



EVALUATION REPORT

FINAL EVALUATION OF IDLO PROJECT

“STRENGTHENING THE CRIMINAL JUSTICE CHAIN
IN THE NORTH OF MALI”

VOLUME 1

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The views expressed in this project evaluation are those of the evaluators only. They do not necessarily reflect the views or policies of IDLO or its Member Parties.



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List of Acronyms and Abbreviations

Acronym	Name
CC	Consultation Committee / Comité Consultatif
CF/CdC/CCACP	Consultation Framework / <i>Cadre de Concertation / Cadre de Concertation des Acteurs de la Chaîne Pénale</i>
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CfP	Call for Proposals
CICL	Center for International Legal Cooperation
CPS/SJ	Cellule Planification Statistique / Secteur Justice (MJHR)
CRU	Conflict Research Unit
CSO	Civil Society Organization
DEME SO	Young Malian Lawyers Association
DF	Direction des Finances (Directorate of the Ministry of Justice)
DNAJ	Direction Nationale de l'Administration de la Justice
DNAPES	Direction Nationale de l'Administration Pénitentiaire et de l'Education Surveillée
DRAPES	Direction Régionale de l'Administration Pénitentiaire et de l'Education Surveillée
EGC / CMT	(IDLO's) Crisis Management Team
EQ	Evaluation Question
ERG	Evaluation Reference Group
ERP	Enterprise Resource Planning
EUD	European Union Delegation
FAMa	Malian Armed Forces
FGD	Focus Group Discussion
GBV	Gender-based violence
GoM	Government of the Republic of Mali
GoN	Government of the Kingdom of Netherlands
HDI	Human Development Index
HiIL	<i>Hague Institute for the internationalization of Civil Law</i>
IAU	Impact Assessment Unit
IDLO	International Development Law Organization
IN	Inception Note
INFJ	Institut National de Formation Juridique
ISJ	Inspection des Services Judiciaires
KII	Key informant Interview
MASP	Multi-Annual Strategic Plan
MJHR	Ministry of Justice and Human Rights
M&E	Monitoring and Evaluation
MINUSMA	Multi-Dimensional Integrated Stabilization Mission
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
OECD/DAC	Organization for Economic Development and Cooperation's Development Assistance Committee
OVI	Objectively Verifiable Indicator
PAG	Action Program / Programme d'Actions du Gouvernement 2013-2018
PAJM	Programme d'Accès à la Justice au Mali
PCM	Project Cycle Management
PDIA	Problem-Driven Iterative Adaptation
PNUD / UNDP	United Nations Development Program
PPO	Public Prosecution Office
PU-RSJ-MOA	Programme d'urgence pour le renforcement du système judiciaire et de mise en œuvre de l'Accord pour la Paix et la réconciliation au Mali issu du processus d'Alger 2015-2018
RACER	Relevant, Acceptable, Credible, Easy, Robust
RBA	Rights-Based Approaches
SAJP	Section des Affaires Judiciaires et Pénitentiaires

SCJC	Strengthening the Criminal Justice Chain in the North of Mali
SOP	Standard Operating Procedure
SRoL	Security and Rule of Law
TIMS	IDLO's Training Monitoring System
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNPOL	United Nations Police
USAID	United States Agency for International Development

1 Executive Summary

Project description and methodology

The project “Strengthening the Criminal Justice Chain in the North of Mali” was funded by the Embassy of Netherlands in Mali. IDLO implemented the project with a budget of €4.909.171 in the regions of Gao, Mopti, Ségou and Timbuktu between December 2015 and August 2020. The total project duration was 57 months.

The overall objective was to develop the capacity of criminal justice sector actors in the northern Mali to enable them to provide credible and effective justice for Malian citizens. The specific objectives - corresponding to the three pillars of the project strategy - are (i) to improve coordination and collaboration between all criminal justice actors, (ii) to ensure that law enforcement and court personnel know and abide by the law, and (iii) to empower local communities, through legal awareness raising and legal assistance, to claim their rights vis-à-vis formal justice institutions. Activities and outputs were defined through an iterative process carried out locally with the active participation of formal and informal justice actors, in line with the bottom-up approach underpinning the strategy.

