



Ex Post Evaluation of DRL Rule of Law (ROL) Programs *Final Report – For Public Use*

U.S. Department of State, Bureau of Democracy, Human Rights, and Labor



Ex Post Evaluation of DRL Rule of Law (ROL) Programs *Final Report – For Public Use*

U.S. Department of State, Bureau of Democracy, Human Rights, and
Labor

November 18, 2019

Evaluation Team:

EnCompass: Kelsey Simmons, Lauren Else, Jonathan Jones, Kirsten Tanifum, Jelena Simmons, Crystal Cason, and Julie Harris

New-Rule: Scott Carlson, Kyra Buchko, and Malcolm Russell-Einhorn

Contact:

Jonathan Jones

Director, Evaluation, EnCompass LLC

Email: jjones@encompassworld.com

EnCompass LLC

1451 Rockville Pike, Suite 600

Rockville, MD 20852

Tel: +1-301-287-8700

CONTENTS

Table of Contents

ACRONYMS.....	III
INTRODUCTION	1
Purpose	1
Background and Context	1
Evaluation Design	2
Evaluation Strengths and Limitations.....	7
FINDINGS.....	9
Respondents’ Definitions of Key ROL Terms	9
Relevance.....	11
Impact and Sustainability	17
Enabling and Hindering Factors.....	21
Cross-Cutting: Local Stakeholders and Marginalized Populations	30
CONCLUSIONS AND RECOMMENDATIONS.....	34
Relevance.....	34
Impact and Sustainability	36
Cross-Cutting: Local Stakeholders and Marginalized Populations	39
Closing Statement.....	41
ANNEX 1: STRATEGIC FRAMEWORK	42

ACRONYMS

CSO	Civil society organization
DRL	Bureau of Democracy, Human Rights, and Labor
DRL/GP	Bureau of Democracy, Human Rights, and Labor, Office of Global Programs
HRDF	Human Rights and Democracy Fund
INL	Bureau of International Narcotics and Law Enforcement Affairs
LGBTI	Lesbian, gay, bisexual, transgender, and intersex (persons)
NGO	Nongovernmental organization
NOFO	Notice of Funding Opportunity
PWD	Persons with disabilities
ROL	Rule of law
SOW	Scope of work
UN	United Nations
USAID	United States Agency for International Development

Executive Summary

The State Department's Bureau of Democracy, Human Rights, and Labor's (DRL's) rule of law-related (ROL-related) programs span the entire breadth of the Human Rights and Democracy Fund (HRDF) portfolio. This ex post evaluation focuses on DRL's inventory of ROL-related projects that were supported by funding obligated during the period of Fiscal Years 2011 to 2016 and emphasizes lessons that can be learned to improve future ROL programming. Data collection involved a document review of 62 grants, five in-depth field visits, various virtual interviews with grantees and experts, and a survey of 33 DRL grantees representing 26 organizations, in addition to those interviewed. These data were systematically analyzed to assess the **relevance, impact, and sustainability of DRL ROL programs**. The Evaluation Team adopted an Appreciative Inquiry approach, which involved collaborative engagement with the intended audiences for the evaluation. To integrate their perspectives, the Evaluation Team facilitated a series of participatory feedback meetings throughout the evaluation design and implementation phases. These inputs have been synthesized and integrated into the overall data analysis, and are reflected in the findings, conclusions, and recommendations of the report.

In terms of program relevance, DRL project designs were perceived as responsive to a country's needs and priorities because they were created with local input to leverage windows of opportunity and reflect current political context. Grantees were successful in adapting to challenging environments by focusing on *wedge* issues (non-controversial points of entry), partnering strategically, and employing adaptive management approaches with their sub-grantees. According to grantees and sub-grantees, DRL's flexible and supportive management and willingness to take risks were critical success factors. Although DRL's programmatic focus was perceived as complementary to other ROL programming, DRL leadership and global experts reported challenges in coordination between and within donor agencies. At the country level, grantees and sub-grantees described coordination as ad hoc and grantee-driven.

Regarding programmatic impact and sustainability, the data revealed several distinct dimensions. Grantees, sub-grantees, and beneficiaries reported that DRL projects successfully contributed to improved justice systems and institutions—the supply side of ROL. They also stated that DRL projects successfully contributed to ensuring fairness and access to justice—the demand side of ROL. Further, these respondents said that when DRL projects successfully combined supply- and demand-side elements, they contributed to systemic ROL improvements, which expanded access to justice in a sustainable manner.

A variety of factors enabled this type of programmatic impact. For example, a large proportion of those interviewed and surveyed perceived engagement with government stakeholders as critical to the successful implementation of ROL projects, and grantees highlighted organizational and institutional capacity building as successful approaches for creating sustained and expanded knowledge and skills transfer. In terms of institutional capacity building, respondents highlighted locally driven technical assistance, including: CSO and governmental mentorship; formal group

training or instruction; and creation of publications, manuals, and information/media resources. Respondents cited strong partnerships, leveraging of networks/coalitions, and effective grantee and sub-grantee relationships as contributing to these types of programmatic success.

Conversely, a number of factors hindered programmatic success and the potential for sustainable impact. A lack of engagement with, and buy-in from, government stakeholders impeded project implementation and progress. Respondents also reported DRL's traditional emphasis on demand-side activities, to the detriment of addressing government needs and interests, as a hindering factor, but there was acknowledgement that, depending upon the program context, a demand-side focus may nevertheless be appropriate. Where obstruction or lack of support from certain groups or individuals, and limited capacity of partners, beneficiaries, and the public exists, respondents agreed that these factors compromised sustainable results. In some cases, respondents viewed DRL's and grantees' focus on short-term outputs instead of results or longer term outcomes as a limitation. Respondents noted that where strategic, long-term planning in project design and implementation was absent—including the lack of thorough needs assessments—sustainability was adversely affected. Moreover, DRL's relatively short project duration and limited funding were cited as complicating factors, and sub-grantees and beneficiaries remarked that the frequent lack of follow-up with activity participants and stakeholders limited the ability to accurately monitor and evaluate ultimate impact.

Spanning the above lines of inquiry, the Evaluation Team collected data on two cross-cutting issues: engaging local stakeholders and working with marginalized groups. While all respondents recognized the importance of local stakeholders' engagement, the degree of meaningful local input into strategic decision making was varied—both in regard to project design and implementation. Like stakeholders' engagement, the involvement of marginalized groups was not consistent, and respondents agreed that engagement of traditionally marginalized groups in project design and implementation was minimal, unless the project design directly targeted these groups. Consequently, in both cases, conclusions and associated recommendations identify areas for improvement.

Because this evaluation emphasizes learning, areas of improvement are addressed across all data collected and analyzed. In the final section, the Evaluation Team presents nine overall conclusions and offers 17 corresponding recommendations. The recommended measures are subdivided between DRL and grantees to clearly identify future roles and responsibilities. To provide readily accessible guidance on how to improve the conceptualization of future ROL programming, a proposed ROL Strategic Framework is included in Annex 1. As with all aspects of this evaluation, the Strategic Framework reflects a wide range of inputs gathered and distilled in a participatory manner during the evaluation from those with direct experience implementing DRL ROL programs.

INTRODUCTION

Purpose

The U.S. State Department’s Bureau of Democracy, Human Rights, and Labor, Office of Global Programs (DRL/GP) sought to understand the contribution of its rule of law (ROL) programs through an ex post evaluation that focused on relevance, impact, and sustainability of programming activities. DRL commissioned two evaluation firms: EnCompass LLC and New-Rule LLC to conduct the 14-month evaluation. The objectives of the ex post evaluation included: (1) understanding the extent to which approaches led to expected effects, and whether any positive or negative unexpected effects occurred; and (2) exploring whether approaches led to sustainable results. The overall goal of the evaluation was to derive evidence to inform strategy, including the development of an ROL Strategic Framework, undertaken by the Evaluation Team in collaboration with DRL and grantees (see Annex 1), and future funding decisions. DRL’s ROL-related programs span the entire breadth of the Human Rights and Democracy Fund (HRDF) portfolio. This ex post evaluation centered on DRL’s inventory of ROL-related projects¹ initiated in the 2011 to 2016 time period,² which cover a range of topics from judicial education to investigative journalism. The inventory includes 62 grants.

Background and Context

At its core, ROL requires that government officials and citizens be bound by, and act consistently with, the law, which is fairly applied by relevant state institutions and reflects the principle of fairness. ROL is a fundamental institutional principle in consolidated democracies. Several research studies indicate the importance of ROL in securing human rights, especially for vulnerable populations, and as a precondition for access to justice.³ Since its launch in 1998, DRL has drawn on the HRDF to support ROL programming in an effort to promote democracy and human rights around the world. DRL’s programming focuses on fostering *demand* to strengthen the application of ROL principles by empowering civil society organizations (CSOs) and activists to secure fair, effective, and non-discriminatory enjoyment of human rights before justice sector institutions. Simultaneously, DRL works to strengthen *supply* by enhancing the professionalism and capacity of justice sector

¹ We use the term *ROL-related* to reflect the reality that in many cases, the projects in question have themes or interventions related to ROL, even if their overall name and/or thrust are associated with other characteristics or topics.

² Some projects could still be ongoing, but to be considered in scope, they must have started in the 2011–2016 period.

³ See: Apodaca, Claire. 2004. *The Rule of Law and Human Rights*. Judicature 87, p: 292: “The United Nations Secretary-General has provided a widely accepted definition of rule of law as ‘a principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards. It requires, as well, measures to ensure adherence to the principles of supremacy of law, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty, avoidance of arbitrariness and procedural and legal transparency.’ Report of the Secretary-General: The rule of law and transitional justice in conflict and post-conflict societies (S/2004/616).”

institutions to enforce rights. When *demand* and *supply* sides work in concert, ROL systems are strengthened and access to justice is increased.

Evaluation Design

Participatory Evaluation Process

The Evaluation Team believes that evaluations are more useful, accurate, and powerful when they are developed in collaboration with the intended audience. To integrate the perspectives of this evaluation's primary audiences, the Evaluation Team facilitated a series of participatory feedback meetings throughout the design and implementation of this evaluation.

Design: The team began with a 1-day design workshop held on November 5, 2018, in Washington, D.C., with 33 participants from DRL and several implementing organizations. To reach a wider array of DRL stakeholders, the Evaluation Team facilitated a virtual design session, on the Adobe Connect online conferencing platform, with five stakeholders from different grantee organizations on November 15, 2018. To capture the perspectives of key stakeholders who could provide critical insights into the portfolio, but could not attend the virtual or in-person workshops, the Evaluation Team conducted six additional virtual design interviews via Skype with those stakeholders.

The evaluation design was informed by the scope of work (SOW) for this evaluation; participants' inputs from the participatory design meetings; a review of programmatic, evaluative, and strategic documents of grants DRL prioritized; and several meetings with DRL technical staff.

Implementation: At each stage of implementation, the team worked closely with DRL program officers and grantees to make sure data collection tools were appropriately tailored to each country's context. The team asked DRL grantees who were implementing ROL projects during this time period for the names of key stakeholders from their projects and the best way to contact them. Select grantees were also involved in piloting the grantee quantitative survey (see Evaluation Methods and Sampling).

Validation and dissemination: The Evaluation Team believes that if findings are not understood or contain inaccuracies, the likelihood that they will be used to inform future programming is reduced. For this reason, the Evaluation Team conducted a Findings Validation session on September 6, 2019, with DRL program officers and leadership. In this meeting, program officers shared comments and reflections about findings that particularly resonated with them, surprised them, and/or needed clarification or additional analysis. On October 15, 2019, following initial feedback from DRL on findings, the Evaluation Team facilitated a co-creation session with DRL to validate conclusions and recommendations. Taking into account DRL's inputs, the Evaluation Team completed two versions of this Final Report: an internal version, specifically to inform DRL's funding and programming planning; and an external version, redacted as appropriate for a wider audience within and outside U.S. Government donors' community.

Evaluation Questions

Building off the evaluation questions in the original SOW, the Evaluation Team worked with DRL to incorporate inputs from participants during the design meetings to reframe questions. See Exhibit 1 for evaluation questions.

Exhibit 1: Evaluation questions

Relevance

- To what extent were approaches relevant to the needs of project participants and communities?
- Where operating environments changed or were challenging, in what ways did implementing partners adapt approaches to align with evolving needs of communities?
- In what ways were DRL-funded activities and approaches complementary to, coordinated with, and/or duplicative of other government- or donor-funded initiatives?

Impact

- In what ways has the portfolio contributed to (1) improving justice systems and institutions, and (2) ensuring fairness and access to justice?

Sustainability

- Did project approaches lead to sustainable effects beyond project end dates? Which approaches contributed to sustainability? What constrained sustainability?

Evaluation Methods and Sampling

The Evaluation Team used a participatory and Appreciative Inquiry approaches to frame the mixed-methods data collection effort. Data collection methods and numbers are presented below (Exhibit 2), and respondent group numbers reached through qualitative interviews (field visit and virtual) are presented in Exhibit 3.

Exhibit 2: Overview of data collection by method



Document Review

More than **90** documents across
32 countries



Virtual Interviews

17 interviews with grantees, sub-grantees, DRL leadership, and global experts



Field Visits

118 interviews with grantees, sub-grantees, and beneficiaries



Survey

33 grantees representing **26** organizations

Developing a strategic framework: Using data collected during design activities, the Evaluation Team developed a preliminary strategic framework employing an outcome mapping process that laid out pathways for (1) DRL ROL program actions, (2) actions of beneficiaries and other actors DRL strives to influence, and (3) the system-level changes DRL seeks to achieve. To ensure the ROL strategic framework is aligned with context, the draft was validated through data collected at Appreciative Inquiry Workshops held during country visits and additional evidence identified across other data collection sources. These data were used to inform the final strategic framework (see Annex 1).

Sampling Overview

DRL grantees have varying demands and needs, and they face different enablers and constraints. To better understand the diverse needs and experiences of DRL officer and grantee stakeholders, and ensure their voices are heard, the Evaluation Team used oversampling techniques in data collection. Specific sampling strategies for the data collection methods are discussed in the following sections.

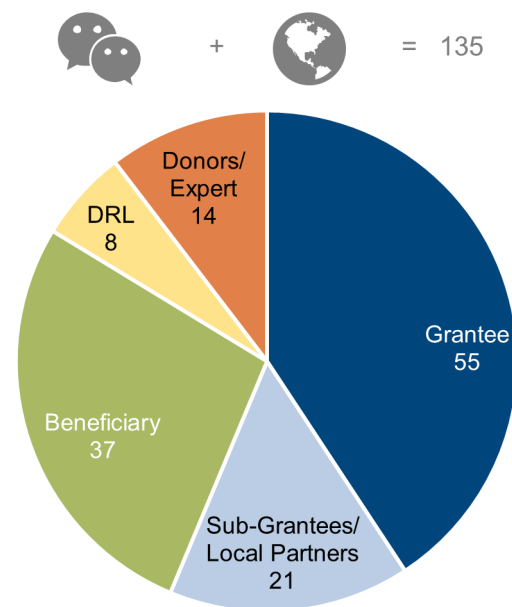
Document Review

Grant-level documents: The Evaluation Team followed a two-stage process for reviewing documents—first for the purpose of in-depth field visits, then a portfolio-level review. Across both reviews, teams coded documents in Excel, according to evaluation questions and strategic framework categories. Documents reviewed included: requests for proposals; monitoring plans; evaluations; technical assistance materials; and a sample of quarterly, annual, and final reports.

- **Field visit countries:** Teams conducted in-depth reviews of grant-level documents prior to country visits, and used the reviews to frame data collection tools, sample, and analysis.
- **Portfolio-level evaluation:** The Evaluation Team examined grant-level documents from all 62 projects DRL staff designated as ROL-related during the time period in question. The sampling strategy was purposive, based on DRL’s advice and initial themes raised during field visits. The Evaluation Team stratified the sampling by regions of the world, different types of ROL-related programming and thematic areas, and stakeholder type.

