



				principle is that human security must have priority over that of states. This calls for a government and legal order that puts people first, as well as for social cohesion and inclusive processes".
2.1.3	The proposed intervention ties in with the annual plan and the result chain of the MIB/MASP	 <p>The intervention is specifically mentioned in the result chain of the MIB/MASP.</p>	2	Support to the JLOS sector has been a central priority in the current MASP. In the Annual Plan 2017 it is stated that: "Agreement will be reached in 2017 on the 4 th Structural Investment Plan of JLOS, based on the findings and recommendations of the mid-term review". Also in the new country strategy Uganda 2018/21 JLOS SDP-IV will be one of the core strategic programs.
2.1.4	The relevance of the proposed intervention to the crosscutting themes of women's rights and gender equality / climate / PSD / coherence and strengthening of civil society organizations	 <p>The proposed intervention is relevant to more than one of the crosscutting themes.</p>	2	JLOS SDP-IV is relevant for youth and gender equality as well as for PSD (emphasis on commercial justice).
Total score (maximum 8 out of 8 points)			8	

2.2 Problem analysis and lessons learned

2.2.1 Description

The Justice Law and Order Sector's Fourth Sector Development Plan (SDP-IV) provides the framework for the next planning cycle for the Sector. It builds on the achievements registered under the previous three investment plans and aims at consolidating the gains that were realized over the last 15 years since the inception of the Sector. The main goal of this plan is to promote the rule of law, through improved safety of the person, security of property, and access to justice for inclusive growth.

Achievements of the sector include enhanced access to JLOS services, enhanced access to justice, increased number of judges and judicial officers to handle matters, improved lead times for business registration, ease of immigration clearance at border points, enhanced prison services, increased

capacity and visibility of crime fighting agencies, joint advocacy on critical issues like the support to special interest groups like the LGBTI community, enhanced collaboration and cooperation of JLOS institutions for the betterment of the citizens of Uganda, to mention but a few.

Despite the above achievements under SIP-III various challenges like corruption (actual or perceived), case backlog, poor infrastructure, poor technology, understaffing, to mention but a few remain and these are the focus of SDP-IV. These challenges include case disposal in the judicial system; the continued urban bias of JLOS institutions which require increased focus on de-concentrating JLOS services; continued use of rudimentary technologies; capacity gaps in systems and processes; protracted business processes; an increase in white collar crime; international crimes and sexual and gender based violence; and continued congestion in the prisons. The Sector also needs to contend with emerging issues that have informed the new priorities under the SDP-IV for example cross border crimes; human trafficking, terrorism and cyber-crime; climate change and environmental issues that impact other national programs; a high youth and child population and an ever-increasing numbers of refugees.

From promoting Community Policing, a joint effort approach which allows the Uganda Police and the communities within which they serve to work together to maintain law and order, to prioritizing children's cases in courts in an effort for improved juvenile justice, to improving the environment for doing business through commercial justice reforms, the Sector is increasingly impacting the lives of many Ugandans even though the challenges ahead are still daunting. The partnership of JLOS with the Democratic Governance Facility (DGF) in the areas of access to justice and human rights is very instrumental in this context.

The goal of SDP IV is, as stated in their Vision formulation *"to promote the rule of law through improved safety of the person, security of property, and access to justice for inclusive growth"*. The plan sets out three key objectives to be attained during the four-year period. These are: i) enhancing JLOS infrastructure and access to JLOS services; ii) promoting the observance of human rights and fighting corruption; and iii) strengthening commercial justice and the environment for competitiveness.

The Sector has implemented three strategic investment plans and the Sector is well established. Building on the brick and mortar investments in the past, focus in the new strategic direction under the theme *"empowering people, building trust and upholding rights"* will be on removing bottlenecks in delivery and access to JLOS services in line with the National Development Plan II and the Vision 2040. The impact of the investments in the SDP-IV will include increased public trust in JLOS institutions; greater public satisfaction; increased independence of the judicial process; and an 'A' status of the national human rights body.

The proposed interventions within each of the three key strategic objectives provide the overall policy framework for the annual operational plans. The Operational Plan 2017/18 and its budget is structured on the basis of this framework; the proposed activities are within the mandate of the Sector and can be expected to contribute to address effectively the problems outlined above.

2.2.2 Appraisal

No.	Criteria 2.2 Contextual analysis	Indicators (score 0,1,2)	Score	EXPLANATION/ REFERENCES
2.2.1	The proposal is based on a careful and thorough contextual analysis, from which a logical problem definition and objective are generated.	<input type="checkbox"/> <p>The proposal is based on a careful and thorough analysis and results in a logical problem definition and objective.</p>	2	The proposal is based on the findings of the MTR of SIP III and consultations with the stakeholders at the different levels. Also emerging issues like migration, terrorism and international crime are explicitly mentioned as new and challenging trends.
2.2.2	Based on the problem formulated, the proposal explains in a logical manner why the intervention is aimed at the specified geographical location.	<input type="checkbox"/> <p>Not applicable.</p>	0	JLOS SDP-IV is a national strategic plan without a specific geographical focus. However, the urban bias in terms of legal services is concerning and needs to be addressed more rigorously, as also explained in the program document.
2.2.3	The proposal justifies the choice of target group.	<input type="checkbox"/> <p>Not applicable.</p>	0	The document encompasses the whole sector and the main beneficiaries being the Ugandan citizens as indicated in the title of the SDP-IV: empowering the people; building trust and upholding rights.
2.2.4	The proposal sets out which relevant actors were involved in formulating the proposal and what influence they had on the content of the proposal.	<input type="checkbox"/> <p>The proposal sets out the involvement of actors, both in formulating the proposal and in the proposed intervention (including its management).</p>	2	The JLOS SDP-IV is a result of many months of preparation by the JLOS institutions that was characterized by extensive participation and consultation within the JLOS and with its stakeholders and partners. The JLOS Policy and

				Planning Units were central in the preparation of the SDP supported by the JLOS secretariat. The process involved country wide consultations, using the JLOS regional and national level structures".
2.2.5	A stakeholder analysis (incl. women and youth) has been carried out and the results incorporated in the proposal.	<input type="checkbox"/> <p>The proposal sets out who has a stake in the programme/project and details their relative interests.</p>	2	Specific strategic interventions (SIs) are described to enhance justice for children/youth (SI 3.8.1.4.) and to promote gender equality and equitable access to justice (SI 3.8.1.8.). In addition, the Gender Task Force will promote gender mainstreaming. The Justice for Children Task Force shall be the task force of the Sector charged with crafting a unified strategy for improving services for children and youth in JLOS.
2.2.6	The proposal describes how the results of evaluations and/or studies feed into formulation of the proposal.	<input type="checkbox"/> <p>The proposal clearly sets out how results from evaluations and/or studies contributed to formulation of the proposal.</p>	2	The recommendations of the MTR of SIP III were key inputs for the design of SDP-IV as well as specific studies, such as the analysis of the case backlog and the performance assessments of the DPs of SIP III. As compared to the previous sector plans, SDP-IV focusses more exclusively on addressing problem areas that can be dealt with within the sector.
Total score (maximum ⁸ out of 12 points)			8	2.2.2. and 2.2.3. are not applicable

2.3 Objectives (outcomes), results (outputs), activities and resources

2.3.1 Description

SDP IV Goals	Performance indicators	Baseline 2016	Target 2021
Impact Promote Rule of Law	Public satisfaction JLOS services	72%	78%
	Public trust in Justice system	49%	55%
	Index Judicial Independence	3.41	3.8
	Status accreditation of UHRC	A	A
Outcome 1 Access to Justice Enhanced	% of case backlog cases in the system	24%	9%
	% districts with frontline JLOS services	59.3%	80%
	Crime rate per 100.000	298	287
Outcome 2 Human Rights and Fight against corruption	Corruption perception index	0.25	0.30
	JLOS institutions listed by UHRC	46%	30%
	% of remand prisoners	52%	45%
Outcome 3 Commercial justice	Ease of doing business index (DTF)	57.7	63
	Efficiency settlement disputes index	3.8	4.1

See annex 1 for the JLOS SDP-IV results framework that describes the impact + impact level indicators as well as the outcomes and outputs and their respective baselines, targets and performance indicators. At the level of each of the strategic interventions, specific performance indicators have been established.