The evaluation methodology is structured around the OECD-DAC evaluation criteria and IDLO approach to evaluation, with 7 Evaluation Questions (EQs) directly or indirectly inferred from the reconstructed Theory of Change (ToC) of the project.

Answers to the Evaluation Questions

EQ1 – Relevance to needs and priorities of beneficiaries and stakeholders

The design built on results from ad-hoc baseline studies focusing on the needs of formal and informal justice actors, which were regularly updated and integrated into planning in line with the adopted approach. The design formally reflected specific government priorities for the justice sector but departed from its centralized approach to policy implementation. With the partial exception of gender, the project well reflected

the strategic priorities of IDLO and the donor. The relevance to government priorities and the gender strategy of IDLO improved in the second half of implementation with the introduction of new activity clusters in response to the recommendations in the Mid-Term Review (MTE).

EQ2 – Management processes and tools

The project successfully adapted to the challenging context of northern Mali. IDLO adapted its tools and practices to fit the project strategy. Even though more frequent updates would have improved their usefulness, the risk mitigation strategy and monitoring framework supported the project management functions. Expenditure levels appear proportionate to the activities implemented and reasonable for the results attained. However, the breakdown of expenditure per component and region is unclear.

EQ3 – Consultation Frameworks

Consultations Frameworks (CF) are fully owned by local justice actors and constitute a powerful instrument to enhance coordination of the criminal justice chain, improve the collaboration between its actors and establish links with civil society and traditional authorities, whose participation is nevertheless limited to specific themes, modalities, and locations. CFs achieved a good structuring level and continue operating on the informal level with limited interactions between them.

EQ4 - Improved capacity of judicial police and court auxiliary staff

The institutions at the front-end of the criminal justice system (i.e. police, gendarmerie, specialized investigative units) benefitted from the combination of capacity building, material support, and the contribution to the organization of judicial inspection missions. These factors combined to improve the quality of their work. Court auxiliary services were supported through training, but compared to law enforcement

personnel, their performance improved to a lesser extent.

EQ5 – Improved respect of detainees’ rights

The capacity of prison police to conform to the law improved as a result of training, awareness-raising initiatives, and control missions. In some cases, these actions also improved the conditions of detainees.

EQ6 - Legal awareness and community empowerment

Partner CSOs benefited from the stable collaboration with IDLO, as their planning and management capacity improved over time. Awareness-raising, capacity building, legal assistance and other initiatives carried out through subcontracted projects were increasingly effective and by mobilizing local communities achieved tangible results, particularly for vulnerable and disadvantaged segments of the population.

EQ7 - Coordination and synergies with peer organization and central justice institutions

The collaboration with MINUSMA/SAJP is strategic and generated synergies from existing complementarities, benefitting justice actors and the population. A centralized coordination mechanism links all justice sector implementers. Yet collaboration opportunities are not sufficiently pursued. The collaboration between IDLO and national justice institutions improved over time.

Conclusions

C1 - The project strategy balanced local needs and national priorities and aligned with IDLO and donor strategies through a coherent design. It did not prioritize coordination with national justice institutions and insufficiently integrated gender but improved in relation to both aspects during implementation.

C2 - CFs were highly successful in improving the coordination and collaboration between criminal justice chain actors. However, synergies with CSOs and traditional authorities were only partially attained. As CF procedures were not formalized, CFs maintained their initial configuration as informal platforms of the justice chain actors.

C3 - Building the competence and skill of criminal justice chain actors was essential in improving individual performance but proved more effective in ameliorating performance of criminal justice institutions in the regions when combined with material support and complementary initiatives by other IPs.

C4 - The improved capacity of criminal justice chain actors to apply the law is not sufficient to ensure the respect of the rights of the accused due to inherent limitations of the criminal justice system to attain self-reform.