Strategy-level documents: The Evaluation Team conducted four in-person document review sessions, sampling DRL policy and strategy documents related to ROL-focused or ROL-related programming, including federal bureau strategies, operational plans, and other relevant materials that were deemed confidential. These documents were used to inform field-visit data collection tools and analyzed to illuminate report findings and conclusions.

Exhibit 3: Qualitative interviews (field visit and virtual) by respondent type





Field Visit Data Collection

In field visit and virtual interview data collection (below), the interviews elicited information about: (1) the interviewees’ direct experience with DRL ROL-related programming; (2) perceptions of the programs’ contribution to access to justice, and improvements in relevant government agency and CSO capacities; (3) perspectives on the differential impact of various programs on vulnerable groups and the differential impact of various approaches on program outcomes; and (4) feedback on how to improve ROL programs’ strategy, design, interventions, or implementation.

In addition to evaluating the global document portfolio, the Evaluation Team conducted five field visits to obtain detailed implementer/beneficiary perspectives on the evaluation questions. DRL determined the sample group of countries based on the following criteria: (1) total number of closed ROL projects within a region; (2) total funded amount in each region; (3) time frame of the last evaluative activities in the region (i.e., whether it had been multiple years since the last evaluation); and (4) feasibility and security of conducting fieldwork. Based on security and feasibility concerns, the original list of field-visit sites was adjusted several times before the target countries were confirmed, including a country for which data collection had to be conducted virtually.

Pilot: The Evaluation Team used one country’s field visit as a pilot. After this field visit in March 2019, the team used this experience to: refine data collection tools (interview guides for grantee, beneficiary, donor, and expert respondents); adjust Appreciative Inquiry Workshop design; and share feedback on facilitation, logistics, and design with rest of the Evaluation Team. The final breakdown of field visits, projects, and grantees represented is presented below in Table 1.

Table 1: Field visits by project and grantee numbers

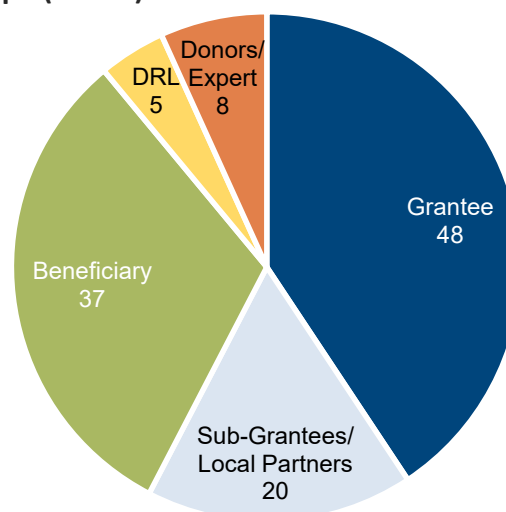


The Evaluation Team used a predominantly purposive approach, mixed with snowball sampling.⁴ For the initial purposive phase, the Evaluation Team consulted with the appropriate DRL points of contact for each country who suggested grantees that would be the most suitable to speak to from the grants DRL had highlighted as relevant and high-priority. The Evaluation Team then held introductory calls with each grantee to solicit advice on key stakeholders to interview, request review of data collection tools, and acquire insight into the most secure methods for communicating with partners and beneficiaries. Next, the team used snowball sampling by asking each point of contact and interviewee to suggest other relevant stakeholders to be interviewed.

⁴ In snowball sampling technique, the evaluation team asks initial respondents who else, given the topic, would be useful to interview. Purposive sampling refers to a technique used to sample that is based on characteristics of a population and the objective of the study.

The team spent 7 to 12 days in each country, conducting individual and small-group interviews across grantees, sub-grantees, beneficiaries, and other relevant stakeholders (Exhibit 4). Interview guides were adjusted based on stakeholder’s type and interviewee’s knowledge of the DRL program. At the end of each visit, the team invited all interviewees to attend a participatory Appreciative Inquiry Workshop. Across all workshops, between one-third to one-half of those invited were able to attend. Using appreciative visioning⁵ and outcome mapping,⁶ the workshop sought to clarify the DRL ROL strategic framework from a respondent’s perspective and explore in-country implementers’ perspectives on lessons learned from ROL programming thus far.

Exhibit 4: Country visits by stakeholder type (n=118)



Virtual Interviews

To ensure variation and expand the sample beyond country-level fieldwork, the Evaluation Team conducted virtual interviews with 17 stakeholders around the world, representing the following groups: (1) DRL leadership; (2) ROL experts; and (3) DRL grantees across three countries not examined in the field visits. The purpose of these interviews was to obtain an external perspective on how other donors and actors implement ROL programs (experts), and hear from DRL’s internal leadership. Grantees from the third group were chosen due to the projects they supported in regions not covered in field visits and projects that had a specific focus on ROL issues related to marginalized populations (women). See Table 2 for a complete list of stakeholders interviewed across these categories.

Table 2: Virtual interviews

Virtual Interview Stakeholders	Total
Country-level	8
ROL experts – global	6
DRL leadership	3
Total	17

In collecting these data, the team used purposive and snowball sampling. For country-level and DRL leadership interviewees, DRL staff provided the Evaluation Team with key stakeholders they thought could represent other perspectives on DRL projects. For global ROL experts, the Evaluation Team

⁵ Appreciative visioning asks participants to envision what the future would look like if the DRL ROL portfolio as a whole were greatly successful, then outline what intermediate steps must happen for this vision to be achieved.

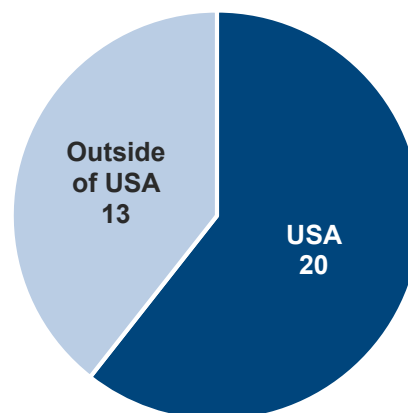
⁶ Outcome mapping promotes an understanding of what DRL (or DRL’s ROL portfolio) can directly control through its own actions, the grantees’/implementers’ actions it aims to influence, and the ultimate impacts it seeks to achieve.

recommended relevant stakeholders to interview, then asked the opinion of these stakeholders on any other individuals to interview.

Online Survey

To gather additional data from DRL ROL program stakeholders outside the geographic scope of data collection activities, the Evaluation Team employed a grantee online survey (grantee survey). The grantee survey had a 45-percent response rate: 33 grantees representing 26 different organizations based inside and outside the United States completed it (Exhibit 5). The survey built on country virtual and in-person interviews to further validate emerging themes from the interview data. For a copy of survey questions, see Annex 6.

Exhibit 5: Regions/countries where survey participants are currently based (n=33)



Evaluation Strengths and Limitations

Strengths

This evaluation used highly collaborative and participatory approaches to generate findings, conclusions, and recommendations that would be the most useful to key stakeholders, including DRL program officers and grantees. The participatory process, involving key stakeholders and audiences, enabled alignment with the evaluation’s primary purpose—to develop a set of lessons DRL can leverage into a forward-looking strategic framework focused not only on the “what” of DRL’s work, but also on the “who” and “why.” Using this participatory process to frame evaluation questions and validate findings helped make sure evaluation products met end-user needs.

The Appreciative Inquiry approach helped build trust with respondents, especially those operating in sensitive environments. Deep engagement with grantees and sub-grantees ensured an ethical, secure, and rigorous approach to project sampling, and resulted in a high level of participation by individuals the Evaluation Team contacted.

To reduce bias, the Evaluation Team helped shape the criteria for selecting the sample of countries and respondents to secure equitable representation. At the same time, the team collaborated closely with DRL to use adaptive approaches, adjusting the sample when needed due to concerns about stakeholders’ safety and security. Furthermore, the Evaluation Team combined activities aimed at collecting data related to the evaluation and development of the strategic framework. This strengthened both products, especially the strategic framework, which is informed by diverse voices from the field.

Limitations

Like most investigations of large and diverse portfolios, this evaluation faced a trade-off between depth and breadth of analysis. Resource constraints and security considerations restricted the number of remote and in-person interviews that could be conducted, and limited the team to five in-depth field visits across two geographic regions. Due to security concerns, field-based data collection was modified—in one case, to conduct all interviews virtually, and in another, the field-visit country was completely changed.

DRL selected the field visit and virtual countries based on the potential to learn from previous successes and challenges, and its assessment that the evaluation activities in those countries could be conducted safely. Given the sensitivities around data collection focused on ROL issues, interview participants were selected in close consultation with DRL and grantees. DRL grantees facilitated most initial contacts both due to their knowledge of the projects, and to ensure safety and security of partners and beneficiaries. While this approach could be seen as potentially biasing the sample, it is typical in evaluations of sensitive and risky democracy and governance programs for the grantees to act as gatekeepers to data collection respondents. Without grantees' involvement, data collection respondents are often reluctant to speak to the evaluator. Grantees also often provide evaluation teams with important guidance on how to engage respondents with minimal risk. To mitigate this bias, the Evaluation Team used snowball sampling to conduct additional interviews with other stakeholders. Across countries, the short window of time for data collection required that the Evaluation Team prioritize interviews the most likely to provide evidence to inform responses to the evaluation questions.

The 62 ROL projects covered under this portfolio have produced extensive documentation on programming, and there is significant relevant practitioner and academic literature on ROL issues. Despite this wealth of source materials, resource constraints meant that the Evaluation Team could review only a subset of the large quantity of documents potentially available to them. Finally, the ex post nature of this evaluation also limited data collection. Due to the nature of DRL programming, beneficiaries in some countries could not be reached because of security concerns and/or the time that had elapsed since project implementation.

FINDINGS

Findings presented below are based on data triangulated across all data sources mentioned above. Quotations used in the report are representative of the body of evidence the team gathered in support of the findings, and are meant to be illustrative of broader themes supported by the evidence. Findings are organized by the evaluation question categories of relevance, impact, and sustainability, and include a section on the cross-cutting themes of engaging local stakeholders and marginalized populations. Informing the findings are respondents' definitions of key ROL terms, which follow below.

Respondents' Definitions of Key ROL Terms

The Evaluation Team asked respondents⁷ to define the following key terms in their own words: *rule of law*; *sustainability*; and *marginalized populations*. In addition, although not asked directly, perspectives on *supply- versus demand-side interventions* were an unexpected outcome of data collection. Respondents' answers provide insight into grantees', sub-grantees', and beneficiaries' perspectives of ROL, and help explain the findings in this report. Below, we describe these definitions according to the evaluation respondents, contrasting more traditional definitions where relevant.

Rule of law: This evaluation was informed by the United Nations (UN) definition of the Rule of Law: “[A] principle of governance in which all persons, institutions and entities, public and private, including the state itself, are accountable to laws that are publicly promulgated, equally enforced, and independently adjudicated, and which are consistent with international human rights principles.” When asked for their definition (without referencing the UN or any other definition), interview respondents articulated a range of future-end states, most of which transcended their own project work, but emphasized improvements in the status of both the state and state officials as duty bearers, as well as citizens as rights holders, in accordance with basic human rights concepts.⁸ Several respondents referenced the centrality of an independent judiciary and working democratic institutions to the ROL and access to justice. Many respondents spoke of a hope their societies would not only be rule-based and committed variously to justice, fairness, non-discrimination, and fidelity to international human rights standards, but also provide good governance in the form of responsiveness to societal needs and effective service delivery. A large number of respondents also mentioned the importance of ending corruption and impunity. Some indicated the significance of championing the rights of the poor. In many, if not most cases, their definitions reflected the aspiration to reverse limitations on ROL they have experienced.

Sustainability: DRL was interested in learning more about how stakeholders defined sustainability. Across respondents, definitions reflected the concept of “impact continuing beyond the life of a

⁷ Throughout the report, when mentioning *respondents*, the Evaluation Team refers to all interview and Appreciative Inquiry Workshop participants, across all respondent types (grantees, sub-grantees, and beneficiaries).

⁸ United Nations. 2003. *The UN Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Programming*. See <http://hrbportal.org/the-human-rights-based-approach-to-development-cooperation-towards-a-common-understanding-among-un-agencies>.

project,” with one donor calling sustainability the “seeding of generational change.” Responses from sub-grantees and beneficiaries often focused on the more immediate outcome of a particular project or activity, and considered the achievement of a particular result indicative of sustainability. The most frequently cited examples and indicators of sustainability are listed in Exhibit 6.

Exhibit 6: Indicators and examples of sustainability

- Replication/growth/geographic expansion of training and other activities
- Ongoing/expanded dissemination and use of project publications, materials, or resources
- Knowledge transfer that is demonstrated or applied
- Continued access to information
- Empowerment of public through awareness of rights/ROL issues
- Implementation and monitoring of laws and policies
- Improvements to structures and processes, with a process for ongoing refinement and augmentation
- Capacitating local actors and organizations to work independently and/or better
- Durable networks and ongoing professional relationships
- Building on lessons learned and integrating results in subsequent projects
- Lasting changes that are institutionalized, with country/counterpart ownership

In addition, DRL noted that pushback or resistance from authorities to project results can reflect positive impact or sustainability. Both DRL and grantee respondents acknowledged that financial sustainability in a traditional sense might not be realistic given the relatively short time frames and modest budgets of most DRL projects, as well as the need to view success from a long-term perspective. Still, numerous respondents considered DRL grantees’ or local partners’ ability to secure funding from other donors an indicator of sustainability.

Marginalized populations: In grantee quarterly reports, there was no mention of criteria for who was included in *marginalized populations*. Respondents had various definitions of who was considered marginalized or underserved across countries. Most considered the majority of the population as marginalized. As one grantee explained, “It is hard to define because in any specific event/issue, if you are against the government, no matter what social class you belong to... you are vulnerable.” However, when pressed further, grantees, sub-grantees, and beneficiaries reported other, more traditionally marginalized/underserved groups, including (in order of reporting): women; religious and ethnic minorities; urban populations; rural populations; youth and children; farmers; lesbian, gay, bisexual, transgender, and intersex (LGBTI) persons; and the disabled.

Supply- versus demand-side interventions: Most U.S. Government donors refer to supply-side programming as working with government institutions to *supply* justice services, and demand-side programming as focusing on supporting citizens and CSOs to *demand* these services and their effective provision.⁹ When most effective, this relationship involves a cyclical, mutually reinforcing process that strengthens ROL systems, increasing access to justice in the process. DRL programs engage the supply side, demand side, or both. In terms of the latter, respondents reported a substantial amount of programming that, indeed, incorporated supply and demand components in a

⁹ USAID. 2013. *Strategy on Democracy, Rights, and Governance*. See https://www.usaid.gov/sites/default/files/documents/1866/USAID-DRG_fina-6-24-31.pdf

systemic relationship—for example, where government actors are supported to improve the supply-side provision of certain laws, information, or services, and civil society actors assist in these efforts from the demand side and/or hold government institutions to account for an adequate, effective legal and regulatory framework and justice services.

Relevance



This section details findings regarding the **relevance** of DRL ROL programs, emphasizing respondents' perceptions and data on:

- The extent approaches were relevant to the needs of project participants and communities
- Ways implementing partners adapted approaches to align with evolving needs of communities in operating environments that changed or were challenging
- The extent to which DRL-funded activities and approaches were complementary to, coordinated with, and/or duplicative of other government- or donor-funded initiatives
- DRL's management and support in relation to grantees' projects

Relevance Across Changing and Challenging Environments

1

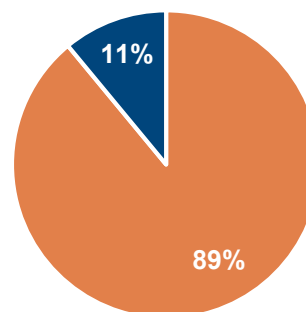
DRL project designs were perceived as relevant and responsive to a country's needs and priorities because they were designed with local input to leverage windows of opportunity and reflect current political context.

