid support for the poor and vulnerable. The long-term goal of a sustainable national legal aid model should be explored but in the short term more easily achievable goals such as establishing a network on community-based paralegals should be considered. The Programme team in Ethiopia should be provided with sufficient support to host this sub program of planning national legal aid interventions, at both national and regional levels. This support should include follow up of innovative current plans to draw</p>	Accepted

¹ This is just a short synopsis of the recommendation, please refer to the respective chapter in the main body of the report for the full recommendation.

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<p>on resources such as local retired educated civil servants in areas where there are few lawyers.</p> <p>Support should be provided for the development of a national legal aid model, particularly focusing on assisting vulnerable women and children who face additional problems in the criminal justice system.</p>	
<p>5. Pilot criminal justice programmes in the regions: It is recommended that the programme team in coordination with the Regional Section for Africa and Middle East (RSAME) in collaboration with the Crime Prevention and Criminal Justice Section (CPCJS), seeks partnership opportunities with other UN Agencies, local authorities and specialized CSOs for developing pilot programmes in the regions, to be developed with local authorities and specialized CSOs, to strengthen the capacities at the national levels -prosecution, judiciary and the police- and to address relevant issues on criminal justice for women and children, as well as to improve human rights approaches in prison management.</p>	Accepted
<p>6. South to south cooperation: The programme team in Ethiopia should provide opportunities for key personnel in the criminal justice systems to be exposed to experience and lessons from other regional and international jurisdictions. However, these activities should be carefully considered to ensure that the comparative models are relevant to the stage of development and challenges in Ethiopia and that the persons involved in the activities are those who will be able to contribute in a meaningful way to reform. Those opportunities should include a mix of national and sub-national personnel with an appropriate gender balance.</p>	Accepted
<p>7. Integrating national experts from CSO and academia: The programme team in Ethiopia should support key areas of the criminal justice system that includes both international experts and national experts drawn from civil society and academia. Technical experts will contribute to the drafting of policies and laws, develop manuals and other tools and contribute to capacity building.</p>	Accepted

INTRODUCTION

PROJECT DESCRIPTION AND OBJECTIVES

The National Integrated Programme for Ethiopia (NPE), Sub- Programme II (SP II): Criminal Justice and Integrity, is intended to strengthen the criminal justice system in order to operate more effectively within the framework of the rule of law, while promoting human rights and protecting vulnerable groups. The SP II is running from 2103 and has contributed to build capacities and policy harmonization in the criminal justice system, in particular with the Federal Office of the Attorney General (now the Ministry of Justice), the Federal Police Commission (FPC), the Federal Prison Association (FPA) and the Federal Supreme Courts (FSC).

In 2018, the FDRE launched a series of reforms to broaden democratic participation, strengthen justice and rule of law with new accountable systems. Reforms in the justice sector included legislative review, as well as structural and leadership changes in key justice institutions at the Federal level. In the context of UNODC's mandate and within the framework of the Regional Programme for Eastern Africa (2016 – 2021) various projects have been implemented in Ethiopia in addition to SP II in the areas of countering transnational organized crime, migration and trafficking in persons, among others.

PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

The purpose of this evaluation is to explore and review the relevance of the SP II in the long-term development of Ethiopia, its coherence, efficiency and effectiveness as well as its sustainability in the medium and long term, the main users being the SP II and regional managers, donors and the above-mentioned governmental stakeholders. The methodology was based on qualitative research with the goal to understand the perceptions and the assessment of the stakeholders involved. Primary data sources included up to 21 in-depth interviews (15 male and 6 female) developed both remotely and in person. It also involved observation techniques through a field visit to the Amhara region that was undertaken by the National Expert between the 25th to the 27th October. The evaluation has developed a gender-sensitive, inclusive, respectful and participatory approach and methodology to capture disability and gender equality issues.

MAIN FINDINGS PER EVALUATION CRITERIA

UNODC's support to Criminal Justice has been **highly relevant** as long as it represents an opportunity to bring support in areas where the interest of other agencies and programmes is limited. The sub programme, although ambitious since it touches a variety of aspects and institutions, was endorsed by the government in 2013, and the institutions maintain this interest in a context of leadership changes and crises such as the seven declared states of emergencies. UNODC's support to the Child Justice Project of the Federal Supreme Court was highly relevant in a context where many programs of support for vulnerable women and children that had been running for up to 15 years had been discontinued. For example, the number of "child friendly benches" in courts, which include video and audio equipment to avoid physical contact between victims and perpetrators had fallen from over 100 to only one but with UNODC's assistance this has increased to eight. In relation to developing capacities, prison training has been traditionally focused on security issues but UNODC has made it possible to include human rights and international conventions standards.

The efficiency of the SP II was significantly hindered by the political situation in the country. This restricted the ability to extend the reach of programs from the capital into the regions and to advocate for reforms in

many areas. However, the **SP II is efficient** since the amount of work that requires is vast: the provision of expertise for the revision of laws, TA contractual procedures, the organization of several events in coordination with regions, the follow up with the key stakeholders, participation in meetings and committees, and the coordination with other UN and international donors for 7 expected outcomes which include prison management, prosecution, investigation, access to justice to vulnerable groups, and the protection of children in conflict with the law, among others. At least six important pieces of legislation in the criminal justice sector were developed with the help of UNODC in recent years. Some of these draft legislations, including those on federal prisons and human trafficking were subsequently adopted by the Federal Parliament, while the enactment of others, such as the Criminal Procedure and Evidence Code is still pending. The evaluation noted that, although it was passed into law, the applicability of the Federal Prisons Proclamation is limited to the 6 federal prisons. The prison reform should therefore be embedded in the regional states, where more than 90% of the country's prisons are found.

The evaluation finds that SP II is **coherent** in its coordination with the government across the line of the Criminal Justice institutions. The fact of having this sub-programme working for 9 years is also an indicator of a reliable partnership with the stakeholders stated. In relation with other partners, however, the sub programme is not performing in an ideal manner but the evaluation couldn't explore if the reason why this is happening is due to others ability or willingness to coordinate with UNODC. Joint activities with UN WOMEN, UNOHCHR, UNHCR, UNDP and UNICEF are now improving in terms of coherence.

The **training for prosecution, police, and prison officers has been effective** since the UNODC has been able to bring in international standards even in difficult times. For instance, over the period December 2020-March 2021, the sub programme partnered with key training institutes to deliver three weeks of training to a total of 78 staff (58 Men / 20 Women) including prison officers, police officers and prosecution. The same year, the sub programme facilitated the annual consultation forum of Federal and Regional Prison Commissions that was attended by 120 officials representing all regional commissions. The main shortcomings which have been identified are related to the lack of follow up to the Training of Trainers (ToT), especially important in a sub programme that is strategically grounded in capacity building approaches. The other problem, and connected to the latter, is the fact that the capacity building does not trickle down to the regional level. With regards to the National Crime Prevention Strategy and Action Plan, UNODC's support have been effective and will allow the criminal justice actors to devise preventive measures to address the conditions in which crime occurs. ICT support was well appreciated but limited in relation to the significant needs in regional areas.

The contribution to the development of policy was important and this reinforce the **sustainability** the achieved outcomes. The completion of the new curriculum for the prison officer training was well done and will have an ongoing impact. The first ICT centre was established at the prison training centre, at a Police University, Federal Justice Professionals Training Center, and at Amhara regional level prison.² Beneficiaries have been introduced to the UNODC Global e-learning modules and they have already received their corresponding certifications in different topics including Alternatives to Imprisonment for Women Offenders and the Nelson Mandela Rules. In relation to the Judicial Code of Conduct, UNODC has briefed the new administration of the Federal Supreme Court, and in line with the on-going reforms the new advisory council conducted a revision that includes other drafts. The prosecutors, police and other stakeholders were brought together by UNODC to learn about models of legal aid and how they can assist the vulnerable in the criminal justice system.

In general terms, there are signs that the government will enable more **sustainable** capacity building and information management in the future such as the Annual conferences held between the Federal Prison

² Among others, functional ICT centres have been developed at the Aleltu Prison Police College, the Justice and Law Institute, the Police University, the Amhara Region Justice Organs Professionals Training Centre and Amhara Region Police Training College.

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Commission and all regional prisons (with UNODC's support), the Federal and Regional Prosecutors Council, the new policies, and the recent changes in the political context.

The FDRE has implemented several policy and institutional measures with the objective of eliminating **discrimination against women**. It has also established child and women protection units in police stations responsible for handling cases of Violence Against Women, investigation and prosecution team and child friendly and victim friendly benches within federal as well as regional courts. In this regard, the SP II has developed a specific outcome to expand programmes for improving access to justice for vulnerable and at-risk groups. The gender aspect was also included in the various training and capacity building initiatives.

The institutions still need more specific training on how to protect the **rights of women, children and vulnerable groups, including minorities, refugees, persons living with disability**. The program could not take the next steps to try to strengthen community programs that would provide an alternative to prison for those who are from 9 to 14 years of age and to advocate for the extension of the age of criminal responsibility from nine to 14, or at least 12 as a transitory measure. The limited approach of working at the federal level, and the limited partnerships with CSOs (except for the context of VAWG, ICT and others), governments and the courts in the regions, is hindering the possibility of being more effective in terms of human rights and leaving no one behind.

MAIN CONCLUSIONS

Over the years, the sub programme has been distinguished by its alignment to UNODC regional lines, international policies and governmental alignment, and with a particular focus at the federal level. The sub programme has been very efficient in supporting the government with Technical Assistance in a comprehensive set of legislation to comply with international standards in a diversity of areas from the Judicial Training Curriculum to the National Crime Prevention Strategy, the prosecution led crime investigation law, Criminal Procedure Code, and the Prison Legislation Development. However, the SP II lacks strategic long-term approach, as well as regular follow up in the implementation of training, especially for Training of Trainers activities which are fundamental to reach out and impact all over the Criminal Justice institutional chain and the regions. The approach of the sub programme for using the institutional training mechanisms can be more effective and eventually impact at the regional level in a political context that is beginning to open up.