C5 - The adaptation of cooperation modalities and their duration matched the absorption capacity of CSOs and traditional authorities, leading to attainment of concrete results. Yet a limited number of direct beneficiaries captured a large share of benefits.

C6 - The transversal integration of gender from 2018 onwards highlights IDLO’s strategic flexibility and management capacity.

C7 - Partnerships with CSOs and MINUSMA/SAJP increased the number and type of activities in the districts despite a deteriorating security context.

C8 - Positive results in terms of (i) improved coordination of criminal justice chain actors and (ii) enhanced legal awareness and capacity of civil society actors are more likely to have long-lasting effects in the regions than capacity building of criminal justice chain actors due to greater local ownership and reduced subjection to staff rotation practices.

Recommendations

R1 - Intensify support to central-level justice institutions and link to the logical framework of the project to prevent possible resistance to the PDIA approach and enhance the potential for continuation of project results over time.

R2 - Emphasize to central-level justice sector stakeholders and target institutions in the North the need to ensure CF autonomy and integrate gender equality in their initiatives to address critical justice issues that matter for the largest part of the population.

R3 - Continue supporting partner justice institutions to carry out their functions based on comprehensive needs analyses and seeking the collaboration of other IPs having a comparative advantage in one or more complementary areas to IDLO's work

R4 - Consider strengthening the role of legal aid professionals to ensure the correct functioning of the criminal justice chain.

R5 - Continue working with local CSOs and favor knowledge transfers from more experienced ones to grassroots organizations and informal groups.

R6 - Verify at regular intervals that management tools reflect implementation and ensure that logistic capacity in the regions is adequate to the local situation.

2 Introduction

Strengthening the Criminal Justice Chain in the North of Mali (SCJC) is one of the principal justice sector initiatives in northern Mali in recent years and the largest for IDLO in the country.¹ Funded entirely by the Government of the Netherlands with a final budget of €4.909.171 and duration of 57 months,² the project was implemented between December 2015 and August 2020.

The geographical scope corresponds to a relatively densely populated area on the Niger banks, including the regions of Gao, Mopti, Ségou, and Timbuktu, in addition to Bamako where the project is also headquartered.

The Final Evaluation has the purpose of providing an independent, evidence-based assessment of the project's performance³. It will also formulate recommendations for future programming. This report consists of seven sections, including this Introduction and an Executive Summary.

Section 3 provides the background of the project, describes its rationale, objectives, and the activities it has implemented. Section 4 summarizes the evaluation phases and outlines the methodological approach of the study. Section 5 develops findings from data analysis and combines them with answers to the Evaluation Questions (EQs). Section 6 draws conclusions from the analysis and Section 7 formulates recommendations to feed into future programming by IDLO and the Donor – both of whose practices this evaluation seeks to benefit.

¹ The Sahel program has a larger budget but also a wider geographical scope including Burkina Faso and Niger.

² The originally foreseen duration was 54 months for a maximum budget of 4.909.645 €.

³ Performance is assessed with reference to the 6 OECD/DAC evaluation criteria - Relevance, Coherence, Effectiveness, Efficiency, Sustainability, Impact - in addition to IDLO's Added Value as a 7th criterion.

3 Context of the Evaluation



Figure 1: Map of Mali and geographic focus of the SCJC Project

3.1 Project Background

The Algiers Peace Agreement of 2015 committed the Mali government and pro- and anti-government militarized groups to national reconciliation after three years of conflict that severely affected the population in the North.⁴ Military and civil personnel gradually began to be redeployed to the North to re-establish a state presence. Security remained volatile, however, in the regions of Gao and Timbuktu and, as from 2018, deteriorated in Mopti and Ségou despite UN and French troops on the ground. In this context, both the Malian army (FAMA) and opposing armed groups committed numerous human rights violations and abuses, including illegal detentions, torture and ill treatment, extrajudicial executions, enforced disappearances, the recruitment of child soldiers, and sexual violence, as well as violations by omission (primarily the failure to investigate serious human rights violations and abuses).⁵

Growing insecurity, a bleak socioeconomic outlook⁶ and corruption of public authorities as perceived by the population, contributed to increasing social unrest and dissatisfaction with the government.

