

Final Report
**Search for Common Ground Endline Evaluation:
Facilitating Access to Justice in South Sudan
2018**

Prepared by:



On behalf of:



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List of Acronyms

CRN – Catholic Radio Network
CSO – Civil Society Organization
FGD – Focus Group Discussion
GBV – Gender-based Violence
GoSS – Government of South Sudan
IDLO – International Development Law Organization
IPCA – Initiative for Peace Communication Association
KII – Key Informant Interview
M&E – Monitoring and Evaluation
NGO – Non-governmental Organization
PoC – Protection of Civilian
TCSS – Transitional Constitution of South Sudan

Executive Summary

From October 2016 through June 2018, Search for Common Ground, along with the International Development Law Organization (IDLO) and the Initiative for Peace Communication Association (IPCA) implemented *Facilitating Access to Justice in South Sudan*, a project funded by the US Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL). The *Facilitating Access to Justice in South Sudan* project aimed to improve access to justice and legal remedies for rural and marginalized citizens of South Sudan. The main objectives of the program were to increase the demand for effective justice services and improve the supply of quality legal remedies for marginalized groups.

The purpose of this endline evaluation was to measure the program indicators as well as provide evidence on the relevance, effectiveness, impact, and sustainability of activities. For the quantitative portion of the evaluation, 216 respondents were interviewed, 72 each in Juba, Nimule, and Bor. The average age of respondents was 34 years, and 47% of respondents were male and 53% were female. Below are the results of the evaluation.

Relevance

The program was largely relevant in bridging justice gaps for the rural citizenry. Qualitative interview participants outlined issues both with the levels of awareness among citizens of legal rights and services and with legal service providers. Among citizens, lack of transportation, high costs associated with courts, language barriers, and delays in court proceedings were all mentioned as gaps in justice. On the supply-side, corruption, lack of resources and lack of training were mentioned by respondents. Women and youth face additional unique challenges. Common legal issues women face includes GBV, inheritance, forced marriage, and domestic violence. Youth face issues with unlawful arrest and detention, tribalism, killing, marginalization by elders, and land disputes, and are often tempted to take the law into their own hands.

Program design and ongoing monitoring and evaluation (M&E) ensured that program activities remained relevant to the rural citizenry throughout the program. Through the program, citizens who would not normally be able to access free legal services were given aid through pro-bono lawyers. The capacities of legal actors and CSOs to support access to justice was improved. Additionally, awareness of legal issues and services was through the radio programs and participatory theatre performances, and a space was created for dialogue between citizens and authorities during the community dialogue forums. The majority of interviewees agreed that the activities were relevant in addressing the issues the community is facing. However, there were some gaps that were mentioned in the interviews. First, the program activities were too short in duration. Second, some topics that would have been useful for community members to discuss were not covered in participatory theatre performances and community dialogue forums, including gender-based violence, destruction of property, and poverty. Third, participatory theatre performances in some areas were too narrow in focus. For example, the performance in Bor that took place at a school focused on student-teacher relationships, which was not relevant for all community members.

The program team faced a number of challenges during the program, some of which they were able to address and some which can be used as lessons learned for future programming. On the supply-side, staff struggled to bring pro-bono lawyers on board, program activities which engaged state actors had to abruptly end, and program beneficiaries were not always cooperative or appreciative of the support they received. On the demand-side, lack of budget for follow-up trainings made it difficult for staff to respond to challenges with media partners – namely that media partners who

had been trained to broadcast the program in some cases left the radio stations and new staff needed to be trained. Additionally, the synergy that was originally envisioned for project activities was difficult to achieve in practice, as stakeholders' busy schedules prevented them from attending all program activities. The one-off nature of some program activities, such as the participatory theatre performances, made it difficult to measure impact and encourage behavior change among community members.

Effectiveness

Endline values suggest an increase in the awareness of legal rights and duties among citizens. There was an increase from the baseline to the endline in the percentage of community members who reported having used one or more justice systems. Community members have the greatest access to and familiarity with customary courts, followed by police stations. Additionally, familiarity with human rights is high, as a majority of respondents could name one or more human rights. The data suggests that there has been an increase in the awareness of human rights the program aimed to address – the right to a fair trial and freedom from unfair detention, both of which were focuses of the program, were not mentioned by respondents in the baseline but were mentioned by respondents in the endline.

In addition to contributing to increased awareness of legal rights and duties among citizens, the program created a link between community members and legal aid providers, empowering pro-bono lawyers and paralegals to provide legal aid services to community members, particularly marginalized citizens. Legal aid providers received training and represented land dispute, GBV, juvenile detention, and marriage cases.

There was a slight decrease from baseline to endline in the proportion of citizens who reported there is a way for people in their community to access free legal services. However, this appears to be due to low levels of access in Juba, rather than all three project locations measured in the endline. Information on sources of free legal aid appears shallow – whereas a majority of community members can name one or more sources of free legal aid, most cannot name two. Government agencies were mentioned most often by community members.

Civil society organizations (CSOs) report that their capacity has increased as a result of their involvement in the program. They report increased knowledge of laws and ability to recruit more pro-bono lawyers, as well improved capacity to service the needs to community members and refer cases to appropriate justice service providers. CSOs also report that they are able to take place in more awareness raising activities. Engaging CSOs has increased program sustainability, as CSOs have existing relationships with local justice service actors and have built trust with community members over the long-term.

Despite a number of challenges, feedback collected through the evaluation, program M&E tools, and informally by staff is largely positive and suggests that the program was successful in raising awareness and improving access to legal services. From the baseline to the endline, there has been an increase in the proportion of citizens who report satisfaction with the justice system. The majority of citizens are confident in the abilities of the customary courts, statutory courts, and the police. Respondents are most confident in the customary courts and least in the statutory courts. Similarly, respondents reported that they have an easier time accessing the customary courts than the statutory courts. Focus group discussions (FGDs) suggest lower levels of trust in the overall justice system among citizens in Bor and Juba than in Nimule. Lawyers and beneficiaries shared stories of pro-bono lawyers representing and winning the cases of marginalized community

members. Lawyers represented cases on rape, unlawful arrest and detention, land disputes, forced marriage, and more.

Women and youth report levels of confidence and ease of access in proportions roughly similar to the rest of the respondents. The majority of women report issues with domestic violence, and a plurality of youth report issues with gang violence and pregnancy before marriage. The majority of both women and youth report that the justice system is effective in addressing the issues of vulnerable citizens. Additionally, there was an increase from the baseline to the endline in the percentage of women who reported it is easy for them to access legal remedies.

A total of 23% of respondents had heard of the *Sergeant Esther* program, and 86% of those who had heard of the program had listened to an episode. A clear majority of listeners like the program and, in the aggregate, most often report that they like the program because the main character is a woman. The vast majority also found the program to be relevant or very relevant.

Impact

As a result of the program, community members have had access to free legal service they would not otherwise have been able to access. Although it has not always led to behavior change, community members also have been exposed to activities that increased their awareness of their legal rights and of legal services in their communities. The capacity of CSOs, paralegals, and lawyers to offer support to community members has improved, and some are continuing to carry out program activities now that the program has ended.

There is some evidence from the endline evaluation that the program has also contributed to achieving enduring peace, specifically around social cohesion, levels of trust, and tribal interaction. A number of qualitative interviewees discussed changes they had seen in their communities over time as community members have been exposed to sensitization activities. Additionally, a comparison of measures of social cohesion, trust, and tribal interaction from this evaluation with previous evaluations suggests that trust between tribes is increasing and acceptability of violence toward members of other tribes is decreasing.

Sustainability

In most cases, respondents are confident that results of the program are sustainable, as there is evidence that local stakeholders are continuing activities in some areas. Additionally, the program was designed to improve local capacity, which contributes to the sustainability of results. However, corruption, insecurity, lack of resources, gaps in funding, and the directive to not engage with government impeded the sustainability of results.

Lessons Learned

There is a need for additional budget for refresher trainings, as well as a need for activities to take place more often and for longer durations. Additionally, the lack of synergy between activities was a major barrier for impact. For example, media partners did not always attend the community dialogue forums or participatory theatre performances, representing a missed opportunity for them to network, record, edit, and broadcast relevant excerpts, and adapt radio programming based on discussions from other activities. Additional lessons learned shared by staff and others included that media-based programming was most effective in areas where there were direct contracts with local radio stations rather than through umbrella networks, that pro-bono lawyers were not equipped with the legal expertise to handle extreme cases such as murder, and that some gaps could have

been addressed with better coordination between the three program partners, such as the lack of synergy between program activities.

Women can be encouraged to play a greater role in the future through creating listenership clubs for women, empowering female activists, and encouraging a greater participation of women in justice leadership roles.

Recommendations

The following recommendations were drawn from the evaluation:

- There is a need for program implementation staff and donors to recognize the importance of synergy between program activities not just between partners but also down to the local level.
- Program implementation staff should incorporate more flexibility into the content and duration of program activities to ensure they remain relevant to local citizens.
- There should be a heavier focus on including security forces in program activities, as citizens turn to them for help when their cases cannot be properly handled or resolved by traditional justice service providers.
- The participatory theatre performance model should be modified to strengthen its impact and sustainability.

Project Background

Despite the previously signed peace agreements, South Sudan continues to experience ongoing conflict and instability, undermining the fragile justice system that struggles to provide effective legal services for the most vulnerable South Sudanese populations. The absence of a well-established justice system, as well as civil society's hindered ability to address critical gaps in the current justice practices, has limited citizens' capacity to demand effective legal remedies. Having over 30 years of experience in promoting sustainable peace across Africa, Asia and the Middle East, and using a variety of tools including radio programs, outreach activities and participatory theatre, Search for Common Ground, along with their partners International Development Law Organization (IDLO), and the Initiative for Peace Communication Association (IPCA) implemented *Facilitating Access to Justice in South Sudan* over the course of two years.

Funded by the US Department of State's Bureau of International Narcotics and Law, the project aimed to improve access to justice and legal remedies for rural and marginalized citizens of South Sudan. Guided by its theory of change – if marginalized citizens have increased access to justice supported by the local civil society and media actors, then a foundation will be laid for a more functional justice sector and improved peaceful coexistence – the project was supported by a three-pronged approach, as follows:

- Increased demand for effective justice services, supported through radio programming, community dialogue forums, participatory theatre shows, comic books, multimedia public information campaigns and justice newsletters;
- Improved supply of quality legal remedies for the most marginalized groups, supported through legal aid clinics and provision of pro bono services, trainings and scholarships for paralegals, CSO capacity-building and technical trainings, rule of law actors' coordination forums, and distribution of legal resources; and
- Facilitate community-rooted research leading to policy reform to ensure nationwide impact, supported through a baseline evaluation and legal needs assessment.

The project engaged civil society groups, rule of law stakeholders, women's groups established in violence affected communities and UN Protection of Civilian (PoC) sites, targeting indigent rural populations. In particular, the project aimed to support juveniles and women across five counties of South Sudan (Juba in Central Equatoria, Bor in Jonglei, Wau in Western Bahr el Ghazal, Rumbek in Lakes, and Nimule in Eastern Equatoria).

Research Purpose

The purpose of this endline evaluation was to assess the overall status of the project inclusive of the achievement of set objectives, relevance, effectiveness, impact and sustainability, and to extract lessons learned and provide recommendations for future programming. Furthermore, implementation processes were addressed from project design, coordination, and accountability perspectives. The OECD-DAC criteria were also used to guide the methodology and meet the evaluation objectives laid out by Search for Common Ground.

Research Objectives

With the above in mind, the objectives of the study were as follows:

1. Assess the following OECD-DAC evaluation criteria: relevance, effectiveness, impact and sustainability.

2. Extract critical lessons learned and draw recommendations to inform future access to justice programming in South Sudan.

To the extent possible, the study included collection of endline values for the project's indicators. In addition, the evaluation sought to answer the following research questions, based on the selected evaluation criteria (drawn from the OECD-DAC criteria):

Relevance

1. Was the project intervention relevant in bridging justice gaps for the rural citizenry?
2. To what extent the project contributed to boosting the capacities of the targeted paralegal actors in supporting access to justice, especially from a gender perspective?
3. To what extent communication messages and strategy were able to adapt to the changes in the context and to stay relevant and inclusive of different identity groups?
4. Was the project team able to respond and adapt to the challenges which arose during the project's implementation and to what extent? Specifically, how relevant is it within the South Sudanese context to engage with local authorities and customary authorities?

Effectiveness

1. To what extent have the intended project's expected results been achieved?
2. To what extent was Search's outreach activities and media-based programming effective in the different areas of project implementation? Was there any difference in the reach and response related to the radio station? Did the radio programs reach women?
3. What was the "Reach, Resonance, and Response" (3Rs) of Sergeant Esther radio program as a woman role model?
4. To what extent was IPCA/IDLO legal aid interventions effective, especially from a gender perspective?

Impact

1. What changes, intended and unintended, positive and negative, have occurred in the target population?
2. To what extent did the project actively contributed to achieve enduring peace in South Sudan, specifically around social cohesion, levels of trust, and/or tribal interaction?

Sustainability

1. To what extent the achieved results are likely to be sustained after the project close out?
2. What enables or impedes the sustainability of results?
3. What opportunities exist for the CSOs, media partners and the legal aid structures to propagate the project's achievements?

Lessons Learned and Recommendations

1. What are the lessons learned that could be integrated in future access to justice programming in South Sudan? Are there opportunities to link traditional justice system strengthening initiatives with other partners on the ground?
2. Is there a specific role for women in future access to justice programming? What would be the best approach to foster women engagement in this type of programming?
3. What are the main recommendations to inform future peacebuilding programming in South Sudan?

Methodology

Primary data was collected in three of the five project locations: Juba, Bor, and Nimule. A mixed-method approach entailing desk review, quantitative, and qualitative data collection enabled the triangulation of information collected. The table below includes a detailed breakdown of the methods used to collect data for the evaluation.

Table 1: Evaluation Methodology

Method	Source/Respondents	Quantity
Desk Review	<ul style="list-style-type: none"> Relevant secondary literature All available project documents and background materials, including project proposal, logframe, M&E plan, monthly reports and baseline study 	N/A
Key Informant Interviews	<ul style="list-style-type: none"> Consortium Project Implementation Staff (1 KII with each Search, IDLO, IPCA) Member of the media (1 KII per location) CSOs (1 KII per location) Participant in the program who received legal services (1 KII per location) Community dialogue forum participant (1 KII in Bor) Paralegal or pro-bono lawyer (1 KII per location) State Actor or community authority (1 KII per location) 	19 KIIs Total
Focus Group Discussions	<ul style="list-style-type: none"> Male/Female Beneficiaries (3 FGDs in Juba, 3 in Nimule, and 2 in Bor) 	8 FGDs Total
Quantitative Smartphone Survey	<ul style="list-style-type: none"> Project Beneficiaries (72 surveys per location) 	216 Surveys Total

Quantitative Research

Six local enumerators were recruited per location from a roster of previously vetted individuals with experience in quantitative data collection. Forcier worked previously with the majority of these interviewers, and many had extensive experience with smartphones as well. After recruitment, the researchers led the enumerator teams in a comprehensive two-day training to teach them about the specific nature of the assignment, research ethics, the survey, sampling methodology, respondent selection, and review smartphone data collection techniques. As part of the training, the researchers, along with the enumerators, also reviewed the survey content and agreed on standard translations into local languages. Following the training, the enumerator team piloted the survey to rectify any complications such as the wording or translation of a question.

The questionnaire focused on measuring and understanding the reach, resonance, and response of the radio programs and the reach of program activities such as community dialogue forums and participatory theatre performances. It also provided in-depth quantitative data to be measured against numerical logical framework indicators established during the baseline study. Each enumerator conducted six interviews per day, and as such, quantitative data collection lasted 4 days in each location, inclusive of training. On-the-ground quality assurance checks and oversight were provided throughout the data collection. As surveys were conducted on smartphones using mobile data collection technology, data was uploaded daily from the field to a secure server, allowing for a secondary level of data quality assurance and fieldwork supervision remotely and in near-time.

Sample Size and Sources for Quantitative Survey

The quantitative survey was used as a comparative tool for key indicators, allowing for a comprehensive understanding of how the participants were impacted throughout the two-year project implementation. A structured, quantitative household survey with 216 respondents provided evidence of reach, relevance, and response, along with a comprehensive understanding of change in baseline project indicators. The sample took into account the limitations presented in the terms of reference and produced an aggregate margin of error of approximately 8% with a 95% confidence level.

Using the list of areas provided by Search, Forcier determined which were accessible for research. From the locations that were accessible, bomas were randomly drawn and each project area (Juba, Bor, and Nimule) was divided into 12 clusters based on the draw. A total of 6 interviews were conducted per cluster, for a total of 72 interviews per location. The sampling strategy took place at the household level. Selection of respondents was achieved through the CAPI administered kish grid that asked enumerators to list all eligible members of the household (present and not present). Based off the kish grid, the device then randomly selected a household member above the age of 15. It must be noted that both participants and non-participants were targeted in the survey.

Qualitative Research

Overall, the qualitative data collection aimed to capture the target stakeholders' experiences, knowledge and attitudes with regards to project implementation and agents of change within the targeted communities.

Key Informant Interviews

Relevant stakeholders were interviewed to gain a multitude of perspectives and provide insight relevant to the research objectives. By conducting these interviews, a population of influential people whose opinions and knowledge would not be captured through quantitative data collections, were interviewed for the evaluation. A total of 19 key informant interviews were conducted with the following stakeholders:

- Consortium Project Implementation Staff, who were able to provide information regarding overall project implementation, and opportunities and challenges faced. One interview was conducted with each consortium member (Search, IDLO, and IPCA).
- Non-State Actors, who were able to provide information regarding project impact on beneficiaries and the project communities. Non-State Actors also included paralegals or pro-bono lawyers, radio staff, CSOs, beneficiaries of legal services. One interview was conducted with each of these actors per location. An additional KII was conducted with an individual who participated in a community dialogue forum in Bor, as there were not enough participants available for a focus group discussion.
- State Actors or Local Authorities, who provided information on how the justice system and community members have been influenced by the project activities. One interview was conducted with a relevant stakeholder in each location.
- A Community Dialogue Forum Participant, who provided information on the community dialogue forum experience and its impact on the community

Focus Group Discussions

Focus group discussions facilitate an opportunity to explore open-ended responses to difficult questions, providing more information on attitudes, perceptions and experiences that otherwise would not be captured by the quantitative survey. Three FGDs were conducted in Nimule and Juba

and two in Bor, for a total of eight FGDs. The FGDs in Nimule and Juba were conducted with radio listeners, community dialogue forum attendees, and participatory theatre performance attendees in the target villages. In Bor, FGDs were conducted only with radio listeners and participatory theatre performance attendees, as not enough CDF attendees were available at the time of research for an FGD. The participants were recruited using participant lists and with the assistance of local chiefs and local women’s organizations. Given the sensitive nature of the study, in order to facilitate honest participation, the groups were separated by sex. Below is a breakdown of the FGDs by location, group, and sex of participants.