2.3.2 Appraisal

No.	Criteria 2.3 Outcomes, outputs, activities and resources based on the SMART principle	Explanation of score (1 point per indicator)	Score	
2.3.1	The objectives at outcome level are clearly formulated, fall within the proposal's span of influence and are realistic. The outcomes follow logically from the problem formulated.	The outcomes are specifically formulated.	5	

		<p>The objectives follow logically from the problem formulated.</p> <p>The objectives fall within the proposal's span of influence and are realistic (taking account of its duration and local circumstances).</p> <p>The objectives are acceptable to the target group and other stakeholders.</p> <p>The objectives formulated are realistic bearing in mind the scope of the activities and the capacity of the (local) organisation(s).</p>		
EXPLANATION/REFERENCES <p>The problem analysis is comprehensive and is strongly based on the findings and results of (external) reviews, surveys and consultations that have taken place on a regular basis during the last few years. Also the findings of the HiLL survey have been taken into account. Particular attention is paid to those areas that are managed by and within the mandate of the different JLOS institutions.</p> <p>Specific gender indicators have been formulated, such as the conviction rates in cases of SGBV against women and girls, proportion of JLOS institutions with a functional gender desk, and the JLOS gender strategy endorsed and implemented. As compared to the results framework of the previous sector plans, the proposed one for SDP-IV shows much more internal logic and will allow a more robust sector performance assessment.</p>				
2.3.2	Progress in achieving the outcomes can be determined objectively on the basis of measurable performance indicators.	<p>Relevant performance indicators have been formulated for each outcome.</p> <p>A baseline measurement and a measurable target (quantitative <input checked="" type="checkbox"/> and/or qualitative) have been formulated for each performance indicator.</p> <p>The verification method (the means by which data <input checked="" type="checkbox"/> is collected and the sources of that data) is realistic and feasible.</p>	2	
EXPLANATION/REFERENCES <p>Key performance indicators, baseline data and targets have been specified for each of the strategic interventions under the three outcome areas. Additional work needs to be done in consultation with the development partners (NL, AUS and EU) to further elaborate on the protocol for the annual sector performance assessment.</p>				
2.3.3	The outputs formulated are concrete and fall within the proposal's span of control. The outputs follow logically from the outcomes formulated.	<p>The project proposal is divided into clear phases, each having concretely formulated outputs.</p> <p><input checked="" type="checkbox"/> The outputs are specific.</p>	4	

		<p>There is a clear link between the outputs and the out-comes,</p> <p><input checked="" type="checkbox"/> i.e. the outputs can be expected to contribute to achievement of the outcomes.</p> <p>The outputs are acceptable to the target group and other stakeholders.</p> <p>The outputs formulated are realistic bearing in mind the scope of the activities and the capacity of the (local) organisation(s) .</p>		
EXPLANATION/REFERENCES The SPD-IV covers the period 2017/18 till 2020/21 in alignment with the National Development Plan. All targets are set for the end date in 2021, without a specific breakdown per year. All strategic interventions are instrumental to achieve the expected outputs. As indicated above, some further consultations will take place with the Development Partners to fine-tune or rephrase some of the expected outputs.				
2.3.4	Progress in achieving the outputs can be determined objectively on the basis of measurable performance indicators.	<p>Relevant performance indicators have been formulated for each output.</p> <p>A baseline and a measurable target</p> <p><input checked="" type="checkbox"/> (quantitative and/or qualitative) have been formulated for each performance indicator.</p> <p>The verification method (the means by which</p> <p><input checked="" type="checkbox"/> data is collected and the sources of that data) is realistic and feasible.</p>	3	
EXPLANATION/REFERENCES Where relevant, gender specific indicators have been formulated. The key performance indicators at output level are in most cases relevant and measurable; in some cases, minor adjustments are still to be made.				
2.3.5	There is a logical link between the proposed activities and the outputs formulated.	<p>The proposal sets out the nature of the activities</p> <p><input checked="" type="checkbox"/> and explains how the activities formulated will contribute to achieving the outputs.</p>	1	
EXPLANATION/REFERENCES The activities are specified in the operational budget 2017/18. In the PSD-IV document the strategic interventions are described.				

2.3.6	There is a logical link between the activities and the project budget (efficiency).	<input checked="" type="checkbox"/> The budget is supported by figures on price and quantity (p x q). <input checked="" type="checkbox"/> The budget is broken down by output and/or outcome.	2	
EXPLANATION/REFERENCES The budget is structured around the three outcome areas and their respective strategic interventions + strategic outputs. The budget also shows the contribution of the GoU as well as the funding gap.				
2.3.7	When the activity ends, its envisaged outputs will have a lasting effect for the ultimate target group.	<input type="checkbox"/> The proposal contains a clear vision (with objectives) as to how the activities will be continued when the intervention comes to an end. <input type="checkbox"/> To achieve these objectives, specific measures will be taken during implementation of the activities to ensure that the target group will help continue the activities. <input type="checkbox"/> The proposal contains suitable criteria against which progress in continuing the activities can be measured. <input type="checkbox"/> The proposal includes a transition plan or exit strategy, identifying the various actors.	0	
EXPLANATION/REFERENCES The JLOS SDP-IV is by and large funded by the GoU; the expected contribution of the DPs is likely to be less than 10%. Therefore, a transition or exit strategy is not applicable.				
2.3.8	At the end of the activity, the envisaged outputs will have a lasting effect on the local partners.	<input type="checkbox"/> The proposal contains a clear vision (with objectives) as to how the quality of the activities and/or financial independence of the local partner will be enhanced.	0	

		<input type="checkbox"/> To achieve these objectives, specific measures will be taken during implementation of the activity. <input type="checkbox"/> The proposal devotes attention to the capacity of the local partner to generate income from various sources. <input type="checkbox"/> The proposal sets out suitable criteria against which progress in regard to institutional sustainability can be measured.		
EXPLANATION/REFERENCES:				
Total score (maximum score 27 points) No scores 2.3.7. and 2.3.8. because these questions are not relevant for SDP-IV since 90% of the budget is provided by the 'partner', i.c. the GoU. Total score is 17 and NOT 1 (automatic system doesn't work)				1

2.4 Cooperation, harmonization and added value

JLOS SDP-IV will be financed by the Government of Uganda, with contributions from development partners through basket and bilateral arrangements. At the time of design of the SDP, development partners who have committed to support the implementation of the Plan include the Netherlands, Sweden, Austria and European Union through the basket arrangement and in accordance with the Government of Uganda Donor Partnership principles that are currently under revision. Denmark, the US, UNICEF, UN Women and others to be identified will support the plan through direct bilateral support.

The design of JLOS SDP is flexible to allow other development partners to join at a later date. The coordination of financial support, technical knowledge and international experience between development partners will continue to be done under the JLOS Development Partner Group (DPG). At present, the Netherlands is the Chair of the JLOS DPG. This position as the Chair is appreciated and allows the Netherlands to play an active and visible role in the policy/political dialogue with the GoU and the various specific stakeholders, including civil society.