UNODC has a niche-provision of technical support in terms of training and knowledge management, including sharing best practices and facilitating effective networking/collaboration between CSOs and other stakeholders at the national, federal and regional levels, but these mechanisms need to be developed in a more coherent and coordinated way, including the coordination with other international partners and UN agencies

MAIN RECOMMENDATIONS³

Among the main recommendations of the evaluation, these include the need of reinforcing the capacity of the national office in Ethiopia with human resources and project management tools that include an M&E Plan, baselines, targets and indicators in a multi-year and result oriented cooperation framework. It is also recommended that UNODC provide institutional support funding in the next programmatic phase to trusted civil society partners operating in regions outside the capital, thereby significantly increasing potential impact and inclusion of vulnerable right holders in the regions. In addition to this, the UNODC program in Ethiopia should be provided with follow-up funding for development of training manuals and training of trainers for police and prison officers in early 2023. This follow up funding will ensure that the good work done on creating training curricula for stakeholders is not wasted and can lead to a significant impact through multiyear programs of delivery of training across the country.

³ Please note that the Executive Summary only includes the most important recommendations as identified by the evaluation team. All recommendations can be found in the main body of the report.

MAIN LESSONS LEARNED AND GOOD PRACTICES

Training on international standards and best practices such as the Nelson Mandela Rules for prisons were greatly appreciated by stakeholders and are far more effective if combined with real lessons learned from similar contexts in the region or other countries with similar levels of development. Also, creating “child friendly benches” in courts, including video and sound equipment can protect children and women victims from direct contact with alleged perpetrators during court proceedings. The cameras and sound equipment have a direct significant effect not only on the well-being of the victims but on the integrity of the criminal cases, reducing the potential for evidence to be influenced by intimidation and fear.

BACKGROUND AND CONTEXT

OVERALL CONCEPT AND DESIGN

The National Integrated Programme for Ethiopia (NPE), Sub- Programme II: Criminal Justice and Integrity, is part of the framework of the UNODC Regional Programme for Eastern Africa (ROEA) “Promoting the Rule of Law and Human Security 2009-2012/13;” the UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security in Eastern Africa 2016-2021”; and UNODC’s Strategic Frameworks (2014-2015; 2016-2017 and 2018-2019). The Federal Democratic Republic of Ethiopia (FDRE) has signed the UNODC Regional Programme and over the years UNODC’s support has increased in the country. Under the Sub Programme II (SPII) expertise have been provided to the FDRE in developing criminal justice interventions across the main institutions which are essential in the system: the Ministry of Justice), the Federal Police Commission (FPC), the Federal Prison Administration (FPA) and the Federal Supreme Court (FSC). UNODC has supported these institutions by conducting institutional assessments and providing technical assistance for capacity building, with an integrated human right basis approach and the protection of vulnerable groups. The geographical scope of the sub-programme is the national territory of Ethiopia.

The activities of the SP II have been designed around seven major expected outcomes: 1) the sustainability of a broad-based National Crime Prevention Strategy and Action Plan 2) the adoption of professional standards, systems and legislative and administrative measures 3) the adoption of standards and strategies for greater efficiency, effectiveness and accountability of the prosecution 4) the implementation of programmes to strengthen human and secure imprisonment and alternative programmes 5) support to victims and witnesses 6) the adoption of programmes to improve the protection of children in conflict with the law and 7) the access to justice for indigents, in particular vulnerable and at risk-groups.

CONTEXT

The project has been running in a context of weak criminal justice institutions until 2018, restricted CSO environment and difficulties for providing international support on justice and rule of law. The context has begun to change in 2018, where the FDRE launched a series of reforms to broaden democratic participation, strengthen justice and rule of law with new accountable systems. Reforms in the justice sector included legislative review, as well as structural and leadership changes in key justice institutions at the Federal level. In the context of UNODC’s mandate and within the framework of the Regional Programme for Eastern Africa (2016 – 2021) various projects have been implemented in Ethiopia in addition to SP II in the areas of countering transnational organized crime, migration and trafficking in persons

The country is addressing critical challenges related to the devastating armed conflict in Northern Ethiopia. Following mediation efforts under the auspices of the African Union, the warring parties (GoE and TPLF) have signed a Cessation of Hostilities Agreement (CoH) in Pretoria and UNODC has new opportunities to address these changes building on its mandate to provide the service in all the areas related to Criminal Justice. The Cessation of Hostilities Agreement (COH) signed in Pretoria between the warring parties (GoE and TPLF) addresses issues related to transitional justice and accountability. GoE has drafted a green document on transitional justice options with the support of OHCHR and plans to hold stakeholder consultations in December 2022.

PURPOSE AND SCOPE

The purpose of this evaluation is to explore and review the relevance of the SP II in the long-term development of Ethiopia, its coherence, efficiency and effectiveness as well as its sustainability in the medium and long term, the main users being the SP II and regional managers, donors and the above-mentioned governmental stakeholders. It has been carried out from September to December 2022, and it has also explored partnerships with UNDP, UNICEF, OHCHR and the ICRC. The evaluation reviewed strategies to incorporate Gender in the policy framework of Criminal Justice and Integrity in the country, and it has also reviewed the activities developed by the Sub Programme to include Persons Living with Disabilities (PLWDs). The evaluation has taken into consideration the effects of the Covid-19 Pandemic when analysing the results, adaptation and target review of the sub-programme.

THE COMPOSITION OF THE EVALUATION TEAM

Miguel A. Lombardo is an international expert in programme evaluation. He has participated in the 2020 UNEG report on the implementation of the United Nations General Assembly Resolution 69/237 for National Evaluation Capacities, and he has been regional advisor for UNDP Africa. He holds a PhD in Political Science from the University Complutense of Madrid, Spain.

Patrick Burgess is an international expert on rule of law, legal aid, human rights and transitional justice. He was previously Director of Human Rights for UNDPKO Peacekeeping missions, Commissioner for the Timor Leste Judicial Commission and was one of the expert drafters of the UN Model Criminal Code and the UN Model Law on Legal Aid in Criminal Justice Systems.

Kumlachew Dagne is a business and human rights lawyer with 23 years of experience in the Ethiopian academia and legal practice where he taught electoral law, federalism and human rights. He is currently the Board Chair of InterAfrica Group-Ethiopia. Kumlachew was also chair of the Ethiopian Human Rights Council (EHRCO), the only human rights monitoring CSO in Ethiopia, from 2015-2017.

EVALUATION METHODOLOGY

The methodology was based on qualitative research with the goal to understand the perceptions and the assessment of the stakeholders involved. Primary data sources included up to 21 in-depth interviews (15 male and 6 female) developed both remotely and in person. The evaluation team has selected a convenience sampling strategy since political and social changes could undermine the feasibility of implementing another strategy, such as a random sample. In this regard, the sample includes members from the civil society, government, penitentiary institutions, judiciary branches, and other beneficiaries of the Sub Programme, as well as the Project Management Unit and other regional programmes. Focus groups were not recommended due to the sensitivity of the context. Secondary data sources had included SP II annual reporting.

In-depth interviews have been structured with a set of questions defined in advance in accordance with the evaluation matrix. The use of open-ended questions allowed the informant to share in-depth knowledge of the subject and to open the room for exploratory or additional inquiry. Data collected via interviews had been used for qualitative analysis and to derive conclusions after understanding all actions and different stakeholders' opinions. The triangulation was undertaken with documentary review and also contrasted with different informants. The analysis has been undertaken assigning values to the main indicators for each of the questions approved by the evaluation team and the SP II programme management unit. The three consultants reviewed the annual reports and carried out interviews with different informants, sometimes coincident as for areas of action: prison management, prosecution, police, etc. This allowed the team to triangulate through regular meetings the information collected from different sources in the same type of activities. The expertise of the team with one national consultant very knowledgeable on criminal justice, and one international expert in human rights and transitional justice, was crucial to quickly identify the key points for the analysis and the indicators' performance.

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The evaluation also involved observation techniques through a field visit to the Amhara region that was undertaken by the National Expert between the 25th to the 27th October to observe the delivery of equipment (computers) and to undertake interviews with the following institutions: regional Prison Commission, the education and training prison department, the Police Commission, Attorney General, Amhara Judges and Prosecution training institute, the regional branch of the Addis Hiwot Rehabilitation and Reintegration Association, Ethiopian Human Rights Commission in Amhara, and the Bahir Dar University Law School.

The evaluation has developed a gender-sensitive, inclusive, respectful and participatory approach and methodology to capture disability and gender equality issues. Special attention had been paid to ensuring the voices and opinions of both men, women and other marginalised groups. All the activities have been informed by the UNSDG Good Practice Note on Conflict Sensitivity, Peacebuilding and Sustainable Peace, in particular including gender and conflict sensitivity, sensitivity to the peace and conflict context, and a focus on how UN activities interact with peace and conflict in Ethiopia.

LIMITATIONS TO THE EVALUATION

Limitations to the evaluation	Mitigation measures
Convenience sampling	Convenience sampling has been chosen for this context due to political and security sensitivities. The selection of stakeholders and the manner in which the interviews are conducted were informed by those priorities identified by the Evaluation Team and the availability of the stakeholders.
Timeframe (2 - 3 months) for data collection, analysis and reporting	The evaluation was selective in the number of criteria, questions, sub questions and indicators. Impact was disregarded as a criterion of analysis. Financial aspects as procurement process and others were not taken into consideration in the analysis of efficiency. In terms of design, the Theory of Change of the Programme was not reviewed with an in-depth analysis. Statistics of annual training/participants couldn't be developed specifically for the evaluation and by the evaluation team itself. A sample of the trainings developed in 2020-2021 was selected.
The field visits cannot be conducted across all regions and will be limited to the Amhara region	Documentary review and expert analysis had been strengthened. Due to political and security sensitivities. The selection of stakeholders and the manner in which the interviews were conducted in the region were informed by those priorities identified by the experts and the management team.

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<p>Not all of the foreseen informants responded to the interview request</p>	<p>The list of informants was extended in the Amhara region (field visit). Other informants were prioritized by its primary role in the Sub Programme implementation</p>
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II. EVALUATION FINDINGS

RELEVANCE

EVALUATION QUESTIONS:

To what extent has the sub programme been relevant to stakeholder's needs and priorities?