Table 2: FGD Breakdown by Location

Location	Group	Sex of Participants
Juba	Participatory theatre performance attendees	Male
	Community dialogue forum attendees	Female
	Radio listeners	Male
Bor	Participatory theatre performance attendees	Female
	Radio listeners	Female
Nimule	Participatory theatre performance attendees	Female
	Community dialogue forum attendees	Male
	Radio listeners	Female

Limitations

The main limitation associated with this evaluation is the comparative power between the baseline and the endline surveys. Differing numbers of respondents were interviewed for each, and the target areas also differed. In the baseline, quantitative values were not collected for many indicators, making it difficult to measure change over time for the endline evaluation. As a result, some quantitative indicators were unable to be measured, and qualitative interviews were instead used to understand impact.¹ The approach for the indicators related to CSOs also differed in the endline, as the CSOs interviewed in the baseline were not the same that had received support during the program.

Introduction

On 9 July 2011, the Transitional Constitution of South Sudan (TCSS) came into effect as the highest legal authority in South Sudan.² The process for replacing the TCSS with a permanent constitution has since been repeatedly delayed as a result of the ongoing conflict and its effects on the capacity of the Constitutional Review Commission to carry out its mandate.³ As such, the TCSS remains the highest legal authority seven years after it first came into effect.⁴

The TCSS has been difficult to operationalize and enforce in practice. First, the TCSS was originally drafted when South Sudan was comprised of ten states. The country has since been further divided

¹ Information on the following indicators was collected using qualitative interviews, rather than quantitative data: Indicators 2.1, 2.2, 3.1, 3.2, and 3.3. Quantitative values collected for Indicators 4.1, 4.2, 5.2, and 5.4 could not be compared to the baseline, as no quantitative baseline values were collected for these indicators. Indicator 6.1, 6.2, and 7.1 were not measured in either the baseline or the endline, as activities for these indicators were halted after the INL directive.

² UNDP, Study on the Harmonisation of Customary Laws and the National Legal System in South Sudan (2016), pg. 19.

³ International Commission of Jurists, South Sudan: An Independent Judiciary in an Independent State? (December 2013), pg. 3.

⁴ Ibid.

into thirty-two states, which has put further strain on a justice system that was already challenged by a lack of human resources and low technical and financial capacity.⁵ Second, since South Sudan gained its independence in 2011, the South Sudanese government has been faced with the challenge of creating a justice system that strengthens the rule of law, but also preserves the customs of the people.⁶ As a result, the South Sudanese government has attempted to develop a legally pluralistic society, in which the statutory courts, headed by government-appointed judges, and the local customary courts, headed by chiefs and heads of clans, operate parallel to one another. Although attempts have been made to define the jurisdictions of each court system in the TCSS, the lines between them have been blurred in practice.⁷

Each system has its advantages and disadvantages. The customary court system, born of the customs and traditions of local people, is trusted and preferred over the statutory courts, which many see as expensive, corrupt, slow, and unfamiliar.⁸ Customary courts are composed of panels of chiefs and heads of clan, who are respected for their knowledge of legal history within a given tribe or clan.⁹ Whereas customary courts embrace a tradition of restorative justice, the statutory courts have shifted the focus to retributive punishments and rely heavily on the police force and prison system.¹⁰ Customary courts are also seen as more transparent and accountable, as cases are held in public places and the participation of community members in court proceedings is encouraged.¹¹ Although the TCSS mandates that English should be the working language of the statutory courts, this is difficult in practice for the many judges who were trained in Khartoum, and for lawyers, who often submit documentation in Arabic. Additionally, the government's legal structures are understaffed, under-resourced, and lack the training and technical capacity to effectively carry out their functions.¹²

However, despite the fact that community members largely favor the customary system, the customary courts fall short by international standards in upholding human rights, particularly those intended to protect vulnerable groups such as women and youth.¹³ Local customs and attitudes on gender have perpetuated abuses toward women and precluded them from accessing justice. Women commonly experience gender-based violence (GBV), sexual exploitation, forced and early marriage, and other human rights abuses – in one GBV study, 41% of respondents said they had experienced some form of GBV in the last year, including physical violence, psychological violence, economic violence, and sexual violence.¹⁴ The customary courts are also inconsistent in their

⁵ Ibid, pg. 4.

⁶ Mennen, T., 2010. Lessons from Yambio: Legal Pluralism and Customary Justice Reform in Southern Sudan. *Hague Journal on the Rule of Law*, 2(2), pg.219.

⁷ The Justice and Security Research Programme Policy Brief 6, *Advancing Justice: A Local Approach to Courts in South Sudan* (2017), pg. 2.

⁸ International Commission of Jurists, pg. 24.

⁹ Mennen, T., pg. 239.

¹⁰ Aleu Akechak Jok, Robert A. Leitch, and Carrie Vandewint, "A Study of Customary Law in Contemporary Southern Sudan" (report, World Vision International and South Sudan Secretariat for Legal and Constitutional Affairs, 2004).

¹¹ Deng, David, *Challenges of Accountability. An Evaluation of Dispute Resolution Processes in Rural South Sudan*, 2013, pg. 20.

¹² International Commission of Jurists pg. 17.

¹³ Mediel Hove and Enock Ndawana, 2017. *Women's Rights in Jeopardy: The Case of War-Torn South Sudan*, SAGE Open.

¹⁴ Jennifer Scott et al., "An evaluation of gender inequitable norms and gender-based violence in South Sudan: a community-based participatory research approach," *Conflict and Health* 7, no. 4 (2013).

practices, as there is no written law to guide the courts, and rulings and punishments are at the discretion of the chiefs and heads of clan.

The *Facilitating Access to Justice in South Sudan* program intended to address “supply-side” challenges with justice service providers as well “demand-side” challenges, including the low awareness of legal issues and access to justice among community members. This endline evaluation captures findings on specific project indicators, as well as evidence on the relevance, effectiveness, impact, and sustainability of program activities. The report includes an overview of the demographics of the quantitative survey respondents, detailed findings on project indicators and OECD DAC criteria, and conclusions and recommendations to inform future programming.

Demographics

Quantitative survey respondents were comprised of 47% males and 53% females and the average age of respondents was 34 years, with a roughly equal sex breakdown and average age for each target location. The graph below shows the highest level of education respondents have attained. The majority of respondents have either completed no education or some primary education (56%).

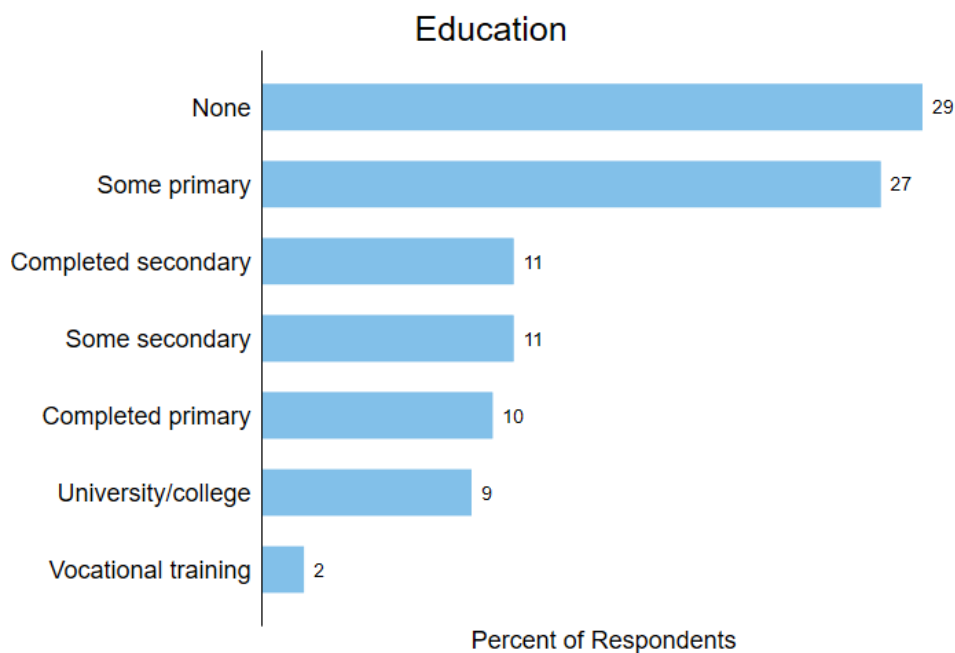


Figure 1: Education Level of Respondents, Aggregate

As shown in the graph below, a plurality of respondents identify as housewives (33%), followed by respondents who are unemployed (25%) and roughly equal percentages of respondents who work full-time or are students (15% and 12%, respectively).

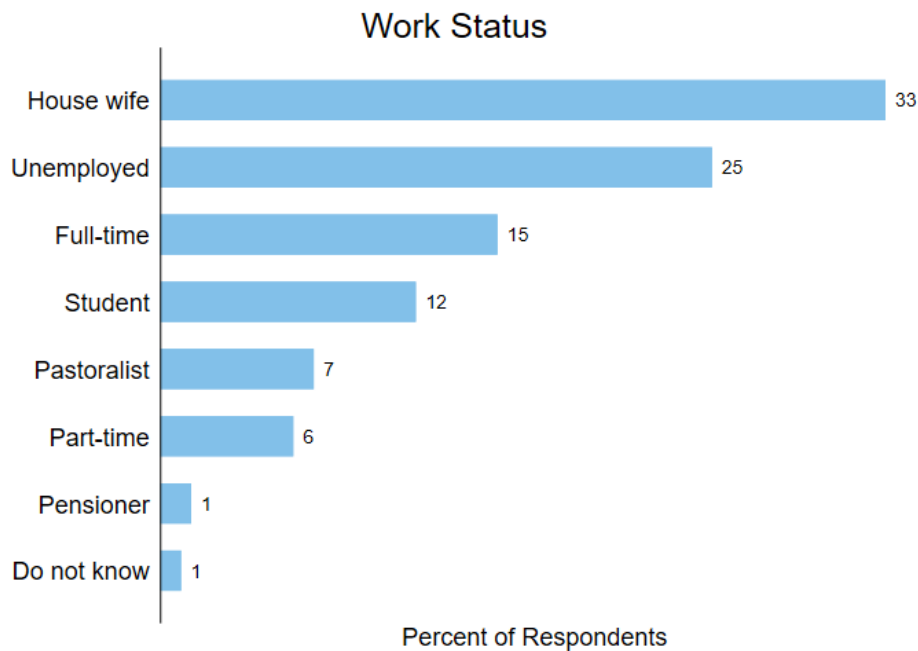


Figure 2: Work Status of Respondents, Aggregate

Findings

Relevance

Was the project intervention relevant in bridging justice gaps for the rural citizenry?

To measure the relevance of the project interventions, qualitative interview participants were first asked to explain the key gaps in justice that community members in their communities' face. Key informants and beneficiaries outlined a number of challenges citizens face in accessing justice, including high costs associated with accessing courts, language barriers,¹⁵ lack of transportation to courts, delays and incompetence in the courts, and lack of awareness on legal processes and rights. One respondent added that justice actors do not respect the laws of the country, and corruption obstructs access to justice for those who are not well-connected: "There are laws in South Sudan, but they are not properly respected. There is a lack of protection for people and their properties. Police do not do their work of protecting their rights and properties. Criminals are released by big people if they (the criminals) hail from the most prominent figures in the government."¹⁶

Staff who worked on the program most often highlighted the lack of awareness citizens have of their rights, the legal process, and pro-bono legal services. "When you sit in those dialogue forums, you realize that there are people who totally do not know what sort of process to take to access justice. The law itself of the country – you realize that even some other senior local authorities do not know."¹⁷ Staff also highlighted a number of issues with the legal system itself. Corruption and abuse of the law by justice providers is common, encouraged by a lack of resources at the government level, and therefore a lack of adequate funding for the justice system. One staff member shared that judges pay out of their own pockets to have court records brought to them, and that three judges

¹⁵ Cases are often represented in Arabic.

¹⁶ KII – Media – Bor

¹⁷ KII – Staff – Juba

can be sharing one computer while working on cases. Dedicated judges are further discouraged and demotivated by the fact that military officials, police, and government officials take over cases: “They can work on a case for a month, month and a half, and be ready for resolution, and then all of a sudden a government official will swoop in and take it out of their hands.”¹⁸ Staff additionally mentioned that judges and police misuse the law by demanding bribes for their services, which leads many citizens to rely on the customary court systems. However, staff also mentioned that customary courts often handle cases that are beyond their capacity and jurisdiction and that customary courts lack consistency, as they are subject to customary functions that can vary widely by area in terms of attitudes toward women and other marginalized groups.

Marginalized groups, such as women and youth, face additional unique challenges in accessing justice, some of which are embedded in cultural practices that are inconsistent with human rights. For instance, women and girls lack the proper channels for accessing justice despite high incidences of domestic violence, gender-based violence, and forced marriage. “Many men still use violence as a tool to address family misunderstandings.”¹⁹ Women fear reporting GBV because of the stigma associated with it but are also discouraged from reporting GBV cases to the police, who often tell them to go home and settle the issue with their families, or their own families, who benefit through dowries from marrying their girls. Women and girls are also frequently denied formal education and ownership of property, even after their husbands have passed away, and lack the knowledge of the relevant family laws that are intended to protect them, including inheritance laws, divorce laws, child custody laws. As awareness of human rights spreads, however, women are increasingly responding in ways that lead to new tensions within communities. One respondent explains, “Our culture does not give women equal rights as men. Presently, some elders say that the rampant divorce which was not there in the past is simply because of this thing called human rights.”²⁰ Another respondent explains that the practices of forced and early marriage are to blame for the increasing number of divorce and adultery cases:²¹

“When a lady is married while still young or is forced to marry out of her interest, such a lady is most likely to file for a divorce in the future. Equally important, early marriage causes divorce, especially if the young lady fails to deliver on the expectations of her in-laws. Sometimes, if a young lady marries a married man, she will be under intense competition with her co-wives, and if she cannot sustain the growing competition, she may quit. On the other hand, adultery is another growing problem now. If a girl marries a guy who was not her dream man, she will begin to have extra-marital affairs with her former lover.”

Low levels of development and lack of access to justice have frustrated youth and led them in some cases to take the law into their own hands. Respondents highlighted issues of unemployment, segregation, tribalism, killing, marginalization by elders and other community leaders, land disputes, unlawful detention and arrest, and combined detention facilities for youth and adults. A staff member recalls a community dialogue forum in which youth expressed frustration over government infringing on their rights: “The youth were very angry that their land was grabbed by some general or something. They were very angry and wanted to take the law into their hands...What continuously needs to be done is youth need to know it is not always by force that you can get your

¹⁸ KII – Staff – Juba

¹⁹ KII – Participant – Bor

²⁰ KII – Media – Bor

²¹ KII – Participant – Bor

rights. Because that always tends to be the direction many youths feel like taking when they do not get justice/their rights.”²²

Qualitative interview participants were then asked whether they felt the project activities were relevant in addressing the gaps they had just outlined. Project staffs explained the ways in which the various activities held were relevant in bridging these gaps. Through the CSO trainings, paralegal trainings, and the provision of pro-bono legal services, the program provided citizens with avenues for accessing justice, as the government is unable to provide them with adequate legal aid. Female personnel were encouraged to attend trainings, and specialized trainings were given on topics relevant to marginalized groups, such as GBV and unlawful arrest and detention. Additionally, the pro-bono lawyers who operated under the program handled mostly women and youth cases. IPCA reports, “Crime victims are directed to our office from the police station, and every one of them has received legal aid and psychosocial support. Their cases are handled by the pro-bono lawyer up to the end.”²³ For the participatory theatre performances, community dialogue forums, and radio programs, staff were encouraged by the response of participants and their demand for more activities. One staff mentions, in reference to the community dialogue forums, “The lawyers, when taking them through the sessions, and the way people are participating and asking questions can clearly tell you that for sure this was really needed for the community. You will even see in the reports that most say the timeframe for the dialogue forum was not enough.”²⁴

During the interviews, the majority of community participants agreed that the project activities were relevant in addressing the challenges their communities are facing. According to participants, the project was successful in facilitating proper representation of cases, encouraging justice system actors to engage with their communities, and raising awareness of rights and access to justice among citizens, including chiefs. The project also gave special focus to marginalized groups: “We believe that the program addressed most of the issues because if you look at the number of callers who called after the discussion, you will surely agree that it addressed the issues outlined. Basically, the program has changed the perceptions of the community towards women and youth. Some listeners who did not know their rights, were able to open cases in the courts as a result of the program.”²⁵ However, one respondent explained that although the project was relevant, it was unable to fully address any of the issues due to its short duration.

Focus group participants, consisting of radio listeners, participatory theatre performance attendees, and community dialogue forum attendees, also felt that the topics covered through project activities were relevant, as they are the main issues facing local communities. Participants recall project activities covering the following topics: gender-based violence, domestic violence, equality, unity, justice, early and forced marriage, and the roles of justice service providers. Focus group participants did, however, identify some issues they wished had been covered that were not. For instance community dialogue forum attendees from Nimule mentioned that destruction of property would have been useful to cover, and those from Bor mentioned rape and poverty, as poverty is the main reason youth resort to cattle raiding. Radio listeners from Bor mentioned that they would have liked the radio programs to cover the issue of forced marriage more because it affects youth in various communities. Lastly, participatory theatre performance attendees from Bor explained that the topic of one of the participatory theatre performances was too narrow in focus: “The performance should

²² KII – Staff – Juba

²³ KII – Staff – Juba

²⁴ KII – Staff – Juba

²⁵ KII – Media – Bor

have also pointed out the impact of gender-based violence in the community as well as educating people to seek justice all the time and never take law into their hands. In my observation, the participatory theatre which was conducted at Alliance High was designed to address the minor issues that hinder teacher-student relationships and student-to-student relationships.”²⁶

To what extent did the project contribute to boosting the capacities of the targeted paralegal actors in supporting access to justice, especially from a gender perspective?

Paralegals and lawyers received training on human rights and the rule of law according to the TCSS, specifically topics included the right to a fair trial, women’s rights, early marriage, equality before the law, and arrest and detention procedures. Participants expressed appreciation of not just the content of the trainings, but also the networking opportunity the training sessions presented. Participants explained that during the trainings, they met and built relationships with new people from within and outside their states, as well as individuals from civil society organizations. As a result of the training they received, participants expressed that they feel better equipped to handle cases, including the cases of marginalized groups. A lawyer who worked in Nimule during the project explains that he was able to secure the freedom of a woman who was arrested without a warrant, and, separately, was able to secure the freedom of two young people who had both been given long prison sentences for petty theft. Staff highlighted that, in addition to providing legal training to paralegals/pro-bono lawyers, the program granted scholarships to 20 paralegals, making it possible for them to pursue an education and career in law.