The Joint GoU-Development Partner Review will be held annually in September/October to monitor progress against planned activities. Participants will include JLOS members and invited stakeholders. Preparation for and reporting on the JLOS Forum and the reviews will be coordinated by the sector Secretariat, in the context of twice-yearly technical meetings with the Technical Committee including institutional PPUs and the JLOS Development Partners Group. The JLOS DPs will present their annual assessment and the Chair of the JLOS DPs will deliver a keynote speech to convey the key policy messages.

The added value of this arrangement is reduction of transaction costs on both sides. Instead of bilateral meetings with individual DPs, there is an agreed framework that defines channels of communication, consultation and review by and through the DPG and the JLOS Secretariat.

2.5 Channel and aid modality (including alignment)

The aid modality is earmarked funding of result areas within the SDP-IV that are in line with the Dutch policy priorities for the Security and Rule of Law Agenda. The JLOS SDP-IV arrangement is fully aligned from a policy and financial point of view. Even though the financial arrangements might

differ (earmarked funding, sector budget support etc.), financial reporting and audits cover all the funding flows and can be traced in the annual operational budget.

The SWaP/basket funding arrangement will be applied as was done for the previous arrangements. Channeling the funding through the Ministry of Finance, Planning and Economic Development has proven to be efficient and transparent. Most of the funding through the SWaP comes from the development budget of the GoU as can be appreciated in Chapter V of the PSD-IV document (page 56 – 60).

Appraisal JLOS/SDP-IV 2019 - 2021

Save / Generate

I REQUESTED DECISION CONCERNS

Application number	4000001011
Short name application	JLOS/SDP-IV 2019 - 2021
Long name application	Additional funding for the Justice, Law and Order Sector Strategic Development Plan IV (SDP-IV) 2017/18-2020/21.
Description application	Additional Dutch funding to scale-up and accelerate the reduction of the case backlog in the sector, the enhancement of access to justice for children and safety/security of refugees, the improved response to SGBV, the promotion of transitional justice and the strengthening of commercial justice and sector-wide M&E
Budget holder	KAM
Date of receipt of application	25 July 2019
Business Partner	Ministry of Finance, Planning and Economic Development
Number business partner	5162
Implementing organization(s)	JLOS Secretariat
Legal relationship	Arrangement
Commitment in foreign currency	N/A
Corporate rate	N/A
Commitment in euros	EUR 7.000.000, in addition to the previously committed EUR 10.000.000
Funds Centre	1704U03040011
Activity start date	01 November 2017
Activity end date	31 December 2021
Contract start date	1 November 2017 (contract dates will not change because of this topping up)
Contract end date	30 June 2021 (contract dates will not change because of topping up)
Has an evaluation been planned?	Yes, mandatory (see decisiontree in 5.3.6.)
Aid modality	Other programme aid
Donor role	Lead or active donor
Technical assistance	TA<10 Less than 10% of the activity budget
Beneficiary's country/region	Uganda
Countries within the region (if applicable)	N/A

Location within the country (be as specific as possible)	Territory	Name location(s)	Nationwide
CRS Code	15130		
Policy marker weight is 'principal' (no minimum or maximum amount)	Democr		
Policy marker weight is 'significant'. (no minimum or maximum amount)	GlkhMV, MnsRcht, RchtKnd, Corrpt		
Special pledges made by the Minister or State Secretary	N/A		

Variable activity data	Original bemo	Adjustment	Adjusted bemo
Commitment in EUR	10.000.000	7.000.000	17.000.000

II. ACTIVITY APPRAISAL

2.1 Contribution made by the activity to BZ policy objectives (policy relevance)

The proposed topping up of the contribution of the Justice, Law and Order Sector (JLOS) Strategic Development Plan-IV 2017 – 2021 is in line with the Dutch foreign and development cooperation policy objectives of promoting political stability and democracy, and with that it is in line with the Foreign Trade and Development Cooperation policy note, the Dutch Foreign Trade and Development Cooperation results frameworks and the Multi Annual Country Strategy for Uganda.

Contributing to the prevention and durable resolution of conflicts through strengthening the rule of law is a key ambition in the Dutch policy note "Investing in Global Prospects". This involves capacity building in judicial and democratic institutions. The guiding principle is SDG 16 (peace, justice and strong institutions), to which support to the JLOS-sector directly contributes.

The proposed additional support to the JLOS is also in line with the Security and Rule of Law Theory of Change and Results Framework. The main goals in the area of Rule of Law are threefold: access to justice, justice sector and legal reforms and transitional justice. The Theory of Change describes the need for these activities and goals to ultimately prevent instability and insecurity, which hinder sustainable development. By undertaking these activities and promoting access to justice, reforms in the justice sector and transitional justice, the social contract between citizens and state will be enhanced, and it will contribute to social cohesion. On the long term this should also lead to more legitimate stability and sustainable peace.

The Netherlands' Multi Annual Country Strategy (MACS) 2019- 2022 aims to contribute to a stable and democratic Uganda through increased democratic governance. A solid legal order is a precondition for democracy, democratic governance and attracting (foreign) investments. The long-standing collaboration in the Justice, Law and Order (JLOS) sector therefore is one of the pillars of the current MACS.

The annual plan 2019 for Uganda mentioned that opportunities would be explored to increase the current support to the implementation of the JLOS Fourth Sector Development Plan (SDP IV).

2.1.1 Description policy relevance

The Netherlands has been a long standing development partner of the JLOS, comprising at present 18 institutions. The Dutch support (between 5 and 8 million EUR annually) was suspended in 2014 because of the signing of the Anti-Homosexuality Act. When support was resumed after the Act was nullified in August 2014, Dutch funding became earmarked.

The support has given the Netherlands credibility and advantage to pursue the JLOS Reform Agenda. The current Sector Development Plan has shown good results, such as the reduction of backlogged cases from 24% to 18,5%, a reduction of trial detainees as a proportion of the total inmates from 52% to 48,3% and an increase of the JLOS service point offering child friendly services from 52% to 72%. However, the successes are not enough to reach the intended targets. A scale up of interventions and the execution of new pilots and research are needed to improve the performance of the sector, including increased accountability and credibility, at a faster pace. Despite GoU's increased contribution, the contribution of several development partners and considerable EU budget support (EUR 20 million annually, as from the 2018/19 budget year), the Government is challenged with a considerable funding gap.

Late 2018 into early 2019, as the option of an increment in funding was being considered, the Netherlands carried out two consultancies on the JLOS. A consultancy assessing the strategic and operational plans for the remaining two fiscal years of SDP-IV was carried out, with particular attention to the contribution of the Government of Uganda and external support from the Development Partners. Also a fiduciary risk assessment was carried out that looked at the effectiveness, efficiency,

reliability and transparency of the management of the JLOS SWAp Development Fund as a component of the overall financial management system of the sector. Both consultancies attributed to the considered decision to increase the Dutch support for the next two years of the SDP IV with EUR 4.500.000 annually.

With reference to the 2017 management note of the Dutch Government Services about the JLOS support, this assessment is also based on the EU assessment for budget support (<https://ec.europa.eu/transparency/regdoc/rep/3/2017/EN/C-2017-7583-F1-EN-ANNEX-1-PART-1.PDF>) and the 2017 PEFA report <https://pefa.org/country/uganda>.