⁴ The “Accord for Peace and Reconciliation in Mali” was signed on 15 May 2015 by the Government of Mali, the Platform of armed groups and two groups forming part of the Coordination of Azawad Movements. The remaining groups of the Coordination signed the Accord on 20 June 2015.

⁵ MINUSMA; Human, Rights and the Peace Process in Mali; February 2018.

⁶ In 2018 Mali ranked 184th on 189 countries in the Human Development Index (HDI) from 182nd in 2017.

As the SCJC project wound down and its successor program was at the initial stages of implementation, the bloodless coup of 18 August 2020 led to the ousting of former president Keita and the appointment by the army of a transitional government for a period of 18 months in October 2020.

The Rule of Law is recognized as an essential requisite for peace and reconciliation in Mali.⁷ However, the formal justice system that should uphold it may not always represent a viable option for the predominantly rural population of northern Mali. Religious leaders and traditional authorities are readily available in communities and are usually sought to resolve cases that would otherwise be handled by a functioning judicial system. Formal justice institutions are usually distant⁸ and often unresponsive.⁹ Other preventative factors are the often prohibitive costs of legal proceedings; long delays in sentencing and the enforcement of judicial decisions; mistrust and perceived corruption of formal justice actors; limited knowledge of legal procedure, and; the punitive configuration of criminal law as opposed to customary practices, possibly leading to cases being settled at family and community levels, often through cessation of harmful behaviors.¹⁰

The population therefore tends to rely on informal actors for both civil and criminal cases. For civil cases however, the role of traditional actors is accepted by formal justice actors, as referencing of cases from one system to the other and the homologation of decisions taken by customary actors happen ubiquitously.¹¹

Conversely, the state responsibility to prosecute criminal offences and to uphold the rule of law may be incompatible with the involvement of informal justice actors in deciding criminal cases, for it may lead to human rights violations, particularly for women.¹²

3.2 The Project Theory of Change

According to the project rationale:

- If interactions are supported between formal criminal justice chain actors, civil society organizations (CSOs) and informal justice actors, and
- If local initiatives for legal capacity building and awareness-raising are implemented,
- Then coordination and synergies along the criminal justice chain will be developed,
- The capacity of criminal justice chain actors and related institutions will be strengthened, while
- The gap between formal justice institutions and the population will be narrowed.

⁷ Peace Agreement, Chapter I, Article 5, Para n°3 “ Measures designed to improve governance”.

⁸ Decree 2011/580 as modified by Decree 2018/023 foresees 4 Appellate Courts in the North. In fact, Mopti’s continues to have jurisdiction on the all the project regions. High courts (TGI) are established in the four regional capitals. Courts (TI) under each TGI are established in the following municipalities and cover hundreds smaller towns. Ségou: 5 (Barouéli, Bla, Tominian, San); Mopti: 6 (Douentza, Djenné, Badiagara, Bankass, Koro, Youwarou; Gao: 2 (Ansongo, Bourem); Timbuktu: 4 (Gourma-Rharous, Niafunké, Diré, Goundam).

⁹ Numerous magistrates formally serve in northern regions but in practice they are absent.

¹⁰ Etude Cartographique de la Justice Informelle au Mali, Rapport Final, Mali Justice Project, USAID, 2017, pp. 30-34.

¹¹ Ibid.

¹² “Traditional justice tends to discriminate against women, as its administration relies on men and on cultural and social norms relegating women in a subordinate position”. Etude Cartographique de la Justice Informelle au Mali, Rapport Final, Mali Justice Project, USAID, 2017, p. 6.