A majority (89 percent) of grantee survey respondents reported that Notices of Funding Opportunities (NOFOs) were relevant to ROL-related issues in the countries where they work (Exhibit 7). Interview data across grantees, sub-grantees, beneficiaries, and other donors and experts in the field further supported this evidence.

Grantees and sub-grantees noted that because of the overwhelming scope of problems related to ROL, all projects focused on improving the justice system were deemed relevant.

Respondents perceived the projects as relevant because they addressed issues they saw as the most pressing to ROL progress in that country at the time. These areas were different and included topics that are not always considered traditional ROL issues, such as: economic, environmental, and investment law; focus on consumer protection; public financial management; and women's rights. Respondents highlighted DRL's approach to building and expanding capacity across supply- and demand-side actors as increasing a project's relevance across a wide range of stakeholders. This was particularly true when projects were specifically designed to tackle the problem from both supply and demand sides. As the following quote describes, one project was seen as the most successful when it was able to build the capacity of lawyers to demand more

Exhibit 7: Survey respondents' perception of NOFO relevance (of those who reported NOFOs were applicable, n=27)



- NOFOs overall addressed relevant issues
- NOFOs did not address relevant issues

objective fact-finding practices, as well as legitimize the role of a lawyers or other actors within the court.

The projects are very relevant – there are two aspects: first, we can make courts realize lawyers are useful. Lawyers can help them find the truth; second, the lawyers themselves realize that lawyering is a technique, not a relationship. (Sub-grantee/local partner)

While local stakeholders' engagement in project design varied across projects (see also Cross-Cutting: Local Stakeholders and Marginalized Populations), respondents agreed on the relationship between the degree of local stakeholders' engagement in design and success in meeting the project participants' and community's needs. Across respondents, there was also agreement that projects that engaged local stakeholders earlier and were considered more "demand-driven" were perceived as more relevant.

Everything we did under the project was demand driven. That for me is key in ensuring relevance... [It is] Highly relevant, you know, [that] the project allowed our sub-grantee to respond directly to what was the TOP priority at the time in 2014–2015 that had been shared with us by our local partners. (Grantee)

Projects that took advantage of windows of opportunity or were reflective of current political contexts were seen as the most relevant. Windows of opportunity included new governments coming into power, or government actors who were perceived as more open and willing to work with civil society. In three countries, grantees and sub-grantees reported designing projects that leveraged existing civil society actors or coalitions to create relationships with new government ministers that were described, in one case, as "much more relaxed, less bureaucratic and more people-friendly" (Document review). Grantees and sub-grantees also highlighted DRL's ability to take advantage of transitional periods to advance ROL. For example, in one country, projects were designed to both implement new laws and build the capacity of CSOs to hold the government accountable during a transitional period. Global pressure also provided opportunity to expand existing projects. A review of DRL final reports revealed that DRL saw an opening for accelerated programming and easing of political tensions in one country context, and grantees requested a 12-month extension to advance original objectives. Similarly, in another country, grantees capitalized on government's interest in increasing their budget transparency rating after a low score on the internationally recognized Open Budget Survey compared to other countries in the region.

All of our projects try to take advantage of legal reforms that we had researched [and] were on the legislative agenda so, for the duty lawyers' program, our local partner had knowledge that those reforms were coming in the pipeline and that our project could be influential in shaping those. (Grantee)

In countries where new windows of opportunity did not exist, grantees and sub-grantees stated that DRL supported projects were reflective of current political contexts. For example, in two countries, grantees reported their projects were designed to build on the most recent legislative agenda, focusing attention on the pressing legal issues in the current political context.

2

Grantees have been successful in adapting to challenging environments by focusing on *wedge* issues, partnering strategically, and employing adaptive management approaches with their sub-grantees.

Laws and decrees specifically targeting civil society, new democracies, transitioning governments, and unstable governments all presented significant challenges with regard to the design and implementation of projects reflective of constantly changing environments. To anticipate and adapt to these challenges, grantees used three main approaches: (1) focusing on *wedge* issues; (2) creating strategic partnerships; and (3) practicing adaptive management of projects.

Focusing on wedge issues: A *wedge* issue is one that can advance core tenets of ROL, while not being seen as politically sensitive.

Examples of how grantees used *wedge* issues in their projects can be seen in Exhibit 8. Note that, while some of these issues (e.g., advocacy for LGBTI rights) are seen as highly sensitive in some contexts, respondents in certain other countries reported these to be ideal *wedge* issues that were seen as non-threatening. By focusing on *wedge* issues, grantees and sub-grantees reported that they were able to make progress, while still building relationships with key government stakeholders.

Partnering strategically: Grantees reported relying on local partners to know which groups had established relationships with key government partners, and who would be seen as legitimate and non-threatening. This often included partnering with universities, private-sector institutions, and CSOs with existing connections. In certain contexts, these partnerships emerged in response to closing spaces for civil society that compelled grantees to change whom they were working with mid-way through a project. One strategy grantees used was to shift from direct CSO engagement to working with universities and private-sector actors, who had fewer restrictions and could work with CSOs indirectly. In one country, grantees collaborated with private companies on corporate social responsibility portfolios and, in the process, worked to connect CSOs and labor groups to the same companies, with the aim of enhancing CSOs' capacity to receive private-sector funding in the future. In other instances, CSOs reorganized themselves as private-sector entities to avoid further restrictions.

Exhibit 8: Grantees' examples of *wedge* issues

- A focus on passage of **civil society legislation** as opposed to freedom of information legislation.
- Advocacy and training around the practical implementation and interpretation of **specific domestic laws** that indirectly or partially advance international human rights standards and greater government accountability
- Training for legal professionals focused on certain **economic and social rights** rather than civil or political rights, which could provide a more acceptable entry point for many ministries of justice
- A focus on less controversial or politically sensitive issues for that particular context—**environmental protection, domestic violence, and disability, LGBTI, or women's rights**—even through otherwise bold avenues, such as **strategic litigation**

Because we chose organizations that were strategic about... working productively with governments and not creating political controversies... that was instrumental and critical at the time, with very effective and very positive results. (Grantee)

Grantees' flexibility and adaptive management: Grantees and sub-grantees reported that their ability to change focus and activities throughout their projects was critical to success in volatile environments. A review of grantees' quarterly and annual reports showed that grantees most commonly modified timelines and work plans, or realigned activities with changes in laws or circumstances. Examples include: targeting the same number of attendees in fewer events; delaying activities and applying for a no-cost extension during government crackdowns; and modifying and adapting project objectives to fluctuating sociopolitical and security environments.

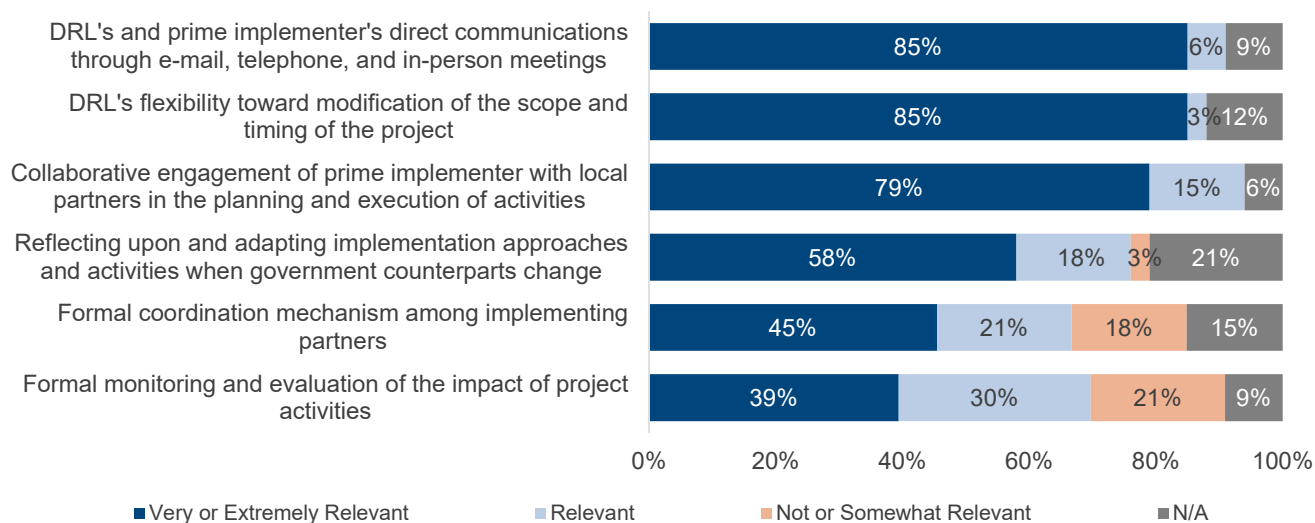
DRL Management and Coordination

3

DRL's flexible and supportive management and willingness to take risks were reported as critical to grantees' and sub-grantees' success. While most respondents cited DRL's political acumen as a strength, program grantees in one country context noted limitations in certain specific situations.

Almost all grantees reported that DRL's supportive management was essential for successful programming, particularly in adapting to challenging environments. In the grantee survey (Exhibit 9), 85 percent of respondents stated that DRL's flexibility on project scope and timing was very or extremely relevant to their success. This perspective was confirmed across interviews, both virtual and field visits, with grantees who cited DRL's flexibility, such as willingness to quickly administer no-cost extensions or permit changes in SOWs, as the most critical support. Many respondents also spoke favorably of DRL's flexibility in branding requirements. Most grantees and sub-grantees said that not having to use U.S. Government branding was an asset. However, in two countries, grantees reported that U.S. Government branding helped them gain legitimacy from government stakeholders. Some sub-grantees described frustration with the inflexibility of financial reporting requirements and contracting, but these were, in some measure, attributable to issues with grantee management and communications. For example, one local sub-grantee complained about the recordkeeping involved for a time and materials contract.

Exhibit 9: Survey respondents' rating of the level of importance of the following activities in adapting to challenging environments



Grantees' perspective on DRL's political acumen was mixed. Grantees from three countries appreciated DRL's willingness to take risks by providing funding in countries and on issues other donors are hesitant to support. Further, most grantees and sub-grantees perceived DRL program officers as allies who understood the challenging environments grantees operated in and demonstrated openness to working through problems together.

DRL was very brave in a way to let implementers... utilize this footprint of women's rights from an Islamic perspective, which we found very, very effective. (Grantee)

What happens during tense times is that funders are pulling out. They said we cannot do this, it's hopeless, but knowing that DRL support continues is a huge confidence booster – for lawyers, it's like a shining hope that not everyone is giving up. (Grantee)

However, respondents in one country context felt DRL was not sufficiently sensitive to the potential implications pushing forward programming in certain situations had for grantees and sub-grantees. Grantees noted instances where “[sub-]grantees could not take our money because of DRL's stance on other [politically sensitive] issues, and funding of other partners that they thought we didn't know about,” and where groups “have to think twice about taking State Department funding because we think it is seen as a black mark in our book....” (Grantee).

4

While DRL's programmatic focus was perceived as complementary to other programming efforts in the ROL development context, DRL leadership and global experts also reported challenges in coordination between and within donor agencies. At the country-level, grantees and sub-grantees described coordination as ad hoc and grantee-driven.

DRL leadership stated a need for DRL to improve and speak in “one voice,” as well as focus on coalescing around key priorities that affect their projects. Other U.S. Government donors reported a need for a “coordinated interagency ROL” strategy. DRL staff perceived their engagement with the United States Agency for International Development (USAID) as insufficiently collaborative. DRL

program officers felt the relationship with USAID was a “one-way street,” where DRL is required to initiate coordination with little incentive for USAID to reciprocate. The Bureau for International Narcotics and Law Enforcement Affairs (INL) was also seen as having more of a focus on institutional development, working almost exclusively with governments and supply-side actors. Some DRL leadership staff, on the other hand, saw their role as holding both groups accountable through their work with civil society.

DRL’s ability to rapidly address discrete, small, needed changes. DRL helps to fill gaps that larger assistance—and lengthier—programs may not be able to achieve quickly. Connective tissue role. Their projects can bring together other system strengthening programming.
(Donor/Expert)

Other donors and experts did not see DRL’s work as duplicative, but as filling a gap by supporting smaller projects and projects that are closer to civil society. However, these same partners also stressed the need for more information sharing and meaningful collaboration both at country and global levels. While recognizing challenges in information sharing given the sensitivity and confidentiality of projects, they suggested moving toward alignment “even thematically, if not financially and operationally... to really push more learning and information-sharing as well” (Donor/Expert).

From grantees’ perspective, donor and grantee coordination was essential and could improve. While only 45 percent of grantees in the grantee survey (see Exhibit 9) reported that a *formal* mechanism for coordination among implementing partners was very or extremely relevant, grantees emphasized the importance of DRL’s yearly implementer conferences. They also expressed their appreciation for the exchange of ideas and experiences among grantees within countries and across regions, as well as training on a variety of project design and management skills, including monitoring and evaluation. With respect to country-level donor coordination, respondents reported the lack of a consistent coordination strategy. Coordination across donors was perceived to be largely grantee-driven. Grantees tended to coordinate with other DRL projects by creating organizing councils and working groups, and forming individual relationships with other donors and implementing partners working in the space. The following quote, from a government beneficiary, reflects this notion:

[The grantee] has tried to create an organizing council, but it is [sic] not yet been implemented. The Embassy of [REDACTED] is planning to support a Council of Europe project on rule of law, and we have a need to coordinate. (Beneficiary)

5

DRL grantees reported that DRL funding is largely complementary and they used it to expand on, coordinate with, or multiply the impact of funding from other donors.

In interviews with DRL leadership, they confirmed a desire for their grantees to coordinate and leverage funds from other donors. Grantees reported that due to the relatively small amount of funds and short funding time frames, they often leveraged DRL funding with other donor funding in a variety of ways (Exhibit 10). Overall, they were satisfied with the complementary nature of DRL funding and flexibility to work across these actors.

Exhibit 10: Examples reported by grantees of the complementarity of DRL funding

Approach	Example
Phased approach	A grantee used this approach to planning from the beginning to have various donors fund each phase of projects. DRL funded the first phase, while another donor funded the second phase.
Using multiple donors at the same time	A grantee used funding from DRL and INL because INL's funding was more focused on "technicalities of judicial process, raising transparency and accountability." They also used funding from another foreign ministry to work with civil society, which they described as necessary because they "didn't want to focus only on the government, because there was a gap between civil society and the government, and through this grant we continuously address this" (Grantee).
Passing the baton	In one country context, grantees reported using DRL funding to expand and "supercharge" budget transparency work they had previously worked on with European donors.
Expanding upon DRL's work	Grantees in one country reported that they received funding from the another foreign government to continue a project started under DRL.

Impact and Sustainability



This section details findings regarding the **impact and sustainability** of DRL ROL programs, emphasizing respondents' perceptions and data on:

- Ways the ROL portfolio contributed to improving justice systems and institution (supply-side interventions)
- Ways the ROL portfolio contributed to ensuring fairness and access to justice (demand-side interventions)
- The extent to which project approaches led to sustainable effects beyond project end dates

Supply-Side Interventions

6

Grantees, sub-grantees, and beneficiaries reported that DRL projects successfully contributed to improved justice systems and institutions—the supply side of ROL.

Interview respondents emphasized the importance of DRL addressing supply-side ROL elements, from program design through implementation. In a majority of contexts, grantees typically involved government counterparts from the executive, legislative, and/or judicial branches of government, both at the national and local levels. Respondents perceived the engagement of government counterparts as integral to the impact of these projects. Indeed, some outcomes could not have been realized without government's cooperation at certain stages of program activities. For example, in one country context, respondents cited government actors' support as essential in implementing a new law or fostering transparency of government ministries.