- **Is the sub programme aligned with the priorities and needs of the institutions and beneficiaries? Are the institutions aligned with international conventions and standards?**
- **What are the major changes observed in the context in terms of new priorities and opportunities?**
- **Has the sub programme been designed with gender perspective, human rights, the inclusion of vulnerable groups, and Persons with Disabilities?**

UNODC's support to Criminal Justice has been highly relevant as long as it represents an opportunity to bring support in areas where the interest of other agencies and programmes is limited. The sub programme, although ambitious since it touches a variety of aspects and institutions, was endorsed by the government in 2013, and the institutions maintain this interest in a context of leadership changes and crises such as the seven declared states of emergencies. The programme was designed in consultation across all sectors and offices, namely the Federal Police Commission, the Federal Office of the Attorney General, The Federal Supreme Court and the Federal Prisons Commission, and the approach has proven to be consistent since it addresses the specialized staff at the institutional levels, so that the benefits remain in time. The consultation extended to the Ministry of Women and Social Affairs, The Federal Justice Professionals Training and Research Centre, the Police University- the ethics and anti-corruption commission and other UN agencies among others.

UNODC's support to the Child Justice Project Office was highly relevant in a context where many programs of support for vulnerable women and children that had been running for up to 15 years had been discontinued. For example, the number of "child friendly benches" in courts, which include video and audio equipment to avoid physical contact between victims and perpetrators had fallen from over 100 to only one but with UNODC's assistance this has increased to eight. The age of criminal responsibility is only nine years old and the support to the Office was also highly relevant to create a larger base of understanding through training to police and prosecutors so that children can be dealt with in a more appropriate way in the criminal justice system.

UNODC support for the training of the prison officers and the new curriculum for the police training centre was relevant and much needed. The development of curricula is a key building block in developing capacity as prison training has been mainly focused on security issues, but UNODC has made it possible to include human rights and international conventions standards. There are significant changes in terms of the laws since 2018 onwards, as there was a significant gap in relation to appropriate laws relating to prisons. At government request, a comprehensive set of legislation was reviewed by the sub programme to comply with international standards:

- Trafficking and Smuggling of Migrants Law,
- Asset Recovery Law
- Anti-terrorism Law
- Firearms Law
- Criminal Procedure Code
- Judicial Training Curriculum
- National Crime Prevention Strategy
- National Legal Aid strategy
- National Child Justice Strategy
- Performance Measurement for Prosecution
- Prosecution Led Crime Investigation Law
- Police Internal Accountability;
- Oversight and Integrity
- Use of Force in Law

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- Subsidiary Prison Legislation Development.

The significant UNODC support to the Federal Prison Commission legislation was much needed and produced a positive result. In addition, some of the UNODC staff provided help at the technical task force on policy and legislation initiatives at the national level that provided assistance to the drafting process of at least six important pieces of legislation, including the Federal Prisons Proclamation, the Revised Criminal Procedure Code.

Before 2017 there were limitations on gender mainstreaming in SP II activities, but for the last 5 years the sub programme started to understand the challenge and provided capacity building training ensuring the participation of women, and also to provide training in critical aspects such as Violence Against Women and Children (VAWC) and Protection of Children in Conflict with the Law (CCL) (see section below: Human Rights and Gender Equality). The sub programme has also worked to include the rights of persons with disabilities in the prison training, as this is a significant aspect with potential multiple grounds of discrimination. However, there is an opportunity to reinforce the partnership with the institutions that are prominent in this area of work such as the Ministry of Women and Social Affairs⁴ and the civil society, and the government has endorsed a National Plan of Action for Persons with Disabilities (2012-2021). There are an estimated 15 million children, adults and elderly persons with disabilities in Ethiopia, representing 17.6 percent of the population.

- *Finding 1: Highly relevant as the institutions maintain its interest in cooperating with UNODC and criminal justice in a context of leadership changes and crises such as the seven declared states of emergencies.*
- *UNODC support for the training of the prison officers and the new curriculum for the police was relevant and much needed, and a comprehensive set of legislation in Criminal Justice was reviewed by the sub programme to comply with international standards.*
- *UNODC's support to the Child Justice Project Office was highly relevant: the number of "child friendly benches" in courts, which include video and audio equipment to avoid physical contact between victims and perpetrators had fallen from over 100 to only one but with UNODC's assistance this has increased to eight*
- *Other areas need to be mainstreamed in its design, particularly in the domain of gender and persons with disabilities*

EFFICIENCY

EVALUATION QUESTIONS:

To what extent has the sub programme delivered outputs in a timely and efficient manner?

- **Has the sub programme been flexible to adapt to the changes in execution?**
- **Have the mechanisms of institutional cooperation been reinforced to facilitate the sub programme implementation?**
- **Has the sub programme followed appropriate monitoring mechanisms for the implementation?**
- **Are the technical, human and financial resources adequate to the programme implementation?**

The efficiency of the SP II was significantly hindered by the context. This restricted the ability to extend the reach of programs from the capital into the regions and to advocate for reforms in many areas. On the other

⁴ Merged of the previous Ministry of Labour and Social Affairs (MoLSA) with the Ministry of Women, Children and Youth Affairs (MoWCY)

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hand, the worsening security situations and resulting travel restrictions posed serious challenges to the implementation of activities during the second half of the year. The activities that were able to be conducted appear to have been conducted in a relatively efficient manner, particularly considering the challenges.

The UNODC office is small, therefore much of the work is focused on the federal level. At least six important pieces of legislation in the criminal justice sector were developed with the help of UNODC in recent years. Some of these legislations, including those on prisons, terrorism, firearms and human trafficking have been promulgated as laws, while others, such as the Criminal Procedure and Evidence Code are still at the draft stage. However, there are factors which affect the full implementation of these laws. Although the Federal Prisons Proclamation contains progressive standards regarding treatment of prisoners, it applies only to federal prisons. Furthermore, the FPP could not be effectively implemented at the federal level as the Federal Prisons regulation is not issued by the Council of Ministers, thereby making it difficult for the FPC to issue directives consistent with the Proclamation. On the other hand, the new laws on terrorism and human trafficking are better both in terms of quality of laws and enhanced implementation, although the absence of a national policy and specialized agency/institution on migration and human trafficking have hindered effective execution of the legislation on human trafficking.

The level of personnel, technical assistance and funding was not sufficient to support a program that could extend the reach of important work to achieve results outside region around the capital. For example, at the federal level there are only five prisons, but across the country there are more than 100 centres, with their own codes and justice offices but more focused on the national level. The UNODC did not start to partner with the local civil society organizations until 2018 since the legal framework did not enable the CSO to work in these areas and they were not able to extend their reach. The sub programme started to elaborate a CSO mapping to match with UNODC's mandate, and to build new partnerships with them.

COVID-19 pandemic has hindered the sub programme execution as it happened in general with all the interventions at the regional and country level, but the sub programme avoided this gap by implementing different online modules and providing ICT support, including computers for various institutions. Another component of this support is the UNODC e-learning platform that provides courses online for officers from various backgrounds of law enforcement. Plans are underway for the engagement of an ICT specialist to assist UNODC in undertaking assessments and supporting the installation of equipment, and the establishment of resources centres at national and regional institutions.

The use of the institutional training platforms of the police, judges and prosecutions is also highly efficient as it avoids parallel programmes and reinforces the internal institutional capacities. However, there is an important gap in terms of Training of Trainers (ToT), since no follow up has been developed after the training. The evaluation could not explore the reasons and the context to explain why this was not possible. The participants did not understand that they were expected to perform as trainers afterwards, and they did not develop resources to implement them using the skills that they had gained from the ToT. The evaluation finds that this is caused by the absence of a Monitoring and Evaluation plan for the sub programme which would reinforce the medium - long term view of the interventions. Activities appear to be implemented with no attachment to any fixed multi-year plan, even though the sub programme is running for almost a decade, and in spite of the fact that the annual report of 2019 already includes indicators, base lines and targets for all the outcomes and activities. The evaluation could not find statistics on the number of people trained or sex disaggregated data, although they are mentioned in the annual activity reports. The limited human resources of the office make difficult to implement the appropriate M&E structure (the system and the M&E officer), but also the governmental will that reinforces short terms agreements rather than a multi-year planning approach.

The SP II has been managed with the support of the Regional Office in Eastern Africa, in Kenya, with the Head of Criminal Justice. The national team is integrated by the Program coordinator, a National Programme Officers, Programme Assistant, UNV and Driver. The SP II has also benefited from one international consultant and two national consultants for a limited period of time. In terms of human resources, the SP II

is efficient since the amount of work that requires is vast: the provision of expertise for the revision of laws, TA contractual procedures, the organization of several events in coordination with regions, the follow up with the key stakeholders, participation in meetings and committees, and the coordination with other UN and international donors for 7 expected outcomes which include prison management, prosecution, investigation, access to justice to vulnerable groups, and the protection of children in conflict with the law, among others.

- *Finding 1: operational focus and level of personnel, funding and resources led to a focus at the national level and restricted the efficient extension to the regions where they are needed*
- *Finding 2: the use of the institutional training platforms of the police, judges and prosecutions is also highly efficient as it avoids parallel programmes and reinforces the internal institutional capacities.*
- *Finding 3: the absence of a comprehensive Monitoring and Evaluation system and the lack of a multi-year plan for the sub programme diminishes the medium - long term view of the interventions and appropriate follow up of ToT activities*
- *Finding 4: In terms of human resources, the SP II is efficient since the required amount of work is vast to address 7 different outcomes.*

COHERENCE

To what extent has the sub programme established and maintained appropriate partnerships, including with UN agencies, CSO, academia, etc.?

- **To what extent the sub programme complements UNODC Regional Programmes?**
- **Are there other UN initiatives that complement the sub programme on the related subjects?**
- **To what extent has the sub programme developed partnerships with CSO**

UNODC developed and maintained a close relationship with the Ministry of Justice, prisons and the police which enabled cross-sectoral capacity building to take place and created a base for future work. UNODC supported the Federal and regional prison commissioner's forum, allowing for the sharing of experiences across the various sectors of the legal mechanisms and the training of prosecutors, police and judges on issues relating to prisons, the rights of women and children and international human rights standards was much needed. It is also a sign of coherence that UNODC brought together the prosecutors, police and other stakeholders to learn about models of legal aid, and how they can assist the vulnerable in the criminal justice system. The support in this regard has been largely financial and logistical.