Justification for increased support to the JLOS

The Justice, Law and Order (JLOS) institutions in Uganda have organized themselves as a sector since early 2000, comprising at present 18 institutions. With previous support from the Netherlands and other partners in development, the sector has increased its coverage and capacity significantly throughout the country. Investments in infrastructure and staff have resulted in a complete chain of justice in 60% of the districts in Uganda as compared to less than 20% in 2003. Though important progress has been made in judicial reform, serious challenges remain related to a prevalence of high lead times, slow case disposal, increased costs of access, corruption and slow decision-making. The sector is still facing huge challenges in terms of access to justice for all (in particular for vulnerable groups), accountability and human rights. These three areas are the pillars of the 4th JLOS Strategic Development Plan (2017 – 2022), focusing on improving access to justice and addressing accountability and corruption within the sector. “Leave no-one behind” is the guiding principle to enhance access to justice for more vulnerable groups and women in particular. A specific focus on commercial justice aims at improving the reputation of Uganda as a safe, reliable and profitable partner for trade and investments.

Uganda is a developing democracy with one of the highest youth populations in the world. It is prevalently an agrarian economy. It's President, Yoweri Kaguta Museveni, has led the country through his party, the National Resistance Movement, since 1986, and has over the years been strong on issues like HIV and peace and security. It has three arms of government which have been relatively independent. The Opposition in Uganda still struggles to organise itself against the dominant ruling party. There is growing effort to set up a functioning government institutional and regulatory framework to entrench the Rule of Law. Institutions and laws are in place to address issues like corruption, international crimes, commercial justice, refugees, national and international peace and security, among others.

The Netherlands has for years been an important supporter of the JLOS-sector in Uganda. There have been ups and downs in this support and in the progress made, but overall it has been a positive relationship and there are certainly steps forward. It is important to consider that support to improving the Rule of Law is by nature a long-term commitment, because it is a process to transformative change that takes years and is not a linear process. In Uganda, this complicated process is also taking place in a challenging political environment. Tensions in society (between population and government, between different political parties etc.) lead from time to time to police brutality or the involvement of the army. Another concern is the resurfacing discussions about the possibility of tabling an anti-homosexuality act by members of government or parliament, especially in the run-up to the elections (see 2.2.1 and risk analysis). However, the support also enables in-depth policy dialogue which may extend the scope of sector reforms beyond the results measured by performance indicators.

With the above considerations in mind there are three main reasons why the Netherlands is now deciding to increase its current support to the JLOS-sector:

- Firstly, JLOS has proven itself to be a good and effective instrument for improving the Rule of Law in Uganda. It is a successful program that has achieved many results over the years,

for example in the area of access to justice and on reduction of the case backlog. Further, the activities proposed are well in line with the Netherlands MACS (see above 2.1) and will greatly contribute to the objectives of the JLOS programme under the National Development Plan. The JLOS has sufficient absorption capacity but also faces various challenges that are discussed later in 2.2.1

- Secondly, despite all the good results that have been achieved so far through the support to the sector, much more is needed to achieve real, long-term transformation of the sector. For that, additional contributions are needed to support this process of change.
- Thirdly, there are huge funding needs in the JLOS. The EU has recently re-engaged offering Sector Budget support of 60 million Euro for a 3-year programme (ending in 2021) targeting both the accountability sector and the Justice, Law and Order Sector. The contribution of the Government of Uganda has also increased, but this still leaves severe funding gaps in the Sector Implementation Plan. A lack of funding will jeopardize the progress that has been made and the targets that are set for the coming years. Together with the above reasons, this has led the Netherlands to decide to contribute additionally to the program.

A solid legal order is a precondition for democracy, democratic governance and for attracting (foreign) investments. The decision to continue supporting JLOS will allow the Embassy to continue its two-track strategy as defined in the MACS (Multi-Annual Country Strategy) 2019-2022: JLOS support is aimed at improving the supply for better (legal) services; the DGF (Democratic Governance Facility) support aims at strengthening the demand side (of the Ugandan citizens) for these – and other – government services. Also in the MACS for Uganda the JLOS sector will remain one of the priority sectors, with as main outcome: Ugandan citizens are better able to access their rights through fair, efficient, impartial, independent and accountable governance institutions.

A functioning legal system and effective, predictable and transparent criminal justice institutions are preconditions for a sustainable legal order. To strengthen the legitimacy of the legal system with the public, people's needs and perspectives should play a central part. A first essential condition is that the state and the people are aware of their rights. In fragile or post-conflict countries such as Uganda, more attention should be paid to the role and function of informal justice on which a large part of the population is often dependent. For legitimate stability it is essential that both citizens and government be subject to the law and that the courts be independent. The justice system should also be able to settle disputes relating to the lawful exercise of state power, and powerful elites, private actors and individuals should not stand above the law. The focus of the SDP-IV is to strengthen the legal order by "Empowering the people, building trust and upholding rights".

Earmarked program support

The support to SDP-IV will be earmarked program funding to specific priority areas which are of particular concern within the JLOS sector in Uganda and aligned with the Dutch development cooperation priorities. As for the EU budget support, the principle of additionality is strictly adhere to and the funding will have no substitution effect. The activity appraisal refers to the JLOS SDP-IV overall policy and operational framework for the coming four years, as well to the six priority areas within the sector that have been selected for earmarked Dutch financial support. These thematic areas have been prioritized because of their relevance for human rights, conflict prevention, stability, improvement of the investment climate and their relevance for the Dutch policy priorities for Uganda. These thematic areas are: (1) case backlog reduction, (2) safety and security of refugees (camps and settlements) and host communities, (3) transitional justice, (4) commercial justice, (5) justice for children, and (6) sexual and gender based violence (SGBV). Additional areas of intervention: strengthening sector-wide M&E in implementation of recommendations from the JLOS Fiduciary Assessment Review conducted by the Netherlands.

1. *Reduction of the case backlog*

The case backlog has been selected because it is one of the priorities of the Judiciary. Failure of courts and the whole JLOS chain to dispose of cases in a reasonable time affects the public perception of the credibility of the JLOS and causes citizens to lose trust in the system: proper case management is essential for the rule of law and contributes to SDG 16 (Peace and Justice Strong Institutions). Additionally, prompt legal certainty is required for (foreign) investments and economic growth. Additional support is necessary to further implement the case backlog strategy, to ensure that the case backlog reduces from the current 24% to 18% at the end of 2017/18 to single digit by 2021. Support to the expansion of front-line service points in rural areas fall under case backlog reduction as well.

Target:

It is expected that with the increased support the targeted number of backlog cases to be disposed will increase from 8,000 to 21,000 cases per year and reduction in pre-trial detainees to under 45% by 2021.

2. *Justice for children*

Uganda has a very young and fast growing population and the number of young people in conflict with the law is increasing, putting even more stress on the already limited capacity and facilities of the remand homes. Dutch support – together with that from UNICEF – to strengthen the institutional capacity to meet adequate juvenile justice requirements will facilitate the re-integration of this group in society by preparing these young people with the necessary skills.

In this, the Netherlands will contribute to case backlog sessions and strategies in the sector, access to justice interventions as well as extension of JLOS frontline services to rural areas. UNICEF's decision to scale down from the 13 districts being handled to only 8 also gives additional need for Dutch support to this sector.

Target:

Fast tracking the increase in the number of districts with one-stop JLOS centres constructed per year from 4 to 8 and ensuring that there will be 80% district coverage by 2021.

Scaling up the Justice 4 Children programme and encouraging more child-friendly services across the country while increasing the number of justice for children programme districts and coordinators from 8 supported by UNICEF to 20.