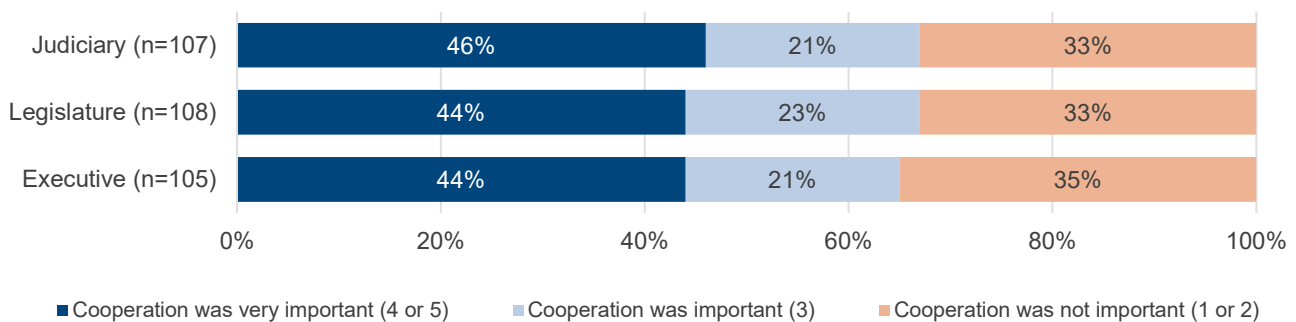
Grantees also reported that traditional methods of engagement, such as legal training of government actors, play an important role in expanding perspectives—from introducing new concepts, such as

consumer protection, to changing the mentality of those who enforce the law, such as understanding the special considerations involved in judicial proceedings that address gender-based violence.

In the traditional [country] procedure, non-continuous case handling/trials were the rule—cases would go on, episodically, for years. Now, using the protocol, several courts are showing that justice can be rendered more promptly and fairly with evidence that is fresher. (Beneficiary)

Interview and survey results further confirmed the importance grantees put on supply-side actors. Across virtual and in-person interviews and in the grantee survey, respondents were asked to rank, on a scale of 1 to 5, the relative level of importance of different supply- and demand-side actors for their ROL programming. When aggregating data from both data collection methods, the Evaluation Team established that respondents noted supply-side actors’ (executive, judiciary, and/or legislative) involvement as important or very important more than 60 percent of the time (Exhibit 11).

Exhibit 11: Qualitative and survey respondents who indicated that cooperation with executive, judiciary, and legislature stakeholders was applicable



Supply-Side Impact Examples

- Reform of court procedures (Beneficiary)
- Promotion of budget transparency (Sub-Grantee)
- Enabling internal oversight mechanisms (Grantee)
- Implementation of legal rights (Grantee)
- Increasing the capacity of justice sector professionals (Grantee)
- Legal education reform (Document Review)

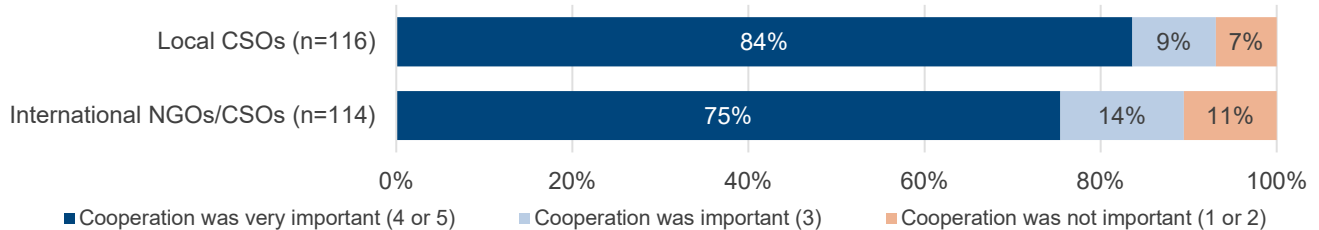
Demand-Side Interventions

7 Grantees, sub-grantees, and beneficiaries reported that DRL projects successfully contributed to ensuring fairness and access to justice—the demand side of ROL.

There was consensus across respondents that working with citizens and CSOs was integral, if not essential, to the impact of their demand-side activities. The combined interview and survey results further confirmed that, when grantees reported demand-side involvement as applicable, CSO involvement—local and international—was considered important or very important vast majority of the time (Exhibit 12). Qualitative and survey respondent data showed that local CSOs’ involvement

was very important or important 93 percent of the time, and international nongovernmental organizations' (NGOs') involvement 89 percent of the time. As with the supply side, the projects involved addressed a wide range of topics, from holding government accountable for services in one country context, to empowering journalists to investigate and report on legal issues in another.

Exhibit 12: Qualitative and survey respondents who indicated that cooperation with local CSOs and international NGOs/CSOs was applicable



Often, respondents referred to capacity building as an essential element to achieve impact in programming. The scope of the capacity-building efforts varied depending on program objectives and other circumstances, but they tended to focus on professional skills, organizational capability, and/or networking and collaborating. For example, a legal aid clinic program involved increasing legal skills, creating CSO organizational capacity to operate in a mobile environment, and networking with other providers of social services. In interview and document review data, grantees reported capacity-building activities as evidence of their most significant impact: training citizens and professionals on new rights and how to access them; developing manuals and guides that allowed trainees to reinforce their knowledge and train others; using online information platforms to share knowledge to hold government accountable; and building CSOs' capacity to advocate for and enforce rights. Regarding the latter, the interview data highlighted both the importance of strategic litigation to proactively enforce rights and legal aid services to defend against state's infringement on rights.

Establishment of the legal aid clinics. The fact that we have managed to go to places without formal justice systems. We have made a difference providing information, psycho-social help, and assistance filing complaints... [c]reating a mild level of community organization and investment, you receive larger benefits. (Grantee)

Demand-Side Impact Examples

- Building capacity for investigative journalism (Beneficiary)
- Strategic litigation to enforce rights (Grantee)
- Legal aid services (Grantee)
- Public awareness of rights (Grantee)
- CSO watchdog capacity (Document review)
- Advocacy-strengthening skills and initiatives (Sub-grantee)

Interventions with Supply- and Demand-Side Elements

8

Grantees, sub-grantees, and beneficiaries reported that DRL projects successfully combined supply- and demand-side elements to contribute to systemic ROL improvements. Grantees stated that when this occurred, their projects expanded access to justice in a sustainable manner.

Where projects successfully combined supply- and demand-side elements, respondents observed that the impact of these activities was mutually reinforcing, and they emphasized that engagement of the two kinds of programming at the same time enhanced the prospects for sustainable ROL results. Understanding that the ROL presupposes that certain justice sector services are both provided and used effectively, respondents identified project activities that facilitated collaboration between government, citizen, and CSO stakeholders in the provision and use of legal frameworks and justice services as important to effective, lasting, and systemic impact. Such projects ranged from CSOs engaging the parliament to liberalize laws, to CSOs working to build criminal procedural capacity across defense and prosecutorial professionals.

Regardless of the activities involved, certain common features of such project contexts emerged, including: (1) a combination of government counterpart(s) with sufficient political will and CSOs and citizen activists with adequate technical capacity to engage them; (2) mechanisms for convening government and CSO professionals to share perspectives; and (3) the existence of common objectives so that collaboration yields mutual benefits. In terms of the latter, respondents highlighted the Open Government Partnership and the Extractive Industries Transparency Initiative as international initiatives that promote and provide a structured way for CSOs to engage with government counterparts on ROL issues in a systemic manner.

We have an Open Government Partnership unit that is reform-oriented. This unit is exceptional within the [redacted] administration. They work closely with CSOs. This is not the rule. You will be surprised. (Grantee)

Although positive results were reported in projects that engage both supply- and demand- sides, the data revealed that support for this type of engagement was not uniform across projects. For example, the survey results revealed that 25 percent of grantees did not consider the supply side of the equation to be applicable to a given project.

Systemic Impact Examples that Combine Significant Supply- and Demand-Side Programming

- Public participation in rulemaking and legislation (Grantee)
- CSO–government technical collaboration (Grantees and Beneficiaries)
- Public–government feedback mechanisms to enhance service delivery (Global expert)
- Joint diagnosis of justice sector challenges (Beneficiary)
- Expanding state’s legal capacity and authority in new technical areas (Document review)
- Increased access to justice through mobile courts (Document review)

Enabling and Hindering Factors



This section details findings regarding the **enabling and hindering factors**, and specifically highlights:

- Factors that respondents believed had a significant influence on project’s relevance, impact, and sustainability
- Factors that cut across a wide variety of projects, whether of a predominant supply- or demand-side nature, or those having a strong hybrid profile

Enabling Factors

9

Most respondents perceived engagement with government stakeholders as critical to the successful implementation of ROL projects. Respondents highlighted multiple methods for engagement with government stakeholders.¹⁰

As mentioned in Finding 8, a variety of grantees, beneficiaries, and experts familiar with DRL programming indicated that various types of engagement with government stakeholders were important to many ROL projects’ successful implementation. Some of these engagements were more or less organized partnerships with certain government agencies whose role was vital to the project’s core objectives (e.g., in a judicial training program or a justice sector reform/innovation project).

In other cases, a government institution was integrally involved in some aspect of a project based on its expertise or contacts with other key stakeholders and sectoral specialists. In yet other situations, DRL grantees pointed to mechanisms used for regular information-sharing with government actors—for example, a project steering committee with some government stakeholder membership, regular government official participation in workshops or training programs, and working groups that tackle a particular implementation task. Grantees and beneficiaries saw all of these as facilitating dialogue and relationship building, and relevant to problem-solving around the implementation of laws or regulations, the setting of particular standards (e.g., certain protocols or procedures), or aligning project activities with government priorities. For example, grantees and sub-grantees reported that in one country context, a working group with diverse lawyers, CSO members, and government participation was particularly influential in a criminal procedure reform project that sought to clarify the protocols for arrests by police and citizens’ right to consult a lawyer. Similarly, several grantee

Engagement with Government Stakeholders: When Is It Necessary?

- Nature of the project may demand it (e.g., judicial training or law reform initiatives)
- It is inherent to building trust between CSOs and the government
- Problem-solving, standard-setting, and/or alignment with government priorities may require it
- Leveraging of such relationships and influence may be critical to ensuring project implementation and continued stakeholders’ participation

¹⁰ From respondent and expert interviews, as well as project documents.

representatives and beneficiaries reported government–CSO coordination was vital to a justice reform activity in one country aimed at creating effective procedures for reporting and following up on gender-based violence claims.

We generated evidence from our coalition information, especially in the access to justice space... pilot work that the government should include in its legal reform. And these were, in fact, included in the government’s forward-looking strategy... We also promoted the first protocol on cooperation between indigenous law authorities and the formal legal framework regarding criminal justice. (Sub-Grantee/Local Partner)

In certain instances, a number of grantee and beneficiary respondents pointed to the importance of stakeholders’ engagement to the building of trust between CSOs and the government. This was not only necessary, in some cases, to advance a reform agenda with affirmative government help, but also in other cases, to allay fears in government circles about a particular activity and ensure at least acquiescence in continued work. One local CSO partner, for example, noted that despite some distrust of particular government officials, political activist staff met with them at a workshop and even received helpful information about whom to approach in the parliament for assistance.

In still other cases, according to several grantee representatives, certain government officials or institutions can serve as champions to leverage key relationships within government circles and ensure continued stakeholders’ participation in certain activities. This was mentioned by a beneficiary with regard to the issue of CSO registration and an influential interlocutor in parliament, and by an NGO grantee involved in improving journalists’ capacity to cover justice sector topics: “There is a... think tank, We leverage our relationship with them to get the judges to the table.”

10

Grantees reported organizational and institutional capacity building as successful approaches for creating sustained and expanded knowledge and skills transfer.

When asked about sustainable impact of program activities, respondents highlighted examples where organizational and/or institutional capacity was strengthened across supply- and demand-side actors. Both the interview and document review data demonstrated that building this type of new capacity within an institution or organization enhances the impact of existing activities, and creates new resources for expanding the original scope and reach of program activities. Regarding internal capacity, respondents highlighted new knowledge, processes, and skills applied to obtain new funding and/or enhance the technical impact of programming. In terms of expanding scope and reach after the project, the data demonstrated: (1) pilot programs that were later adopted by organizations that were not original beneficiaries; (2) ongoing CSO networks; (3) trusted relationships with government counterparts; (4) professional networks of journalists focused on the investigation of legal issues; and generally, (5) the transfer of skills and knowledge to individuals, organizations, and institutions beyond the original project’s scope. These types of project impacts were reported in various contexts, but respondents did not cite such results uniformly, and interview data also reported that project impact ceased when DRL funding lapsed because the activities were not continued under local sponsorship.

They took those skills and they were able to apply for other funds using those same skill sets. Very unglamorous work, but DRL was quite good about that... some organizations that survived until today survived in part due to creative approaches to funding and applying lessons that they learned from DRL. That's been really great. (Grantee)

Approaches to Sustainable Impact Examples

- Revision and expansion of government legal education curricula (Grantee)
- Increased CSO capacity to apply for funding and continue work (Sub-grantee)
- Pilot reforms that were then adopted and expanded upon (Grantee)
- Partnerships and/or networks that continue after project completion (Beneficiaries)
- Establishment of CSO–government working relationships (Document review)

11

Respondents reported various types of locally driven technical assistance as important for achieving impact. This includes CSO and governmental mentorship, formal group training or instruction, and creation of publications, manuals, and information/media resources.

Interview respondents in case study countries reported that a variety of forms of locally led technical assistance have anchored successful implementation experiences. Grantee survey respondents located in other countries reported many of these forms of technical assistance were deemed effective approaches to enhancing sustainability. Grantees and beneficiaries alike cited diverse examples of implementation success in the three categories.

Mentorship was mentioned by several grantees and beneficiaries, encompassing work with both state and civil society organizations. On-the-job mentoring and problem-solving helped address immediate process or policy matters, but also led to longer term organizational growth.

[We worked] with 7 pilot courts and were able to solve issues they were working on, as a team... one-on-one... to think in systemic terms... To get to know the players and encourage them to work within the system. [We] also highlight the importance of having court officials who are “trauma informed...” and [understand victims] and their ability to work with justice officials in handling cases. (Grantee)

Formal training on legally relevant topics, often but not always through established training institutions (and usually involving criminal law and procedure or other substantive subjects), was somewhat less frequently mentioned during the sample of interviews. Still, a number of grantees stated it formed an important stream of work in several projects, either as a focal point or as an intermittent element in a broader array of technical assistance-related programming. Many beneficiaries, both from government and civil society, said they benefitted from participatory adult learning methodologies.

Further, this theme was more prominent in the document review. Quarterly and annual reports often documented grantee-led training activities to build capacity of legal professionals, such as judges and lawyers, law enforcement personnel, and government officials. These training activities often focused on building participants’ capacity to effectively provide legal services, as well as better

understand the needs of the public and/or clients; some even included training-of-trainer programming. Certain grantees also monitored and reported on capacity-building training successes.