More participation and synergies are expected throughout the whole institutional chain when designing the interventions, such as some participation of prison officers in the curricula or the training, or the participation of the Programme in Ethiopia in developing their own activities vis a vis the regional programmatic lines. It is important to ensure the synergies with the regional programmes and to reinforce coherence for a better impact, but a bottom-up approach was also requested by the informants to bring in a particular national/local perspective that otherwise would be missing. Due to the legal impediments for the CSO to operate in some substantive areas, the sub programme support to CSO until 2018 was focused on rehabilitation of child offenders. The Centre of Justice was invited to participate in many activities, asked to share their experience from the regions. However, the partnership between UNODC and CSOs has so far been largely informal. There are no signed MoUs between the Centre of Justice or other CSO and UNODC to distribute responsibilities and to outline the terms of the partnership.

The evaluation finds that the government has improved the interest in reinforcing the institutional cooperation with UNODC. The fact of having this sub-programme working for 9 years is also an indicator of a reliable partnership with the agencies stated above, and its persistence with small funding is also an

indicator of efficiency. In relation with other partners, however, the sub programme is not performing in an ideal manner and they have come recently to identify this problem. Joint activities with UN WOMEN, UNOHCHR, UNHCR, UNDP and UNICEF are now improving in terms of coordination, as UNODC is pushing to work and co-chairing the Joint Justice Assessment, and this will help to have coordinated views for the children and women in the domain of criminal justice. UNODC facilitates the conversation between the UN and the government and technically contributes to the process by drafting and reviewing ToRs, concept notes, methodologies and findings. The evaluation couldn't explore if UNODC is part of other joint forums/structures.

- *Finding 1: UNODC developed and maintained a close relationship with the Ministry of Justice, prisons and the police which enabled cross-sectoral capacity building to take place and created a base for future work.*
- *Finding 2: More participation and synergies are expected throughout the whole institutional chain when designing the interventions*
- *Finding 3: In relation with other partners - UN and other international agencies- the sub programme is not performing in an ideal manner and coordination must be reinforced*

EFFECTIVENESS

EVALUATION QUESTIONS:

To what extent did the sub programme achieve its intended outcomes and objective? If so, why? If not, why not?

- **Has the sub programme influenced positively in improving the effectiveness of investigation, prosecution, access to justice, fair trial and execution of penal sanctions, and by securing the protection of vulnerable groups?**

The sub programme has been able to identify entry points to work in policy harmonization and capacity building over a long period of time. It has developed activities to integrate human rights approaches in the official training institutions and contributed to the completion of the new curriculum for the prison officer training, and worked in the assessment of five federal prisons.

In Amhara, in the second half of 2020, the sub programme conducted the Training Needs Assessment (TNA) based on an initial programming assessment and equipment needs conducted in 2019 at the federal level and in the Amhara Region. The TNA reviewed the institutional frameworks, capacities, needs and priorities of the targeted institutions, and also informed the development of ToT and specialized training curriculum, manual preparation, and training workshops.

The training of prosecution, police, and prison wardens has been effective since the UNODC has been able to bring in international standards even in difficult times. For instance, over the period December 2020-March 2021, the sub programme partnered with key training institutes to deliver three weeks of training to a total of 78 staff (58 Men / 20 Women) including prison wardens, police officers and prosecution. The same year, the sub programme facilitated the annual consultation forum of Federal and Regional Prison Commissions that was attended by 120 officials representing all regional commissions, and the Attorney General's Forums and the Joint Forum on Legal Reform in Bahirda, very important activities as they have a positive influence in terms of coordination and replication of the reforms.

In general, having the understanding of the Prison Commission and the Ministry of Justice has led to producing new documents, training management, and according to the interviews there's a change in behaviour at the federal level. The prison in Addis Ababa is much better handled now, with respect to the

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application of the United Nations Standard Minimum Rules for the Treatment of Prisoners (Mandela Rules), covering the minimum standards for medical, health and hygiene related services, essential against COVID-19 pandemic. The government is also building a new federal prison facilities and there is a gradual discussion on the improvement of conditions for Persons Deprived of Liberty.

The main shortcomings which have been identified are related to the lack of follow up to the ToT, especially important in a sub programme that is strategically grounded in capacity building approaches, although more context might be relevant at this point for a better understanding of the problematic. The other problem, and connected to the latter, is the fact that the federal arrangement does not always allow adequate space for trickle down the results into the regional level. This has been particularly evident in the judiciary, but is also an issue for police and prosecution as well as prison commissions despite the coordination forums. The small number of staff of UNODC in the country office and the lack of funding for core and program support to civil society organisations in the regions also hinder the capacity to build a solid mid-term approach for the programme to be effective. Currently the activities have a strong focus on national issues, policy and legislation and a relatively weak focus on the regions and civil society. Reinforcing technical assistance, coordination and capacity building to the regional prison commissions and CSOs could significantly help to implement the prison reforms at the federal level.

The sub programme, however, has contemplated plans to support the exchange and sharing of best practice alongside improving coordination between prosecutors and investigators at the federal and regional levels across all UNODC thematic areas of crime prevention and criminal justice. In 2018, a series of regional trainings on basic investigation and prosecution techniques on these areas were carried out in Nairobi, Kenya. A Judicial colloquium was also organized bringing together seventeen regional judges (Amhara, Southern Nation and Nationalities People (SNNPP) and Oromia regions) and six judges from Addis Ababa with two visiting judges from Kenya, who attended to share some of their best practices.

With regards to the National Crime Prevention Strategy and Action Plan, UNODC's support have been effective and will allow the criminal justice actors to devise preventive measures to address the conditions in which crime occurs. The support started with a roadmap in 2014 and a Task Force that included also the Justice and Legal System Research Institute, Addis Ababa Police Commission, Federal Ethics and Anti-Corruption commission and Federal Prison Administration. The sub programme has also supported an interinstitutional initiative led by the Government to enhance the capacity of law enforcement to use technology in the process of investigation. As a result, an Automated Biometric Identification System (ABIS) has been installed within the law enforcement institutions to strengthen their capacities in conducting investigations.

The nature of support provided to the Child Project Office was effective as the hardware and office support, computers and equipment, were essential tools for the work and there was no other funding available. This allowed the Office to conduct the training, input to policy and legal change. The sub programme also conducted two ToT workshops that included aspects to prevent and respond to crimes against women and children, with 55 participants in total (39 Men / 16 Women) nominated from the Ethiopian Police University College and the Amhara Regional State Police Commission.

Following the completion of the ICT Needs Assessment for the Criminal Justice, the equipment was handed over in Aleltu and Sendafa for the Police University and the Prison Police Training Centre respectively.

Information obtained from a field visit by the evaluation team to the Amhara region also confirms the above-mentioned findings. UNODC's support in terms of computers and IT equipment was found useful by partners in the region, including the Attorney General's Office and AJPTLRI. The ICT support was well appreciated but limited in relation to the significant needs in regional areas. For example, there remain issues relating to maintaining reliable prisoners' records. This leads to some prisoners remaining in custody after their sentences have expired. The program was not sufficient to be able to address this challenge.

The subprogramme has also developed a component on Education for Justice: webinars at 11 universities were undertaken in 2020 and modules were printed (Criminal Justice, Trafficking in Persons and Smuggling of Migrants) to the law schools based at Bahir Dar and Debre Markos universities in the Amhara region. The sub programme plans to upscale the support provided to the university lectures and to facilitate integrating the materials into the curriculum of the universities.

- *Finding 1: Having the understanding of the Prison Commissioner has led to producing new documents, training management, and according to the interviews there's a change in behaviour at the federal level.*
- *Finding 2: Capacity building does not trickle down to the regional level and since Ethiopia is a federal state with regional laws and regulations the sub programme also needs to address them to achieve the desired results*
- *Finding 3: The sub programme, however, has contemplated plans to support the exchange and sharing of best practice alongside improving coordination between prosecutors and investigators at the federal and regional levels on Trafficking in Persons and Smuggling of Migrants*

SUSTAINABILITY

EVALUATION QUESTIONS:

To what extent are the benefits of the sub programme likely to continue after it ends?

- **To what extent the National Plans, Strategies and training are still a priority for the government, civil society and international agencies?**
- **To what extent the national institutions have the capacity (technical and financial) to sustain the policies and priorities selected by the sub programme in the criminal justice system?**

The judicial code of conduct was completed with the basic framework developed with the help of UNODC. The Code of Conduct was produced in a highly consultative manner; however, the draft has not been adopted by the Judicial Administration Council. UNODC has briefed the new administration of the Federal Supreme Court, and in line with the on-going reforms the new advisory council conducted a revision that includes other draft developed by USAID's Feteah (Justice) Programme. The Code was adopted in 2020, and it has had limited extension into practice due to the limited nature of the UNODC program. It will have a high potential for ongoing impact if training can be carried out for the judges and other stakeholders.

The prosecutors, police and other stakeholders were brought together by UNODC to learn about models of legal aid and how they can assist the vulnerable in the criminal justice system. This base of understanding is crucial for the future development of the legal aid system but needs to be built on in the follow-on programs, particularly with the coherent strategy of integrating all the concerned stakeholders. Training needs to be interrelated to avoid running from silos and being sustainable on time with the support of different national institutions.

The contribution to the development of policy was important. The completion of the new curriculum for the prison officer training was well done and will have an ongoing impact. The first ICT centre was established at the prison training centre, at a university and at Amhara regional level prison. Participants have been introduced to the UNODC Global e-learning modules and they have already received their corresponding certifications in different topics including Alternatives to Imprisonment for Women Offenders and the Nelson Mandela Rules. They have been trained in human rights and gender best practices, changes in the Ethiopian criminal justice legislation, among other issues as part of a long-term governmental plan to institutionalize the human rights, rehabilitation and security best practices.

Plans are underway for the engagement of an ICT specialist to assist UNODC in undertaking assessments and supporting the installation of equipment, and the establishment of resources centres at national and regional institutions. However, the Ethiopian justice system is still to adopt professional systems to enhance IT court management, and there is no centralized repository for accessing data from various departments within the judiciary in a timely and effective manner.