Overall Objective	Criminal justice in northern Mali is better planned, better meets the needs of the population, and offers more efficient services.
Component 1	
Specific Objective 1	The criminal justice chain works in synergy, including with traditional authorities
Priority 1.1	4 CF are established, operational, inclusive and facilitate dialogue of CJC actors incl. at regional level
Priority 1.2	Synergies established between CF and civil society
Priority 1.3	Synergies established between CF and traditional authorities
Component 2	
Specific Objective 2	Improved practices of court services, the police and prison services
Priority 2.1	Strengthened capacity of criminal justice chain actors
Priority 2.2	Improved respect of international standards for criminal procedure
Component 3	
Specific Objective 3	Reduced gap between criminal justice chain actors and the population
Priority 3.1	Improved knowledge and respect of citizens' rights by CJC actors
Priority 3.2	The population approaches formal justice structures more frequently and without fear

Table 1: Project objectives¹³

The project objectives were pursued through a three-tiered strategy that required coordination with central-level justice authorities to be implemented successfully.

Component 1 contributed technical, financial, and logistic support for the organization of informal meetings of criminal justice chain actors and other initiatives favoring the collaboration with CSOs and local authorities. The *Cadres de Concertation* or Consultation Frameworks¹⁴ (CF) are informal structures established at the regional jurisdiction level and having no formal relations with the Ministry of Justice, its agencies or other central-level government institutions. They provide local justice and law enforcement actors with the opportunity to become better acquainted with each other, build trust, and improve coordination between participants, by discussing specific problems of the criminal justice chain and jointly identifying concrete solutions to address them, when suitable through the involvement of CSOs or traditional authorities.

Component 2 focused on capacity building (i.e. training), material support (i.e. law textbooks, registers) and the respect of essential guarantees by the judicial and penitentiary police. Specifically, the project supported the Public Prosecution Office (PPO), or *Parquet*, and regional directorates of penitentiary affairs (DRAPES) in fulfilling their duty to verify the respect of basic human rights principles and the application of standard procedures inherent to custody and detention. As for capacity building, IDLO supported the implementation and monitoring of micro-projects, which were prepared by formal initiative with direct contribution of CF participants.

¹³ The project objectives remained unvaried all along the implementation period. The translation in table 1 reflects their French formulation in the Logical Framework document (i.e. "Cadre Logique") of 17 June 2016.

¹⁴ The denomination as Coordination and Consultation Groups in the Inception Note was abandoned and Consultation Framework was chosen in its place to reflect the terminology on IDLO's website.

Component 3 provided grant funding to partner CSOs identified through calls for proposals for the implementation of sub-projects at the local level (i.e. *commune, cercle*). The general objectives of sub-projects were determined by the terms of reference set down in three annual calls. Partner CSOs developed the activities and set their outputs, replicating the bottom-up and iterative approach of the project at a smaller scale.

While managerial steering of the Project was the responsibility of IDLO regional coordinators and its Secretariat in Bamako, strategic oversight lay with a Consultation Committee (CC) consisting of central-level justice sector stakeholders with representatives from both IDLO and the Donor.

Since its revision in the first half of 2017, the Monitoring & Evaluation (M&E) framework for the project relied on 19 objectively verifiable indicators (OVI).

3.3 Description of the activities

In line with the “Problem-Driven Iterative Adaptation” (PDIA) approach, the logical framework set medium and long-term objectives, while the definition of activities and related outputs relied on the “End User Approach” described in the Proposal. By acknowledging the direct correlation between the population confidence in laws and institutions and their actual potential to improve people’s daily lives, the approach suggests tailoring justice reform initiatives to essential local needs, for which engaging with local communities and civil society is essential.

The project generated hundreds of pilot initiatives, whose broad categories were defined ex-ante in yearly and quarterly work plans. Because of the iterative processes involved, a definite description of the main project features was only available ex-post via progress reports.

The inception phase lasted for one year, from the signing of the Partnership Agreement with the Ministry of Justice on 17 December 2015 to the project launch event in Mopti on 7 December 2016. In parallel, the project team was assembled, with changes to its composition as the project went on.¹⁵ The inception phase activities were as follows:

- Establishment of the Ségou Consultation Framework on 22-24 November 2016.
- Execution of one diagnostic study per region of the criminal justice chain in the first semester of 2016. In addition, these studies aimed at gauging local needs to provide a more solid foundation for initial programming.
- Start of Mali’s membership process to IDLO, then completed with the signature of membership agreements of 20 August 2017.
- Seven field missions of IDLO HQ staff, up to the launch event in December 2016.¹⁶

Furthermore, the following activities were implemented with a flexible reference to the three-tiered structure of the project.