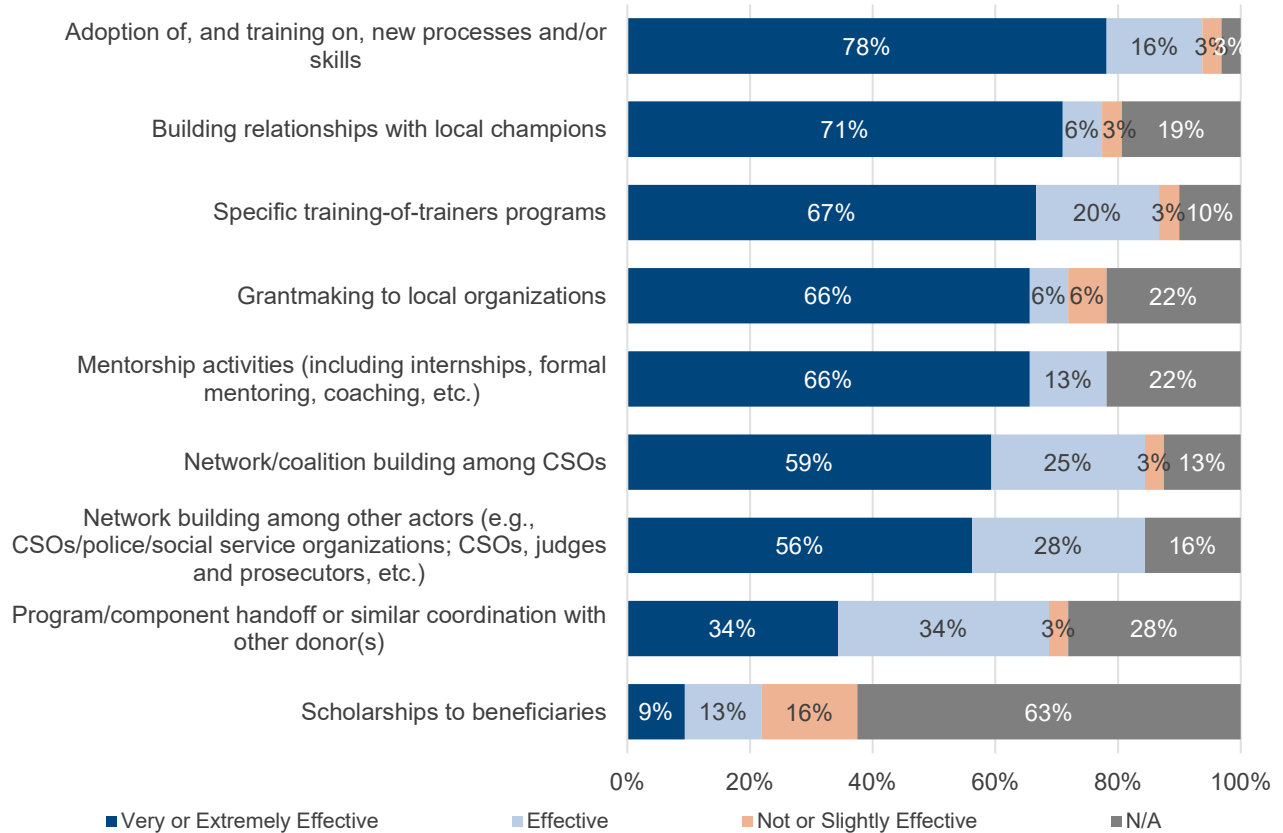
The project finished with strong signs of momentum for replicating duty lawyer training piloted by the project, as well as for building participatory methods into other future legal training. (Grantee, Document Review)

Publications, manuals, and resources: Respondents mentioned assistance with the development and publication of various kinds of manuals and other resources as a key complementary aspect of many different projects' successful programming. Sometimes, the manuals and other training materials were simply circulated after formal training activities to serve as further reference guides and a basis for further instruction, as was the case in one country with training on criminal justice reform. In other cases, programs were designed specifically to generate such materials as a matter of public awareness and ongoing information sharing. For example, during an interview, a grantee working on natural resource extraction transparency noted that "[O]n the world's premier website for extractive industry documentation, [country] now ranks number one for the percentage of contracts disclosed," in part due to the grantee's substantial work populating the website with relevant information.

Today... the police and judges have increased knowledge of their duties... [and] access to documents that will continue to benefit them for life. Many lawyers and judges did not have access to laws and basic information. (Beneficiary)

Grantees survey respondents expanded on interview data and cited a number of the technical assistance avenues as enhancing chances for sustainability (Exhibit 13). Grantees assessed as very effective the following modalities, respectively: training (78 percent), building relationships with local champions (71 percent), training-of-trainers programs (67 percent), mentoring (66 percent), grantmaking to other local organizations (66 percent), and coalition/network building (59 percent).

Exhibit 13: Survey responses – effective approaches for ensuring sustainability (n=32)



12

Document review and interview respondents reported that creation of strong partnerships and leveraging networks/coalitions across diverse expertise facilitated useful information sharing, which in turn, contributed to sustained project impact.

Document review showed that over half of the projects outside the case study countries reported supporting activities that involved fostering of coalitions and networks. Various kinds of coalitions were cited as important adjuncts to success in four countries. This includes: a network that facilitated opportunities for formal, direct interaction between citizens and their local government officials about community development; a project’s support to the development of networks concerned with resource extraction transparency; and a consortium engaged in significant policy dialogue with parliament during the period 2013–2014.

In one country, informal partnerships with various organizations that possess different expertise were cited as crucial to the increased capacity and effectiveness of a grantee focused on gender justice, sexual orientation, and gender identity-related issues. The grantee reported that it “continues to expand partnerships with allied communities of social workers, mental health professionals, and educators to expand advocacy and information networks” on such topics.

Respondents also mentioned systematic information sharing as an important way to connect different civil society groups and individual justice sector actors (lawyers, journalists, civil society activists) while raising their skill and awareness levels. Across countries, there were examples of

informal information sharing among a wide range of journalists, groups interested in criminal justice reform, and in one country context, by various CSOs who all shared a variety of legal texts and training materials published in local languages.

We are a member of a coalition of 13 [groups], where the majority are from [resource production areas]. Next week, we will meet with them on [REDACTED].... The coalition is very engaged. They approached local authorities about social and environmental [issues]. [A partner organization website supported by another grant] was useful, and we gave them information... [and] we continue to coordinate with them. (Grantee)

Across these contexts, a number of respondents pointed out the importance to successful CSO connectivity of certain groups that had deep roots in local society, and who, in turn, could rely on a civil society environment that was generally strong and vibrant (documentation reviewed from grantees working in two countries also attested to this). At the same time, they emphasized the importance of information sharing and networking that directly strengthened organizational and professional capacity of participating groups.

13

Many DRL and grantee respondents reported that effective grantee and sub-grantee relationships, as well as staff with strong leadership, excellent local reputations, and key relations greatly enhanced projects' success.

Many DRL and grantee respondents pointed to strong grantee and sub-grantee leadership and staff as a major contributor to project success. These leaders and staff were seen as not only technically competent and historically grounded, but passionate about their work and highly skilled at building relationships and maintaining strong local reputations. An international grantee marveled at a local grantee representative's "ability to operate at all different levels and in all different parts of the country, his ability to improvise and get this done; it's pretty remarkable." A grantee in another country context pointed out that local sub-grantees "were very collaborative and civil in interacting with the government." Also, these groups had a high degree of "credibility" and "a very clear agenda" they "followed very strictly."

We [were] lucky to have a great local coordinator... who was well known and respected in the community. Her leadership and ability to train and connect with all kinds of people was very key. (Grantee)

[There was] key leadership exhibited by [the grantee local director, who is a] very effective lawyer and bridge-builder. [She] establishes incredibly collaborative relationships with individuals within the political and judicial establishment... She is great at building strong formal alliances through partnerships with the Magistrates Council, with politicians, and with law faculties. (Grantee)

Hindering Factors

14

Respondents reported that a lack of engagement with, and buy-in from, government stakeholders impeded project implementation and progress. According to some respondents, DRL's emphasis on demand-side activities, to the detriment of addressing government needs and interests, also limited projects' impact.

A significant hindering factor for success centered around lack of engagement with and/or buy-in from government stakeholders. Beneficiaries reported in interviews the negative effects of apathy, limited knowledge, or instability among a range of government officials and stakeholders. Examples of these impediments found in the document review include: difficulty in securing a memorandum of understanding with parliamentary committees; attorney general not renewing project agreement; and councilors' political interference. In some countries, elections proved to be a constraint because political campaigns left candidates unable to dedicate time to project activities, forcing rescheduling or postponement.

The lack of stability in the Ministry really complicates coordination and implementation. The most recent person came from the Ministry of Education without any background. This has been one of the main challenges. Some of the Director Generals have been pushed out. (Beneficiary)

Numerous grantees, experts, and staff with DRL reported that DRL activities largely focus on the demand side of ROL, with one expert commenting that, because DRL funding was small, they did not tend to focus on institutional development and “[m]inistries frequently get overlooked.” Beneficiaries in two countries noted that the reach and scope of activities and projects were not large, and project funding was not sufficiently aimed at integrating with existing state institutional needs or budget realities, which limited impact. According to a beneficiary, “it would have been better if policy and decision-makers had been targeted.”

Regarding design of the project, [DRL's] approach can be too CSO-focused. You cannot have impact without a multi-stakeholder approach. We need a budget to have activities targeting government. We were afraid to lose the funding opportunity. We wish that was included in the NOFO. (Grantee)

15

Respondents noted that obstruction or lack of support from certain groups or individuals, and limited capacity of partners, beneficiaries, and the public, all hindered sustainable impact.

Grantees, sub-grantees, and beneficiaries indicated that key actors who either failed to support or intentionally undermined project activities or personnel impeded projects' success. For example, a grantee reported that a well-connected “intellectual” who felt threatened made false allegations against the grantee, which hindered the full adoption of the protocol the project was focused on. Grantees also reported that a lack of support from influential stakeholders slowed down the progress or limited the impact of their activities.

[P]articularly around our work on EAW [Elimination of Violence Against Women] law, we encountered some imams that were much more conservative and much less supportive of some of the work that we were doing. That was challenging... [W]e were hoping that we could convince some of these religious leaders, and with some of them we really, really couldn't get their buy-in. (Grantee)

In addition, respondents noted that where partners, beneficiaries, and/or the public lacked knowledge, skills, and/or capacity, project success was adversely affected. Examples of limitations in skills and capacity grantees, sub-grantees, and respondents reported include: the lack of local consultants with expertise on relevant substantive areas; inexperienced judicial officers, ministry officials, and personnel, and/or those who lack needed capacity; low public literacy levels; and insufficient awareness of legal rights among public, especially youth.

Sixty percent of the country was not well educated previously... now 75%. There is a lack of knowledge of the criminal code and justice system. People do not know their rights and what court fees are appropriate. (Beneficiary)

16

Sub-grantees and beneficiaries indicated that projects' success was sometimes hindered by DRL's and grantees' frequent focus on short-term outputs instead of results or outcomes. Across all respondent groups, the absence of strategic, long-term planning in project design and implementation, including the lack of thorough needs assessments, was reported as negatively affecting sustainability.

Several sub-grantees and beneficiaries noted that the focus of projects (implemented between 2011 and 2016) was more on outputs than outcomes. Grantees focused on the immediate, short-term outputs of project activities, such as the delivery of training courses, but neglected to conduct follow-up. A smaller sample of grantee representatives also conceded this point. Respondents cited the difference, for example, between being involved with the passage of a law and supporting its implementation. A number of sub-grantees and beneficiaries highlighted the lack of strategic planning, including where relevant, plans for integration with national institutions, as well as the absence of adaptive monitoring and evaluation tools and processes to track longer term outcomes and impact. Other beneficiaries, including some that are involved in training programs, pointed to an insufficient outcome orientation in some projects—especially those featuring one-off training activities—which led to a failure to define achievable goals and an exit strategy. In some cases, where there were no subsequent meetings or contact with training participants, sub-grantees reported that “trainees received one exposure, and it was speculation on their part as to what was retained.”

The programs are too short and the expectations too high. Shifting objectives between grants dilutes results. Short projects promote “rushing.” We don't pause to consider the changes in the environment. (Grantee)

Half the NGOs were thinking that getting the cases accepted is a win. [It is] understandable... but if you want to take a bird's eye view, if these organizations could... think about what we want to achieve with this case beyond getting it through the court system... give them tools to

assess what is strategic litigation and purpose of that, and we think they didn't really do that.
(Sub-Grantee)

Several respondents cited the lack of an adequate needs assessment that reflected local inputs and priorities, which could either be conducted before or at the beginning of a project. A beneficiary noted that “the assessment team had already done some of this work before I got there, but it was very vague and lacked detail.” Another beneficiary highlighted the importance of a needs assessment to understand where there were technical and geographic gaps in the implementation of law, while another emphasized that “evidence-based needs assessments are important across a range of issues.”

I have the feeling that the project developed a module for the judiciary without a needs assessment. This might be the reason why, since then, there has been no training [on the particular focal subjects] for the judiciary. (Beneficiary)

However, DRL’s most recent strategy (released in 2018) highlights the necessity of long-term engagement, as well as the importance of supporting and fostering partnerships with a wide range of stakeholders, including CSOs, business associations, labor unions, and others.

17

Grantees, sub-grantees, and beneficiaries reported that insufficient financial resources and short project duration hindered success. They cited deficiencies in infrastructure and financial systems as further barriers to success.

A number of beneficiaries reported that projects’ impact was constrained by what they considered to be insufficient participation of or outreach to key stakeholders. This situation was often linked to a lack of adequate financial resources, which among other things, limited the overall coverage of content for a particular training activity or, as one grantee noted, the failure to employ additional potentially sustainable training-of-trainers approaches. In other cases, grantees remarked that narrow geographic reach—for example, not including rural areas or disadvantaged urban areas either because of limited resources or program design—also reduced projects’ impact. They often made the connection between the lack of financial resources and project’s duration as a reason for their limited geographic reach.

One area where I am less confident is the professional communities of women lawyers... because the pool is so small, I have concerns whether that aspect of project will be able to replenish. (Grantee)

Numerous grantees and beneficiaries stated that insufficient time, relative to a project’s goals, greatly hindered success, and that even if grants were frequently renewed, the short base periods (typical initial contract periods were reported to be 18 to 24 months) and uncertainty about renewal (including submission of extension proposals) made it difficult to adopt a longer term vision. Of the 62 grants assessed, 40 percent (25) lasted 1 to 2 years, and 56 percent (35) lasted from 3 to 5 years. However, these project lengths included approved extensions throughout the life of

the grant. Based on themes from interview data, there is a likelihood that out of the 56 percent of projects that lasted 3 to 5 years, many had a shorter base period.¹¹

Beneficiaries noted that not only the overall duration of the project, but training activities themselves were often too short (lasting in some cases only a couple of days), which affected the overall coverage of content as well as retention and application, especially where no follow up and/or monitoring and evaluation occurred. Beneficiaries also stated that projects were too brief to achieve any real sustainability, with one commenting that “the program did not last long enough to achieve its objectives despite the fact that the results of the program are still relevant and there is still such a need for this work.”

18

Sub-grantees and beneficiaries reported on the lack of follow-up with activity participants and relevant project stakeholders. In cases where grantees reported continued and expanded application of skills and knowledge or access to justice, many were unable to validate this expansion beyond their sub-grantees.

Numerous sub-grantees and beneficiaries highlighted that projects failed to follow up with program participants or other beneficiaries after training or other activities. While grantees and sub-grantees stated that enhanced knowledge among beneficiaries was evidence of sustainability, others reported they could not make that leap.

We received evaluation forms, but there was no follow-up. I believe this is difficult. Project organizers would have to have personal contact with each of the participants. (Beneficiary)

While one grantee reported expanding resources and activities to new regions as evidence of progress, another said evidence of continued use of resources was unclear. A few sub-grantees mentioned the lack of a learning focus in the activities’ design. They did not have the evidence to determine whether or not the activity was sustainable.

There should be continuing impact from these materials being out there, but again, we haven’t been able to go back there and know for sure. (Grantee)

Cross-Cutting: Local Stakeholders and Marginalized Populations

This section details findings regarding engagement of **local stakeholders** and **marginalized populations**. DRL was interested in examining how these populations were engaged throughout project design (relevance), implementation (impact), and long-term results (sustainability). For this reason, we have pulled out the findings below that cut across the aforementioned sections.