To sum up, there are signs that the government will enable more sustainable capacity building and information management in the future such as the Annual conferences held between the Federal Prison Commission and all regional prisons (with UNODC's support), the new policies, and the recent changes in the political context. In addition to this, the sub programme has the capacity of being sustainable as long as it continues developing the strategy of addressing the technical people, demand driven and supporting gradual changes. As for the area of prosecution, for instance, the Ministry of Justice has created specialized areas such as asset recovery and child trafficking, and this is an indicator that the full UNODC support is evolving in specialized sections that will last. Other activities, such as the exchange of experiences with other countries (i.e. visit to the Uganda prisons) were addressed by the senior manager staff at the Federal Prison Commission. In this regard, for the activities to be highly sustainable there have to be strategies to identify other technical profiles as well.

The role of the CSO is also important in terms of sustainability. Improved support to structured partnerships with CSO will help to maintain the demand and increase the outreach of the sub programme. Also support to CSO alliances is needed to operate at the regional level and integrate partnerships with UNODC regional programme.

- *Finding 1: The judicial Code of Conduct can only have a potential for ongoing impact and sustainability if training can be carried out for the judges and other stakeholders*
- *Finding 2: The first ICT centre was established at the prison training centre, at a university and at Amhara regional level prison. These achievements will continue to enable more sustainable capacity building and information management in the future.*
- *Finding 3: For the area of prosecution the Ministry of Justice has created specialized areas such as asset recovery and child trafficking, and this is an indicator that the full UNODC support is evolving in specialized sections that will last.*

HUMAN RIGHTS, GENDER EQUALITY, DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

EVALUATION QUESTIONS:

To what extent has the sub programme design and implementation fully considered human rights, gender equality, social inclusion as well as marginalised groups, including People with Disabilities?

- **To what extent has the sub programme included a gender perspective in its design and implementation?**
- **To what extent has the sub programme considered a Human Rights Based Approach and the inclusion of People with Disabilities in its design and implementation?**
- In the past it was prohibited for non-government actors to provide legal aid in any form but this has recently changed (2019).⁵ The UNODC support to the Child Justice Support Office enabled them to take a strong role in advocating for legal aid for women victims, children and vulnerable groups. This has led to the initial stages of a national legal aid system and a concept of community-based

⁵ Proclamation No. 1113/2019 Organization of Civil Societies Proclamation. Federal Government, FDRE
EVALUATION FINDINGS

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paralegals drawn from retired educated civil servants with ‘time on their hands.’ The work was hindered by a lack of funding.

In 2021, the sub programme completed the translation of the Mandela Rules into Amharic, and this will benefit the staff and prisoners, covering the minimum standards for medical, health and hygiene related services, essential against COVID-19 pandemic. The Prison Training Curriculum, adopted in March 2021, was shared with the Federal and Regional Prisons Commissioners in a 2-day training workshop. The representatives were taken through the concepts of Modern Prison Management and the Mandela Rules.

The training for the judges and prosecutors on child rights and the Mandela Rules were effective but need to be expanded. There are low levels of understanding among police, prosecutors and judges on how to deal with victims of sexual violence, child labour, trafficking, etc. and the new specialized areas (prosecution) need to be expanded in other institutions. The program could not take the next steps to try to strengthen community programs that would provide an alternative to prison for those who are from 9 to 14 years of age and to advocate for the extension of the age of criminal responsibility from nine to 14, or at least 12 as a transitory measure.

The FDRE has implemented several policy and institutional measures with the objective of eliminating discrimination against women such as the adoption of the National Women and Change Strategy, the National Criminal Justice Plan, the implementation of the Strategic Plan for an Integrated and Multisectoral Response on Violence Against Women and Children and Child Justice, and the adoption of the National Strategy on Harmful Traditional Practices. It has also established child and women protection units in police stations responsible for handling cases of Violence Against Women, investigation and prosecution team and child friendly and victim friendly benches within federal as well as regional courts. In this regard, the SP II has developed a specific outcome to expand programmes for improving access to justice for vulnerable and at-risk groups. The gender aspect was also included in the various training and capacity building initiatives. In May 2021, for example, the sub programme was involved in the development of a Second Strategy and Action Plan of Violence Against Women and Children (VAWC) and Protection of Children in Conflict with the Law (CCL), 2021 – 2026. Through this intervention it was expected that the strategy reinforces multisectoral and stakeholder coordination to ending VAWC and protecting the rights of CCL. The training activities also targeted law enforcement and prosecution personnel, and covered aspects of Gender mainstreaming for law enforcement personnel, as well as preventing and responding to crimes against women and children. All the participants were drawn from the Federal and Regional Attorney General’s office.

The institutions still need more specific training on how to protect the rights of women, children and vulnerable groups, including minorities, refugees, persons living with disability. Although there were some important activities at the federal level for juvenile justice, there are only two facilities for juvenile offenders in the regions. The limited approach of working at the federal level, and the lack of partnerships with the CSO and governments and the courts in the regions, is hindering the possibility of being more effective in terms of human rights and leaving no one behind.

- *Finding 1: The UNODC support to the Child Justice Support Office enabled them to take a strong role in advocating for legal aid for women victims, children and vulnerable groups*
- *Finding 2: There are low levels of understanding among police, prosecutors and judges on how to deal with victims of sexual violence, child labour, trafficking, etc. and the new specialized areas (prosecution) need to be expanded in other institutions.*
- *Finding 3: The program could not take the next steps to try to strengthen community programs that would provide an alternative to prison for those who are from 9 to 14 years of age and to advocate for the extension of the age of criminal responsibility from nine to 14, or at least 12 as a transitory measure.*

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- *Finding 4: The gender aspect was included in the various training and capacity building initiatives. Training of Trainers activities were developed covering aspects of Gender mainstreaming for law enforcement personnel, as well as preventing and responding to crimes against women and children*

III. CONCLUSIONS

Criminal Justice is an area of critical support in Ethiopia, moreover in a new context that is going to be characterised by the Cessation of Hostilities Agreement (COH) signed in Pretoria between the warring parties (GoE and TPLF) and that includes transitional justice and accountability new standards. Over the years, the sub programme has been distinguished by its alignment to UNODC regional lines, international policies and governmental alignment, and with a particular focus at the federal level. The sub programme has been very efficient in supporting the government with Technical Assistance in a comprehensive set of legislation to comply with international standards in a diversity of areas from the Judicial Training Curriculum to the National Crime Prevention Strategy, the prosecution led crime investigation law, Criminal Procedure Code, and the Prison Legislation Development. However, the SP II lacks strategic long-term approach, as well as regular follow up in the implementation of training, especially for Training of Trainers activities which are fundamental to reach out and impact all over the Criminal Justice institutional chain and the regions. The approach of the sub programme for using the institutional training mechanisms can be more effective and eventually impact at the regional level in a political context that is actually beginning to open up, but records and statistics of participants need to be included, and the current activity-oriented approach needs reorientation for further follow up on medium-long term outcomes.

UNODC has a niche-provision of technical support in terms of training and knowledge management, including sharing best practices and facilitating effective networking/collaboration between CSOs and other stakeholders at the national, federal and regional levels, but these mechanisms need to be developed in a more coherent and coordinated way, including the coordination with other international partners and UN agencies. UNODC might use its comparative advantage and focus on more technical support, beginning with the normative framework at the regional level and also continuing providing support at the regional level. The current stakeholders map is also limited to the federal government but other crucial organisations and institutions are missing as counterparts, particularly the national governments since the vast majority of the population is affected by the regional laws and regulations which have received far less focus. Strengthening the linkages with national parliamentary commissions, academic institutions and specialised CSOs may also help to enhance the sustainability of the sub programme.

The SP II has developed a specific outcome to expand programmes for improving access to justice for vulnerable and at-risk groups. The gender aspect was also included in the various training and capacity building initiatives. However, the country still needs more specific training on how to protect the rights of women, children and vulnerable groups, including minorities, refugees, persons living with disability. Although there were some important activities at the federal level for juvenile justice, there are only two facilities for juvenile offenders in the regions. The limited approach of working at the federal level, and the lack of partnerships with the CSO and governments and the courts in the regions, is hindering the possibility of being more effective in terms of human rights and leaving no one behind.

IV. RECOMMENDATIONS

RECOMMENDATION 1 – UNODC'S NATIONAL OFFICE CAPACITIES

It is recommended that the Programme team in Ethiopia strengthens its management capacities for the development of an M&E Plan, baselines, targets and indicators in a multi-year and result oriented cooperation framework. In collaboration with donors and with the Regional Section for Africa and Middle East (RSAME), the Programme team in Ethiopia should seek opportunities for increasing human resources to address the need of the stakeholders and to bring added value to UNODC cooperation, actively participating in the committees, following up on different areas of criminal justice, such as investigation, prosecution, judges, legal aid, prisons both at federal and regional levels.

RECOMMENDATION 2 – PARTNERSHIPS

It is recommended that the Programme team in Ethiopia provides institutional support funding in the next programmatic phase to trusted civil society partners operating in regions outside the capital, thereby significantly increasing potential impact and inclusion of vulnerable right holders in the regions. Partnerships with line Ministries in areas of education or social policies should also be encouraged in future programming with a focus on developing sub-national policy, legislation and education programs, including education for justice and criminal justice, including the particular challenges faced by women, children and vulnerable groups including Persons with Disabilities.

RECOMMENDATION 3 – DEVELOPMENT OF TRAINING MANUALS AND TRAINING OF TRAINERS COURSES FOR POLICE AND PRISON OFFICERS.

It is recommended that the Programme team in Ethiopia should seek follow-up funding for development of training manuals and training of trainers for police and prison officers in early 2023. This follow up funding will ensure that the good work done on creating training curricula for stakeholders is not wasted and can lead to a significant impact through multiyear programs of delivery of training across the country.

RECOMMENDATION 4 – LEGAL AID FOR WOMEN, CHILDREN AND VULNERABLE GROUPS

It is recommended that the Programme team in Ethiopia, in coordination with UNODC's Regional Section for Africa and Middle East (RSAME) and the Crime Prevention and Criminal Justice Section (CPCJS) in Vienna seeks opportunities for the deployment of expert technical assistance to provide knowledge and lessons learned to stakeholders in Ethiopia who are working on developing legal aid support for the poor and vulnerable. The long-term goal of a sustainable national legal aid model should be explored but in the short term more easily achievable goals such as establishing a network on community-based paralegals should be considered. The Programme team in Ethiopia should be provided with sufficient support to host this sub program of planning national legal aid interventions, at both national and regional levels. This support should include follow up of innovative current plans to draw on resources such as local retired educated civil servants in areas where there are few lawyers.