- Participation in and support to the organization of over 105¹⁷ CF meetings across the four regions and 1 interregional CF meeting in Mopti.

¹⁵ The start-up phase saw the involvement of several short-term consultants and the recruitment of regional coordinators was only completed across 2016 and 2017. A permanent Project Field Coordinator was appointed in August 2016, while the M&E Officer recruited later on in May 2017. Changes in the project team composition continued for the entire duration of the project.

¹⁶ Field visits from HQ continued after 2016 with a frequency of 1 or 2 per year and the Regional Coordinator also facilitated the first study visit in 2019 in Senegal.

- Organization of 79 training courses (including ToT) for 1836 participants among the personnel of central-level justice institutions, criminal justice chain and civil society actors, including 349 women.¹⁸
- Hundreds of awareness raising initiatives including radio broadcasts, meetings, open days, and seminars implying the active participation of judges, prosecutors, court auxiliary staff; judicial police officers and assistants, penitentiary police, CSOs staff and traditional authorities.
- Support for 7 control missions to jurisdictions and penitentiary establishments.
- Material support in the form of legal registers, law textbooks and stationery to supported justice institutions, as well as material support to a number of female detainees.
- Launch of 3 annual calls for proposals - 2017, 2018 and 2019 - followed by technical and financial support to partner CSOs for the implementation of 22 sub-projects. In turn, these subprojects reached out to thousands of individuals at various localities through the platforms replicating the CF model, legal and gender awareness raising and capacity building initiatives (radio broadcasts, seminars, training), the provision of legal aid to vulnerable segments of the population including detainees, women, and children.
- Organization of two study visits for key personnel of central-level justice institutions (CPS/SJ, ISJ, INFJ, DNAPES, DNAJ), to Senegal and Rwanda.

3.4 Links with other IDLO interventions

The Project design took into account experience gained through IDLO's previous interventions, including pilot initiatives and ad-hoc studies of the specific context. Between October 2014 and April 2016, IDLO carried out a pilot program titled "Mali: Access to Justice Pilot Program in Mopti", funded by the United States Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL). In addition, IDLO executed a scoping study to support project design in the first half of 2015, with funding from the Embassy of the Netherlands in Mali.¹⁹

Since mid-2020, IDLO is implementing the regional program "Integrated Support to Criminal Justice Systems in the Sahel: Mali, Burkina Faso, Niger."

3.5 Implementation challenges

The main challenges to project implementation can be broadly categorized as (i) security, (ii) politics and (iii) pandemic.

(i) The security of the project operational environment was volatile from the outset. The number of incidents in the areas of Mopti and Ségou represented a growing challenge from 2018 onwards. This insecurity meant the cancellation and rescheduling or location change of specific activities. The resulting absence of magistrates from their posts was also noteworthy. (ii) Between August and

¹⁷ Up to the first semester of 2020, the number of meetings per CF/region was as follows: Gao:28; Mopti: 46; Ségou: 30; Timbuktu: 28. A variable number of extraordinary CF meetings also took place. In principle, IDLO supported all CF meeting is Ségou and most of those in the other regions, excluding the following 27 meetings: Gao: 1-11; Mopti 1-8; Timbuktu: 1-8.

¹⁸ These are the training organized by IDLO upon the initiative of CF under component 2.

¹⁹ The study produced the "IDLO-CRU report: A Crisis of Confidence, Competence and Capacity: Programming Advice for Strengthening Mali's Penal Chain", Clingendael, 2015).

November 2018, the magistrates strike heavily affected project implementation. Personnel rotation and the transfer of trained staff rose in 2018 and 2019 with peaks up to 100 % in the Gao and Mopti regions.²⁰ (iii) The pandemic outbreak caused a general disruption in the implementation of the activities resulting from restrictions to movements and gatherings.