¹¹ The Evaluation Team did not have the documentation necessary to assess grants based on the base and no-cost extensions.

Local Stakeholders

19

While all respondents recognized the importance of local stakeholders' engagement, the degree of meaningful local input into strategic decision making, both in project design and implementation, was varied.

In the grantee survey (see Finding 3, Exhibit 9), 79 percent of respondents reported that collaborative engagement with local partners in the planning and execution of activities was very or extremely relevant. While interviews and document review confirmed various levels of grantee engagement, they often lacked specificity on who was engaged, how, and when they were first engaged.

Who: Grantees, sub-grantees, and beneficiaries reported DRL grantees often relied too much on their national partners in identifying the right local partners. A few sub-grantees worried that DRL funding was awarded to those partners who spoke English or with whom they had established relationships. However, other grantees reported they thought DRL was wise to consistently fund the same local partners who were able to continue to build capacity. The definition of *local stakeholders* varied and ranged from civil society leaders to government actors to community members.

It was mediocre because we didn't know the important stakeholders well, but who we partnered with, they knew some of the right people, but we had huge gaps in partnerships.
(Grantee)

When: There were mixed results regarding when DRL grantees engaged local stakeholders in project design and implementation. Across the 26 projects covered in the interviews, respondents connected to only two projects stated they included local stakeholders in design, two reported mixed results, and four said they did not include them at all. Further, only 19 percent of grantees from the grantee survey described DRL NOFOs as “non-prescriptive and encouraging potential implementers to propose their own ROL-related priorities.” However, there was a perception of more success in engaging local stakeholders after project start-up. In a sample of 10 countries' quarterly reports that were not part of the evaluation virtual or field visit countries, only one did not mention local partner engagement in the project start-up. In qualitative interviews, when grantees and sub-grantees discussed engaging local stakeholders, it appeared to happen more often after projects were awarded. As for local stakeholders' engagement during implementation, there was more agreement across qualitative interviews and document review that it took place in strategy and rollout.

From the beginning, we were unclear about the program. The design comes for overseas... We would like to see a local leader, and at the end of the project, the expertise would remain. (Sub-Grantee/Local Partner)

How: How local stakeholders were engaged varied across projects. Some grantees and sub-grantees reported that when they were engaged during the design of projects, they felt prime partners extracted information, then only provided them a small slice of the funding during implementation. Others complained they did not feel their input was “meaningful,” but only served to check a box. However, there were also examples of successful engagement. Some local sub-partners said they

thought their inputs were “reflected in the design of the project.” Where local stakeholders felt successfully engaged, grantees reported strategies that included co-design of proposals with local partners, and use of working groups, in-depth conversations, surveys, and needs assessments to gain input.

The prime contacted us for a letter of support. After award, the scope was modified... We ended up only engaging on one of three categories within the original SOW. (Sub-Grantee)

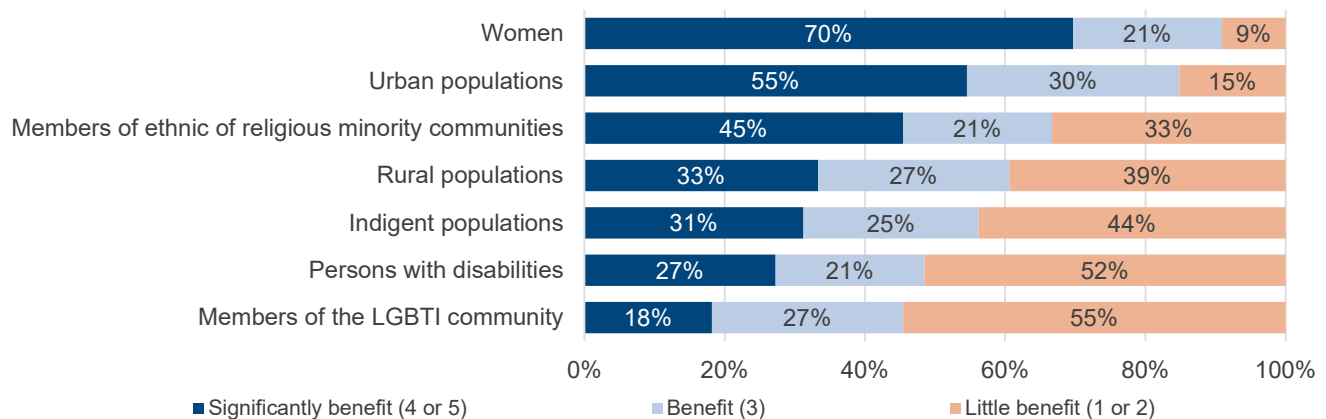
Marginalized Populations

20

There was agreement among respondents that engagement of traditionally marginalized groups in project design and implementation was minimal, unless the project design directly targeted these groups.

Across document review and qualitative interviews, women were the most often reported as the “traditionally marginalized population” that was a focus of DRL ROL projects, followed by ethnic and religious minorities. In the grantee survey, 70 percent of respondents rated their project as benefitting women, with 55 percent reporting impact for urban populations and 45 percent significant benefit for ethnic minorities. On the other hand, persons with disabilities and members of the LGBTI population had 52 and 55 percent of grantees report “little or no benefit” (Exhibit 14).

Exhibit 14: Survey respondents’ ratings of the extent their DRL-funded ROL-related project(s) provide benefits to the following populations (n=33)



As mentioned in the discussion on definitions (see page 9), grantees used different criteria for what constitutes inclusion with respect to marginalized populations. Across interviews and document review, however, there was little mention of inclusion of marginalized populations, unless the focus of the project was on these specific populations. Grantees described limitations they faced in reaching marginalized populations, including political and security instability, projects’ geographic reach, and outreach challenges given time and funding constraints.

However, for projects designed to focus on marginalized populations, grantees and sub-grantees reported more consistent and meaningful engagement of these populations throughout the project. Examples of their engagement during design include: input from female judges during planning processes to better understand how corruption affects women; conducting a strategy session with marginalized populations who were the focus of increased access to justice; and implementing a needs assessment during project start-up to determine the best way to strengthen participation of women parliamentarians.

Projects targeting marginalized populations mostly focused on ensuring their attendance at training sessions or events, as well as hosting training courses to build the capacity of targeted vulnerable populations (see Exhibit 15 for illustrative examples). However, the extent to which these groups were reached and the resulting longer term impact on these populations were often limited or unknown across the portfolio.

Exhibit 15: Examples of grantees' activities targeting marginalized populations

- Training for women, juveniles, and illegal migrants on ROL issues (Document review)
- Advancing the protection and promotion of the human rights of LGBTI persons (Document review)
- Capacity-building activities managed to protect marginalized populations, including women and people of African descent (Document review)
- Focus on disabled people's organizations to increase capacity to influence policy formulation and service delivery (Document review)

CONCLUSIONS AND RECOMMENDATIONS

The following conclusions and recommendations are presented according to their associated section of the report—relevance; impact and sustainability; and cross-cutting themes. Each conclusion is supported by associated findings and shown alongside recommendations. DRL monitoring and evaluation team and program managers should use and adapt recommendations to align with their particular program portfolio and country context. It should be noted that these conclusions and recommendations are based on data from projects initiated in the period between 2011 and 2016. Since that time, DRL’s programmatic approach has evolved in a number of significant respects, and in some cases, these recommendations have already been implemented.

Relevance

<i>Conclusion 1</i>	<i>Associated Findings</i>
DRL’s flexible management empowers grantees to work more effectively on ROL in challenging environments and adapt to rapidly changing contexts. However, this flexibility has led to divergent approaches to monitoring results, with a tendency to focus on short-term outputs instead of longer term outcomes and system-level impact (where richer evidence is typically found). This has hindered DRL’s ability to learn from programming experience and use evidence to inform strategy.	<ul style="list-style-type: none">• Finding 3• Finding 16

DRL is unique in its flexible and supportive management of grantees globally. The Evaluation Team consistently heard grantees’ appreciation for DRL’s supportive management and willingness to allow grantees to adapt project scopes, timelines, and even sub-grantees if the changing context required it. However, with this flexibility came a concern across sub-grantees and beneficiaries that grantees tend not to design DRL-supported ROL projects with an adequate and clearly documented baseline of knowledge of local context, or a longer term vision for change. Sub-grantees and beneficiaries reported that a focus on one-off training activities versus training-of-trainers, or on passage of laws versus their implementation, while important, hindered the potential for sustainable progress.

Recommendations

- 1.1** DRL should continue to prioritize a flexible and adaptive management approach. DRL has a unique relationship with its grantees, which has allowed their programming to work in increasingly challenging environments, while other donors and funders pull out of these spaces. DRL should continue to be flexible in project scope, timelines, and activities to stay relevant in changing contexts.
- 1.2** The DRL internal monitoring and evaluation team now reviews monitoring and evaluation plans, and provides training on program design, systems thinking, and measurement approaches. Although the evaluation is based on projects initiated between 2011 and 2016, the evaluation findings show that DRL should continue to increase emphasis on accountability for results and learning. To ensure fuller alignment of programming to context and needs, DRL should further prioritize assessments and analyses to inform early design decisions and the

development of indicators to systematically measure progress. While short funding cycles could limit assessing of long-term impacts, grantees should still be encouraged to establish a longer term vision of change so progress can be measured against it. This might mean mentioning follow-on grants that would focus on the next steps needed for longer term change (e.g., from policy design to implementation). Importantly, baseline assessments do not have to be significant undertakings. In the Evaluation Team’s experience, even a small baseline effort (such as a series of targeted interviews or focus groups) can yield critical knowledge of context.

- 1.3** Grantees should continue to be encouraged to prioritize and emphasize systematic monitoring, evaluation, and learning practices throughout their project lifecycles. Acknowledging the challenging and rapidly evolving environments they engage in, grantees should incorporate adaptive and complexity-aware monitoring and evaluation approaches to ensure evidence of the systemic factors that influence progress is sufficiently captured. The DRL evaluation team should continue to be a resource to grantees for such approaches by developing concise guidance briefs (and associated tool examples) and directly mentoring grantees as needed.

<i>Conclusion 2</i>	<i>Associated Findings</i>
<p>DRL ROL projects are relevant to the evolving needs and priorities of target countries because they leverage local knowledge of the issues to focus on, as well as when and how. Maintaining this degree of relevance requires grantee and funding flexibility, and adaptability with trusted local partners during the projects’ lifecycle.</p>	<ul style="list-style-type: none"> • Finding 1 • Finding 2

DRL-supported projects are perceived as relevant and important to the challenging and volatile contexts they work in. Incorporating advice from local partners and grantees’ flexibility to adjust scope are especially critical. DRL grantees’ ability to partner strategically with local partners who helped highlight *wedge* issues (issues that were at the margin of the more sensitive ones) and windows of opportunity aided in ensuring relevant programming. Indeed, maintaining and even strengthening the focus on local stakeholders for issue identification is critical for long-term success.

Recommendations

- 2.1** DRL should continue to work in challenging environments, where their programming is highly valued and other donors are pulling out. To ensure continued relevance, DRL should leverage local input to capitalize on windows of opportunity and expand the focus on existing *wedge* issues that promote ROL with less resistance/risk. To support this dynamic approach, DRL should continue and expand on funding models, including flexible funding, and rapidly modify existing grants to address new opportunities and constraints that arise from the changing local context.
- 2.2** Grantees should build, expand, and consolidate strategic partnerships that secure local input to identify changes in local programmatic conditions. Grantees should anticipate, and provide for, capacity building to assist local partners to meet changes in local conditions, and maintain focus on *wedge* issues and related opportunities.

Conclusion 3

DRL ROL projects complement ROL-related work of other donors (especially in closed or closing spaces). However, DRL donor coordination is often grantee-driven and ad hoc, which limits DRL’s ability to capitalize on synergies with other donors and projects.

Associated Findings

- [Finding 4](#)
- [Finding 5](#)

DRL’s programming is unique in its complementarity to other donors’ funding, which is greatly appreciated by DRL grantees. However, while DRL’s support is perceived as complementary, it was not seen as proactively coordinated at a donor level. DRL should engage in discussions and activities that continue to strengthen the outlined strategies to promote cross-agency collaboration in the *2018 USAID and Department of State Joint Strategic Plan*. The lack of coordination within U.S. Government and with other agencies, particularly with donors who work on the supply side of ROL programming, is a missed opportunity for greater impact.

Recommendations

- 3.1** Where possible, DRL should increase coordination with other donors, inside and outside of U.S. Government. Coordination could include making sure NOFOs identify related programming where potential synergies might exist, especially where there are supply-side interventions that complement DRL’s traditional demand-side focus, unless the programming is sensitive in nature. As feasible, DRL should proactively share information on their ROL portfolio with and collect similar information from other donors supporting programming in the ROL space. Where appropriate, DRL should also share information with grantees who can then coordinate locally.
- 3.2** Grantees should systematically focus on coordination with other ROL programs in country to ensure efforts are complementary, particularly with other organizations that work on supply-side interventions but may not be traditional DRL partners. Grantees should proactively notify DRL of any complementarity, duplication, and/or synergy among projects/activities.

Impact and Sustainability

Conclusion 4

DRL ROL projects have successfully addressed both supply and demand sides of ROL programming. DRL programming that engages both sides in a systemic, mutually reinforcing manner bolsters access to justice and creates a more robust foundation for sustainable impact.

Associated Findings

- [Finding 8](#)
- [Finding 14](#)

While supply-side programming is not feasible in all contexts, approaches that engage both supply and demand sides will likely foster deeper, lasting impact. DRL’s direct involvement in cultivating this engagement could be beneficial. Regardless of the method, inadequate engagement and buy-in from supply-side actors can compromise projects’ progress and impact. DRL’s traditional emphasis on demand-side programming might be seen to come at the expense of supply-side needs and interests.

At the same time, DRL is recognized for its essential support of human rights defenders, and it is understood that this emphasis may warrant a demand-side focus in specific contexts.

Recommendations

- 4.1** DRL should continue to address both supply- and demand-side elements of ROL to advance systemic ROL reform. While specific project activities might emphasize a supply- or demand-side element, DRL programming strategy should consider how these elements work together and focus on improving interconnected systems that promote access to justice.
- 4.2** As the country context allows, grantees should focus on programming that fosters positive interactions and relationships between supply- and demand-side actors, aligning non-governmental demands for justice with governmental institutions and processes that supply justice. See also Recommendation 3.2.

<i>Conclusion 5</i>	<i>Associated Findings</i>
While DRL has traditionally emphasized demand-side ROL programming, they have recently increased focus on supply-side elements, which can be essential even when a program is focused on the demand side. DRL supply-side programming emphasizes government ownership of its duties and responsibilities to provide access to justice.	<ul style="list-style-type: none">• Finding 6• Finding 9• Finding 10

Although DRL has traditionally de-emphasized the supply side, this evaluation has shown that DRL-supported programs can effectively influence progress on the supply side. Furthermore, even with demand-side programming, some degree of supply-side engagement could be essential to creating the necessary conditions for the demand-side programming to succeed. This type of supply-side engagement may not rise to the level of systemic engagement of both sides, as described above, but respondents were clear that, when needed, it should be considered a priority. Where government capacity is wholly lacking in an area, implementers may need to build a minimum level of capacity to make sure that government supports, or at least does not obstruct, programmatic activities.

Recommendation

- 5.1** DRL and grantees should increase programming focused on supply-side actors and institutions. While direct to-government support may not be possible, DRL and grantees should incentivize and support supply-side participation. Due consideration should be given to supply-side capacity limitations, and programming should be focused on improving capacity accordingly.