3. *SGBV*

The centrally funded SRHR projects have strengthened the Dutch SRHR diplomacy and advocacy. Addressing SGBV in the context of JLOS' Strategic Plan and in partnership with UNFPA and UN Women, will further enhance the effectiveness of the joint Dutch interventions. Improved response to SGBV draws lessons from the SGBV court sessions held last year as well as the need for audio-visual tools across courts in the country. Ensuring that survivors of SGBV access justice is key to meeting the obligations as stipulated in the Maputo Protocol, the Kampala Declaration (2011), and the Sustainable Development Goals (SDG 5).

Target:

Strengthening medical-legal linkages in the prosecution of SGBV crimes and improving response to such crimes which will result in an increase in SGBV cases processed and conviction rate from 54% to 63%.

4. *Safety and security of refugees and host communities*

While Uganda is the largest host country in Africa hosting a commendable estimated 1.2 million refugees and asylum seekers, with UN recognized progressive and generous refugee laws and policy regimes, access to justice interventions for refugees have been minimal. It is also complicated for both host and refugee communities because courts are very far away. There is need

to bridge the gaps in justice service delivery to meet the needs of refugees and host communities. Safety and security in the refugee camps and settlement areas fits with the increased interest of the Dutch Government to address refugee issues as much as possible in the region. The proposed interventions include capacity building, community policing, support to the provision of free legal aid services and mobile courts and promotion of alternative means of mitigating conflict which are all expected to enhance safety, security and the rule of law in the refugee settlement and host communities. The proposed activities further strengthen Dutch support provided through the Refugee Law Project that started in September 2017.

Target:

Improving justice services and reconciliation efforts in refugee host communities from the current targeted 4 to 12 such camps

5. *Transitional justice (TJ)*

Addressing TJ will mitigate the risks of conflict and instability. The various TJ mechanisms like the ICC court in the Hague where the first Uganda Dominic Ongwen is being tried, reparation, victim support and others, seek to bring accountability, healing and restoration to the communities. Dutch support in this area therefore remains critical to Uganda's efforts as it will enhance a stable environment by securing the dignity of the victims of conflict. This thematic area falls within SDG 16.

Learning from existing results coupled with the passing of the TJ Policy by Parliament, a more consolidated focus and investment is needed on both informal and formal justice providers to implement transitional justice processes. It was raised that there is a need to constantly engage in dialogue with traditional leaders and develop guidelines for the complementary implementation of informal justice alongside the formal criminal justice mechanisms. Sweden through IDLO will also support a strengthening of ties between formal and informal justice providers, though The Netherlands can complement such support by linking capacity building more directly to transitional justice mechanisms, funding for which is still missing. Besides that the cataloguing of informal justice will be supported.

A concrete gap also exists in researching a catalogue and dissemination strategy that documents the traditional justice systems, so local informal leaders, JLOS institutions and CSOs can better understand which practices are followed informally to deal with justice problems, and division of roles. The catalogue, if drafted in a concise and action-oriented way, can strengthen the relationship between the formal and informal justice system.

6. *Commercial justice*

Commercial justice is directly relevant to the Dutch "Aid to Trade" agenda and the trade and investment activities in Uganda and in the Netherlands. In line with Uganda's Vision 2040, the drive towards a middle income status necessitates increased per capita income. Inclusive growth requires that the legal and regulatory framework provides a conducive environment for the citizens including the most vulnerable to access services that enable them enter into the formal business sector and be included in access to financial services. Support to this outcome therefore is critical for enhancement of the business environment as Uganda transitions from an "Aid to Trade" country.

As part of the SDP-IV a new effort was taken to provide an enabling environment for productive activity, investment and competitiveness in the justice sector. The Sector puts emphasis on reformation, update and enforcement of commercial laws, harmonization and domestication of regional and international laws, automation of business processes, enhancement of case management systems, mediation, small claims procedure and minimizing delays. The Embassy will contribute to strengthened commercial justice and alternative dispute resolution through coordination and linking business process registries across sectors; scaling up of successful (digital)




client-facing solutions (at URSB, Judiciary, DCIC), including capacity building of staff to learn how to manage these systems and capacity building on ADR with a focus on arbitration.

Target:

Improving the integration of business registries and encouraging more citizen-facing applications for citizens to access information about their cases, as well as strengthening the arbitration practice.

These thematic areas are further described below and are integral part of SDP-IV. This annex has been prepared by the JLOS Secretariat upon request from the Embassy so as to ensure a shared understanding about mutual expectations in terms of budget, activities, outputs and expected results. The general focus of the present Appraisal Bemo is on the SDP-IV as such since it addresses also the selected thematic areas; After all, the activities and expected results under these thematic areas are part and parcel of the overall sector strategy and policy priorities for the coming years.

2.1.2 Appraisal

No.	Criteria 2.1 Policy relevance	Indicators (score 0, 1, 2)	Score	EXPLANATION/ REFERENCES
2.1.1	The proposed intervention ties in with the operational objectives in the Explanatory Memorandum and the related policy memorandum (policy theory and intervention logic).	 <p>The proposed intervention ties in with both the main objective and the secondary objectives .</p>	2	The objectives of JLOS SDP-IV tie in with the Security and Rule of Law Theory of Change both at impact, outcomes and output levels.
2.1.2	The proposed intervention ties in with the ODA priorities	 <p>The proposed intervention ties in with more than one of the result areas of the BH&OS priorities.</p>	2	JLOS SDP-IV ties in on both human security and rule of law, two result areas of the Theory of Change: "the main principle is that human security must have priority over that of states. This calls for a government and legal order that puts people first, as well as for social cohesion and inclusive processes".
2.1.3	The proposed intervention ties in with the annual plan and the result chain of the MIB/MASP	 <p>The intervention is specifically mentioned in the result chain of the MIB/MASP.</p>	2	Support to the JLOS sector is a central priority in the current MASP 2019 to 2022: "The Netherlands will continue to support efforts to enhance security and rule of law through strengthening the supply side of JLOS public services. The sector remains an important entry point for reforms in the areas of justice, human

				rights, the environment for doing business and in addressing corruption, in combination with fostering accountability and service delivery through civil society". This will be in the areas of Rule of Law and access to justice; safety and security of Ugandan enhanced and increased protection of human rights
2.1.4	The relevance of the proposed intervention to the crosscutting themes of women's rights and gender equality / climate / PSD / coherence and strengthening of civil society organizations	<input type="checkbox"/> <p>The proposed intervention is relevant to more than one of the crosscutting themes.</p>	2	JLOS SDP-IV is relevant for youth and gender equality as well as for PSD (emphasis on commercial justice).
Total score (maximum 8 out of 8 points)			8	

2.2 Problem analysis and lessons learned

2.2.1 Description

The Justice, Law and Order Sector (JLOS) institutions in Uganda have organized themselves as a sector since 1999, comprising at present 18 institutions. With previous support from the Netherlands and other partners in development, the sector has increased its coverage and capacity significantly throughout the country. Investments in infrastructure and staff have resulted in a complete chain of justice in 60% of the districts in Uganda as compared to less than 20% in 2003. Though important progress has been made in judicial reform, serious challenges remain related to a prevalence of high lead times, slow case disposal, increased costs of access, corruption, police brutality and in some instances, cumbersome bureaucracy. The sector is still facing huge challenges in terms of access to justice for all (in particular for vulnerable groups), accountability and human rights. The 4th JLOS Strategic Development Plan (2017 – 2022) focuses on improving access to justice and addressing accountability and corruption within the sector.

In December 2015, the Judiciary carried out a National Court Census and found 114,809 cases pending disposal in the Judiciary. The Judiciary, putting into consideration the root causes of delay and inefficiency in any justice system and the different institutions and how they work together, devised a comprehensive case backlog strategy that would impact the whole JLOS chain. It is expected that the case backlog will reduce from the current 24% to 18% at the end of 2017/18 and will reduce to single digit by 2021.