Support should be provided for the development of a national legal aid model, particularly focusing on assisting vulnerable women and children who face additional problems in the criminal justice system.

RECOMMENDATION 5 – PILOT CRIMINAL JUSTICE PROGRAMMES IN THE REGIONS

It is recommended that the programme team in coordination with the Regional Section for Africa and Middle East (RSAME) in collaboration with the Crime Prevention and Criminal Justice Section (CPCJS), seeks

partnership opportunities with other UN Agencies, local authorities and specialized CSOs for developing pilot programmes in the regions, to be developed with local authorities and specialized CSOs, to strengthen the capacities at the national levels -prosecution, judiciary and the police- and to address relevant issues on criminal justice for women and children, as well as to improve human rights approaches in prison management.

RECOMMENDATION 6 – SOUTH TO SOUTH COOPERATION

The programme team in Ethiopia should provide opportunities for key personnel in the criminal justice systems to be exposed to experience and lessons from other regional and international jurisdictions. However, these activities should be carefully considered to ensure that the comparative models are relevant to the stage of development and challenges in Ethiopia and that the persons involved in the activities are those who will be able to contribute in a meaningful way to reform. Those opportunities should include a mix of national and sub-national personnel with an appropriate gender balance.

RECOMMENDATION 7 – INTEGRATING NATIONAL EXPERTS FROM CSO AND ACADEMIA

The programme team in Ethiopia should support key areas of the criminal justice system that includes both international experts and national experts drawn from civil society and academia. Technical experts will contribute to the drafting of policies and laws, develop manuals and other tools and contribute to capacity building.

V. LESSONS LEARNED AND GOOD PRACTICES

LESSONS LEARNED

A small UN team that is not provided with significant funding for regional civil society and government partners may be forced to focus only on federal level activities. This will significantly reduce potential impact in a large country with a decentralized federal system of government. Future program design should include not only participation of civil society partners in training and events but also multi-year core and program funding so that they can extend the impact of the program to the regions.

Electronic information management systems are of crucial importance in defending the rights of the vulnerable, including prisoners whose sentences have expired but may remain in custody due to inaccurate or missing records. However, the support for electronic systems needs to include strategies that include all prisons across the country and require ongoing technical support to maintain them

Investment in key policy goals such as creation of a Judicial Code of Conduct were eventually successful but the impact limited because there were insufficient resources to follow up and spread to the regions.

Experts drawn from civil society and academia can make a significant contribution to developing government policy and legislation if provided with support from donors. Those experts can provide a particular expertise and focus that is unavailable from government sources.

GOOD PRACTICES

Training on international standards and best practices such as the Nelson Mandela Rules for prisons were greatly appreciated by stakeholders and are far more effective if combined with real lessons learned from similar contexts in the region or other countries with similar levels of development.

Most law graduates from regional backgrounds leave those areas to seek more lucrative jobs in cities. The plan to provide much needed legal aid services for women, children and vulnerable groups through drawing on the experience and education of retired civil servants who live in those regions and will remain living there is innovative.

Creating “child friendly benches” in courts, including video and sound equipment that can protect children and women victims from direct contact with alleged perpetrators during court proceedings. The cameras and sound equipment have a direct significant effect not only on the well-being of the victims but on the integrity of the criminal cases, reducing the potential for evidence to be influenced by intimidation and fear.

ANNEX I: TERMS OF REFERENCE

Project duration (dd/mm/yyyy-dd/mm/yyyy):	1 November 2012 to 30 September 2022
Location (Country/ies and sub-national focus areas, if relevant):	Ethiopia, Addis Ababa
Linkages to Country, Regional and Thematic Programmes & UNODC Strategy 2021-2025:	The National Integrated Programme for Ethiopia was developed within the Framework of the following: UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security 2009-2012/13” ⁶ . UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security in Eastern Africa 2016-2021” ⁷ ; and UNODC’s Strategic Framework for 2014-2015; UNODC’s Strategic Framework for 2016-2017; and UNODC’s Strategic Framework for 2018-2019.
Linkages to the SDG targets to which the project contributes:	SDG 5: Gender equality 5.1 - End all forms of discrimination against all women and girls everywhere 5.2 - Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation 5.c - Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels SDG 16: Peace, Justice and Strong Institutions 16.3 - Promote the rule of law at the national and international levels and ensure equal access to justice for all. Target 16.5: Substantially reduce corruption and bribery 16.6 - Develop effective, accountable and transparent institutions at all levels. 16.a - Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime.
Executing Agency (UNODC office/section/unit):	UNODC Programme Office in Ethiopia/DO/IPB/RSAME
Partner Organizations:	International Committee of the Red Cross (ICRC); Centre for Justice, UN Agencies: UNICEF, UNDP,

⁶ The RP for Eastern Africa was politically endorsed by 12 out of 13 countries (Burundi, Comoros, Djibouti, Ethiopia, Kenya, Madagascar, Mauritius, Rwanda, Seychelles, Somalia, Tanzania and Uganda) through the signing of the Nairobi Declaration on 23 November 2009 in Nairobi, Kenya. The Regional Programme was extended to the end of 2013.

⁷ The new UNODC Regional Programme for Eastern Africa (2016-2021) succeeds the previous RP (2009 – 2015), covering Burundi, Comoros, Djibouti, Ethiopia, Kenya, Madagascar, Mauritius, Rwanda, Seychelles, Somalia, Tanzania and Uganda through the signing of the Nairobi Declaration on 23 November 2009 in Nairobi, Kenya. The new RPEA focuses mainly on Ethiopia, Kenya and Somalia, with minor interventions in the other countries.

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	OHCHR, UNWOMEN. (See Annex III for full list of Partners and Contact)
Donor(s):	Governments of Netherlands, Sweden and Norway
End Beneficiaries/Recipients:	The Addis Ababa Police Commission and Federal Police Commissions, The Federal Prison Commission, Federal Supreme Court, The Ministry of Justice
Total Approved Budget (USD):	5,579,177 USD
Total Overall Budget (USD):	6,000,000 USD
Total Expenditure by date of initiation of evaluation (USD):	5,166,517 USD
Name and title of Project/Programme Manager(s) and implementing UNODC office(s)/section(s)/unit(s):	UNODC Regional Office for East Africa, Sub-Programme II: Criminal Justice and Integrity Programme Manager, Charity Kagwi
Time frame of evaluation: (planned start and end date of the evaluation process)	9 June 2022 – 30 October 2022
Budget for this evaluation in USD ⁸ :	USD 75,000
Number of independent evaluators planned for this evaluation ⁹ :	3
Type and year of past evaluations (if any):	No prior evaluations were conducted for Sub-programme II on Criminal Justice and Integrity

PROJECT OVERVIEW

The National Integrated Programme for Ethiopia (NPE), Sub-programme II (SPII): Criminal Justice and Integrity (2013-2019) (Project ETHX97) was created in 2012 and was funded by Norway, Sweden and the Netherlands, receiving a combined amount of \$ 5,167,682 USD for implementation by the UNODC Programme Office for Ethiopia (UNODC-POETH). The NPE was elaborated within the broader framework of the UNODC Regional Programme for Eastern Africa (ROEA) “Promoting the Rule of Law and Human Security 2009-2012/13” and the UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security in Eastern Africa 2016-2021”; and UNODC’s Strategic Frameworks (2014-2015; 2016-2017; and 2018-2019). The NPE aimed to contribute towards the efforts of the Federal Democratic Republic of Ethiopia (FDRE) to make Ethiopia safer from the threats posed by organized crime and illicit drug use while ensuring access to justice and the rule of law, and is based on the following three sub-programmes: Sub-programme I: Illicit Trafficking, Organized Crime and Border Management-aimed to support the FDRE in its effort to address illicit trafficking and organized crime, including through the strengthening of border control capacities. Sub-programme II: Criminal Justice and Integrity-aimed to support the FDRE’s efforts against corruption and to strengthen the criminal justice institutions by improving the effectiveness of investigation, prosecution, access to justice, fair trial and execution of penal sanctions, and by securing the protection of vulnerable groups. Sub-programme III: Drug abuse prevention, drug dependence treatment, HIV prevention, treatment and care- aimed to support the FDRE in its efforts to reduce the demand for drugs, prevent drug-related HIV infections, as well as HIV/AIDS in prison settings, and promote treatment to reduce health-related and social consequences of drug use.

The UNODC Programme Office in Ethiopia developed a subsequent programme – The National Plan of Action (NPA) that outlined the nature and scope of technical assistance to be provided to Ethiopia from 2019 to 2021. The National Plan of Action (2019-2021) is aligned with the UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security in Eastern Africa 2016-2021” which supports the efforts of countries in the region to better respond to evolving threats to national security as well as to

⁸ Including fees for evaluation team, travel, printing, editing, translation, interpretation, etc.

⁹ Please note that the recommendation for any UNODC evaluation is at least two independent evaluators, i.e. one Evaluation Expert and one Substantive Expert in the subject area of the project to be evaluated.

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promote the rule of law and human security. The National Plan of Action (2019-2021) aims to provide “a safer community, free from the threats posed by organized crime and drug use and confident in the integrity of the criminal justice system to provide access to justice” and has the following five pillars:

- Pillar 1: Countering Transnational Crime and Trafficking
- Pillar 2: Countering Corruption,
- Pillar 3: Terrorism Prevention,
- Pillar 4: Crime Prevention and Criminal Justice
- Pillar 5: Prevention of Drug Use, Treatment of Case of Drug Use Disorders and HIV and AIDS Prevention and Care

Sub-programme II: Criminal Justice and Integrity

UNODC as the custodian of United Nations standards and norms in crime prevention and criminal justice holds a mandate to support Member States in building fair and effective criminal justice systems and developing crime prevention programmes. More specifically, under Sub-programme II, UNODC-POETH remains the primary technical support provider in the criminal justice arena, which continue to be relevant to the long-term development of Ethiopia. UNODC-POETH’s assistance to provide to the FDRE and its partners across Criminal Justice in Ethiopia falls in line with its mandated activities which includes upgrading crime prevention and criminal justice systems as well as promoting the Rule of Law.