Conclusion 6

Over time, DRL ROL projects commonly build capacity in both state institutions and CSOs to marshal new skills, tools, and networks that promote fairness and access to justice, thus benefitting users of justice services (the demand side of the ROL). DRL demand-side programming emphasizes citizens' empowerment in a variety of political regimes and pursues constructive engagement with governments in more open political environments, where citizens and CSOs can advocate for reforms and hold government justice actors accountable.

Associated Findings

- [Finding 7](#)
- [Finding 10](#)
- [Finding 11](#)
- [Finding 12](#)

This conclusion speaks to the importance of capacity building (of both CSOs and state institutions) to sustain progress. Many different types of locally driven technical assistance have helped contribute to impact, including: mentorship of government and CSO personnel; group training and instruction; creation or strengthening of networks and coalitions for reform; and development of publications, manuals, and various media resources. While support to civil society, labor organizations, and the private sector are key strategic partnerships reported in mission objectives, goals for direct engagement with government actors are featured less prominently. Creating strong partnerships and leveraging networks and coalitions to bring together necessary expertise, as well as sharing information with the public via public education and mass media activities are especially important for sustained impact.

Recommendations

- 6.1** DRL should continue to fund capacity-building activities across diverse actors, making sure these approaches are adapted to local contexts and power dynamics (between CSOs and governments). This could entail a phased approach (the extension of certain relevant activities and their scaling up where relevant) rather than emphasizing what is perceived as innovative at the time grants are considered for possible renewal.
- 6.2** Grantees should focus on building capacity to use new skills, tools, and networks in support of the ROL and access to justice. Grantees should provide citizens and CSOs with complementary perspectives and expertise to form productive partnerships and networks to advance key ROL objectives. To facilitate this engagement, grantees should share knowledge and information with both each other and the general public, while also measuring the extent to which they are reaching their intended audiences (e.g., through social media and mobile technology, educational radio, and television programming).

Conclusion 7

The relatively short duration (18 to 24 months) of many DRL-funded ROL projects conceivably hampers longer term project conceptualization and work planning, and the potential to achieve long-term outcomes (including enhanced stakeholders' capacity and greater sustainability). The short duration also makes it more difficult for grantees and subgrantees to build trust and more effectively address possible political obstacles in the course of implementation.

Associated Findings

- [Finding 16](#)
 - [Finding 17](#)
 - [Finding 18](#)
-

While a focus on immediate, urgent policy priorities is important, grants have frequently had too short of a time horizon, which in turn, limits systemic impact. The short duration of programming also contributes to deprioritizing early assessments to establish context and set baselines, and individual projects often tend not to focus on a longer term vision of success (which would allow programming strategy to be developed through the lens of sustainability). The short-term funding cycle also supports a lack of follow-up with activity participants and relevant project stakeholders (mentioned in Conclusion 1). Moving to longer initial funding periods should lead to greater capacity and ownership by supply- and demand-side actors alike (e.g., through greater institutionalization of project innovations, and more opportunities to build trust among stakeholders and potentially overcome political and other obstacles or obstruction by potential spoilers).

Recommendations

- 7.1 DRL should ensure all programming has a long-term vision focused on systemic impact and sustainability, with project contributions focused on shorter term outcomes along the way. In doing so, DRL should consider longer durations for initial grant awards (beyond 18 to 24 months). DRL could achieve this by explicitly building in the possibility of extensions into NOFOs to encourage longer term conceptualization on the part of such grantees.
- 7.2 Grantees should design programming focused on longer term outcomes and impact even if funding is obligated incrementally and activities need to be phased accordingly. This might mean asking grantees to submit more information in their proposals about a theory of change and expected results that could be anticipated at the end of, or possibly somewhat beyond, the initial funding period.

Cross-Cutting: Local Stakeholders and Marginalized Populations

<p><i>Conclusion 8</i></p> <p>While DRL ROL projects reflect effective collaboration with local stakeholders who are trusted interlocutors in project implementation, there has been limited meaningful stakeholders' input into project design, which could affect DRL's longer term relevance and impact.</p>	<p><i>Associated Findings</i></p> <ul style="list-style-type: none"> • Finding 13 • Finding 15 • Finding 19
---	--

Local stakeholders' engagement, often through meaningful relationships between grantees and sub-grantees, has been central to projects' success and is key to DRL Mission Objectives. However, although local stakeholders' input in design is widely perceived as important and is requested in DRL's NOFOs, their engagement during design is not systematic—they tend to participate more during implementation. Local partners' involvement in design could include conducting structured co-design activities, and using working groups, in-depth conversations, surveys, and needs assessments to obtain input.

Recommendations

8.1 DRL should prioritize the consistent involvement of local stakeholders throughout project design (as requested in NOFOs), implementation, and evaluation—potentially drawing from training on participatory evaluation approaches DRL’s monitoring and evaluation team provides. DRL should guide and monitor engagement with critical local stakeholders, including less obvious yet relevant stakeholders who have not been approached, and modalities and reasons for engaging any particular stakeholder.

8.2 Grantees should expand the universe of potential stakeholders and those they consider to be key partners. Extending beyond well-known CSOs, particularly those based in larger cities, could include members of religious, ethnic, or other marginalized groups; private-sector organizations; and/or partners in rural regions.

Conclusion 9

DRL ROL projects consistently support and engage marginalized populations in programming activities. However, the degree of engagement varies, depending on project’s design and the resources available to involve such populations. Strategies for grantees’ effective engagement of these populations in shorter term, more narrowly focused projects remain unclear.

Associated Findings

- [Finding 13](#)
- [Finding 20](#)

Across projects, respondents emphasized the importance of the relationships between implementers and their projects’ target populations. Members of one or more marginalized groups comprised direct or indirect beneficiaries of many projects, with women and religious and/or ethnic minorities cited the most frequently. However, the reported involvement of these marginalized populations during both design and implementation phases was inconsistent and overall very limited. For projects specifically focused on marginalized populations, respondents provided examples of successful engagement, such as: obtaining input from female judges on how corruption affects women, organizing discussions with intended beneficiaries of access to justice activities, and conducting a needs assessment with women parliamentarians at project inception.

Recommendations

9.1 DRL should provide guidance to grantees regarding the marginalized populations they seek to support, and/or criteria for determining who may be considered marginalized in the target populations. DRL should also advise on how and why grantees might need to engage such populations, recognizing that they could include those not typically considered marginalized—for example, certain urban populations, defense lawyers operating in closing spaces, or even the public in general.

9.2 Grantees should work with DRL to clearly define marginalized populations they intend to support and build into their project designs and implementation plans strategies, and specific steps to engage those groups and other relevant marginalized populations, as appropriate.

Closing Statement

DRL's important and unique contributions to fostering ROL throughout the world are supported by evidence presented throughout this report. While the evaluation scope was retrospective, the Evaluation Team intends for the findings, conclusions, and recommendations to inform DRL's ongoing contributions to the ROL field. This report seeks to distill and present observations and suggestions that will empower DRL to better understand the aspirations, concerns, and challenges of those who implement their ROL programs. The report is intended to both present opportunities for internal changes and invite exploration of changes that can be implemented in collaboration with those involved in DRL's programs.

ANNEX 1: STRATEGIC FRAMEWORK

This strategic framework was developed by the evaluation team from inputs gathered during the evaluation (as noted below). While this framework has been reviewed and approved by the Bureau of Democracy, Human Rights, and Labor (DRL) as an evaluation deliverable, it has not been endorsed by DRL as representing their rule of law strategy. DRL will draw on this strategic framework as useful, and could adjust this framework going forward.

Introduction

This document provides the Bureau of Democracy, Human Rights, and Labor's (DRL's) Rule of Law (ROL) Strategic Framework, or theory of change. Strategic frameworks are graphic representations of the pathways a program or portfolio intends to take to achieve a collective vision. The purpose of this Strategic Framework is to help DRL program officers, monitoring and evaluation (M&E) team, and leadership in future programming and funding decisions. The DRL Strategic Framework is a living document that is intended to evolve with application and experience.

The DRL ROL Strategic Framework was created based on feedback gathered throughout the DRL ROL ex-post evaluation, including:

- 1-day in-person design workshop attended by 33 DRL staff and grantee representatives
- 2-hour virtual design session with five grantee representatives
- Six virtual design interviews with DRL grantee representatives
- Four in-country Appreciative Inquiry Workshops
- 137 in-country and virtual qualitative interviews with grantees, sub-grantees, beneficiaries, other donors/experts, and DRL staff

DRL ROL Strategic Framework

Understanding the DRL ROL Strategic Framework

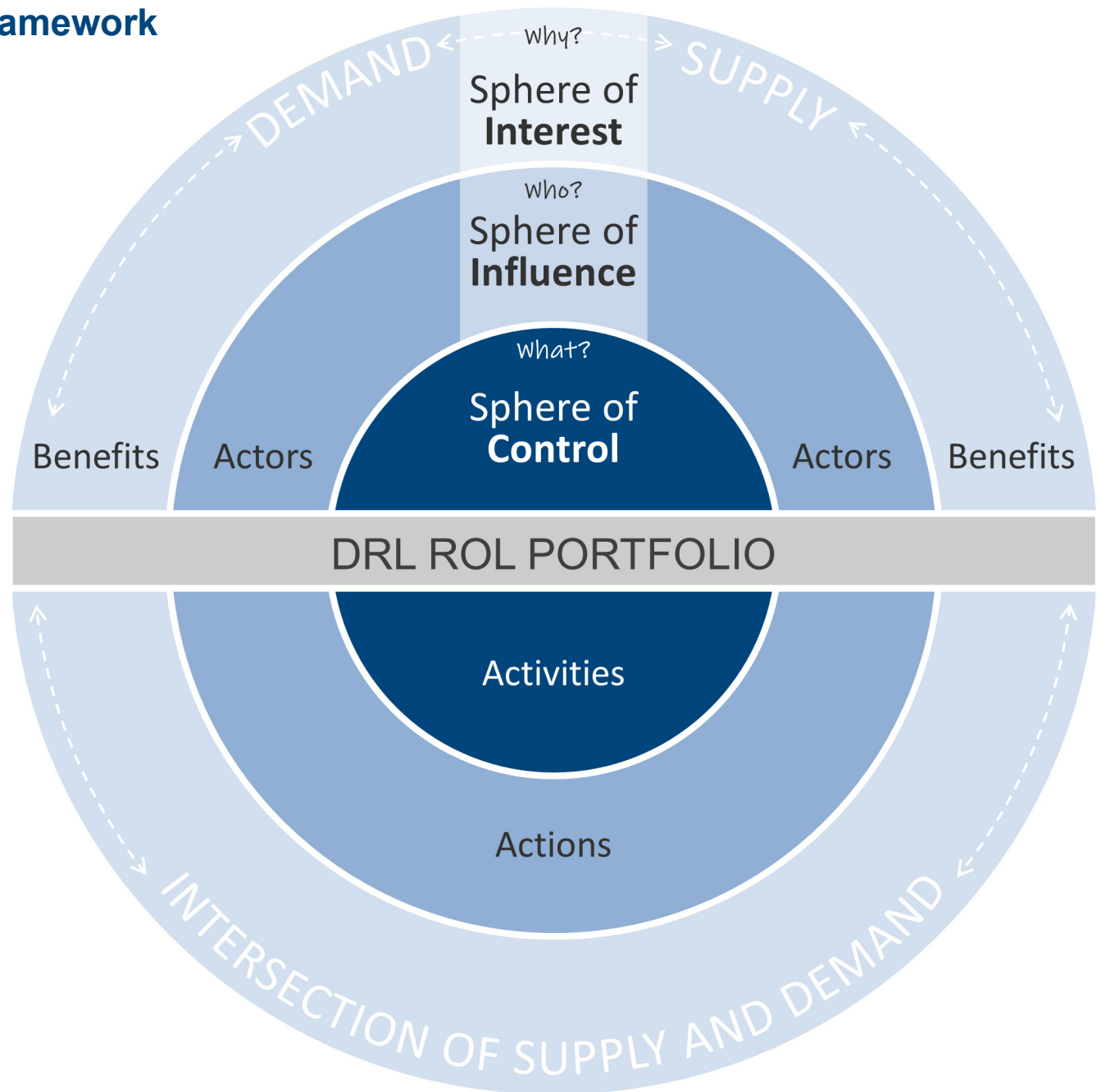
The Evaluation Team employed an outcome mapping framework that lays out general pathways for DRL ROL program actions, actions of beneficiaries and other actors it is trying to influence, and the system-level changes DRL seeks to achieve. Further explanation of the outcome mapping framing is below:

- **Sphere of Interest:** The ultimate changes or *benefits* the DRL ROL portfolio hopes to see, capturing DRL's overarching vision. The "Why" of DRL ROL programming.
- **Sphere of Influence:** Key *actors* and associated intermediate results, changes, or *actions* that enable the vision. The "Who" and "How" of DRL ROL programming.
- **Sphere of Control:** DRL and implementing partner *activities* that seek to influence actors to contribute to changes supportive of the vision. The "What" of DRL ROL programming.

The results are graphically depicted in this document, following supply, demand, and the intersection of supply- and demand-side activities, approaches, and actors. Assumptions and Cross-cutting themes are also identified which cut across supply, demand, and the intersection of supply-and demand-side activities