"Leave no-one behind" is the guiding principle to enhance access to justice for vulnerable groups and women in particular. As a signatory to the Convention of the Rights of the Child (CRC), the Government of Uganda pledged to implement the provisions of the Convention to its fullest by putting in place administrative and institutional measures for the realisation of these commitments. Uganda has a very young and fast growing population and the number of young people in conflict with the law is increasing, putting even more stress on the already limited capacity and facilities of the remand homes. Dutch support – in partnership with UNICEF – to strengthen the institutional

capacity to meet adequate juvenile justice requirements will facilitate the re-integration of this group in society by preparing these young people with the necessary skills.

As for SGBV, more effective legal and procedural measures are needed to better protect women's and girls' rights. The centrally funded SRGR projects have strengthened the Dutch SRHR diplomacy and advocacy; addressing SGBV in the context of JLOS' Strategic Plan and in partnership with UNFPA and UN Women, will further enhance the effectiveness of the joint Dutch interventions. Consultations with the different stakeholders to finalize specific action plans for these additional initiatives, are about to be concluded. This thematic area fits within SDG 5 of Gender Equality.

Uganda hosts the fastest-growing refugee population in the world and is the third largest refugee-hosting country in the world dealing with more than 1 million refugees mostly from South Sudan and DRC, most of whom are women and children. These refugees have justice needs like personal safety and security, education on the law and legal procedures, language barriers, difficulty in accessing courts, limited access to legal aid services and psychosocial support, fear of refugee women to report and even testify in criminal cases especially SGBV related cases, among others. Safety and security in the refugee camps and settlement areas fits with the increased interest of the Dutch Government to address refugee issues as much as possible in the region. The proposed interventions include community policing, provision of mobile courts, provision of free legal aid services which are expected to enhance safety, security and the rule of law in the refugee settlement and host communities. The proposed activities further strengthen Dutch support provided through the Refugee Law Project that started in September 2017.

Transitional Justice (TJ) has emerged as one of the key thematic areas for the JLOS Sector to address justice and reconciliation in the aftermath of armed conflict in Uganda. The transitional justice process in Uganda seeks to be comprehensive, holistic and victim-centred. Addressing TJ will mitigate the risks of conflict and instability. The various TJ mechanisms like the ICC court in the Hague where the first Uganda Dominic Ongwen is being tried, reparation, victim support and others, seek to bring accountability, healing and restoration to the communities. Dutch support in this area therefore remains critical to Uganda's efforts as it will enhance a stable environment by securing the dignity of the victims of conflict. This thematic area falls within SDG 16.

The other critical challenge for the coming years is the expansion of front-line service points in rural areas and cataloguing informal justice which fall under case backlog reduction and transitional justice respectively. While strengthening sector-wide M & E is in implementation of recommendations from the JLOS Fiduciary Assessment Review conducted by the Netherlands.

A specific focus on commercial justice aims at improving the reputation of Uganda as a safe, reliable and profitable partner for trade and investments. Commercial justice is directly relevant for the "from Aid to Trade" Agenda and the trade and investment activities in Uganda and in the Netherlands. In line with Uganda's Vision 2040, the drive towards a middle income status necessitates increased per capita income. Government's policy is geared towards creating a business environment that enhances increased employment, inclusive growth and promotion of key productive sectors, such as agriculture, manufacturing and trade- all in line with the Dutch 'from aid to trade' policy. Inclusive growth requires that the legal and regulatory framework provides a conducive environment for the citizens including the most vulnerable to access services that enable them enter into the formal business sector and be included in access to financial services. Support to this outcome therefore is critical for enhancement of the business environment as Uganda transitions from an "Aid to Trade" country.

Civil society too has emerged in Uganda as a critical and increasingly more vocal partner that claims its own space for lobbying and advocacy, service delivery and consultations. Civil and political rights are at the core of its democratic governance agenda, including accountability, public services delivery, access to justice for all, and respect for human rights, including sexual, ethnic and religious

minorities' rights. Recent developments and incidents have demonstrated that civic space is shrinking or at least shifting, and that fundamental human rights such as freedom of expression and assembly are under threat. The Dutch-funded Strategic Partnerships under Dialogue and Dissent - and their predecessors - as well as the multi-donor funded Democratic Governance Facility (DGF) have proven to be instrumental for civil society to strengthen its advocacy capacity and service delivery.

The general focus of the present Appraisal Bemo is on the SDP-IV as such since it addresses also the selected thematic areas; After all, the activities and expected results under these thematic areas are part and parcel of the overall sector strategy and policy priorities for the coming years.

The Netherlands has been supporting the JLOS sector since 2001. However, the Dutch non-earmarked and substantial (between EUR 5 and 7.5 million annually) JLOS support was suspended in 2014 because of the signing of the Anti-Homosexuality Act. When support was resumed after the Act was nullified in August 2014, Dutch funding became earmarked for a limited number of JLOS institutions and it was reduced to an annual budget of around EUR 1 million (2015-2017) and later EUR 2 million per year in the current arrangement that was due to end in 2021 with the current SDP IV. There are occasional individual attempts to re-ignite the discussion and tabling of the Bill (like was done recently by the Minister of Ethics and Integrity) which the Netherlands considers a major risk to this programme as it infringes on the rights of the marginalised LGBTI community, but government continues to deny any such plans to bring back this law.

The number of other Development Partners and funding supporting JLOS decreased mainly for domestic political reasons. Currently the EU, Austria, the Netherlands and UN agencies are supporting JLOS; Sweden working through IDLO will start support this Financial Year working on social justice issues while Ireland will re-engage on anti-corruption. The EU has recently re-engaged offering Sector Budget support of 60 million Euro for a 3-year programme (ending in 2021) targeting both the accountability sector and the Justice, Law and Order Sector. The first disbursement was made in Quarter 3 of FY 18/19 and greatly contributed to alleviation of some of the funding gaps the Sector has.

UN agencies (UNICEF, UNDP and UN Women) provide specific technical and financial support to some of the JLOS partners. However, continued external financial and technical support remains important: the JLOS sector is still facing serious challenges. The extent to which these challenges are effectively addressed is critical for security and safety in Uganda – and the region of East Africa.

The Justice Law and Order Sector's Fourth Sector Development Plan (SDP-IV) provides the framework for the next planning cycle for the Sector. It builds on the achievements registered under the previous three investment plans and aims at consolidating the gains that were realized over the last 15 years since the inception of the Sector. The main goal of this plan is to promote the rule of law, through improved safety of the person, security of property, and access to justice for inclusive growth.

Achievements of the sector include enhanced collaboration, cooperation and coordination of justice institutions, better access to JLOS services, enhanced access to justice, increased number of judges and judicial officers to handle matters, improved lead times for business registration, increased ease of immigration clearance at border points, enhanced prison services, increased capacity and visibility of crime fighting agencies, joint advocacy on critical issues like the support to special interest groups like the LGBTI community, enhanced collaboration and cooperation of JLOS institutions for the betterment of the citizens of Uganda, to mention but a few.

Despite the above achievements under SIP-III various challenges like corruption (actual or perceived), case backlog, poor infrastructure, poor technology, understaffing, to mention but a few remain and these are the focus of SDP-IV. These challenges include case disposal in the judicial



system; the continued urban bias of JLOS institutions which require increased focus on de-concentrating JLOS services; continued use of rudimentary technologies; capacity gaps in systems and processes; protracted business processes; an increase in white collar crime; international crimes and sexual and gender based violence; and continued congestion in the prisons. The Sector also needs to contend with emerging issues that have informed the new priorities under the SDP-IV for example cross border crimes; human trafficking, terrorism and cyber-crime; climate change and environmental issues that impact other national programs; a high youth and child population and an ever-increasing numbers of refugees.