To what extent were communication messages and strategy able to adapt to the changes in the context and to stay relevant and inclusive of different identity groups?

As a whole, staff reports that the programs themselves were designed by representatives from the target communities. In the inception phase, staff held FGDs with community representatives to determine what messaging they felt was most important. On an ongoing basis, the team collected data on the radio programming, CSO trainings, paralegal/pro-bono lawyer trainings, participatory theatre performances, and community dialogue forums and reported on each activity on a monthly basis. The program team also communicated on an ongoing basis about findings from the ongoing monitoring and evaluation, as well as the progress of activities. One staff member explains, “There is always a monthly meeting through which the three partners can get together to share how far they’ve come and what types of challenges have been met to help and support and advise each other. They give all their reports and the project coordinator incorporates it into one report.”²⁷

The pre-recorded *Sergeant Esther* script was informed by the FGDs with community representatives mentioned above to ensure the topics covered under the program would be relevant to community members across the target areas. Whereas in the past under different programs an episodic methodology has been used for *Sergeant Esther*, a serial methodology was used for this program, as staff determined that proper legal procedures could not be represented fully in single episodes. To capture the feedback and views of listeners, the program’s M&E team distributed lists of basic questions to the radio stations for them to use to prompt listeners to share their views. Radio employees summarized the answers of listeners, as well as the feedback listeners provided independently, and were asked to provide Search with the data on a monthly basis. Additionally, the concept of the program is flexible in a way that means it can be incorporated in future programming

²⁶ FGD – Participatory Theatre Performance – Bor

²⁷ KII – Staff – Juba

– the content is not tied to a specific timeframe, and all the themes and issues discussed in the program are relevant at any time of the year.

Hiwar al-Shabab consisted of a pre-recorded element and a live talk show element. Search brought five producers from Wau, Bor, Nimule, Wau, and Rumbek to Juba for training on the live talk shows. The producers were given an overview of the program, instruction on how to recruit relevant guests for the program (e.g. judges, lawyers, county commissioners), and legal resources to assist them with pitching topics and understanding legal terminology. They were also trained on how to encourage guests to break down technical legal terminology for listeners. Tools developed by the M&E team in consultation with program staff were also distributed to radio stations. The tools were designed to collect information on the discussions between guests, hosts, and listeners. Additionally, feedback was collected from community members through live calls and texts after programs were broadcast. SMS was included as a method of providing feedback to ensure that those who cannot afford to make phone calls were still able to share their views on the content of the programs. Non-staff key informants highlighted the importance of hosting the *Hiwar al-Shabab* program in local languages, as it ensured the project was able to adapt to changes in context and remain relevant to different identity groups. By asking radio stations to host the program in simple Arabic and local languages listeners would be able to understand, Search enabled the program to reach a broader audience and encouraged the participation of all community members.

Ongoing M&E was also conducted with the community dialogue forums and participatory theatre performances. Pre- and post- testing was conducted at each community dialogue forum session to measure participant learning. Participants who were willing were also asked to provide their written feedback at the end of each session using a tool that had been developed by the M&E team. The feedback of participants who were unable to read or write was collected verbally and then recorded by staff. Their views were also captured by the program coordinator, who took extensive notes and observations during each discussion. The information gathered through the notes and feedback was compiled in monthly reports and also used by staff to inform strategy discussions on future dialogue forums. For the participatory theatre performances, actors conducted a pre-activity evaluation to determine which topics would be most relevant for community members and improvised their performances based on the responses of community members. Actors were also trained to use tools developed by staff to collect community feedback at the end of the performance. Feedback from community members was captured on hard copy and also with a recorder.

The program activities were also designed in a way that was intended to ensure each activity remained relevant and drew upon the learnings from other activities, although this did not always materialize as planned. Media partners were encouraged to attend and record participatory theatre performances and community dialogue forum sessions and either adapt the themes discussed in each to the radio program or edit and play sessions for listeners. The strategy was intended to amplify the impact of the activities by making the discussions available to a wider audience and encouraging radio guests and listeners to discuss legal topics relevant to their communities. It was also intended to give the media partners ideas on themes they could adapt for the program, as issues that need attention, discussion, and amplification are not uniform across locations. CSOs and pro-bono lawyers were also encouraged to attend participatory theatre performances and community dialogue forums to facilitate technical discussions and advertise their services to community members.

Was the project team able to respond and adapt to the challenges which arose during the project's implementation and to what extent? Specifically, how relevant is it within the South Sudanese context to engage with local authorities and customary authorities?

The majority of respondents find it relevant to engage with local and customary authorities in access to justice programming in South Sudan. Respondents shared that relationships should be built and encouraged between local authorities, CSOs, and NGOs, particularly because the country is decentralized, and local government has an important role to play in governing down to the village level. The state actor interviewed in Juba explained that the lines between customary courts and statutory courts are often blurred, making it very relevant to engage local and customary authorities in access to justice programming. The respondent explains that these authorities need guidance and training on their limitations: "Sometimes they go beyond their jurisdiction and handle cases which are beyond their capacity, like criminal cases or rape cases. Sometimes they do not report these cases to the statutory courts and they handle it by the customary law, which is wrong. There should be coordination between the two courts, and the chiefs need to be sensitized on the law and human rights."²⁸ A CSO representative explains that his CSO engages with local authorities by training them on human rights. He explains why he feels it is important to engage local and customary authorities: "These authorities, local and customary systems, have to be merged to avoid many chiefs that one has to visit when you have a case. It is good to bring justice providers together and train them so they may have uniform information."²⁹ However, one respondent suggested that it is not entirely relevant to engage with local authorities, but rather with local citizens: "It is not one hundred percent relevant in the South Sudanese context to engage with local authorities. Most of the laws are drafted at the national level and then imposed on the local level. It is important to engage the people at the local level to be informed on how to become law abiding citizens."³⁰

Staff outlined a number of challenges they faced during program implementation. For supply-side activities, program staff struggled to bring pro-bono lawyers on board not only because of the South Sudanese context, but also because it was difficult to find qualified lawyers in each location. The initial plan to have one full-time pro-bono lawyer per location had to be amended, and instead, three lawyers were rotated between locations. Additionally, the program originally included trainings for judges, prosecutors, and prison officials. One staff member mentioned that judges were on strike at the time of the program, which may have affected their willingness to participate in activities even before the directive to halt engagement with state actors. Regardless, IDLO held a total number of 8 one-week capacity-building trainings for paralegals and CSOs. Whereas the trainings for paralegals were delivered according to the work plan, the delivery of the training for CSOs was partially delayed as, in October 2018, IDLO was requested by the Relief and Rehabilitation Committee (the governmental entities in charge of NGO registration in South Sudan) to stop all activities with high visibility until the IDLO registration issue as an IGO was clarified. IDLO received permission to resume high-visibility activities only in January 2018, and the last training for CSO was delivered in February.

In response to the directive from and subsequent discussions with INL to halt engagement with government actors, the program staff submitted a re-alignment proposal that shifted the focus to customary system actors, but the proposal was rejected by the donor. However, the majority of both staff and community members find it relevant to engage with local authorities in access to

²⁸ KII – State actor – Juba

²⁹ KII – CSO – Bor

³⁰ KII – State actor – Bor

justice programming. One staff member shared that authorities want to be involved, and without them, community members doubt your activities and fear that they will become targets because the activities are illegal or not accepted by the government: “There is no way that you can really provide competent communication platforms without involving local authorities.”³¹ Others highlight that the local authorities are partners and important stakeholders that need to have access to capacity-building training if the justice system is going to improve. “There are a lot of people in the government who would like to do their work. The other thing – we don’t realize the local authorities are part of those communities. They have children who are in those schools at the local level, and they are inclined to develop and respond to local issues if they get resources. They can be persuaded if given a chance.”³²

IDLO and IPCA staff also shared that working with local justice service providers was at times challenging. Customary court actors often acted beyond their jurisdiction, handling cases such as criminal cases despite their lack of knowledge about human rights. Additionally, those who received legal aid were sometimes unappreciative, as the expectation among some actors was that they should receive in-kind support or money rather than training. Police officers were at times suspicious and uncooperative with pro-bono lawyers as they felt they were under investigation themselves. Staff also found that the system for filing cases in the police station was unorganized, which made it difficult for lawyers to find GBV case files.

For the radio programs, the lack of budget for follow-up trainings posed a challenge for both program staff and media partners. In some cases, the media staff members who originally received training moved on to other roles, and although the program staff was in constant communication with the radio station directors, this information was not always communicated. In response to these challenges, staff conducted follow-up trainings over the phone with replacements or in person when staff were in target locations for other activities that did have budget. However, staff reported that the original budget did not include funds specified for use in follow-up training with media partners. Staff stress the importance of having this in the future: “When you do that on the ground, it is different than doing it remotely. You are able to observe, see how the producer struggles with getting guests, how he goes about planning for the program...When you are sitting in Juba, some of what they say does not make sense. For future projects, having a small budget for this – even if it is once every 3 or 6 months – it helps with following up, ensuring that the standards and content are being maintained.”³³ The media partners also complained of a lack of equipment and had trouble finding guests for the programs. “Aside from the pro-bono lawyers, getting other people who also feel it is their responsibility to give this type of information and give it to the people, so they understand their rights and responsibilities was one of the challenges faced in radio programs.”³⁴

Staff also had trouble encouraging synergy between program activities. Despite encouragement, pro-bono lawyers and media members often did not attend performances due to the timing of the performances and their busy schedules. This was particularly challenging for the actors who facilitated discussions with community members at the end of each performance, as the actors are not legal professionals and were unable to properly answer community members’ questions. The unwillingness of lawyers and others to attend performances had an effect on other activities as well.

³¹ KII – Staff – Juba

³² KII – Staff – Juba

³³ KII – Staff – Juba

³⁴ KII – Staff – Juba

The performances were intended to provide content for the community dialogue forums, and discussions from both the community dialogue forum and participatory theatre performances could have provided content and contacts for the radio stations, as well as enabled them to adapt their programming. However, this did not happen consistently across locations despite the efforts of staff to encourage relevant stakeholders.

Staff also faced critical challenges from an M&E perspective. An outcome mapping exercise was conducted during the program which was intended to inform activities and strategy. However, program staff felt that they did not receive the results of the outcome mapping exercise in time to make meaningful changes to program activities. Additionally, media partners were not always consistent in providing the notes and feedback they were instructed to collect using the tools developed by the Search M&E team. This posed a challenge for program staff, who were required to report on a monthly basis.

Effectiveness

To what extent have the project's expected results been achieved?

Objective 1: Citizens are aware of their legal rights and duties

Search used participatory theatre performances to engage community members in the target areas on legal and human rights issues. For the performances, a troupe of actors first spoke with audience members to determine which issues would be most relevant for the community members. The actors then came back together and collectively settled on a topic for the performance based on the information gathered from the audience. After determining the topic of the performance and assigning roles, the actors improvised a performance for the community. Each performance was followed by a facilitated discussion among the community members, which opened the space for them to share their opinions and brainstorm ways in which the hypothetical situation that was presented in the performance could have been handled differently. The facilitator was also tasked with closing the discussion by summarizing the viewpoints of community members, finding common ground between them, and ensuring that the overarching message of the performance was aligned with the objectives of the program.

To complement the participatory theatre performances, IPCA and Search organized a series of community dialogue forums in the project target areas. Community dialogue forums brought together community members, community leaders, and other key stakeholders to have conversations around access to justice. During the project, 20 community dialogue forums and 25 participatory theatre performances were organized, collectively reaching more than 8,000 community members. Pre- and post-testing showed that 93% of those who attended the community dialogue forums and 90% of those who attended the participatory theatre performances showed increased understanding of legal and human rights issues.

For the project, Search adapted its two successful radio programs—the radio talk show *Hiwar al-Shabab*, or *Youth Dialogue*, and the radio drama *Sergeant Esther*—to address legal and human rights issues, targeting marginalized and rural citizens. Search leveraged its existing relationships to produce and broadcast the programs with seven radio stations, six of which are under Catholic Radio Network (CRN) and two which are community radio stations: Radio Jonglei (community radio station), Nehemiah Trumpet Call NTC (community radio station), Anisa (CRN), Radio Emanuel (CRN), Good News (CRN), Don Bosco (CRN), and Bakhita Radio (CRN) Easter Radio (CRN). In total, 27

episodes of *Seregeant Esther* were produced and broadcast 111 times and 255 *Hiwar al-Shabab* talk shows (168 pre-recorded and 87 live shows) were broadcast.³⁵

In addition to the participatory theatre performances, community dialogue forums, and radio programs, project staff distributed t-shirts and posters to community members as part of the project’s outreach efforts, produced and distributed 3,000 copies of justice newsletters to relevant stakeholders, and produced a comic book on justice.

% of increase in demand for justice services in the targeted communities as a result of improved access to information (50% female respondents)

Almost all respondents (98%) reported that they have access to at least one justice system in their community. Customary courts are the most accessible justice mechanism for community members, and the only mechanism that a majority of respondents said they can access in their communities (81%). As shown in the graph below, community members have comparatively low levels of access to statutory courts (18%), although slightly less than a majority do have access to the formal justice system through police stations (43%). The vast majority of respondents are either unaware of or do not have access to mobile courts or special help desks.

The majority of surveyed community members (79%) have used one or more justice systems, representing an increase in usage from the baseline (53%). Community members from Juba have the lowest usage rates of the three locations, with 64% reporting they have used at least one justice system compared to 81% of those from Bor and 93% of those from Nimule. As shown in the graph below, justice system usage follows roughly the same distribution as access, with the majority of community members reporting that they have used customary courts (59%), followed by a non-majority that have used police stations (33%) and statutory courts (15%). Percentage totals in the graph below exceed one hundred percent because questions on access and use were multiple response – respondents were asked to list which justice systems they have access to in their communities and which they have personally used.

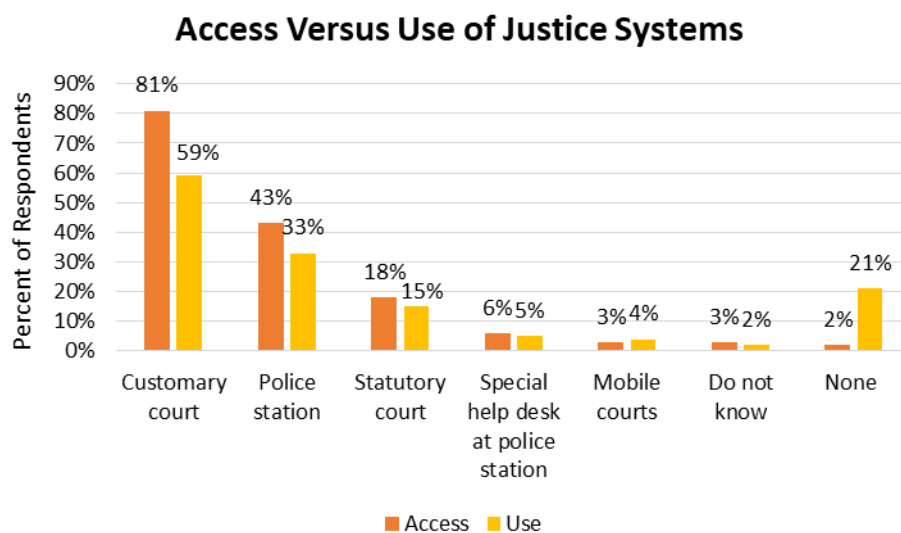


Figure 3: Justice Systems Community Members Have Access to vs. Used, Aggregate

³⁵ This data is as of March 2018. At the time of reporting, data from the radio stations for April 2018 was not yet available.

In the FGDs, community members were asked to describe how people in their community would approach solving different legal dilemmas in order to better understand local processes for accessing justice. When asked how they would solve a land dispute, most participants said that land dispute issues should be reported to the chief or the police if they cannot be solved on an individual basis. However, when asked how women should respond to cases of GBV, responses were more varied. Whereas some community members suggested that women should seek justice on GBV cases through chiefs or the police, others insisted that elders, heads of clan, family members or neighbors are the more appropriate actors to approach. Although the family courts and other customary systems still appear to be the first mechanism through which victims are expected to report cases, some community members do acknowledge that cases which are not adequately resolved should then be reported to the police or to organizations which are equipped to handle GBV cases. Radio listeners from Bor explain that women should report cases of GBV to heads of clan because they are closest, but that if the head of clan is unable to offer a solution, the case should be forwarded to the police. These results suggest that local attitudes about GBV are changing, and knowledge around the legal avenues women have for addressing it are increasing.

% of respondents in target communities reporting increased knowledge of and familiarity with their legal and human rights, and the judicial system

Community members exhibited high levels of awareness of human rights—90% could name one or more human rights and 63% could name two or more human rights. Men exhibited slightly higher levels of awareness than women, with 93% able to name at least one human right compared to 88% of women. Community members from Juba had the lowest levels of awareness of the three locations, with 83% of community members able to name at least one human right compared to 92% from Bor and 96% from Nimule.

In the endline survey, the right to education (53%), right to life (50%), freedom of religion (47%), and freedom of speech (45%) were named most frequently by respondents, whereas in the baseline, the right to expression (44%), right to life (28%), right to education (24%), and freedom of movement and association (22%) were named most frequently. The right to a fair trial and freedom from unfair detention, both of which were focuses of the program, were not mentioned by respondents in the baseline but were mentioned by respondents in the endline, suggesting there has been an increase in awareness of these human rights among community members in target communities.