²⁰ The average rotation rate in Ségou and Timbuktu was lower, i.e. 75%. Final Report, July 2020, p.8.

4 Methodology and limitations

4.1 Reconstruction of the Theory of Change

After an initial review of project documents, the original Theory of Change (ToC) was checked for logical gaps. Assumptions were formulated that would complete the cause and effect relationships between different result levels. Activities and outputs that were missing in programming documents were inferred from progress reports and interviews with IDLO staff to reconstruct the project ToC. The main categories of the reconstructed ToC diagram are:²¹

Pull factors include the political drivers for change and the reform commitment of beneficiaries.

Push factors include donor and implementer strategies and policies, contextual understanding, and the ensuing adopted approach.

Inputs correspond to the resources mobilized to implement activities.

Activities Logisitic support to CF meetings, training, seminars, open days etc. represent the basis of the project's chain of effects.

Outputs or direct results are the initial change expected from the implementation of the activities. They are presented in orange color boxes in all diagrams.

Immediate outcomes are intermediate results from achieving the outputs at regional and/or individual level.

Intermediate outcomes are medium to long-term results at the institutional level and within the regional dimension of the project.

Impacts: wider, intended or unintended, negative or positive effects in terms of developed capacity (i.e. at the national level) and reduced justice gap.

Red arrows link results belonging to distinct components, revealing their interrelations.

Vertical dotted lines link cause and effect relations to hypotheses.

²¹ The Inception Note provides a more detailed description of the reconstructed ToC diagram and the underlying process.