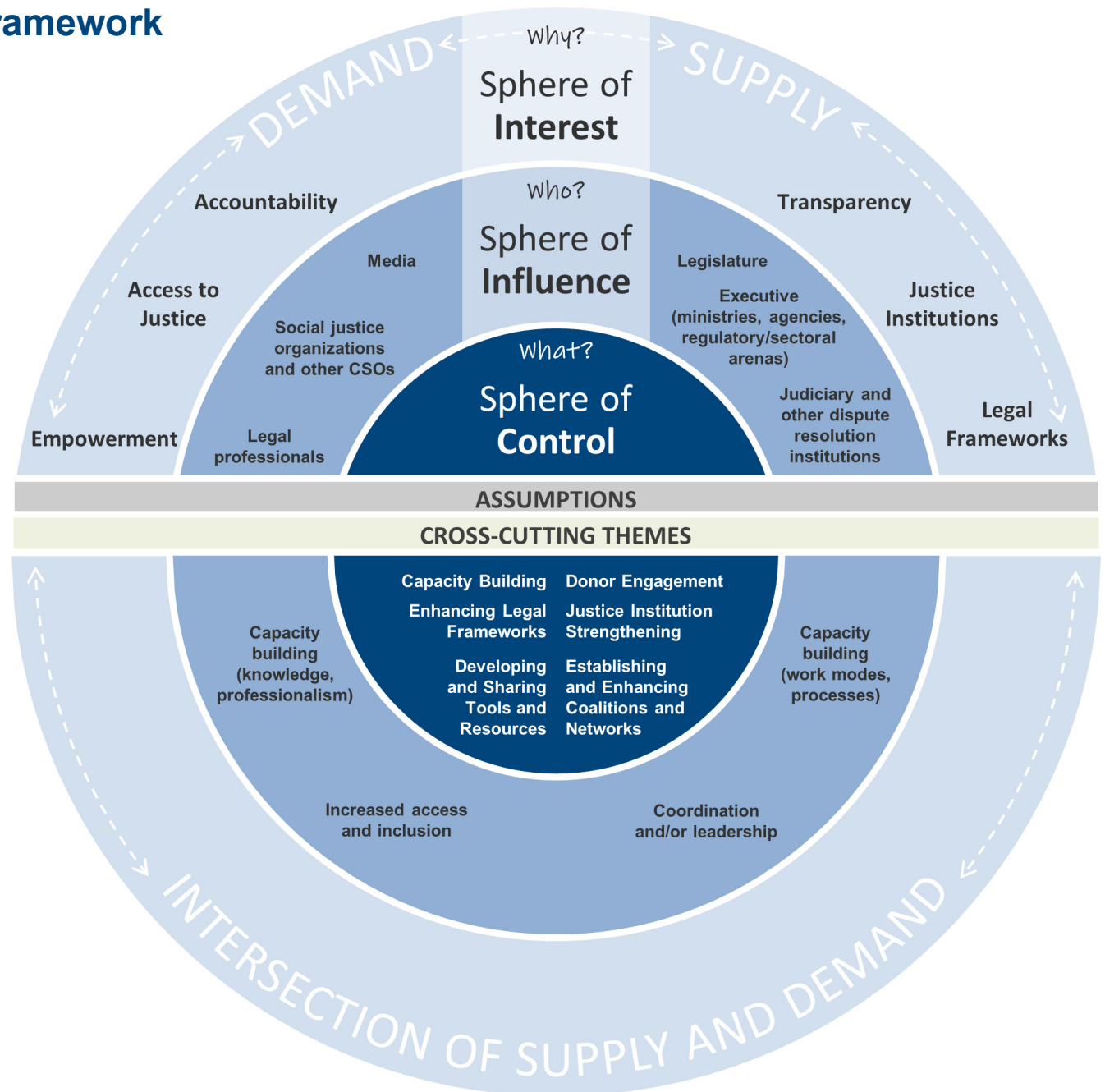
DRL ROL Strategic Framework

Overview



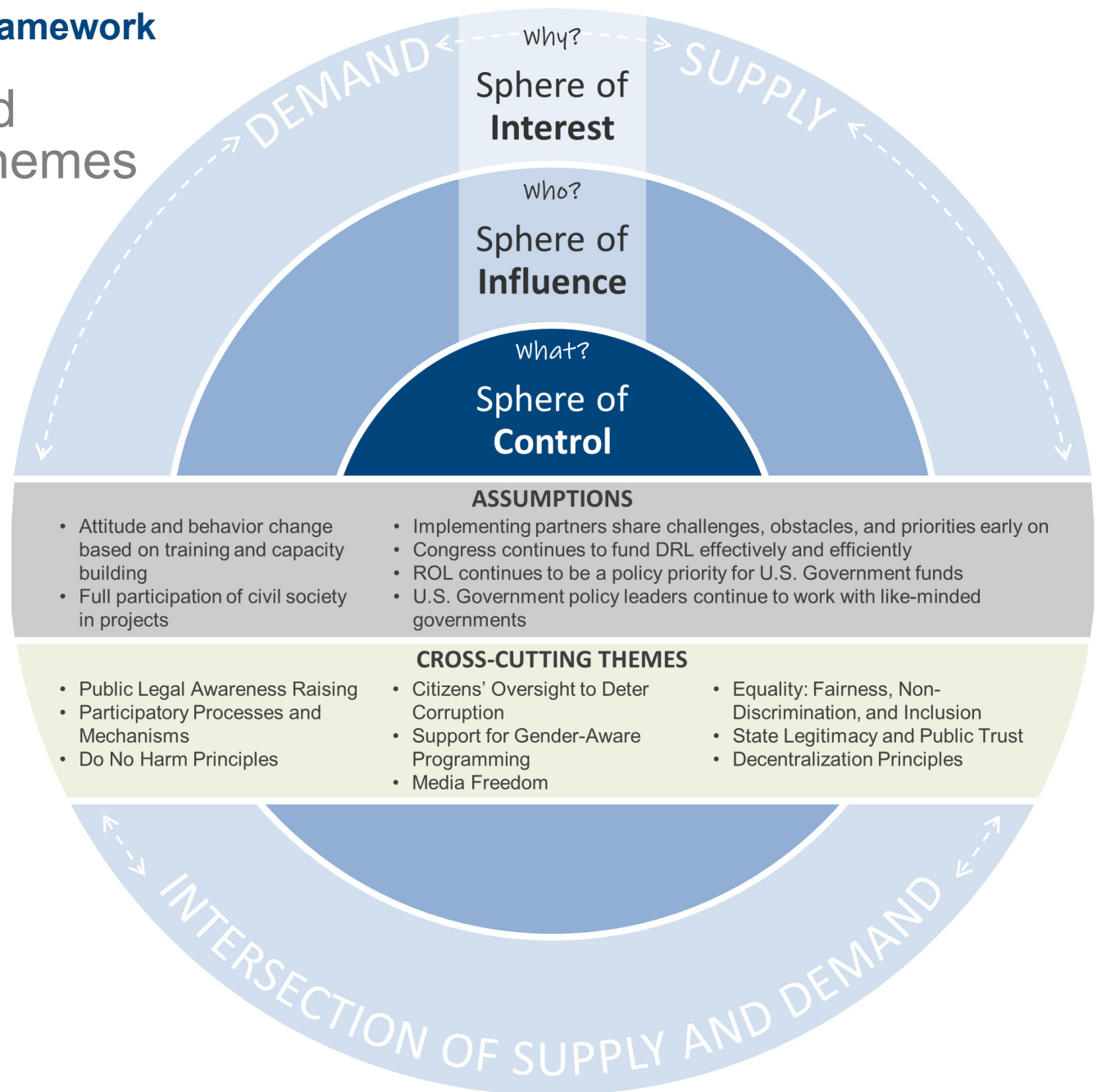
DRL ROL Strategic Framework

Key Areas



DRL ROL Strategic Framework

Assumptions and Cross-Cutting Themes



Sphere of Interest

What lasting changes are ROL stakeholders pursuing?

Demand-Side Results	←-----→	Supported by Supply-Side Actions
Empowerment	The public understands their rights and how to protect them, and engages actively in advocacy and civic decision-making processes, either directly or through skilled, informed, and empowered civil society organizations (CSOs).	Government and nongovernmental actors provide ROL and human rights information, resources, and services to ensure broad awareness among all populations equally.
Access to Justice	All populations are able to engage justice systems, both formal and informal, equally and equitably through clear, accessible, and user-friendly processes in terms of information, resources, and services.	Justice sector and other government actors provide, develop, and implement policies that lead to equitable access to justice systems, with particular focus on vulnerable and marginalized groups.
Accountability	All populations are equipped and empowered to hold their justice systems accountable, with full and meaningful participation of marginalized groups in implementing accountability mechanisms.	Governments respond positively to accountability demands through meaningful policy reform and implementation, which are effectively used to hold institutions and states accountable to their citizens.

Supply-Side Results	←-----→	Supported by Demand-Side Actions
Transparency	Justice sector and other government actors operate in an environment of openness, accountability, and honesty, which is integrated into their judicial, legislative, and administrative systems, and share information with citizens and other populations.	Citizens and CSOs effectively advocate for expanded access to information, open government, and predictable legal and judicial processes, creating trust and confidence in the justice system.
Justice Institutions	Independent justice institutions, including judges, lawyers, and other judicial sector actors, protect individual rights, fairly adjudicate disputes, and check abuses of power by any branch of government in accordance with international legal and human rights standards.	Individuals and communities, especially vulnerable and marginalized populations, regard their formal justice institutions as legitimate, and rely on them for fair legal and dispute resolution services.
Legal Frameworks	Governments and justice sector actors develop, understand, and enforce laws that protect citizens' rights, and are non-discriminatory, free from corruption, and consistent with international human rights standards.	Citizens and CSOs effectively advocate to government for legal reform, including support for the passage of new laws and repeal of existing ones, consistent with international (human rights) standards, and reflecting broad stakeholders' input.

Sphere of Influence

Whom do DRL grantee activities seek to influence, through what kinds of activities, and by generating what types of intermediate results?

Who? (Actors)	Demand-side (chiefly civil society)			Systemic (intersection and interaction of supply and demand)	Supply-side (chiefly state)		
What? (types of activities and intermediate results)	Media	Social justice organizations and other CSOs	Legal professionals	Creation or strengthening of participatory mechanisms	Judiciary and other dispute resolution institutions	Executive (ministries, agencies, regulatory/sectoral arenas)	Legislature
Capacity Building (knowledge, professionalism)	Increase in accuracy of stories that cover the judiciary	Improvement in advocacy and research/information dissemination by CSOs	Legal education courses draw on the latest pedagogical approaches	Increased use of consultation through hearings, notice-and-comment procedures, and advisory groups	Court decisions reflect-new criminal procedures	Reduction in the incidence of illegal detention by police and prosecutors	Legislative staff rely on evidence from CSOs in drafting legislation
Capacity Building (work modes, processes)	Journalists use established investigative methods to report in depth on justice issues	CSOs obtain larger grants based on successful management of small grants	Legal aid organizations adopt new intake practices	Increased reliance on civil society experts to help adopt new management/technical skills (e.g., via cross-training)	Random case assignment systems are consistently used as an anticorruption tool	Capacity improvements using CSO experts (e.g., environmental law monitoring activities)	Increased use of committee oversight actions in targeted sector(s)
Increased Access and Inclusion	Journalists cover stories on issues that affect vulnerable groups	Underserved communities with paralegals providing legal information	Citizens in underserved communities are aware of labor rights	Increase in government information on Internet and mobile phones (e.g., gender-based violence and anticorruption hotlines)	Increased evidence of integration of formal and informal justice mechanisms	Community policing methods focus on improving access to justice intuitions	Increased public outreach and consultation on key issue (e.g., lesbian, gay, bisexual, transgender, and intersex [LGBTI] persons' rights)
Coordination and/or Leadership	Journalists collaborate to amplify reporting on justice topics	CSO/community-based organization (CBO) coalitions have a sustainable leadership group/structure	Increase in young lawyers groups that offer alternative information, training to lawyers	Ombudsman and other institutions have harmonized -dispute resolution issues	Civil society representation in judicial nominating bodies or special committees	Increased evidence of inter-ministerial coordination on key issues (e.g., in criminal justice)	Convocation of a special committee or task force to study or legislate on an issue

Sphere of Control

What actions can ROL funders and grantees take to influence change?

Activity	Demand	Intersection of Supply and Demand	Supply
Capacity Building (Training, Mentoring, Support)	Advocacy, CSO organizational development, monitoring and watchdog skills, law and human rights, legal aid, strategic litigation, public legal awareness, and independent media	Supply–demand side information exchange and coordination, social accountability systems, judicial and dispute resolution, and public hearing and participation mechanisms	Activities focused on government’s organizational management, law and human rights, digital systems and tools, transparency, legal education, and public outreach
Enhancing Legal Frameworks	Legal research, gap analysis, and assessment of framework for compliance with international human rights standards; training citizens and CSOs on these standards; supporting CSOs’ advocacy for drafting, repealing, and amending existing laws; and regulatory reforms	Supply–demand side collaboration on the development and implementation of the framework through individual relationship building, coalitions, public hearing, and participation mechanisms	Legal research, gap analysis, and assessment of domestic frameworks for compliance with international human rights standards; training government officials on these standards; developing regulatory rules and processes for implementation of law, including judicial and dispute resolution; and budgeting for implementation and enforcement of rights
Developing and Sharing Tools and Resources	Standardized data collection of justice sector services, legal manuals and related materials, justice and human rights monitoring tools, public legal awareness materials, and support for human rights defenders in closed and closing spaces	Online platforms for transparent sharing, verification, and review of government information, contracts, laws, and/or decisions	Public policies, regulations, guidance, and related explanatory materials supporting empowerment, access to justice, and accountability
Establishing and Enhancing Coalitions and Networks	Training for nongovernmental organizations on communication and collaboration, and advocacy platforms in support of meaningful partnerships and allies to advocate for ROL issues	Joint government and nongovernmental communication, collaboration, and training platforms and networks to foster ROL, such as the Open Government Partnership and the Extractive Industries Transparency Initiative, or country-level coalitions and associations designed to address legal issues	Intragovernmental communication, collaboration, and training platforms and networks to foster implementation of the legal framework, promoting empowerment, access to justice, and accountability
Justice Institution Strengthening	Monitoring of the judicial processes, dispute resolution systems, legal education institutions, national human rights institutions, ministries, and other government bodies; evidence from monitoring activities is used for advocacy initiatives	Establishment of collaborative relations between supply and demand side justice actors to improve justice service delivery, utilizing joint diagnostics and feedback mechanisms	Enhancement and reform of the judiciary (e.g., selection and qualification process) and dispute resolution systems, legal education institutions, national human rights institutions, ministries, and other government bodies
Donor Engagement	Strategic, outcome-oriented funding for nongovernmental actors; flexible implementation; improved coordination and collaboration with other donors; and sustainable transfers to local ownership	Strategic, goal-oriented funding for cross-cutting tools, such as multi-donor stakeholder meetings and coordination mechanisms, regional sharing, as well as shared platforms for objectives, activities, and performance metrics, including diplomatic engagement to support reforms	Strategic, goal-oriented funding that includes support for government actors; flexible implementation; and improved coordination and collaboration with other donors, including diplomatic engagement to support reforms

Sphere of Control

Illustrative Examples

Activity	Demand	Intersection of Supply and Demand	Supply
Capacity Building	<ul style="list-style-type: none"> Fostering free media and investigatory journalism Developing CSO watchdog skills to hold government accountable Building legal professionals' capacity, e.g., in strategic litigation for government oversight 	<ul style="list-style-type: none"> Developing and enhancing government feedback systems for CSOs and citizens Creating and supporting mechanisms for public participation in government decision making 	<ul style="list-style-type: none"> Increasing government transparency, e.g., budgets Developing professional capacity of government personnel Supporting establishment of needed institutions and processes
Enhancing Legal Frameworks	<ul style="list-style-type: none"> Assessing compliance of framework with international human rights Supporting academic research, policy, and advocacy Lobbying for laws and legal reforms 	<ul style="list-style-type: none"> Developing and fostering CSO and public participation in legislation and rulemaking Creating consultative budgetary processes to provide resources for implementing laws 	<ul style="list-style-type: none"> Increasing government's awareness of international law and standards Supporting new legislative initiatives Developing rules and processes for implementing legal rights
Developing and Sharing Tools and Resources	<ul style="list-style-type: none"> Monitoring implementation of laws and processes Developing technical manuals for understanding and applying law Increasing public awareness of law through civic education initiatives Producing media programming and supporting investigatory reporting 	<ul style="list-style-type: none"> Creating and supporting platforms to share information between government and CSOs Co-developing public awareness programming and materials 	<ul style="list-style-type: none"> Developing professional capacity of government personnel Creating and revising government policies and procedures Supporting public outreach on ROL issues Revising legal education curricula
Establishing and Enhancing Coalitions and Networks	<ul style="list-style-type: none"> Developing platforms for nongovernmental communication, collaboration, training, and advocacy Supporting coalitions and associations to engage in ROL promotion Creating/enhancing pro bono service networks of legal professionals 	<ul style="list-style-type: none"> Developing joint government and nongovernmental communication, collaboration, and training platforms and networks to foster ROL, such as the Open Government Partnership and the Extractive Industries Transparency Initiative Creating public-private oversight bodies 	<ul style="list-style-type: none"> Developing platforms for intragovernmental communication, collaboration, and training Creating joint task forces for implementation of new laws and reforms
Justice Institution Strengthening	<ul style="list-style-type: none"> Developing professional capacity of nongovernmental legal personnel Monitoring and evaluating the performance of justice sector institutions Providing legal aid Conducting strategic litigation Advocating for reforms 	<ul style="list-style-type: none"> Establishing collaborative relations between supply- and demand-side justice actors to improve justice service delivery Using joint diagnostics and feedback mechanisms 	<ul style="list-style-type: none"> Enhancing and/or reforming performance of justice sector institutions Developing professional capacity of government personnel Reforming court procedures Enabling oversight mechanisms
Donor Engagement	<ul style="list-style-type: none"> Collaborating with other donors to support nongovernmental actors in an integrated manner Creating sustainability plans for full local ownership 	<ul style="list-style-type: none"> Supporting multi-donor stakeholder meetings and coordination mechanisms Creating shared platforms for objectives, activities, and performance metrics 	<ul style="list-style-type: none"> Collaborating with other donors to support government institutions in an integrated manner Applying diplomatic pressure to promote cooperation and reform