Table 3: Human Rights Awareness, Baseline to Endline

Human Right	Baseline	Endline
Right to education	24%	53%
Right to life	28%	50%
Freedom of speech/expression	44%	45%
Freedom of movement	22%	39%
Freedom from torture	0%	31%
Freedom from discrimination	0%	27%
Right to a fair trial	0%	23%
Freedom of thought	0%	22%
Freedom from unfair detention	0%	17%
Freedom from slavery	0%	17%
Freedom of religion	0%	47%
Freedom of worship	11%	0%

Right to own property	13%	0%
Right to vote	10%	0%
Right to be treated fairly & equally before the law	9%	0%
Right to citizenship	5%	0%
Right to food	3%	0%
Right to security	3%	0%
Right to medication	2%	0%
Right to privacy	2%	0%
Do not know	0%	10%
Other	0%	7%

In the focus group discussions, the majority of community members reported that they are familiar with the customary and statutory court systems in their areas. The majority reported that, in order to resolve disputes through the customary courts, community members must first report the case to the chief. One participant from Bor summarizes the process: "If there is an issue at the neighborhood, it can be reported to the chief and the chief will make sure that the matter is settled in the shortest time possible."³⁶ A participant from Juba explains why community members trust chiefs in their areas to help them solve their issues: "Most people feel comfortable when their issues are handled by the customary court because the chief is the person who knows the culture and people always believe culture is the best way of solving issues. And a chief also knows everyone in the area and which land belongs to whom, and they also know the background of almost all problems people in their area have. That is why many people run to their local chief when they face any problem."³⁷

Some participants, particularly those from Juba, did cite issues with corruption among chiefs, which drives community members to escalate their issues and seek other avenues for achieving justice. However, participants across focus groups from Juba explained that community members who try to bypass the chief by taking their cases directly to the police or statutory courts are often referred back to the customary courts. "Some people do ignore their local chief and take their issues to the statutory court, and there the judge will ask them, 'Did you involve your local chief?' When they say no, the judge will refer the issue back to the local chief to try and solve the issue."³⁸

Whereas the chief is the first point of contact for community members who wish to bring a case to the customary courts, FGD participants from Nimule and Bor report that the police are the first point of contact for those who wish to access the statutory courts. Cases are first reported to the police, who then take action themselves and/or forward the case to the courts for further action. However, responses from Nimule and Juba suggest that reporting a case to the police or seeking justice through the statutory courts may be a last course of action for community members. When asked whether there are any additional places people go to resolve disputes, respondents from FGDs in Nimule and Juba stressed that community members first approach family members, family courts, church leaders, and community leaders to resolve problems before they resort to going to the police. Respondents from Juba explained that statutory courts handle murder cases and other cases

³⁶ FGD – Radio Listeners – Bor

³⁷ FGD – Community Dialogue Forum – Juba

³⁸ FGD – Community Dialogue Forum – Juba

that are too difficult for the customary courts to handle and that cases are at times referred from the statutory courts to the customary courts.

Objective 2: Citizens, including indigent individuals accused of serious crimes, are provided with legal aid

Four one-week trainings were held with legal aid attorneys and paralegals in relation to their pro-bono legal and/or community outreach work. A total of 76 lawyers/paralegals were trained in these sessions. Additionally, 20 paralegals were awarded scholarships by the University of Juba full four-year Bachelor of Laws degrees or one-year post-graduate diplomas in human rights.

Quantitative values were not collected in the baseline evaluation for all of the indicators reported under this objective. Therefore, for the endline evaluation, information for the indicators below was collected mainly through qualitative interviews with CSO staff and the pro-bono lawyers who provided legal services in association with CSOs, in lieu of legal aid clinics.

% increase in capacity of legal aid clinics to offer pro-bono services to citizenry in key target areas.

IPCA staff report that victims of crime are directed to their office in Juba from the police station and that the organization is then able to provide victims with free legal aid and psychosocial support. The positive impact of this psychosocial support on the community was reported by a participant interviewed in Juba, who explains that the support helped both her and her daughter battle depression while fighting a defilement case. In addition to the direct positive impact that IPCA has had on the community, IPCA staff report that the program has increased their capacity to handle cases and given them greater levels of experience in their work. Through the program, IPCA published justice newsletters, organized rule of law coordination forums, facilitated Community Dialogue Forum discussions, provided pro-bono services, and raised awareness at the grassroots level.

% increase in capacity of legal aid advocates and paralegals to offer pro-bono and legal aid services on the part of targeted CSOs

Legal aid advocates were interviewed as part of the evaluation in order to understand the impact the program had on their capacity to offer services to community members. The advocates that were interviewed report that the program increased their capacities to offer legal services, particularly to marginalized citizens. The lawyer interviewed in Nimule, who received trainings, represented cases, and visited police stations and prisons during the program, reports that the program not only improved his knowledge on access to justice, but also increased his awareness of public demand for the rule of law. He also reports that the program created a link between legal service providers and community members, and he is now able to help marginalized citizens through cluster meetings with various communities in the county.

The lawyer interviewed in Bor worked alongside CADE to offer legal services to women and children whose rights had been violated by the government, as well as represent land dispute and forced marriage cases. He also received a one-week training in Juba from IDLO focused on the rule of law according to the TCSS. He reports that the training he received from IDLO and his involvement with the program through CADE gave him the direction and resources he was previously lacking to offer free legal services to citizens: "Yes, I had an idea of offering legal aid services to the citizens of South Sudan, but it was difficult to start. However, after the training, I became more competent and since

then I appeared on behalf of marginalized people in names of organizations called Jonglei Legal Aid Services and CADE, respectively.”³⁹

Under the program, the lawyer interviewed in Juba provided free legal services to community members, particularly women and children, received trainings from IDLO and Search, and facilitating Community Dialogue Forums. He reported that he has built relationships with relevant justice providers, including the police and prisons, which has helped him gain access to documents critical for representing cases. Additionally, before the program, the lawyer was only able to offer his services to community members who had the money to pay for his services, whereas under the program, he has been able to offer his services to the most marginalized community members who would not be able to afford the costs of a lawyer. The lawyer also reported that the program has improved his capacity to handle criminal cases and to facilitate discussions.

% increase in citizen access to legal aid services through strengthened clinics, mobile courts, and pro-bono legal services

When asked in the quantitative survey whether there is any way for people in the community to access free legal aid and services, 46% of respondents said there is, 48% said there is not, and 6% did not know. As shown in the graph below, this represents a slight decrease from the baseline, in which 53% of surveyed community members reported that they are aware of where to acquire free legal aid.

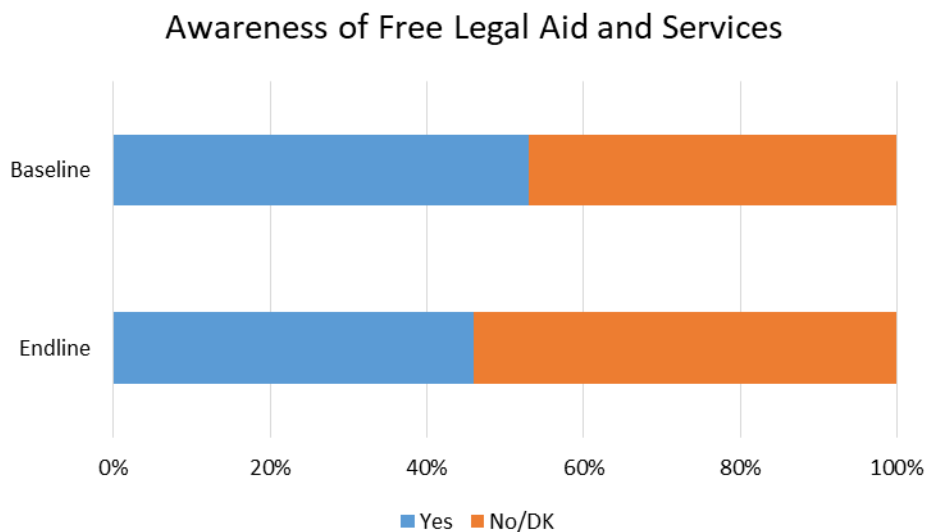


Figure 4: Awareness of Free Legal Aid and Services, Baseline to Endline

However, access to or knowledge of free legal aid services is much lower in Juba than the other locations, lowering the overall average for the three locations—whereas a majority of respondents from Nimule and Bor said there is a way to access free legal aid and services in their communities (60% and 54%, respectively), the majority in Juba said there is not (67%). Usage is also lowest in Juba. Again, whereas a majority in Nimule and Bor said they had used free legal aid or services (54% and 51%, respectively), a majority from Juba said they have not (78%).

³⁹ KII – Legal Aid Advocate – Bor

However, when those who said they are aware of where to access free legal aid were asked to name a specific place they can do so, 17% were unable to do so (i.e. responded that there is nowhere, or they do not know). Of those who were able to list a source of free legal aid, 82% could name at least one place and 28% could name two or more. The distribution of responses for the endline survey are shown in the graph below. There has been an increase in awareness of sources of free legal aid from the baseline to the endline, with the percentage of respondents who listed each of the following sources showing an increase: government agency (21% to 48%), NGOs/CSOs (25% to 37%), and pro-bono lawyers (14% to 18%). Those who replied with 'Other' listed elders, chiefs, church leaders, and other community members as sources of free legal aid. The use of other community members as sources of free legal aid was echoed by most FGD participants in Nimule and Bor, although some groups did mention police stations and pro-bono lawyers as other potential sources. None of the participants from Juba reported that they know where to seek free legal aid.

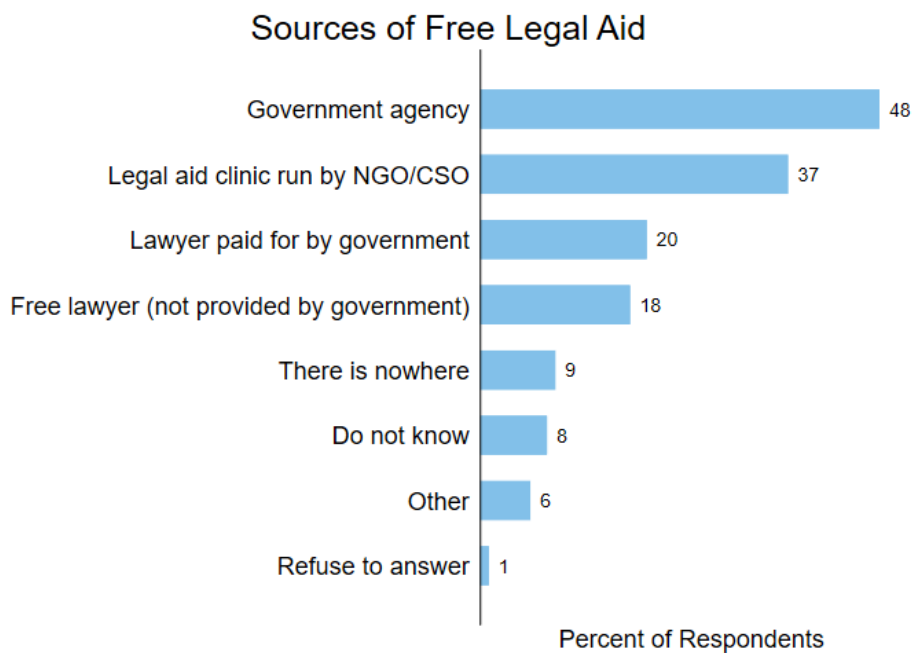


Figure 5: Sources of Free Legal Aid, Aggregate

As discussed previously, community members report using customary courts with the highest frequency, followed by police stations and statutory courts. From baseline to endline, the percentage of community members who reported in the quantitative survey that they have used mobile courts dropped from 20% to 4%. FGD participants were also asked about the mobile court initiative, but only participants in the Nimule participatory theatre and community dialogue forum FGDs had heard of it, suggesting that awareness raising efforts have been most successful in Nimule.

Objective 3: CSOs more effectively facilitating access to justice, with an eye toward project sustainability

Under this objective, IDLO administered capacity-building trainings and technical trainings. These were intended to improve the capacity of targeted CSOs, increase their engagement in justice system activities, and improve their operational and technical knowledge.

In the baseline, the organizational capacity of six CSOs was assessed using an organizational capacity assessment (OCA) tool that rated the CSOs on a scale from 1-5 for six different capacity domains: 1)

Governance, 2) Human resources, 3) Program development and delivery, 4) Monitoring, evaluation, and learning, 5) Financial management, and 6) Sustainability and participant accountability. A number of issues were identified with this approach. First, the organizational capacities of the six CSOs were determined to be already high in the baseline, which would have made assessing impact difficult if the same approach were used for the endline. Second, the six CSOs measured in the baseline were not the same CSOs that participated in trainings in the three target locations for the endline evaluation, making it difficult to measure percent change from baseline to endline. Lastly, program staff felt it would not be as relevant to measure organizational capacity of participating CSOs, as trainings were focused more on technical legal topics. Therefore, a qualitative approach was used in the endline evaluation to measure the relevance, effectiveness, impact, and sustainability of CSO activities.

% improvement in the capacity of targeted CSOs in key target areas (organizational, financial, fundraising, rule of law)

CSO employees from all locations report that their capacity has increased as a result of their involvement in the program. The CSO in Nimule focuses its activities mainly on women and girls, building awareness among community members about access to justice and offering counseling through its legal aid clinic and gender-based violence (GBV) desk. Due to the employee's involvement in the program, the employee has greater awareness of the laws of South Sudan, and the CSO has now been able to recruit more pro-bono lawyers.

The CSO in Juba works with women, youth, community leaders, teachers, and religious leaders at the grassroots level through raising awareness and administering training programs on justice and peacebuilding, as well as livelihood activities. The CSO has received trainings from Search for Common Ground on a variety of topics, including media programming on peacebuilding, research on peacebuilding, M&E, conflict sensitivity, and more. Through its involvement in the program, the CSO is now better equipped to conduct peacebuilding activities and refer cases to the appropriate justice service providers. The CSO member explained, "For example, some women who are victims of rape come to LWDO to inform them that they are victims of rape because they cannot go directly to the justice system to complain about fear of stigma. Therefore, LWDO will take the case to the right justice actor on their behalf. The staff is now also able to give women skills on how to report GBV cases to the legal courts by themselves."⁴⁰

Another CSO, which has offices in both Juba and Bor, began as an organization that worked with prisoners in Juba's prisons and police stations. Representatives from the CSO received training on human rights and the rule of law under the program and received articles and books which they were able to reference when representing cases. As a result of the CSOs involvement in the program, it is now able to coordinate with other organizations that provide justice services to community members and is also able to provide free legal services to beneficiaries in 3 prisons in Juba.

% increase in engagement in justice system activities on the part of targeted CSOs

As a result of their involvement in the program, the CSO from Nimule has been able to organize radio awareness programs and organize Human Right's Day and international Women's Day activities. The CSO from Juba organizes activities around education, peacebuilding, child protection, trauma healing, GBV awareness, and livelihoods. In Bor, the CSO has been able to spread awareness on human rights, including children's rights, prisoner's rights, the right to a fair trial, and the impacts

⁴⁰ KII – CSO – Bor

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of forced marriage and early marriage. A pro-bono lawyer who worked with the CSO under the program was able to represent 14 cases, 11 of which he won and 3 which are still pending. Additionally, the pro-bono lawyers have built relationships with the police and are able to interact with the justice system more effectively as a result of the trainings they received: "We are able to stand before all the courts as a result of the training we had and the tools we received."⁴¹

% increase in program sustainability and expanded impact in access to justice over a two-year period through capacity building of local CSOs

When asked what unique role CSOs play in access to justice, respondents stressed that CSOs are advocates for the law at the local level. CSOs also have close relationships with justice service actors in the community, including police, child protection workers, and other NGOs, and serve as an intermediary between these justice service providers and community members. The CSO employee from Bor explains, "We bring justice providers together and train them so that they may have equal and uniform information about application of justice to the people. We organize workshops which are aimed at building the capacity of key justice stakeholders, and our target is to ensure that they are equipped with the necessary information to enable them to deliver justice services to the beneficiaries."⁴² Increasing the capacity of CSOs to carry out their work therefore contributes to the sustainability and long-term impact of the program—CSOs are able to continue their work using their local networks and the trust they have built with community members. The CSO employee from Juba explains, "LWDO has a deep connection in communities at the grassroots level, and LWDO works closely with the community, giving them knowledge and changing their perspectives about the justice system, people's legal rights—making the community own the program."⁴³ The CSO representative from Bor adds, "We are stronger together as a network because it helps in capacity building. We are able to reach out to many people (beneficiaries) because of working with other justice services providers in the country."⁴⁴ The representative also adds that the program has helped the CSOs apply for future funding and sustain their organization's results, as they can now apply for funding as a team of justice providers and coordinate with other CSOs in their work.

Objective 4: Rule of law actors, including police, prosecutors, and prisons, are provided with increased support to carry out their core functions

After staff received the directive from the INL to terminate activities providing direct assistance to the Government of South Sudan (GoSS), rule of law coordination forums were the only activity that remained under this objective. Forums were attended by women leaders, youth representatives, chiefs, customary court leaders, local administrators, and others.

% of targeted rule of law actors demonstrating increased knowledge to carry out their core functions

This indicator was not measured as part of this evaluation, as planned training activities were not conducted.

Improved coordination between rule of law actors

Staff confirmed that the rule of law actors' forums were conducted to improve coordination between activists and encourage the sharing of experiences. One state actor reports that he has seen an effect on the coordination between rule of law actors in that rule of law actors are now following proper procedures and refraining from illegally arresting citizens. Another reports,

⁴¹ KII – CSO – Bor

⁴² KII – CSO – Bor

⁴³ KII – CSO – Juba

⁴⁴ KII – CSO – Bor

“Because of this program this office manages to have meetings with other justice service providers and share with them information on GBV issues that need their attention.”⁴⁵ However, the special protection unit representative from Juba explained there are still some issues that need to be addressed, such as delays in administrative work. “For example, court summons should be delivered one week before the court but, on the contrary, they are given to a person on the same day of the court hearing. And sometimes the judge will be absent on the court hearing day without leaving any information in advance about it.”⁴⁶ Additionally, IPCA staff report that the directive to halt activities forced them to shift their focus from the rule of law actors coordination forums to the community dialogue forums, affecting the entire purpose of the forums: “The national rule of law coordination forum lost its meaning because it was supposed to have the community members and the justice actors in one meeting, where the community members could ask the justice actors about the legal issues they face and the justice actors would answer them and explain to the community what is happening and why it is happening.”⁴⁷

Objective 5: Justice service providers, including customary law courts and statutory courts, are providing citizens with effective legal remedies

% of targeted community respondents that report an improvement in the effective performance of local justice providers.

Community members who reported that they have used one or more justice services were asked to rate their level of satisfaction with their experience. As shown in the graph below, the majority of respondents (70%) reported that they were either satisfied or very satisfied with their experience with the justice system, representing an increase since the baseline, in which 58% were satisfied with the traditional justice system and 45% with the formal justice system. The few who reported that they were unsatisfied or very unsatisfied were mostly comprised of individuals who had interacted with either the statutory courts or police. The top four reasons these community members were not satisfied with their experiences include the lengthy process (mentioned by more than half), corruption, dissatisfaction with the outcome, and high costs.