From promoting Community Policing, a joint effort approach which allows the Uganda Police and the communities within which they serve to work together to maintain law and order, to prioritizing children's cases in courts in an effort for improved juvenile justice, to improving the environment for doing business through commercial justice reforms, the Sector is increasingly impacting the lives of many Ugandans even though the challenges ahead are still daunting. The partnership of JLOS with the Democratic Governance Facility (DGF) in the areas of access to justice and human rights is very instrumental in this context.



The goal of SDP IV is, as stated in their Vision formulation *"to promote the rule of law through improved safety of the person, security of property, and access to justice for inclusive growth"*. The plan sets out three key objectives to be attained during the four-year period. These are: i) enhancing JLOS infrastructure and access to JLOS services; ii) promoting the observance of human rights and fighting corruption; and iii) strengthening commercial justice and the environment for competitiveness. The Sector has implemented three strategic investment plans and the Sector is well established. Building on the brick and mortar investments in the past, focus in the new strategic direction under the theme *"empowering people, building trust and upholding rights"* will be on removing bottlenecks in delivery and access to JLOS services in line with the National Development Plan II and the Vision 2040. The impact of the investments in the SDP-IV will include increased public trust in JLOS institutions; greater public satisfaction; increased independence of the judicial process; and an 'A' status of the national human rights body.

The proposed interventions within each of the three key strategic objectives provide the overall policy framework for the annual operational plans. The Annual Plan 2019/20 and its budget is structured on the basis of this framework; the proposed activities are within the mandate of the Sector and can be expected to contribute to address effectively the problems outlined above.

2.2.2 Appraisal

No.	Criteria 2.2 Contextual analysis	Indicators (score 0,1,2)	Score	EXPLANATION/ REFERENCES
2.2.1	The proposal is based on a careful and thorough contextual analysis, from which a logical problem definition and objective are generated.			The proposal is based on the findings of implementation during the first two years of

		The proposal is based on a careful and thorough analysis and results in a logical problem definition and objective.		SDP-IV and consultations with the stakeholders at the different levels in preparation of this proposal. Also emerging issues like migration, terrorism and international crime are explicitly mentioned as new and challenging trends.
2.2.2	Based on the problem formulated, the proposal explains in a logical manner why the intervention is aimed at the specified geographical location.	<input type="checkbox"/> <p>Not applicable.</p>	0	JLOS SDP-IV is a national strategic plan without a specific geographical focus. However, the urban bias in terms of legal services is concerning and needs to be addressed more rigorously, as also explained in the program document.
2.2.3	The proposal justifies the choice of target group.	<input type="checkbox"/> <p>Not applicable.</p>	0	The document encompasses the whole sector and the main beneficiaries being the Ugandan citizens as indicated in the title of the SDP-IV: empowering the people; building trust and upholding rights.
2.2.4	The proposal sets out which relevant actors were involved in formulating the proposal and what influence they had on the content of the proposal.	<input type="checkbox"/> <p>The proposal sets out the involvement of actors, both in formulating the proposal and in the proposed intervention (including its management).</p>	2	The JLOS SDP-IV is a result of many months of preparation by the JLOS institutions that was characterized by extensive participation and consultation within the JLOS and with its stakeholders and partners. The JLOS Policy and Planning Units were central in the preparation

				of the SDP supported by the JLOS secretariat. The process involved country wide consultations, using the JLOS regional and national level structures".
2.2.5	A stakeholder analysis (incl. women and youth) has been carried out and the results incorporated in the proposal.	 <p>The proposal sets out who has a stake in the programme/project and details their relative interests.</p>	2	Specific strategic interventions (SIs) are described to enhance justice for children/youth (SI 3.8.1.4.) and to promote gender equality and equitable access to justice (SI 3.8.1.8.). In addition, the Gender Task Force will promote gender mainstreaming. The Justice for Children Task Force shall be the task force of the Sector charged with crafting a unified strategy for improving services for children and youth in JLOS.
2.2.6	The proposal describes how the results of evaluations and/or studies feed into formulation of the proposal.	 <p>The proposal clearly sets out how results from evaluations and/or studies contributed to formulation of the proposal.</p>	2	The recommendations in the two Annual Reports of the first two years of SDP-IV as well as specific studies, such as the analysis of the case backlog and the performance assessments of the DPs. As compared to the previous sector plans, SDP-IV focusses more exclusively on addressing problem areas that can be dealt with within the sector.

Total score (maximum ⁸ out of 12 points)	8	2.2.2. and 2.2.3. are not applicable
-----------------------------------------------------	---	--------------------------------------

2.3 Objectives (outcomes), results (outputs), activities and resources

2.3.1 Description

JLOS will deliver benefits to Rule of Law (outcomes) primarily through a set of goods and services (outputs) which are delivered against specific performance benchmarks or indicators as set out in SDP IV. The SDP targets are as below:

SDP IV Goals	Performance indicators	Baseline 2016	Target 2021
Impact Promote Rule of Law	Public satisfaction JLOS services	72%	78%
	Public trust in Justice system	49%	55%
	Index Judicial Independence	3.41	3.8
	Status accreditation of UHRC	A	A
Outcome 1 Access to Justice Enhanced	% of case backlog cases in the system	24%	9%
	% districts with frontline JLOS services	59.3%	80%
	Crime rate per 100.000	298	287
Outcome 2 Human Rights and Fight against corruption	Corruption perception index	0.25	0.30
	JLOS institutions listed by UHRC	46%	30%
	% of remand prisoners	52%	45%
Outcome 3 Commercial justice	Ease of doing business index (DTF)	57.7	63
	Efficiency settlement disputes index	3.8	4.1

The above indicators also correspond to the MACS-indicators that were adopted into the embassy's annual plan and MACS.

Combined the support to JLOS contributes to MACS-indicators:

of institutions strengthened (in terms of fairness, effectiveness, accountability or independence)

of institutions strengthened in terms of responsiveness to needs and rights of the population.

Underneath in the table, more specific indicators of the JLOS-programme that the Netherlands contributes to are linked to the MACS-indicators and the annual plan targets.

Results and smart indicators for the earmarked intervention areas under additional Dutch funding

#	Intervention & expected result	SDP-IV indicators	Current performance (semi-annual 2018/2019)	Target 2019/2020	Target 2020/2021
	OUTCOME 1				
1	Reducing case-backlog Accelerated decrease in backlog cases within the justice chain. Improved access to justice services for citizens across the country. <i>Corresponds to MACS-outcome: # of beneficiaries with access to justice</i> <i>Annual plan 2019: 8.000 cases cleared from the case backlog</i> <i>20% reduction of # of prisoners on remand.</i> <i>Local council courts operational in all 122 districts.</i>	<i>1.1 Case clearance rate</i>	91%	96.8%	98%
		<i>1.1 Average length of stay on remand for capital offenders</i>	10.5	10	9
		<i>1.1 Time taken to dispose of cases disaggregated by level of court</i>	32.3	20	15
		<i>1.2 Level of automation of case management systems</i>	32%	50%	60%
		<i>1.3 No. of JLOS frontline one stop service points constructed & completed</i>	72%	76	80
		<i>1.3 No. of districts with all frontline JLOS service points opened</i>	101	108	127
2	Access to justice for children More children in conflict with the law receive adequate guidance and are diverted from the formal justice system. Child-victims and their families have easier access to support services in their communities and from duty bearers. <i>Corresponds to MACS-outcome: # of beneficiaries with access to justice</i>	<i>1.4 No. of children diverted from the formal criminal justice system</i>	75.2%	90%	90%
		<i>1.4 Proportion of JLOS service points offering child-friendly services</i>	72%	80%	86%