The role of UNODC-POETH remains to support the FDRE to achieve the outcomes outlined in the NPE through the delivery of technical assistance and capacity-building. UNODC-POETH is thus responsible and accountable for the quality of its support services as well as ensuring that they contribute to the desired outcomes. The programme mainly engaged with key Criminal Justice agencies including the Federal Office of the Attorney General (now Ministry of Justice), Federal Police Commission, Federal Prison Commission and Federal Supreme Court. Within the same period, UNODC has formed partnerships with various organizations including, but not limited to UNDP, UNICEF, OHCHR and ICRC.

The mainstreaming of Gender and Human Rights and Social Inclusion has been critical during the implementation of the project. This has been established through capacity building using UNODC-developed manuals and training schedules when dealing with various counterparts, especially at senior levels in order to facilitate trickling down of concepts and dissemination of knowledge. Some of the ways in which this was strengthened included as well as informing the various counterparts of the need to submit lists with 30% participation by women in workshops and/or trainings. UNODC has also continued to engage with other key stakeholders such as the Ministry of Women, Youth and Children. The Programme has also been deliberate in its engagement with Civil Society Organizations that focus on marginalized and vulnerable groups such as People Living With Disabilities (PLWDs).

Implementation following the onset of the COVID-19 pandemic in 2020 has been hampered as UNODC operations were affected by the pandemic, like many organizations globally. The period witnessed a slow uptake of implementation as well as a general decrease in staff morale with programme work moving purely online within a context of poor internet connectivity in the country and remote working arrangements not being practiced especially by government counterparts. The programme however seized the opportunity to provide immediate support to various government partners to prevent as well as contain infections in the respective institutions. The programme also provided ICT support to institutions to enable them undertake their usual duties in the context of the pandemic. With vaccination being implemented on a global scale and new COVID-19 cases decreasing steadily, the office has bounced back and is resuming normal activities including carrying out workshops and meetings in person.

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The Project's Objective:

NPE Sub-programme II: Criminal Justice and Integrity-aimed to support the FDRE's efforts against corruption and to strengthen the criminal justice institutions by improving the effectiveness of investigation, prosecution, access to justice, fair trial and execution of penal sanctions, and by securing the protection of vulnerable groups.

The Project's Outcomes:

1	National authorities adopt a sustainable broad-based National Crime Prevention Strategy and Action Plan
2	The Ethiopian justice system adopts professional standards, systems and legislative and administrative measures for improved effectiveness, accountability and integrity.
3	Ethiopian prosecution service adopts standards and strategies for greater efficiency, effectiveness and accountability.
4	Ethiopian authorities implement programmes to strengthen humane and secure imprisonment and reduce overcrowding in prisons by the use of alternatives to imprisonment and early conditional release
5	Ethiopian authorities implement measures to provide support to victims and witnesses, in line with international standards
6	The Government of Ethiopia adopts programmes for the improved protection of children in conflict with the law
7	The Government of Ethiopia expands programmes for improved access to justice for indigent, in particular vulnerable and at-risk-groups.
8	Anti-corruption efforts and Capacity to implement the National Plan of Action Strengthened in line with the UNCAC

II. PURPOSE AND SCOPE OF THE EVALUATION

Planned utilisation of the evaluation results ¹⁰ :	Donor reporting as well as project development of subsequent project proposals and design
Main users of the evaluation results ¹¹ :	Donors, UNODC senior management and programme management
Unit of analysis (full projects/segment/etc.)	Full project
Time period covered by the evaluation:	1 November 2012 – 30 September 2022
Geographical coverage of the evaluation:	Addis Ababa, Ethiopia

All findings and recommendations as well as the management response pertain solely to the UNODC project/programme being evaluated and is not in any way targeted to Member States, implementing partners or other entities that took part in this project/programme.

III. EVALUATION CRITERIA

The evaluation will be conducted based on the below selected relevant DAC criteria¹². All evaluations must include gender, human rights, disability inclusion and no one left behind. Ideally these are mainstreamed within the evaluation questions. Moreover, the evaluation needs to identify lessons learned¹³ and good practices. The evaluation questions will be further refined by the Evaluation Team in the drafting of the Inception Report.

¹⁰ e.g. inform the future development of the project or similar projects, for organizational learning, assess the success and areas of improvement of the project etc.

¹¹ e.g. senior management, programme management, stakeholders, beneficiaries, donors etc.

¹² <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

¹³ Lessons learned concern the learning experiences and insights that were gained throughout the project/programme.

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Criteria	Evaluation question
Relevance ¹⁴ : Is the intervention doing the right thing?	To what extent has the project been relevant to stakeholder's (e.g., governments, Member States, etc.) needs and priorities?
Coherence ¹⁵ : How well does the intervention fit?	To what extent has the project established and maintained appropriate partnerships, including with UN agencies, CSOs, academia, etc.?
Efficiency ¹⁶ : How well are resources being used?	To what extent has the project delivered outputs in a timely and efficient manner?
Effectiveness: Is the intervention achieving its objectives? ¹⁷ Impact ¹⁸ : What difference does the intervention make?	To what extent did the project achieve its intended outcomes and objective? If so, why? If not, why not?
Sustainability ¹⁹ : Will the benefits last?	To what extent are the benefits of the projects likely to continue after it ends?
Human rights, gender equality, disability inclusion and leaving no one behind ²⁰ : Has the intervention been inclusive and human rights based?	To what extent has the project design and implementation fully considered human rights, gender equality, social inclusion as well as marginalised groups, including people with disabilities?

IV. EVALUATION METHODOLOGY

All evaluations of the United Nations system are guided by the principles of human rights, gender equality, disability inclusion and leaving no one behind. Gender-sensitive and disability inclusive evaluation methods and gender-sensitive and disability inclusive data collection techniques are therefore essential to identify key gender issues, address marginalized, disabled, hard-to-reach and vulnerable population.

The methods used to collect and analyse data

¹⁴ Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.

¹⁵ The compatibility of the intervention with other interventions in the country, sector or institution

¹⁶ The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.

¹⁷ The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.

¹⁸ The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

¹⁹ The extent to which the net benefits of the intervention continue or are likely to continue.

²⁰ The extent to which the project/programme has mainstreamed human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups, including those with disabilities.

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ETHIOPIA SUB-PROGRAMME II: CRIMINAL JUSTICE AND INTEGRITY (2013-2019)

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a **mixed-methods approach of qualitative and quantitative methods** is mandatory due to its appropriateness to ensure that evaluation conclusions, findings, recommendations, and lessons learned are substantiated by evidence and based on sound data analysis and triangulation; as well as a gender-sensitive, inclusive, respectful and participatory approach and methodology to capture disability and gender equality issues. Special attention will be paid to: (i) ensuring that voices and opinions of both men, women and other marginalised groups, such as people with disabilities are heard (including gender related and disaggregated data, (e.g. by age, sex, countries etc.); (ii) ensuring an **unbiased and objective approach and the triangulation of sources, methods, data, and theories**. The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be included. The evaluation team will be asked to present a dedicated methodology in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, guidance, tools and templates. The evaluation team is also expected to use interviews, surveys and/or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the stakeholders of the project/ programme.

The final evaluation report will be externally independently assessed (facilitated by IES) and the final rating will be included in the report. Based on this assessment, the report may not be published if it does not meet minimum quality standards.

All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

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V. TIMEFRAME AND DELIVERABLES

Evaluation stage	Start date ²¹ (dd/mm/yy)	End date (dd/mm/yy)	Subsumed tasks, roles	Guidance / Process description
Finalisation ToR (2-4 weeks)	09/06/2022	21/06/2022	Initiate the evaluation in Unite Evaluation and upload ToRs; finalise draft ToR based on IES feedback; IES shares final draft with CLPs; PM to finalise ToR based on CLPs feedback.	Includes 1 week review by IES and 1 week review by CLPs; multiple revisions by PM based on IES and CLPs feedback; final clearance by IES; in parallel, outreach by PM to qualified evaluators (consultation with IES on potential candidates)
Recruitment (3-4 weeks)	22/06/2022	13/07/2022	Consult with IES on potential evaluators; PM manages full recruitment process ²²	Review and clearance of evaluators by IES before recruitment can be initiated by PM. Note: please follow the usual process for recruiting international/national consultants.
Inception Report, incl. desk review (2 weeks)	14/07/2022	04/08/2022	Kick-off meeting with PM and evaluators; desk review by evaluators, followed by draft Inception Report; Review by IES; clearance of revised Final Inception Report by IES	Includes 1 week review and clearance by IES; IES may participate in the kick-off meeting
Data collection (incl. field missions) (3-4 weeks) ²³	05/08/2022	02/09/2022	Field missions; observation; interviews; etc. by evaluators	Coordination of data collection dates and logistics by PM.
Analysis and draft report (3-4 weeks)	03/09/2022	24/09/2022	Data analysis and drafting of report by evaluators	Includes 1 week review by IES, followed by 1 week review by PM

²¹ Required preparations before the start: completed ToR; 1 week review of ToR by the Core Learning Partners; finalised ToR based upon comments received; clearance by IES; assessment of qualified evaluation team candidates; clearance by IES; recruitment (Vienna HR for international consultants requiring a minimum of 2 weeks; UNDP for national consultants which may take up to several weeks); desk review materials compiled.

²² Please follow the official recruitment process for international, regional or national consultants at UNODC.

²³ Data collection is currently likely to take longer than usual due to competing priorities of stakeholders and beneficiaries due to COVID-19. Data collection phase may imply on-line interviews, surveys etc instead of travel/face-to-face interviews.

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Draft report for CLP comments (1 week)	25/09/2022	16/10/2022	Review by IES; review by PM; revision of draft report by evaluators	
	17/10/2022	23/10/2022	CLPs review and provide comments to IES	CLP comments are compiled and shared by IES with evaluators
Final report, evaluation brief, PowerPoint slides, and External Quality Assessment (1-2 weeks)	24/10/2022	30/10/2022	Revision by evaluators; Evaluation report, 2-page Evaluation Brief and PowerPoint slides are finalised by evaluators based upon feedback by IES and PM; external quality assessment of report; completion of MR and EFP by PM	Includes 1 week review and clearance by IES of Final Report and Brief and 1 week review by PM of Brief and PowerPoint slides; 1 week for external quality assessment facilitated by IES
Presentation (1 day)	31/10/2022	31/10/2022	Presentation organised by PM.	Date of presentation of final results to be agreed between PM and evaluators; IES to be invited.