Satisfaction with Justice System Experience

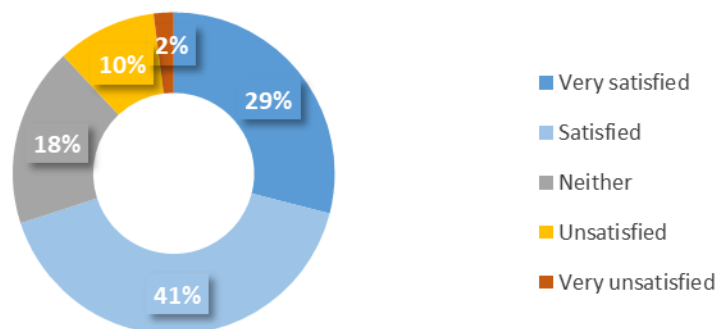


Figure 6: Satisfaction with Justice System Experience, Aggregate

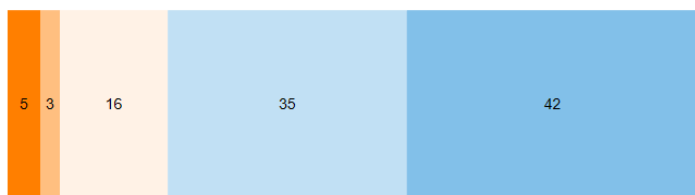
⁴⁵ KII – State Actor – Juba

⁴⁶ KII – State Actor – Juba

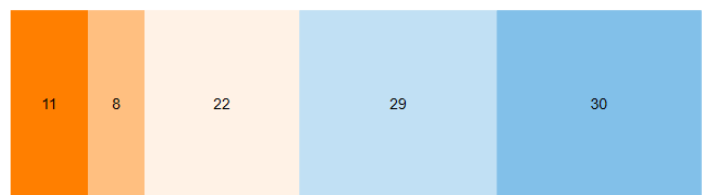
⁴⁷ KII – Staff Member – Juba

Community members were then asked to rate their level of confidence in the customary courts, the statutory courts, and the police, along with the ease with which they feel they can access both court systems. Of the three systems, community members have the highest level of confidence in customary courts and the lowest level of confidence in the statutory courts, with 77% reporting that they are confident or very confident in the customary courts, 70% in the police, and 59% in the statutory courts. The distribution of responses for each justice service provider is shown in the graphs below.

Confidence with Customary Courts



Confidence with Statutory Courts



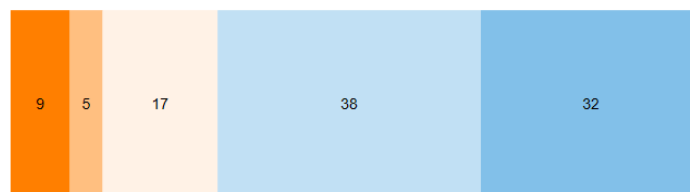
Percent of Respondents

Very unconfident Unconfident Neither confident nor unconfident Confident Very confident

Percent of Respondents

Very unconfident Unconfident Neither confident nor unconfident Confident Very confident

Confidence with Police



Percent of Respondents

Very unconfident Unconfident Neither confident nor unconfident Confident Very confident

Figure 7: Levels of Confidence with Justice Systems, Aggregate

Respondents also report that they have an easier time accessing customary courts than statutory courts—as shown below, 67% report that it is easy or very easy to access customary courts compared to 41% who say the same of statutory courts. More respondents said they find it difficult or very difficult to access statutory courts (43%) than easy or very easy, more than twice the number that say the same about customary courts (20%). Overall, there appears to have been an increase in the proportion of community members who feel it is easy to access justice, as only 18% of community members in the baseline said it is easy to access judicial remedies.

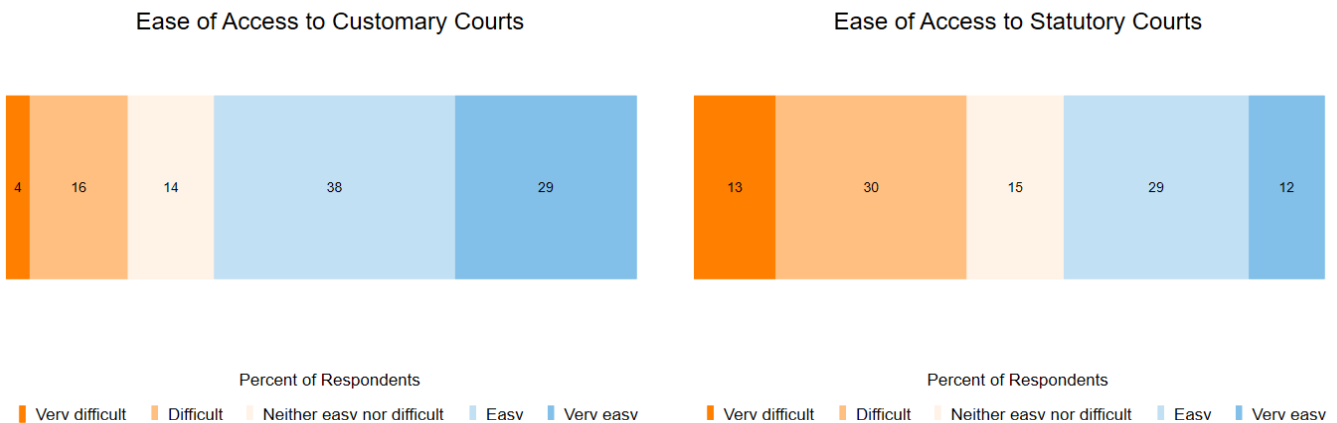


Figure 8: Ease of Access to Justice Systems, Aggregate

In focus group discussions, there was no consensus among community members within or between study areas over the trustworthiness and effectiveness of the customary court system. Those who reported that the customary courts are effective and trustworthy cite their effectiveness in delivering justice in a peaceful way, the fact that they are more affordable than statutory courts, and the opportunity they present to both sides to present their side of the story during court proceedings.

However, a number of FGD participants also discussed issues with the customary courts. One respondent from Bor who had used the customary court system after his laptop and smartphone were stolen was unsatisfied with the verdict that he should be compensated on SSP 20,000 (roughly USD \$110).⁴⁸ He reports that, although those who lead the customary court try their best to effectively deliver justice, they do not have the proper guideline to follow, they are easily manipulated, and they do not have the capacity to preside over certain cases. Customary courts also face issues with language barriers when dealing with cases between locals and foreigners. Other respondents, particularly those from Juba, cited issues with corruption and tensions between youth and chiefs.

Opinions on the effectiveness and trustworthiness of statutory courts varied by location in the FGDs. Trust appears to be high in Nimule, as all the respondents reported that the statutory courts are effective and can be easily reached through the police. Respondents from one FGD group explained that they trust the government judges and state courts because they follow the laws of the country. In Bor, however, FGD participants mentioned that the statutory court process takes too long, causing some to give up on pursuing justice. The community dialogue forum attendee interviewed in Bor explained it is easy to interact with the statutory courts, but that corruption is a barrier to the delivery of justice. “When a perpetrator is related to a big person in government, he/she can use his/her power to influence the outcome. There is a lack of respect for court decisions.”⁴⁹ He also mentions that trusting the statutory courts is difficult because there is no permanent constitution in

⁴⁸ The exchange rate can fluctuate drastically from day-to-day in South Sudan. This is the USD equivalent at the time of the report, not necessarily at the time the participant accessed the customary court and received this verdict.

⁴⁹ KII – Community Dialogue Forum – Bor

place. Participants from Juba also appear to have low levels of trust in the statutory court system, with many reporting that the courts are ineffective. Participants explained that the courts favor individuals who have money, suffer from nepotism and other forms of corruption, free criminals, and condemn individuals without sufficient evidence.

Levels of trust in the police and prison system also differ by location. FGD participants in all locations report that the role of police should be to maintain law and order in the community. This involves arresting criminals, protecting the property of citizens, and protecting citizens themselves. In Nimule, all but one FGD participant, who cited issues of bribery, reported that the police are effective and trustworthy. “They are very effective – even now, there are some police tents in our community, and they are maintaining the community well.”⁵⁰

However, in Bor, trust in police appears to be low due to corruption. FGD participants explained that in order for a community member to get their case resolved, he/she must bribe the police. Therefore, the police do not assist the most vulnerable community members who do not have the money to pay bribes. Some also mentioned that even when you pay a bribe, your case may still not be resolved. The community dialogue forum interviewees provided context for corruption in the police force: “The police are not effective in that role simply because of low payment. You know, good payment is always motivation for workers’ performance.”⁵¹ He adds that the police are not equipped with even the most basic equipment, such as guns, let alone more modern equipment, such as helicopters, cars, and raid dogs. FGD participants in Bor expressed extreme frustration with both the police force and the prison system in their areas and most said they do not trust either at all.

In Juba, responses differed by group. Participatory theatre performance attendees from Gebel Dinka reported that the police are effective in their community and that they work jointly with the army. Community dialogue forum attendees from Gudele reported that the police are ineffective and do not protect people in their community. One respondent reported that the police are the ones breaking into people’s homes at night to rob and assault them: “How can we trust the police when they are the ones robbing people in their homes at night? And those who are still honest cannot go out at night to do the right duties of police because they being killed by their own fellow police.”⁵² The radio listeners interviewed in Luri, the furthest group from the city center, reported that there are no police in their area as the nearest police station is too far. Another respondent explained, “Most people in this community are cattle keepers who can easily resist the police.”⁵³ Responses were also mixed when participants from Juba were asked to share their views on the prison system. Some view the prison system as effective, whereas others explained that inmates are suffering, there are not enough prison facilities, and that existing prison facilities are not well-resourced.

% of trained justice service providers that are effectively utilizing new techniques and resources at the end of the project

A baseline value was not collected for this indicator, and as a result, results could not be compared from baseline to endline. However, local authorities reported having received legal booklets, ledgers, transportation support for victims, psychosocial support for victims, and t-shirts during the program, which they found helpful for them in their work. With the support and materials he

⁵⁰ FGD – Radio Listener - Nimule

⁵¹ FGD – Community Dialogue Forum – Bor

⁵² FGD – Community Dialogue Forum – Juba

⁵³ FGD – Radio Listener – Juba

received through the program, the police manager in Bor is now easily able to identify himself as someone people can talk to about access to justice issues. “It has increased my capacity to do awareness for those who do not have means to access justice.”⁵⁴ The state actor from Juba reports, “Because though this office is the special protection unit for women, there is no trauma treatment available for GBV victims. Therefore, the counseling IPCA is providing is very crucial. And the office lacks a lot of stationaries, and transportation means.”⁵⁵ Lawyers received copies of the constitution and other relevant legal texts, such as the Bill of Rights.

% of women and juveniles who state legal remedies have improved in addressing their unique issues and concerns

The majority of women and youth report that it is easy or very easy to access customary courts (65% and 67%, respectively), whereas the majority are either indifferent or report that it is difficult or very difficult to access statutory courts (60% and 61%, respectively). There are no major observable differences in ease of access between aggregate percentages and those measured for youth and women. The graphs below show the distribution of responses for ease of access of women and youth to customary courts and statutory courts.

When asked to list the unique legal challenges that women face, a majority of respondents mentioned domestic violence (68%). Respondents also frequently mentioned early marriage (43%). Additional issues include the following: sexual violence, forced marriage or abduction, divorce, physical assault, denial of resources by the husband, adultery, sexual exploitation, and harassment. The majority of women report that the justice system is effective or very effective in addressing the issues of vulnerable populations (65%), which is similar to the aggregate percentage of respondents who reported the same (64%).

The most commonly mentioned legal issues youth face include gang violence (44%), pregnancy before marriage (44%), bride payments (42%), and early marriage (41%). The majority of youth feel that the justice system is effective or very effective in addressing the issues of vulnerable populations (61%) which, again, is roughly similar to the aggregate percentage of respondents who reported the same (64%). Below is a visualization of the terms respondents most commonly mentioned in the qualitative interviews when asked about the unique legal issues women and youth face.

⁵⁴ KII – State Actor – Bor

⁵⁵ KII – State actor – Juba

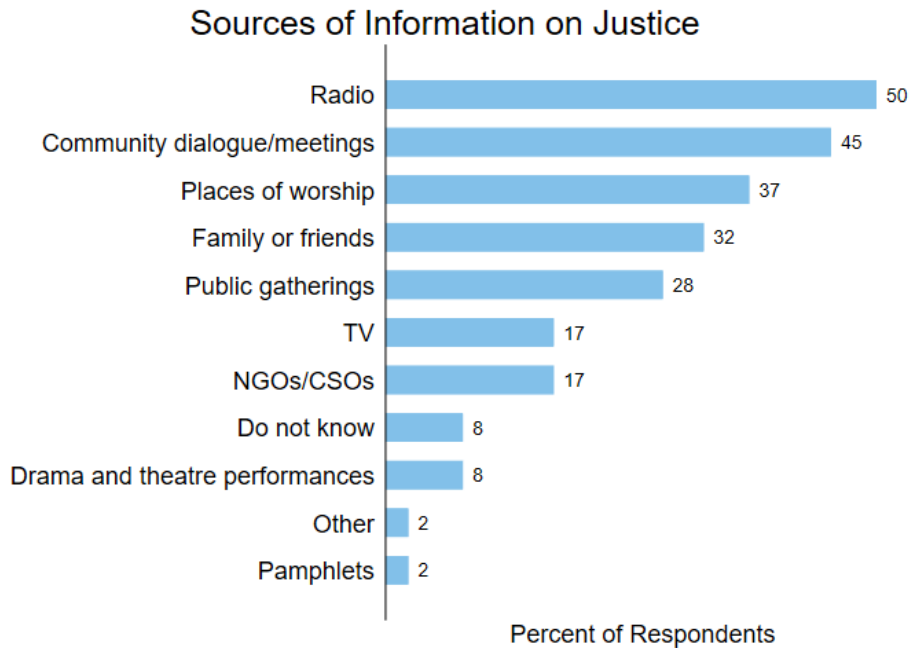


Figure 10: Sources of Information on Justice, Aggregate

Objective 6: Develop a law and policy package on legal aid

Due to the halt in program activities, indicators under this objective were not included in the endline evaluation.

Objective 7: Local and national level policy makers and donors have access to knowledge to inform and strengthen reforms to the legislative and policy framework

Due to the halt in program activities, indicators under this objective were not included in the endline evaluation.

To what extent was Search's outreach activities and media-based programming effective in the different areas of project implementation? Was there any difference in the reach and response related to the radio station? Did the radio programs reach women?

The challenges mentioned above affected activities, but overall, program staff report that the activities were promising to be effective in achieving the desired outcome. The feedback collected through the M&E tools indicated that the program was effective, but staff also received direct, informal feedback through participants that suggests activities were relevant and well-received.

The community dialogue forums and radio programs bridged the gap between authorities and citizens, providing citizens with the opportunity to ask tough questions and voice their needs and frustrations. Community members shared with staff that this was the first time they had been provided with the opportunity to do so. One staff member shared during the evaluation that, during the comic book launch, a high-level official shared his appreciation for the comic book and thought it would be very useful for training and educating the organized forces (i.e. the SPLA, the police). Another individual who was reluctant to share his identity as he works for the government asked for copies of the comic book to share with his colleagues.

Feedback on the radio programs has also been positive, and some radio stations continue to air episodes and ask for new episodes. Particularly in Western Equatoria, media partners report that *Sergeant Esther* has gained a following and is the topic of discussion in the community as a woman

role model. Staff also recall hearing from media partners that they had received compliments on the programs from community members when walking on the streets. Radio station employees interviewed for the evaluation feel that the program was effective in increasing demand for justice services and improving access to information on justice services. Listeners shared in their interactions with radio station employees that the programs have given them greater knowledge of their rights – one radio station employee shared that some listeners came to the studio asking for pre-recorded versions of the programs to use at home in their free time because they were educational. The programming has also encouraged community members to seek their rights through formal legal processes, rather than taking matters into their own hands. The radio station employee in Nimule shared that, after listening to the programming, one community member was able to open and win a case to secure the rights to his disputed land. The effectiveness of the radio programs was also exhibited through the high levels of audience engagement. In Nimule, the radio station employee reports that even people from Uganda are listening to the programs. In Bor, audience members expressed their satisfaction with the programming informally: “We used to receive compliments from people, especially those we meet on the street. They always say the program was nice - only that it did not last long.”⁵⁶

However, the short duration of the activities was a barrier to their potential impact. For example, the participatory theatre performances only took place on a one-time basis, which did not allow the program to cover entire target areas. As one staff member explains, “You do a location once and don’t go back, and that’s the end of it.”⁵⁷ According to the same staff member, holding the performances more than once would have generated more interest and allowed for more continuous follow-up on relevant issues. The performances were intended to raise awareness, but they could also have led to behavior change among community members if they had taken place on a continuous basis – they may have encouraged community members to take action and reach out to legal service providers.

In terms of reach and response by sex, of those quantitative respondents who had listened to *Sergeant Esther*, 62% were female and 38% were male. Although a higher percentage of women than men also reported listening to *Hiwar al-Shabab*, it was only a slightly higher percentage (53% of listeners were female, compared to 47% males). Radio Jonglei had the highest listenership rates by far, with 52% of *Sergeant Esther* listeners and 55% of *Hiwar al-Shabab* listeners reporting that they listened to the programs on Radio Jonglei. For *Sergeant Esther*, this was followed by NTC (26%), Bakhita Radio (14%), and Radio Emanuel (2%). For *Hiwar al-Shabab*, it was followed by Bakhita Radio (23%), NTC (15%), Anisa, (2%), Radio Emanuel (2%), and Don Bosco (2%). More information is reported below on the reach, resonance and response of *Sergeant Esther*, but it should also be noted that 91% of *Hiwar al-Shabab* listeners reported that they like the program and 72% reported it is either relevant or very relevant to people in their community. Furthermore, 74% of *Hiwar al-Shabab* listeners reported that they were able to apply something they learned from the program in their own life.

What was the “Reach, Resonance, and Response” (3Rs) of Sergeant Esther radio program as a woman role model?

In total, 23% of those interviewed have heard of the *Sergeant Esther* radio program, and 86% of those who have heard of the program have also listened to an episode. The six people who have

⁵⁶ KII – Media – Bor

⁵⁷ KII – Staff – Juba

heard of the program but do not listen to it listed the following reasons for not listening: he/she is not interested (1 respondent), he/she does not have a radio (2 respondents), he/she does not have time to listen (2 respondents), he/she has a poor radio connection (2 respondents), and he/she prefers other programs (1 respondent). Listeners most often reported tuning into the program in the morning (45%) or the evening (36%). The majority of listeners (62%) have listened to 1-5 episodes of the program, but, as shown in the graph below, a sizable proportion also reported listening to more than 10 episodes (19%).