3	Improved response to SGBV Justice providers are more equipped to support victims of SGBV and prosecute more cases in a sensitive manner. <i>Corresponds to MACS-outcome: # of beneficiaries with access to justice</i> <i>Annual plan 2019: Increase of conviction rate of sex offenders</i>	1.8 Conviction rates in cases of violence against women and children	56.7%	63%	64%
		1.6 Reliability of policing services	4.0	4.4	4.4
4	Safety & security for refugees and host communities Increased access to justice for refugees and their host communities. Peaceful cohabitation between refugees and host communities, leading to less conflicts in Northern and Western Uganda. <i>Corresponds to MACS-outcome: refugees and vulnerable host communities are better protected against violence and abuse.</i>	1.6 Conviction rates	60.1%	63%	65%
		1.7 Proportion of the public aware of JLOS services	88%	85%	90%
5	Transitional justice and informal justice linkages strengthened Enhanced expertise of duty bearers handling international crimes. Strengthened understanding and collaboration between informal and formal justice systems. Transparency of amnesty system and decrease in double payments to victims <i>Corresponds to MACS-outcome: # of beneficiaries who access transitional justice mechanisms. # of beneficiaries with access to justice</i>	1.9 Clearance rate of cases in post conflict areas	91%	97%	98%

	OUTCOME 3				
6	Strengthened commercial justice and alternative dispute resolution Efficient and coherent business registries across different JLOS institutions that help more citizens access e-services easier and faster. More effective alternatives for (civil) dispute resolution through arbitration. <i>Corresponds to MACS-outcome: # of beneficiaries with access to justice</i>	3.2 Time taken to register a business	3 hours	6 hours	3 hours
		3.2 Level of automation of business registries	45%	75%	75%
		3.3 Clearance rate of commercial cases	81.8%	98%	98.7%
	GENERAL				
7	Strengthening sector-wide M&E Improved performance and evaluation systems across the sector, leading to better learning processes and more accurate data.	1.2 Proportion of JLOS Institutions with a functional M&E system	83%	100%	100%

Based on the achieved results and lessons learned in 2017-2019 of SDP-IV, as well as the funding gaps identified to achieve the objectives of SPD-IV for the remaining years, the table annexed to this memo lists the interventions proposed for additional Dutch support during 2019-2021, to achieve the targets that are in the table above.

2.3.2 Appraisal

No.	Criteria 2.3 Outcomes, outputs, activities and resources based on the SMART principle	Explanation of score (1 point per indicator)	Score	
2.3.1	The objectives at outcome level are clearly formulated, fall within the proposal's span of influence and are realistic. The	The outcomes are specifically formulated.	5	

	outcomes follow logically from the problem formulated.	<p>The objectives follow logically from the problem formulated.</p> <p>The objectives fall within the proposal's span of influence and are realistic (taking account of its duration and local circumstances).</p> <p>The objectives are acceptable to the target group and other stakeholders.</p> <p>The objectives formulated are realistic bearing in mind the scope of the activities and the capacity of the (local) organisation(s).</p>		
EXPLANATION/REFERENCES <p>The problem analysis is comprehensive and is strongly based on the findings and results of (external) reviews, surveys and consultations that have taken place on a regular basis during the last few years. Also the findings of the HIIL survey have been taken into account. Particular attention is paid to those areas that are managed by and within the mandate of the different JLOS institutions.</p> <p>Specific gender indicators have been formulated, such as the conviction rates in cases of SGBV against women and girls, proportion of JLOS institutions with a functional gender desk, and the JLOS gender strategy endorsed and implemented. As compared to the results framework of the previous sector plans, the proposed one for SDP-IV shows much more internal logic and will allow a more robust sector performance assessment.</p>				
2.3.2	Progress in achieving the outcomes can be determined objectively on the basis of measurable performance indicators.	<p>Relevant performance indicators have been formulated for each outcome.</p> <p>A baseline measurement and a measurable target (quantitative <input checked="" type="checkbox"/> and/or qualitative) have been formulated for each performance indicator.</p> <p>The verification method (the means by which data <input checked="" type="checkbox"/> is collected and the sources of that data) is realistic and feasible.</p>	2	
EXPLANATION/REFERENCES <p>Key performance indicators, baseline data and targets have been specified for each of the strategic interventions under the three outcome areas. Additional work needs to be done in consultation with the development partners (NL, AUS Ireland and EU) to further elaborate on the protocol for the annual sector performance assessment.</p>				
2.3.3	The outputs formulated are concrete and fall within the proposal's span of control. The outputs follow logically from the outcomes formulated.		4	

		<p>The project proposal is divided into clear phases, each having concretely formulated outputs.</p> <p><input checked="" type="checkbox"/> The outputs are specific.</p> <p>There is a clear link between the outputs and the out-comes,</p> <p><input checked="" type="checkbox"/> i.e. the outputs can be expected to contribute to achievement of the outcomes.</p> <p>The outputs are acceptable to the target group and other stakeholders.</p> <p>The outputs formulated are realistic bearing in mind the scope of the activities and the capacity of the (local) organisation(s) .</p>		
EXPLANATION/REFERENCES The SPD-IV covers the period 2017/18 till 2020/21 in alignment with the National Development Plan. All targets are set for the end date in 2021, without a specific breakdown per year. All strategic interventions are instrumental to achieve the expected outputs. As indicated above, some further consultations will take place with the Development Partners to fine-tune or rephrase some of the expected outputs.				
2.3.4	Progress in achieving the outputs can be determined objectively on the basis of measurable performance indicators.	<p>Relevant performance indicators have been formulated for each output.</p> <p>A baseline and a measurable target</p> <p><input checked="" type="checkbox"/> (quantitative and/or qualitative) have been formulated for each performance indicator.</p> <p><input checked="" type="checkbox"/> The verification method (the means by which data is collected and the sources of that data) is realistic and feasible.</p>	3	
EXPLANATION/REFERENCES Where relevant, gender specific indicators have been formulated. The key performance indicators at output level are in most cases relevant and measurable; in some cases, minor adjustments are still to be made.				
2.3.5	There is a logical link between the proposed activities and the outputs formulated.		1	

		<input checked="" type="checkbox"/> The proposal sets out the nature of the activities and explains how the activities formulated will contribute to achieving the outputs.		
EXPLANATION/REFERENCES The activities are specified in the operational budget 2017/18. In the PSD-IV document the strategic interventions are described.				
2.3.6	There is a logical link between the activities and the project budget (efficiency).	<input checked="" type="checkbox"/> The budget is supported by figures on price and quantity (p x q). <input checked="" type="checkbox"/> The budget is broken down by output and/or outcome.	2	
EXPLANATION/REFERENCES The budget is structured around the three outcome areas and their respective strategic interventions + strategic outputs. The budget also shows the contribution of the GoU as well as the funding gap.				
2.3.7	When the activity ends, its envisaged outputs will have a lasting effect for the ultimate target group.	<input type="checkbox"/> The proposal contains a clear vision (with objectives) as to how the activities will be continued when the intervention comes to an end. <input type="checkbox"/> To achieve these objectives, specific measures will be taken during implementation of the activities to ensure that the target group will help continue the activities. <input type="checkbox"/> The proposal contains suitable criteria against which progress in continuing the activities can be measured. <input type="checkbox"/> The proposal includes a transition plan or exit strategy, identifying the various actors.	0	