The UNODC Independent Evaluation Section may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

VI. EVALUATION TEAM COMPOSITION

Role	Number of consultants ²⁴ (national/international)	Specific expertise required ²⁵
Evaluation Expert	1 International consultant	Expertise in Evaluation methodologies and tools
Senior Expert	1 International consultant	Expertise in Criminal Justice reform
Substantive Expert	1 National consultant	Expertise in Criminal Justice reform

The evaluation team will not act as representatives of any party and must remain independent and impartial and must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations.

The payment will be made by deliverable and only once cleared by IES. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES. IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

VII. ROLES AND RESPONSIBILITIES IN THE EVALUATION PROCESS

Please ensure that the full evaluation process is managed through Unite Evaluations (evaluations.unodc.org)²⁶. All communication of preliminary, draft or final evaluation results needs to be reviewed and cleared by IES before dissemination

Evaluation stage	Project Manager	IES	Evaluation team
Overall	Provide management, administrative and logistical support to the evaluation process, as per IES's tools, guidance and templates, in line with UNODC Evaluation Policy, UNEG Norms and Standards, and DMSPC Guidelines for evaluation.	Ensure the independence, participation, and quality of the evaluation process, as per UNODC Evaluation Policy, UNEG Norms and Standards, and DMSPC Guidelines for evaluation –including the review and approval of all evaluation deliverables.	Submit deliverables on time and meeting quality standards, as per IES's tools, guidance and templates, in line with UNODC Evaluation Policy, UNEG Norms and Standards, and

²⁴ Please note that an evaluation team needs to consist of at least 1 independent evaluator – the Evaluation Expert – and ideally one Substantive Expert.

²⁵ Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

²⁶ The Unite Evaluations user manual for Project Managers is available [here](#).

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Evaluation stage	Project Manager	IES	Evaluation team
			DMSPC Guidelines for evaluation.
ToR	Draft, uploading to Unite evaluations and finalising	1 round of comments	
	Identify stakeholders and CLPs	Share ToR with CLPs for comments (1 week)	
	Compile the desk review material	Support the Project Manager in the identification of suitable evaluation team, when possible	
Recruitment	Identify potential substantive evaluators and experts		Submit all required documentation for the selection and recruitment process
	Propose evaluators and experts after consultation with IES	Review & clear proposed evaluation team before recruitment process starts	
	Administrative process and recruitment (in line with organisational rules and regulations for consultants)		
	Finalise the compilation of the desk review material		
Inception Report	Engage with the evaluation team and provide all required information, documents, stakeholder lists, schedule kick-off meeting etc.	Attend kick-off meeting as necessary, and provide relevant templates and guidance, review draft Inception Report in line with UNODC and UNEG norms and standards	Participate in kick-off meeting Draft Inception Report in line with UNODC templates and guidelines ²⁷
	Release payment once requested by IES	Clear Final Inception Report before any data collection can start	Provide Final Inception Report
Data collection and analysis	All logistical arrangements for the evaluators (including travel arrangements, set-up of interviews as requested, note verbales, etc.).	Provide guidance on the evaluation process to the evaluation team and/or the project team, as needed.	Conduct an independent, participatory and high-quality data collection.
	Timely travel arrangements, payments of DSAs, etc.		Implement the methods and tools developed in the Inception Report.
	Participate in de-briefings, as necessary		Engage with Project Management to request further information and assistance as required. Conduct de-briefings to PM, as necessary
	Provide further data, documents, stakeholders, etc. as requested by the evaluation team.		Conduct a thorough analysis to ensure triangulation of evidence.
Draft report	Provide further information to evaluators as requested		Provide a high-quality draft report, in line with UNODC and UNEG N&S
	1 review of the draft report for factual errors, once cleared by IES	Review of the draft report	

²⁷ <https://www.unodc.org/unodc/en/evaluation/normative-tools.html>

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Evaluation stage	Project Manager	IES	Evaluation team
	Release payment, once cleared by IES	Initial clearance or rejection of draft report	Incorporate comments of IES and consider those of PM
		Share draft report with CLPs (1 week)	Incorporate comments of CLPs.
Final report, Brief and Presentation	Complete Management Response and Evaluation Follow-up Plan	Facilitation of external quality assessment of the report.	Based on the external assessment, finalise the report, 2-page Evaluation Brief and PowerPoint slides.
	Review the 2-page Evaluation Brief and PowerPoint slides and organize an MS Teams presentation of the results to internal and external stakeholders	Final review by IES and either 1) clearance for publication or 2) non-clearance for publication if it does not meet UNODC & UNEG norms and standards IES to attend final presentation as necessary	Present the results as agreed with Project Management and as cleared by IES within 4 weeks of approval of the final evaluation report.
Release all outstanding payments, as requested by IES	Clear all deliverables for payment, once they meet UNEG Norms and Standards and UNODC evaluation policy, templates and guidelines.		
Follow-up	In case the report is not cleared by IES, use it exclusively for internal reporting (NOT for dissemination)		
	Yearly update on the implementation of recommendations.	Report on the implementation of recommendations to Member States and the Executive Director on an annual basis.	

ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

The Evaluation Team has been tasked with preparing a report on Final Evaluation of the **National Integrated Programme for Ethiopia Sub-Programme II: Criminal Justice and Integrity (2013 - 2019)** coordinated jointly by UNODC.

Interview informed consent form:

(To be read out before the beginning of the interview)

My name is ... and I am undertaking this assignment. Please take note of the following:

- Your participation in this Evaluation is voluntary and you may opt to withdraw from the research at any time.
- The interview will take 30-60 minutes and you are free to decline answering any questions you may not feel comfortable with

The interview responses will be kept strictly confidential. No specific details with respect to respondents' names, addresses, contact numbers will be disclosed.

- Should you have any questions regarding the research please feel free to contact the researcher, Miguel A. Lombardo at lombardo.m@outlook.es

Please verbally acknowledge that you have understood the information shared and provide your informed consent to participate in the study.

1 Process

1. Introduce myself and the reason for the interview (if not someone I have dealt with)
2. Ask for confirmation of name, job title
3. Read out informed consent and ask if they are comfortable
4. If they have prepared a written input (very helpful) thank them.
5. For all the questions they answer consider whether to explore:
 - What appear to be good practices that should be built on?
 - What lessons have you learned?
 - What recommendations would you have for strengthening this and making it more sustainable?
6. Finally explore the lessons
7. Thank the interviewee

2 Nature of the Sub - Programme

2.1 What is your perception of the work of UNODC work [IES3] [ML4] n building capacities for Criminal Justice and Integrity?

2.2 What role do your institution play in the system?

3 How the Criminal Justice System has evolved

3.1 What is your perception of the **demand** for CJ System improvements

- within Federal Government or Regional?
- from the UN Agencies or other multilateral institutions?
- Are there any other institutions that should be considered to support national priorities and the public policy cycle through capacity building on Criminal Justice?

3.2 Building **coherence and coordination**

- Does the UN in Ethiopia share a common framework of building capacities for Criminal Justice?
- Has support from the UN to CJ in Ethiopia been coherent and coordinated with other donors? What problems have emerged? How were these resolved?

4 Changes in outcomes (behaviour and performance)

4.1 What interventions have been particularly successful in promoting CJ and the motivation of policy makers to use evidence?

5 Sustainability and upscaling

5.1 How do you think the SP is likely to **evolve** in the next few years?

- What factors are influencing this going forward?
- Are other CJ programmes / initiatives emerging?

5.2 What **changes** could be made to strengthen the impact of the CJ and expand the system

6 Overall lessons the UNODC has learned

6.1 What are your recommendations for the role of the UN in supporting CJ in this country or more widely

6.2 What are your recommendations for roles of others

ANNEX III: DESK REVIEW LIST

UNODC DOCUMENTS

- National Integrated Programme for Ethiopia (2013-2016)
- ToR of Project ETHX97
- Annual Progress Report Project ETHX97 – National Integrated Programme for Ethiopia (Sub-Programme II) January - December 2014
- Guidance Note on Gender Mainstreaming in UNODC (2013)
- UNODC Regional Programme for Eastern Africa (ROEA): “Promoting the Rule of Law and Human Security in Eastern Africa in 2009-2012/2015”;
- United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems (UNODC 2013.)
- 2013 - 2021 POETH Criminal Justice Annual Reports (9 Reports in Total)
- UNODC Strategic Framework 2014-2015 for the United Nations Office on Drugs and Crime for programme 13 “International drug control, crime and terrorism prevention and criminal justice” (future A/67/6 (Prog. 13)) E/CN.7/2012/CRP.2

EXTERNAL DOCUMENTS

- Proclamation No. 1113/2019 Organization of Civil Societies Proclamation. Federal Government, FDRE
- Government of the Federal Democratic Republic of Ethiopia: Growth and Transformation I (GTPI) (2010/11-2014/15)
- Government of the Federal Democratic Republic of Ethiopia : Growth and Transformation Plan II (GTPII) 2015/16-2019/2020
- A Homegrown Economic Reform Agenda: A Pathway to Prosperity (Ed. 2020)
- Government of the Federal Democratic Republic of Ethiopia: National Crime Prevention Strategy (2019)
- Government of the Federal Democratic Republic of Ethiopia: Strategic Plan for an Integrated and Multisectoral Response on Violence Against Women and Children and Child Justice in Ethiopia
- Government of the Federal Democratic Republic of Ethiopia: National Free Legal Aid Strategy

ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Organisation	Number of stakeholders	Type of stakeholder (see note below)	Sex disaggregated data	Country(ies)
UNODC, Donor, Child Justice Project Office of Ethiopia	4	Program implementer	Male: 3 Female:1	Ethiopia, Kenya
Ministry of Justice, Police Commission and Federal Police, Federal Prison Commission, Amhara Region Attorney General, Amhara Regional Supreme Court, Amhara Prison Commission, Amhara Police Commission, Bahir Dar Prison	14	Government recipient	Male: 11 Female:4	Ethiopia
Ethiopian Human Rights Council, Amhara Judges and Prosecution Training Institute, Centre for Justice	3	Civil Society Organization	Male: 1 Female: 1	Ethiopia
Total:	Total: 21	Male: 15 Female: 6		
Note: A stakeholder could be a Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; Academia/Research institute; etc.				