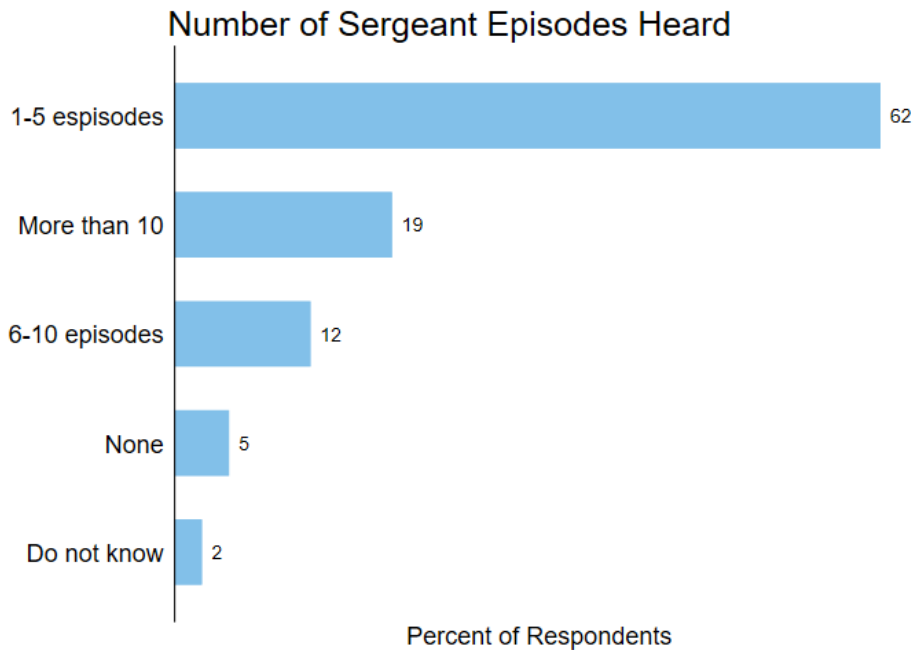


Figure 11: Number of Sergeant Esther Episodes Heard

The vast majority of listeners (90%) reported that they like the program. In the aggregate, respondents most frequently mentioned that they like the program because the main character is a woman (29%) and the topics are relevant to them (29%). However, as shown in the graph below, there are notable differences by location. Listeners from Bor appear to have identified most with Sergeant Esther as a woman role model, whereas respondents from Juba and Nimule commonly mentioned that they found the topics to be relevant, with an equal proportion of respondents from Nimule also reporting that they liked the program because they learned something new from it. One media staff member describes the difference in response to Sergeant Esther between male and female listeners: “Females listeners think Sergeant Esther is a strong woman, and they learn from her many things. However, male listeners think Sergeant Esther is not relevant to what is happening in the communities, because women are weak and under the control of men in their society.”⁵⁸ Only four listeners reported that they did not like the program for the following reasons: the main character is a woman (1 listener), the topics are not relevant (3 listeners), and the program does not interest him/her (1 listener). A total of 83% have applied something they’ve learned in their own life.

⁵⁸ KII – Media – Juba

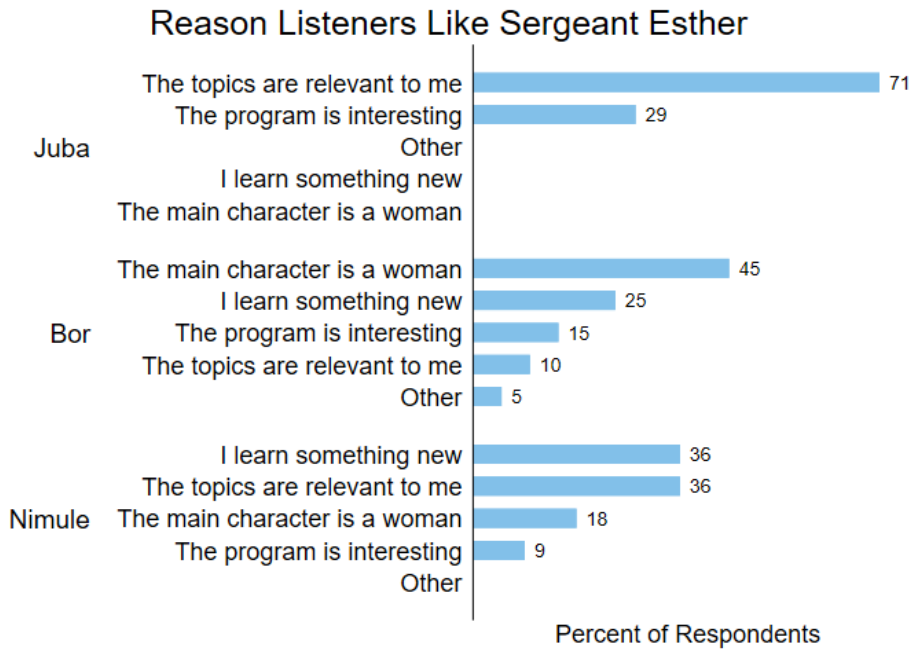


Figure 12: Reason Listeners Like Sergeant Esther

As shown in the graph below, respondents most commonly recalled that *Sergeant Esther* covered the issues of gender-based violence (76%) and the role of police in justice (55%). Smaller proportions of respondents recalled that the program covered the role of customary vs. statutory courts, Sergeant Esther’s relationship with her children, the unique issues facing female justice actors, and Sergeant Esther seeking justice for her deceased husband. Respondents were then asked whether they felt the topics covered in the program were relevant. The next graph shows the distribution of their responses. The vast majority of listeners (73%) found the program to be relevant or very relevant.

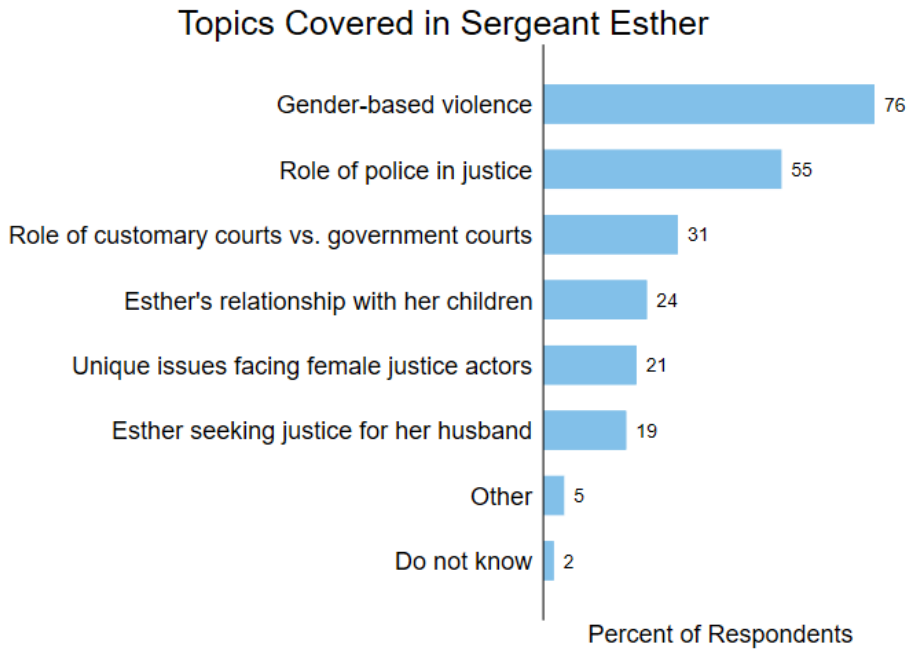


Figure 13: Topics Covered in Sergeant Esther

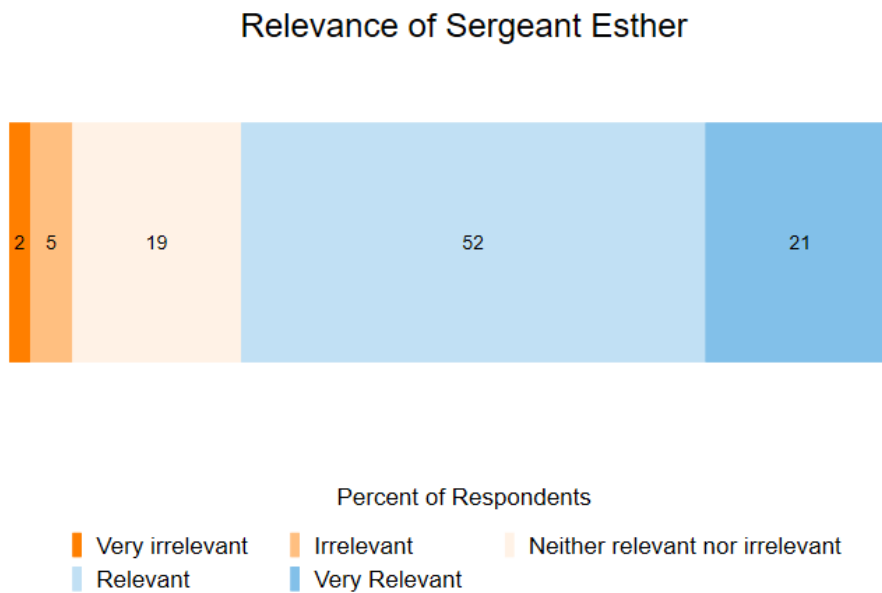


Figure 14: Relevance of Sergeant Esther

To what extent was IPCA/IDLO legal aid interventions effective, especially from a gender perspective?

Using the training and support they received under the program, the legal aid advocates interviewed for the evaluation explained that they were able to represent and in most instances win cases related to the following: rape, illegal detention, land dispute, forced marriage, early marriage, women and children whose rights had been violated by the government, juvenile theft, physical assault, GBV, defilement, adultery, alleged adultery, and domestic violence. The cases were focused most on marginalized community members, including women and youth. The lawyer from Nimule

describes his greatest accomplishment during the program as being a rape case he won against a young girl: “A girl of 9 years was raped by a 50-year-old man. I took the case to the court, and the man was arrested and put in prison for 10 years. That was my highest achievement in the court.”⁵⁹

Legal aid advocates stressed during the interviews that the program gave community members, particularly those who are poor and marginalized, access to justice services and justice that they would not have otherwise been able to access. In Bor, the lawyer was able to represent 14 cases free of charge, 11 of which he won and 3 which are still pending before the high court. He explains that “people can easily reach the court if they have lawyers, for a lawyer can make an application for the hearing date and the judge will come at the appointed date.”⁶⁰ The program was also able to save community members both time and money by giving those who are unable to afford legal representation access to pro-bono lawyers who are equipped to navigate the challenging legal environment in South Sudan. In Juba, the lawyer was able to secure the arrest and re-arrest of GBV and sexual violence perpetrators, who sometimes are able to bribe their way out of detention, as well as secure the release of juveniles who had been detained after being accused of minor crimes. He explains that, “in South Sudan cases take long to reach the court for trial, for people can stay in detention for 2 to 6 years without going to court.”⁶¹

Below are excerpts from a particularly powerful case that was represented in Bor through the program. The interview was with the uncle of a program participant, a young girl whose family was trying to force her into a marriage with an older man:

⁵⁹ KII – Legal Aid Advocate – Nimule

⁶⁰ KII – Legal Aid Advocate – Bor

⁶¹ KII – Legal Aid Advocate – Juba

Could you please describe your experience with the program?

It was a forced marriage case in which my niece was being forced to marry an old man. The old man is blessed with wealth, and he used his wealth to induce the family to give their daughter's hand in marriage despite the fact that they were not in love. However, because the guy was not in love with the young lady and because of the family's insistence to give her to the man, she planned to commit suicide as the way to avoid getting married against her will. I was confused over what to do to save the situation. Fortunately, a friend of mine who has knowledge about free legal services suggested that I should consult [name of pro-bono lawyer], a pro-bono lawyer who works for [name of CSO] and who has helped many people with problems accessing justice. So I briefed him about the matter and he took the case instantly.

What legal authorities did you interact with in resolving the case?

First and foremost, I took the matter to customary court, but the ruling was in favor of the old man and the lady's family. Subsequently, after the customary court's failure to deliver justice, I got frustrated, but I was lucky in the end because my friend told me about [name of pro-bono lawyer], a pro-bono lawyer who has helped many people in various cases. So, in summary, I was able to interact with customary and statutory authorities, respectively.

What options do people in your community generally have when they wish to seek justice?

People in my community generally seek justice from customary courts, payam courts, and boma courts. But the sad news is that these courts normally say that children have no rights. Payam and boma courts simply follow the decisions of the customary courts, despite the fact that they operate independently. They always follow traditional methods which do not respect the rights of children and women.

What was the outcome of the case?

The outcome of the case is that the marriage was not allowed to go on, and the young lady is now at school. She is now in Form 3. Though the family is not happy losing the potential wealth from the rich old man, they respected the court decision. In brief, I won the case. The judge advised me after the verdict that if this guy ever disturbs the lady, then I can open the case with the police.

Do you think the outcome would have been different if you had not been connected with the program? Why or why not?

The outcome would have been different because if it was not for pro-bono lawyer, I would not have been able to get the money to hire a lawyer, and definitely the family and the old man were going to win. So, the program helped me greatly, and I can't imagine how the outcome would have been without free legal services. So, the involvement of the pro-bono lawyer made it simple to get justice.

Impact

What changes, intended and unintended, positive and negative, have occurred in the target population?

The qualitative interviewees outlined a number of positive impacts that program has had on the target population. The capacity of CSOs has been strengthened, and now they are able to provide their own training to community members, further spreading the impact of the program. As one CSO member in Nimule explains, "We are able to mentor the chiefs - we train the chiefs, and they are able to handle cases in the court by themselves. We are also able to organize the mobile courts, and they are now working well with the community."⁶² CSOs also report that community members are exhibiting greater levels of knowledge of around legal issues and access to justice, with CSO staff

⁶² KII – CSO – Nimule

from both Nimule and Juba reporting that the number of women reporting cases has increased. “Among the communities where IDLO implemented the program, most of the people now understand their legal rights. For example, the number of rape victims reporting to the justice system has increased.”⁶³

Program participants, or those who interacted with legal aid advocates during the program, confirm that they have accessed justice as a result of their involvement with the program. The participant from Bor also reports that the program increased his knowledge of the justice process: “I will never be the same again because the case has educated me hugely about the channels to follow when you are pursuing justice. I now know legal authorities like pro-bono lawyers, the police and even friends who can help if you tell them your problem.”⁶⁴ The participant, who learned about the pro-bono lawyer from a friend, will now likely share his experiences with others, further spreading the knowledge he has gained through his association with the program. A different participant who was interviewed in Juba explained that without the program, she would have had a difficult time affording legal assistance: “It was going to be very tough, because I had to pay for so many things, and if the lawyer was not free that would have meant extra cost which would have been very difficult for me to afford.”⁶⁵

Staff also report that police and local officials were largely cooperative during the program and recognize that the system needs to change, an assertion that was supported by evidence from participants as well. The participant from Juba was the mother of a 16-year-old girl who was impregnated by a man who denied responsibility for the pregnancy. When she went to the police station, she and her daughter were directed to the Special Protection Unit, given psychosocial support, and given access to a pro-bono lawyer that was working through the program. The mother claims that her involvement with the program increased her levels of trust in the legal system. She explains, “The Attorney General had sympathy for my daughter and so did the other police officers, and they worked hard on this case. As we are speaking, the perpetrator is in detention. This gave me more trust in the legal services.”⁶⁶ The psychosocial support provided through the formal system also helped her daughter through depression: “It has only a positive impact, because when I found out that my 16 year old daughter was pregnant I became very frustrated and angry. However, in this program I was given encouragement and support by words, ideas, and a free lawyer, and my daughter was also supported psychologically. Before she received this support, she was frustrated and she did not want to eat food, but after the psychosocial support she started taking her food.”⁶⁷

FGD participants, comprised of community members who attended the participatory theatre performances or Community Dialogue Forums or who were radio listeners, reported that the program succeeded in increasing the demand for justice in their communities by increasing community members’ knowledge of legal issues and access to justice. Participatory theatre performance attendees from Juba explained that the performance was well-received by the community and started an important conversation among community members: “What I have seen is that people were discussing the issues of child marriage and girls’ and women’s rights in their gathering for days.”⁶⁸ The forum at the end of the week then gave participants a space in which they

⁶³ KII – CSO – Juba

⁶⁴ KII – Participant – Bor

⁶⁵ KII – Participant – Juba

⁶⁶ KII – Participant – Juba

⁶⁷ KII – Participant – Juba

⁶⁸ FGD – Participatory Theatre Performance – Juba

felt safe talking about legal issues. Participants report that men are now more aware of women's rights and GBV and stress that community members know not to take the law into their own hands. However, the radio listener FGD participants from Bor explained that not all community members are willing to change. "There are those who have changed but some are still rigid to change. The impact of the program on the community is that a few educated elites have embraced the idea and are changing, but those who are not educated are not changing at all."⁶⁹ Additionally, due to the short duration of the participatory theatre performances, the language barrier between performers and community members, and the fact that the performances could not cover all legal topics that are relevant to community member, the impact of the performances on the community was hindered. "To be honest, it is hard to evaluate the impacts of the performance on the community because the program was short. It should have been done many times to ensure that all the members of the community received the messages."⁷⁰ Participatory theatre performance attendees from Juba also raised the issue of language barriers and suggested that future programs "use all the languages, because my people did not go to school to know Arabic and English."⁷¹

To what extent did the project actively contribute to achieve enduring peace in South Sudan, specifically around social cohesion, levels of trust, and/or tribal interaction?

There was some evidence in the endline evaluation to suggest that program activities contributed to achieving enduring peace, specifically around social cohesion, levels of trust, and/or tribal interaction. Multiple qualitative interviewees expressed that the program activities have increased the levels of trust between community members and local authorities and changed the perceptions of community members toward tribalism.

One media member explains, "Radio programs in South Sudan create awareness and change of behavior in society. People begin to live peacefully now compared to the past. They have learned that things like tribalism and fighting cannot take the people ahead. For instance, in the past when a wrestler was defeated, their community fought, but now, a loser trains hard to defeat the opponent in the next contest."⁷² The lawyer who operated in Nimule as part of the program has also seen an effect on the community: "There is trust and confidence between the citizens and the police, as well as the local government authorities."⁷³ In Bor, the participant interviewed for the evaluation confirms that the program has had a direct impact on how he views local authorities: "Compared to the past when I used to say local authorities never deliver justice, I have now discovered that one's right can be granted if you follow legal processes. All that came into my mind each time I saw a police officer or law authority was that they are corrupt people who will not give people their rights if you do not pay them money. That mentality has completely changed now."⁷⁴ The same was true for the participant from Juba, who had a positive experience with and impression of the authorities who worked hard on her case and provided her daughter, with whom she was pursuing a defilement case, with critical psychosocial support.

However, there is also some evidence to suggest that certain community members are skeptical or resistant to change. As mentioned earlier, FGD participants shared that program activities were only moderately impactful because the least educated community members resist changing. A media

⁶⁹ FGD – Radio Listeners – Bor

⁷⁰ FGD – Participatory Theatre Performance – Bor

⁷¹ FGD – Participatory Theatre Performance – Juba

⁷² KII – Media member – Bor

⁷³ KII – Legal Aid Advocate – Nimule

⁷⁴ KII – Participant – Bor

staff member from Juba adds, “Radio Bakita is a community radio which is trying to bring about peaceful cohesion between communities. Many listeners agreed that communities should live together peacefully, but sometimes the staff is facing listeners who believe that cohesion and peace between communities cannot happen in this country because of certain tribes in the country, and they are blaming the country’s insecurity on these tribes. These views mostly come from listeners who are living in the POCs.”⁷⁵

Although the baseline evaluation did not include any baseline indicator values against which to measure change over time, the endline evaluation did include a number of questions aimed at measuring general levels of social cohesion and the nature of tribal interaction. Without baseline values it is difficult to link the findings to program activities, but the results can be used to inform future programming on access to justice in the target areas. The data collected from community members suggests that tribal relations are positive overall. In the aggregate, the majority of community members report that they interact with members of other tribes either every day or on a weekly basis (71%). However, the graph below shows that there are some important differences by location. Whereas the vast majority of community members in Nimule and Juba interact with members of other tribes on a daily or weekly basis, in Bor, more community members report that they interact on a yearly basis or never (49%) than reported interacting daily or weekly (35%).

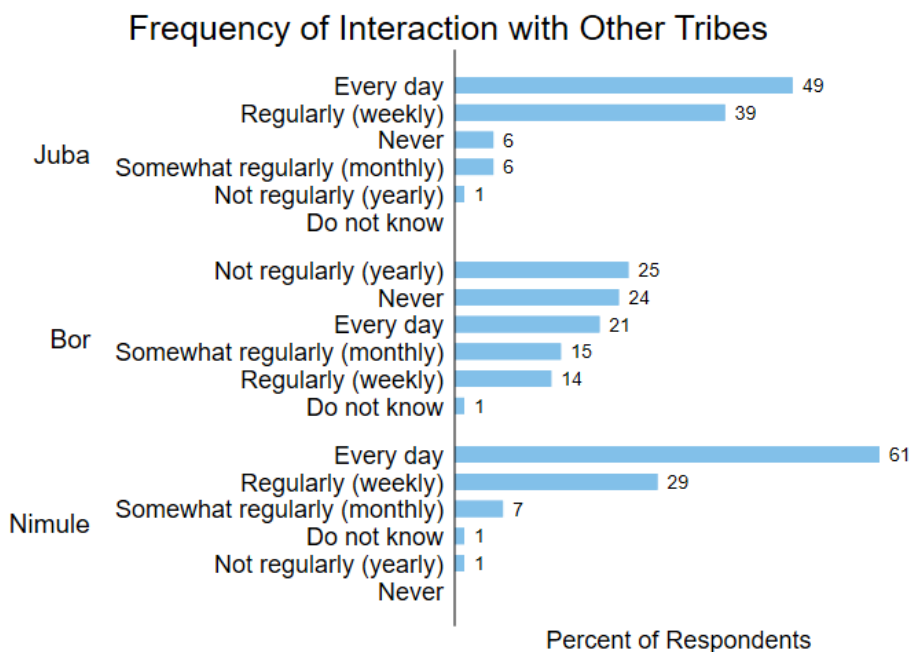


Figure 15: Frequency of Interaction with Other Tribes, Disaggregated by State

Respondents were then asked whether they agree or disagree with a series of statements about their attitudes toward and interactions with members of other tribes. As shown in the graph below, the majority of community members from all locations either agree or strongly agree that their interactions with members of other tribes are usually positive (78%). Again, community members from Bor had the lowest proportion of community members who gave the desired response. A slight majority did report that they agree or strongly agree (59%), but 23% gave a neutral response, and

⁷⁵ KII – Media – Juba

18% reported they either disagree or strongly disagree, as compared to 8% of respondents from Juba and 10% from Nimule.

I usually have a positive experience when I interact with individuals from different tribes.

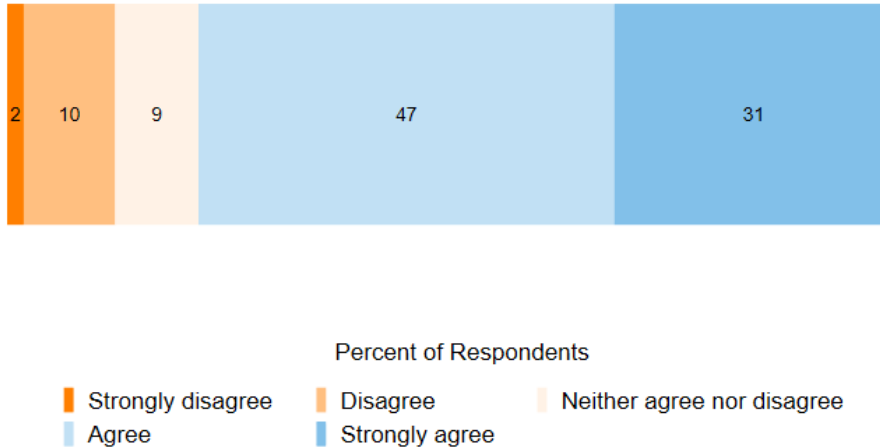


Figure 16: Experiences Interacting with Other Tribes, Aggregate

Respondents were asked to rate their level of agreement with the following statement: “I trust individuals from different tribes.” In the aggregate, the majority agreed or strongly agreed that they do (58%), but a sizable proportion also disagreed or strongly disagreed (28%). This suggests that despite frequent, largely positive interactions with each other, community members still have trouble trusting members of other tribes. Nonetheless, a previous study conducted by Forcier Consulting for Search for Common Ground found a slightly lower percentage of respondents agreed that members of other tribes are trustworthy (54%), suggesting that trust between tribes is improving.⁷⁶ The graph below shows the distribution of responses by state. Levels of trust appear to be lowest in Nimule and highest in Juba.

⁷⁶ Search for Common Ground, “Combined Baseline Evaluation of “I Love My Country:” Promoting Localized Understanding and Peaceful Coexistence in South Sudan’ (PLUPC) and Endline Evaluation Of “I Love My Country”: Strategic Communications for Peace Building in South Sudan(SCPB),’ Forcier Consulting, 2017.

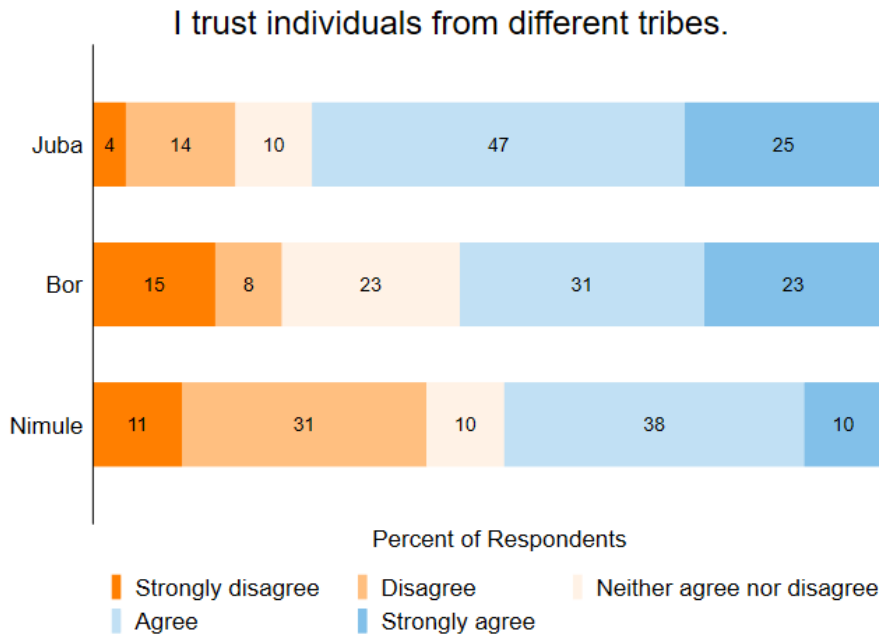


Figure 17: Trust in Members of Other Tribes, Disaggregated by State

Lastly, respondents were asked to rate their level agreement with the following statement: “Using violence against individuals from other tribes is sometimes acceptable.” In the aggregate, the majority said they disagree or strongly disagree that violence is sometimes acceptable (75%). A similar question was asked in a previous evaluation conducted by Forcier Consulting for Search for Common Ground. In the evaluation, 68% of respondents disagreed or strongly disagreed that their community thinks it is acceptable for them to use violence against a member of another community,⁷⁷ suggesting that perceptions on inter-tribal violence have improved since last year, when the previous evaluation was conducted. As shown in the graph below, there were major differences by location for this endline evaluation. The responses suggest that individuals from Bor are the most accepting of the three locations of violence against other tribes, with 36% agreeing or strongly agreeing that it is sometimes acceptable. An evaluation from last year found that cattle raiding is particularly problematic in Bor and suggested that conflict resolution mechanisms are in need of improvement,⁷⁸ which may explain why respondents from Bor exhibit low levels of trust in justice service actors and higher tolerance of violence toward other tribes than those from other locations.

⁷⁷ Search for Common Ground, “Combined Baseline Evaluation of ‘I Love My Country:’ Promoting Localized Understanding and Peaceful Coexistence in South Sudan’ (PLUPC) and Endline Evaluation Of ‘I Love My Country’: Strategic Communications for Peace Building in South Sudan(SCPB),’ Forcier Consulting, 2017.

⁷⁸ Ibid.

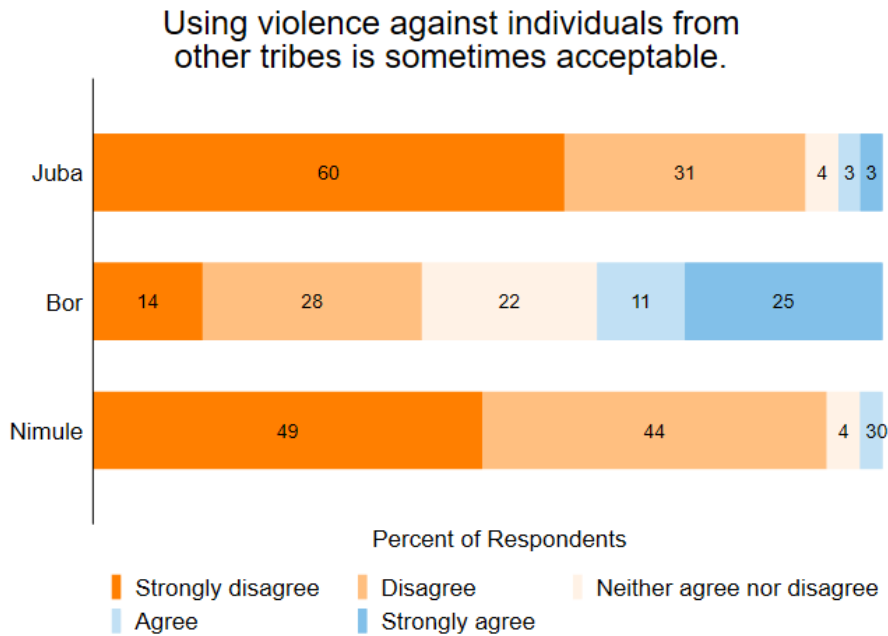


Figure 18: Acceptability of Violence Against Other Tribes, Disaggregated by State

Sustainability

To what extent the achieved results are likely to be sustained after the project close out?

Staff report that the program planted the seed for what is possible in the future by developing capacity at the local level, raising the awareness of community members, creating linkages between relevant stakeholders, developing services, and establishing legal standards. Staff report that the two CSOs involved in the program, CHRL and CADE, will likely continue their pro-bono services and continue to interact with the police. The students who were awarded scholarships will be able to continue their studies and contribute their services beyond the program.

The sustainability of one-off activities, such as the participatory theatre performances, was questioned by staff, but the community dialogue forums have already shown results that suggest activities will be sustained after the program. For example, in Nimule, the chiefs have now been instructed by local leaders to have desks open to community members for resolving legal issues. “The payam director and chiefs and community members who were raising issues – everyone understood there was need for cases to be resolved.”⁷⁹ Even in the case of the participatory theatre performances, there is evidence that activities will have a lasting effect. One staff explained that an actor trained for the performances “went and formed a group of participatory theatre actors in Bor who know the local languages, and they are doing the same job with other NGOs with support from the local community.”⁸⁰ The experience of developing the comic book has similarly increased the capacity of Anataban, who are now able to write their own projects and do similar work in the future, and the capacity of media partners. “These are good examples of how we are transforming people’s lives and they are using the knowledge they got to impact others.”⁸¹

⁷⁹ KII – Staff – Juba

⁸⁰ KII – Staff – Juba

⁸¹ KII – Staff – Juba

Despite the fact that state actors were not engaged through the program as was originally envisioned, the state actors interviewed during the evaluation are exhibiting respect for the legal process and a willingness to engage in awareness raising with community members beyond the program. CSOs and legal aid advocates report that they are now better equipped to handle cases and spread awareness on access to justice.

What enables or impedes the sustainability of results?

The sustainability of results was enabled through the capacity building trainings with legal aid advocates and CSOs, which greatly enhanced their ability to properly handle cases, and through the radio programs, which improved the knowledge of listeners on legal issues and access to justice services. The CSO trainings were particularly effective, as CSOs have already built trust with local communities and are well-positioned to continue spreading knowledge and offering legal services to community members. One CSO staff member explains, “What enables the sustainability of the program is the trust communities have in CSOs like LWDO. Communities were willing to take the information given to them, and they are susceptible to change. For example, in the land sector, people are now taking their land disputes to the justice system to be handled by the court, meaning awareness raising has been effective.”⁸²

However, there are also a number of factors that impede the sustainability of results. Corruption, insecurity, lack of transparency, tribalism, and lack of resources were mentioned most frequently by those interviewed through the qualitative component of the evaluation. One state actor explains that police suffer from a lack of facilities, transportation, and equipment, and that they are not paid their salaries on time. They are also not equipped with guns for their own protection and the protection of community members. The lack of resources and pay is part of what leads to corruption in the justice system, which is a barrier to justice and which lowers levels of trust between community members and local authorities. One CSO staff member explains, “What impedes the suitability of the program is the corruption in the justice system. When a perpetrator bribes the police to be released from prison, where they will come after their victims, this will make victims reluctant to report cases.”⁸³ Media members also report that the program did not address corruption in the justice system, and that listeners report that bribery is still an issue.

Insecurity was also mentioned by a number of participants, particularly the lawyers. One lawyer reports that he has received threats of arrest after representing the case of a 63-year-old woman who was raped by a soldier. A CSO representative explains that insecurity has given rise to impunity: “People break laws or commit crimes but are not made to pay for their evil actions. It has also made movement of our justice provider teams difficult.”⁸⁴ Other issues mentioned by participants include the lack of access to rural citizens as a result of the distance and poor roads, and the short-term funding and contracts given through programs, which results in a gap in services to community members.

Staff mentioned that not being able to engage with government actors impeded the sustainability of results, as did the lack of funding and peace in the country. The program was able to increase the demand for legal aid and services, but because it did not involve government actors as originally planned, there is still a gap in the supply of legal aid and services. CSOs and legal aid advocates are able to ensure some level of sustainability, but government actors are ultimately responsible for

⁸² KII – CSO – Juba

⁸³ KII – CSO – Juba

⁸⁴ KII – CSO - Bor

providing justice within the formal system. Staff also complained that the way the program ended so quickly did not give them time to explain the situation properly to stakeholders. The abrupt ending to the program robbed staff of the opportunity to brainstorm ways in which stakeholders could resume activities.

What opportunities exist for the CSOs, media partners and the legal aid structures to propagate the project's achievements?

Key informants and focus group participants suggest that results can be shared through coordination meetings such as cluster meetings, technical legal advisers, workshops, peer educators, talk shows, and reporting and M&E on the part of CSOs and NGOs. One media staff member also adds that there is a need for capacity building training for journalists and activists, and another adds that round table radio discussions could be an effective tool for bringing together people of different ethnicities to discuss topics for radio listeners to hear. A pro-bono lawyer shared that he continues to consult with family courts and shares the results of the cases he represents with them on an ongoing basis.

Respondents also shared that there are a number of mechanisms already in place for sharing information at the grassroots levels. For example, youth groups, women's groups, and cultural dancing groups, and other community structures are already used by CSOs to spread information to community members. One media member also reports that information is channeled through authorities at the boma, payam, county, and state levels to ensure that those at the grassroots level have access to messages from the top.

Lessons Learned

Which are the lessons learned that could be integrated in future access to justice programming in South Sudan? Are there opportunities to link traditional justice system strengthening initiatives with other partners on the ground?

A number of lessons have already been captured in previous sections, including the need for additional training budget, and for continuity of activities and synergy between activities. Staff and non-staff qualitative interviewees shared a number of additional lessons learned when asked what had gone well and what had not gone well with the program.

Community dialogue forums were a particularly effective tool in raising awareness among community members, creating a platform for dialogue and interaction between community members and leaders, and effecting change in local prison and police systems. In a reflection workshop held among program staff, staff shared that the community dialogue forums represented the first opportunity many community members had to interact with local leaders on justice issues. As a result of their involvement, local security actors also took steps to review their practices – after a community dialogue session in Bor, a security actor ordered a cross-checking of inmates to verify that inmates were not being held without charges.⁸⁵ Additionally, as a result of the attendance of authorities in community dialogue forums and at the recommendation of IPCA and the pro-bono lawyers, officers were appointed to gender desks in one county to handle SGBV cases.⁸⁶ However, the reflection workshop also revealed that the community dialogue forum activities were too short in duration, that there is a need to conduct them in rural communities in addition to town centers, and that security forces were often absent which created a gap when citizens has grievances to raise to them.

⁸⁵ Search for Common Ground, "Reflection Workshop Report," 2018.

⁸⁶ Ibid.

Staff shared that although the Catholic Radio Network (CRN) has been a good partner, working with radio stations indirectly by contracting with an umbrella organization is not an effective development mechanism because they do not have proper leverage. During the program, staff found that the best performing stations were the stations with which they had direct contracts. Staff also shared that there is a need to link program activities better in the future to ensure sustainability. Search, IDLO, and IPCA staff were hesitant to overstep their boundaries with each other, which led to some gaps that could have been addressed with better coordination. On the other hand, in the reflection workshop, the three partners agreed that their monthly meetings fostered learning and motivation, informed the development of the monthly report, and facilitated coordination of activities.⁸⁷ Staff also learned that the involvement of local authorities is a critical piece, as the program increased the demand for services among the community members, but the supply of those services is still missing.

Multiple respondents said the radio programs were the most effective tool under the program, as many community members were able to benefit from them. However, others shared that the program in general did not address all issues in the justice system. One lawyer shared that although the program has equipped lawyers to solve some cases, such as GBV cases, it has not equipped them to handle murder cases. This was echoed by a CSO employee, who stated that murder cases are complicated. Beneficiaries shared that transportation to courts is still costly and poses a barrier for community members in accessing justice. Another respondent complained that program implementers were based in Juba when they should have been at the local level where they would have been able to see for themselves how program activities were progressing. In the future, respondents suggested that the stakeholders that should be engaged in the future include: police, prison warders, public attorneys, local government authorities, customary authorities, courts, CSOs, grassroots community leaders, national and international-level justice actors (e.g. Ministry of Justice, Human Rights Commission), the South Sudanese Bar Association.

There is also a need for further localization of activities to ensure activities are relevant and do not exclude those who are most in need. Interviews with key informants and focus group participants suggest that the areas in which the program was weakest, or where impact was not fully achieved as envisioned, were the areas in which the program did not have the resources necessary to fully localize activities. Program activities implemented primarily by Search for Common Ground, including the participatory theatre performances and radio programs, were not always inclusive of all community members due to language barriers. Community members also felt that IPCA activities were not made available to rural citizens, or those who are far from city centers.

The most common complaint among key informants and focus group participants was that language barriers excluded some community members from benefiting directly from program activities. The qualitative interviews suggest that language barriers were an issue for the participatory theatre performances and radio programs, both of which were activities implemented by Search for Common Ground and aimed at engaging directly with community members. Interviews with Search program staff revealed that there was an effort to design the activities in a way in which they would reach and benefit the greatest number of community members possible while operating within the program budget – for example, in addition to broadcasting the radio programs through the stations that operate in only Arabic and English, program staff worked with community radio stations, in recognition of the fact that these radio stations would reach more vulnerable community members. The live radio talk shows were conducted in the local languages, and staff used simple Arabic in

⁸⁷ Ibid.

producing Sergeant Esther to ensure community members across locations would be able to understand it. However, community members stressed that there is a need to translate radio programs into local languages, and to also hold different participatory theatre performances in the local languages. One FGD group complained that during the performances, “Some of the presenters used classical Arabic, which the majority of us do not understand.”⁸⁸ Another explained that staff can better engage women “by translating the program into local languages, because most women are not educated in this country.”⁸⁹ In the qualitative interviews, participants also explained that community members in rural areas do not always have radios, suggesting that the most vulnerable citizens may not be receiving crucial messaging on access to justice.

There was a general request among interviewees for more activities to be held in rural areas, but IPCA services in particular were difficult to make available to rural citizens. Lack of transportation and mobility due to insecurity are that main reasons it is difficult for CSOs who engage pro-bono lawyers to consistently reach rural citizens. However, interviews with staff revealed that the program also faced issues finding qualified lawyers. The program was originally designed to have one lawyer in each program location, but due to the lack of human resources, only three lawyers were engaged in the program. The lawyers therefore rotated in and out of locations to cover all program areas. According to a representative from CADE, legal aid advocates were in some cases starting with no prior existing relationships – “Yes, initially, our paralegals were not allowed to look at the files of the detainees or see their cases, but now they can not only easily see files or look at the files, but are not free to cancel cases and even offer free legal advice to clients.”⁹⁰ Programming that involved CSOs and legal aid advocates did not focus on providing basic financial and networking support, which would have helped remove some of the barriers to accessing rural areas. For example, CADE staff report that having a car now makes moving within Juba easy. For areas outside of the city center, CADE appears to utilize volunteers, but also needs to provide volunteers with small incentives. In terms of networking support, relationships between justice system actors and pro-bono lawyers were not always fostered at the beginning of the program, although this would have ensured that pro-bono lawyers were supported and that justice system actors knew they had the authority to request official records. IPCA staff reported that police are at times suspicious and defensive when approached by lawyers.

Is there a specific role for women in future access to justice programming? What would be the best approach to foster women engagement in this type of programming?

Respondents all agreed that there is a role for women in future access to justice programming. Key informants and focus group participants stressed that there is a need for more concrete activities aimed at engaging women and youth and provided a variety of suggestions for doing so. Their suggestions can be categorized into two groups: activities that increase demand for services among women and youth and activities that directly engage women and youth in improving the supply of legal services.

On the demand side, program staff found that male participation was higher than female participation in activities, despite efforts to encourage women to attend and participate. The *Sergeant Esther* radio drama was successful in depicting women in leadership roles: “Through different aspects of the drama, we really tried to bring women into positions of leadership and

⁸⁸ FGD – Participatory Theatre Performances – Bor

⁸⁹ FGD – Radio Listeners – Bor

⁹⁰ KII – CSO – Bor

encourage women and inspire them that they can do jobs that they think are only done by men.”⁹¹ However, there were fewer women callers than male callers after radio programs. As part of the realignment strategy, staff suggested a female listener club, through which women could articulate issues that affect them in a way that would be fed into the radio programs and discussed in the community dialogue forums and participatory theatre performances. “Listener clubs focused primarily on women and girls, building up their listenership, developing their capacity as a group that can do other things to become active in women’s focused programming issues that are pertinent to them.”⁹² Although the realignment was not accepted, this could be incorporated into future programming with women. Additionally, staff expressed an interest in working with CSOs to build their capacity to access the courts and train women as community mediators to make an imprint on some of the more regressive policies around gender that exist at the customary court level.

On the supply side, for both women and youth, community members suggest that organizations should hold capacity-building trainings aimed at encouraging marginalized groups to tackle issues with accessing justice in their communities. Community members suggested that women and youth could be engaged in the future through community policing initiatives aimed at combating women’s issues such as GBV and youth violence. There is also a need for more facilities that specifically target women and youth, which Search could help develop in much the same way as it has helped develop a juvenile youth detention center in Juba. For example, there is a need for more women’s centers that women can seek as a safe haven. To engage youth, one community member suggests that organizations build on the work of their predecessors by incorporating child rights advocacy and child protection into their programming. Additionally, community members highlighted the need for more women leaders. One of the focuses of *Sergeant Esther* was encouraging women to take leadership roles, but some community members appear ready for more immediate changes to incorporate women into leadership roles: “Women should also be part of the judgement to represent their problems since they can feel the same pain we women are facing to access justice.”⁹³ Future programming should focus more heavily on encouraging women legal aid advocates and engaging customary court actors, particularly as “many women think that the customary court favors men more than women,”⁹⁴ and that “at the customary courts, women are not there.”⁹⁵ Importantly, the results suggest that customary court actors are generally the first justice system actors that women encounter when they wish to pursue legal issues.

⁹¹ KII – Staff – Juba

⁹² KII – Staff – Juba

⁹³ FGD – Radio Listener – Nimule

⁹⁴ KII – Media – Juba

⁹⁵ KII – Staff – Juba

Summary Table of Program Indicators

Table 3: Summary of Indicators

Objective/Indicator	Baseline	Endline	Comments
Objective 1: Citizens are aware of their legal rights and duties			
Indicator 1.1: % of increase in demand for justice services in the targeted communities as a result of improved access to information	53% of surveyed community members have used one or more justice systems	79% of community members have used one or more justice systems	This represents a percent increase of 49%.
Indicator 1.2: % of respondents in target communities reporting increased knowledge of and familiarity with their legal and human rights and the judicial system	Top three legal and human rights: - Freedom of expression (44%) - Right to life (28%) - Right to education (24%)	Top three legal and human rights: - Right to education (53%) - Right to life (50%) - Freedom of religion (47%)	In the baseline, the aggregate percentage of respondents who are familiar with at least one legal or human right was not reported. In the endline, 90% could name one or more human rights and 63% could name two or more human rights.
Objective 2: Citizens, including indigent individuals accused of serious crimes, are provided with legal aid.			
Indicator 2.1. % increase in capacity of legal aid clinics to offer pro-bono services to citizenry in key target areas.	80% in capacity of legal aid clinics to offer pro-bono services to citizenry in key target areas; (Only IPCA was assessed on this).	IPCA staff report that the program has increased their capacity and levels of experience. Through the program, IPCA published justice newsletters, organized rule of law coordination forums, facilitated CDF discussions, provided pro-bono services, and raised awareness at the grassroots level.	In the baseline evaluation, IPCA was evaluated using an Organizational Capacity Assessment (OCA) tool. However, for the baseline evaluation, it was decided that the OCA tool would not be appropriate for capturing program impact, and therefore, this information was collected through key informant interviews with staff.
Indicator 2.2. % increase in capacity of legal aid advocates and paralegals to offer pro-bono and legal aid services on the part of targeted CSOs	Not measured	Legal aid advocates report that the program has increasing their capacity to offer legal services. Under the program, pro-bono lawyers represented the cases of community members, particularly women and youth, and were also able to build relationships with relevant justice providers.	It was decided that for the endline evaluation, legal aid advocates who worked with the program should be interviewed as key informants in order to understand the impact the program had on their capacity to offer services to community members. The information collected for the endline was qualitative in nature, as there was no quantitative percentage collected during the baseline evaluation against which to compare progress.
Indicator 2.3: % increase in citizen access to legal aid services through strengthened clinics, mobile courts and pro-bono legal services.	53% of surveyed community members are aware of where to acquire free legal aid	46% of surveyed community members are aware of where to acquire free legal aid	The decrease is attributable to lower levels of knowledge in Juba. The majority of community members from both Nimule and Bor (60% and 54%, respectively) reported that they know where to acquire free legal aid.
Objective 3: CSOs more effectively facilitating access to justice, with an eye toward project sustainability.			
Indicator 3.1. % improvement in the capacity of targeted CSOs in key target areas (organizational,	88%	CSOs have conducted more awareness raising activities, recruited pro-bono lawyers,	In the baseline, the organizational capacity of six CSOs was assessed using an

<i>financial, fundraising, rule of law).</i>		coordinated with other organizations, and are better equipped to refer cases to the appropriate justice service providers.	organizational capacity Assessment (OCA) tool. However, the organizational capacities of the six CSOs were determined to be already high in the baseline, the six CSOs measured in the baseline were not the same CSOs that participated in trainings in the three target locations for the endline evaluation, and program staff felt it would not be as relevant to measure organizational capacity of participating CSOs, as trainings were focused more on technical legal topics. Therefore, a qualitative approach was used in the endline evaluation to measure the relevance, effectiveness, impact, and sustainability of CSO activities.
Indicator 3.2. <i>% increase in engagement in justice system activities on the part of targeted CSOs.</i>	63%	The CSOs organize awareness activities around human rights, GBV awareness, and other relevant legal topics and have also been able to facilitate the work of pro-bono lawyers who have represented and won cases under the program.	
Indicator 3.3. <i>% increase in program sustainability and expanded impact in access to justice over a two-year period through capacity building of local CSOs (through baseline/final evaluation of target CSOs).</i>	Not measured.	CSOs serve as a crucial intermediary between justice service providers and community members. CSOs also have strong local networks with other relevant justice service providers with whom they can coordinate activities.	
Objective 4: Rule of law actors, including police, prosecutors, and prisons, are provided with increased support to carry out their core functions			
Indicator 4.1. <i>% of targeted rule of law actors demonstrating increased knowledge to carry out their core functions</i>	Not measured.	Not measured.	Planned training activities were not conducted as a result of the INL directive to halt activities.
Indicator 4.2. <i>Improved coordination between rule of law actors</i>	Not measured.	Staff confirmed that forums were held monthly. State actors report having seen improvements in coordination and a decrease in corrupt or illegal practices, but some administrative challenges still remain.	
Objective 5: Justice service providers, including customary law courts and statutory courts, are providing citizens with effective legal remedies			
Indicator 5.1. <i>% of targeted community respondents that report an improvement in the</i>	50% of community members who had used either the formal or traditional justice	70% of community members who had used either the formal or	

<i>effective performance of local justice providers.</i>	systems reported that they were satisfied with their experience	traditional justice systems reported that they were satisfied with their experience	
Indicator 5.2. <i>% of trained justice service providers that are effectively utilizing new techniques and resources at the end of the project</i>	Not measured.	Although the activities related to training police were halted under the program, local authorities reported receiving legal booklets, ledgers, transportation and psychosocial support for victims, and t-shirts during the program.	
Indicator 5.3. <i>% of women and juveniles who state legal remedies have improved in addressing their unique issues and concerns.</i>	Overall, 18% of all surveyed community members indicated that it is easy to access judicial remedies. A total of 20% of females reported that they are able to easily access legal remedies.	The majority of women and youth report that it is easy or very easy to access customary courts (65% and 67%, respectively), whereas the majority are either indifferent or report that it is difficult or very difficult to access statutory courts (60% and 61%, respectively).	The percentage of youth who reported that it is easy to access judicial remedies was not indicated in the baseline report.
Indicator 5.4. <i>% increase in community members that state that they now better engage with mechanisms to help them understand justice systems</i>	Not measured.	A total of 92% of community member were able to list one or more sources of information about accessing justice, and 55% were able to list two or more.	
Objective 6: Develop a law and policy package on legal aid.			
Indicator 6.1. <i>% increase in capacity of Directorate of Legal Aid and Human Rights to execute its functions as related to legal aid provision</i>	Not measured.	Not measured.	Planned activities were not conducted as a result of the INL directive to halt activities.
Indicator 6.2. <i>A legal, policy and institutional action plan framework for legal aid provision in South Sudan</i>	Not measured.	Not measured.	Planned training activities were not conducted as a result of the INL directive to halt activities.
Objective 7: Local and national level policy makers and donors have access to knowledge to inform and strengthen reforms to the legislative and policy framework.			
Indicator 7.1. <i>% of surveyed local and national-level policy makers who state that they have access to new, useful information to guide their work and improve access to justice.</i>	Not measured.	Not measured.	Planned activities were not conducted as a result of the INL directive to halt activities.

Conclusions & Recommendations

Program activities were relevant and effective in addressing demand-side challenges more so than supply-side challenges, largely as a result of the INL directive to halt direct engagement with government actors. The vast majority of *Hiwar al-Shabab* and *Sergeant Esther* radio program listeners liked the programs and found them to be relevant to their communities, and participatory theatre performances and community dialogue forums were also generally well-received, although the short duration and one-off nature of these activities made it difficult to cover all relevant topics for community members. The program was also able to improve the supply of justice services to an extent through training that strengthened the capacity of CSOs and legal aid advocates to provide legal advice and services, facilitating the direct representation of marginalized community members' cases by providing pro-bono services, and encouraging changes to local prison and police systems in community dialogue forums.

However, the inability of program staff to directly engage government actors significantly hindered the impact of the program, as the program was unable to address the major barriers to accessing justice that exist at the local level including corruption, high costs associated with accessing statutory courts, language barriers, transportation challenges, and delays and incompetence in the justice system. This is particularly important given that access to, use of, and levels of trust in statutory courts were low among respondents. The involvement of CSOs and legal aid advocates contributed to the sustainability of program activities, but there is also room for improvement in creating permanent structures that ensure accountability at the local level and create the space for continued dialogue between community members and justice service providers. The following is a list of recommendations based on the conclusions of the endline evaluation and the direct recommendations given by community members and key informants interviewed for the evaluation.

There is a need for program implementation staff and donors to recognize the importance of synergy between program activities not just between partners but also down to the local level. In the future, similar project proposals should emphasize the need and include the budget for periodic coordination and networking meetings between local program participants, in addition to Juba-based staff. Staff from each partner organization could chair quarterly meetings at the local level during which media partners, pro-bono lawyers, CSO staff, and participatory theatre performance actors could meet, share lessons learned, and brainstorm ways in which to sensitize citizens to activities and ensure both demand and supply side activities remain relevant to the needs of local citizens. Periodic meetings would reinforce the need for and demonstrate the value of synergy between program activities and could even encourage the identification and participation of additional relevant stakeholders through current stakeholder networks. During these meetings, program staff could also facilitate discussions between local stakeholders from an early stage on how to ensure program activities and impact remain sustainable following the close of the program, ensuring that the links created between community members, local authorities, and justice service providers are strengthened.

Program implementation staff should incorporate more flexibility into the content and duration of program activities to ensure they remain relevant to local citizens. CSO trainings and paralegal trainings were well received but should have been longer in duration to give participants the necessary time to absorb information and ask questions, and to allow facilitators to cover a broader range of topics and provide hands-on, practical mentoring during trainings. Community dialogue forums and participatory theatre performances should be held multiple times per location to ensure

that unresolved issues from forums and performances are discussed in more detail and topics which could not be covered in one sitting are subsequently covered. Hosting multiple forums and performances would also foster community ownership of program content, which would ensure it remains relevant, as well as increase the likelihood that local stakeholders adapt the community dialogue forum and participatory theatre performance models to their needs and continue hosting them after outside funding discontinues. Issues with the relevance of the *Hiwar al-Shabab* radio program would be addressed through fostering greater synergy between program activities – if media partners attended other program activities, they could edit and broadcast segments of the forums, performances, or trainings for listeners, network with lawyers, CSOs, and other stakeholders, and find relevant guests for the program.

There should be a heavier focus on including security forces in program activities, as citizens turn to them for help when their cases cannot be properly handled or resolved by traditional justice service providers. In the future, engagement with security forces should take place at the local level rather than in the capital. INL should hold national rule of law forums at the state level to facilitate greater participation of local security actors, encourage greater dissemination of discussions at the local level, and ensure discussions are tailored to and relevant for local contexts. Additionally, in the event that local security forces cannot be directly engaged through training or material support, their participation in program activities such as the community dialogue forums, participatory theatre performances, and radio programming should still be a major focus of future programming. It is particularly important for community members to have the opportunity to engage directly with local security forces through community dialogue forums in order to build trust, hold a dialogue on pressing issues, and identify constructive ways in which communities can move forward. Creating the space for dialogue and reinforcing the link between local security forces and active citizens (e.g. youth association leaders, women’s association leaders, religious leaders) will also improve the sustainability of program activities by encouraging participants to build local-level accountability structures and continue to utilize and adapt the community dialogue forum model after program support has ended.

The participatory theatre performance model should be modified to strengthen its impact and sustainability. First, to the extent possible, Search should identify, train, and establish troops in each program location to reduce the costs of sending one troop to multiple locations and to improve the sustainability of the initiative. Local troops would also address the language barrier issue between actors and community members, which made it difficult for some to understand and benefit from performances. Second, the performances should be held repeatedly to enforce concepts and address community members’ complaints that the performances were not as relevant as they could have been because they did not cover a variety of topics or were too narrow in focus. Actors could still follow the process of gathering information from community members before the first performance, but could then use this information to assemble a list of topics for subsequent performances. This would ensure the topics still come from the community members themselves but would also allow actors more time to prepare, familiarize themselves with legal terminology, and schedule their performances at times when lawyers, CSO staff, or media members are available to attend. It would also make it easier for staff to measure the effectiveness of the performances.