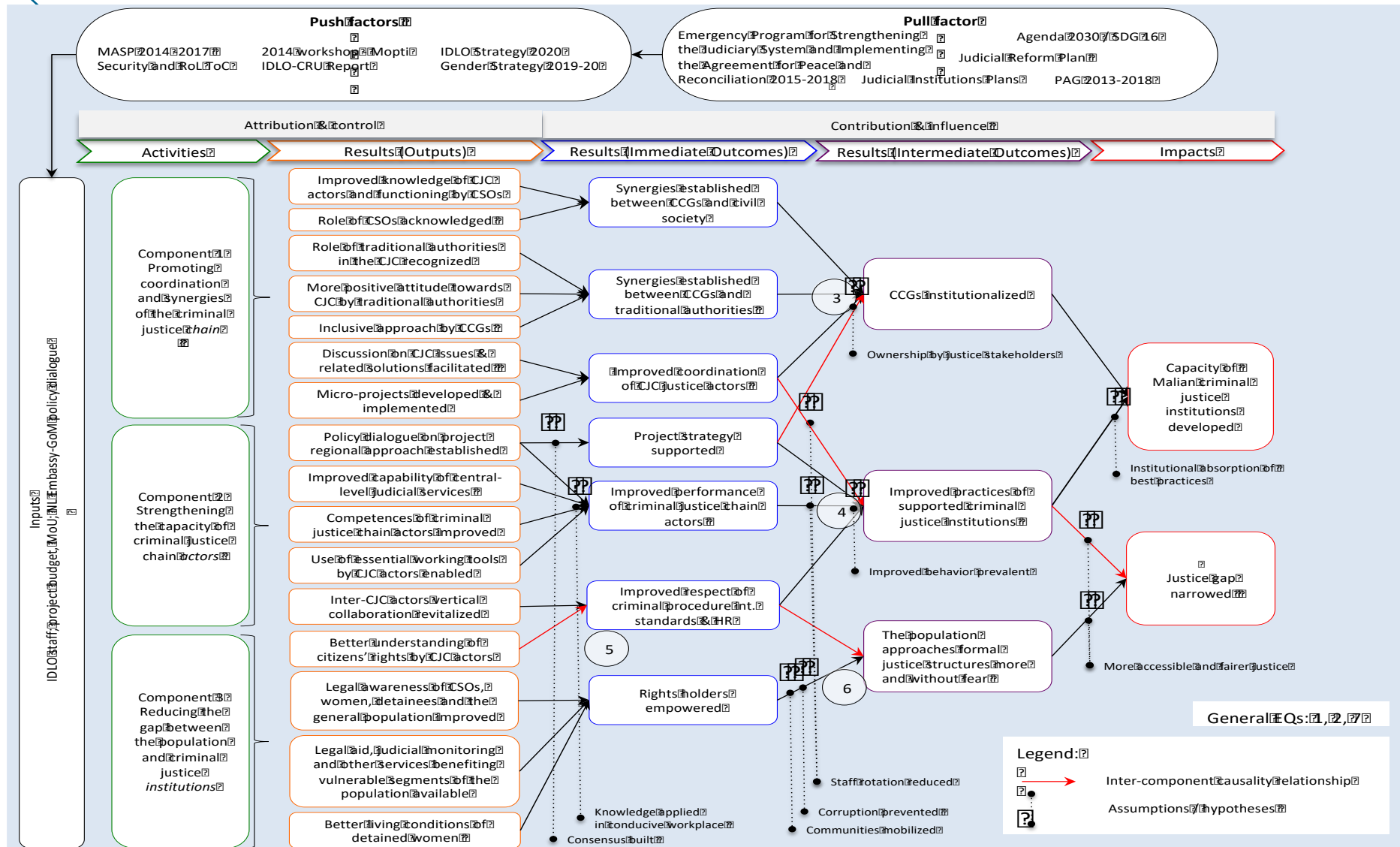


Figure 2: Reconstructed Theory of Change diagram

4.2 Evaluation Questions

The reconstructed theory of change is the reference framework on which the 7 Evaluation Questions (EQs) were developed. 4 EQs stem directly from the diagram as they explore specific hypotheses emerging from the logical interrelation between project results. The remaining 3 EQs are indirectly related to the reconstructed ToC, as they aim to clarify more general aspects in relation to project design and implementation.

As shown in the table below, each EQ corresponds to one or more of the six DAC/OECD evaluation criteria, in addition to IDLO added value as a seventh one.

	Relevance	Effectiveness	Efficiency	Sustainability	Impact	Coherence	IDLO's Value Added
EQ1 - To what extent did the project align with national justice sector priorities, the needs of criminal justice chain actors in the North and those of the population, as well as with the strategies of IDLO and the Dutch cooperation in Mali?	X						
EQ2 - To what extent did project support reflect IDLO's comparative advantage in adapting to worsening security, political and health conditions?	X		X				X
EQ3 - To what extent have CFs strengthened the collaboration between criminal justice chain actors and attained synergies with CSOs and traditional authorities as a result of IDLO support?		X			X		
EQ4 - To what extent have judicial practices improved as a result of enhanced performance of administrative and law enforcement officers, enhanced material conditions and better dialogue between criminal justice chain actors?		X		X			
EQ5 - To what extent have penitentiary services improved as a result of training and awareness-raising of prison officers, the facilitation of control missions and other initiatives focused on improving the legal knowledge and living conditions of detainees?		X					
EQ6 - To what extent have awareness-raising and other initiatives carried out by IDLO and its partner CSOs empowered rights holders, thus contributing to increased recourse to the formal justice system by the population?		X			X		
EQ7 - How was the coordination with other international initiatives pursued and to what extent were duplication of efforts avoided and synergies created with centrally managed initiatives covering northern regions?				X		X	

Table 2: Coverage of evaluation criteria by the evaluation questions

4.3 Data collection

The initial data collection and analysis took place at the inception stage (August – November 2020) and continued between the approval of the Inception Note and the start of field data collection (December 2020 – February 2021) with support from IDLO project team.

The Field Phase continued for a longer period than originally planned, between 5 February and 5 March 2021, due to logistic constraints. Field missions took place to Ségou (15-16 /02), Mopti (16-19 /02) and Timbuktu (01-05/03), while key informants in Gao were contacted on the phone (22-24/02). Key informants in Bamako were mostly met in the period 08-12/02.

Data collection relied extensively on individual interviews (50+). Several focus groups were also organized: 2 in Bamako, 1 in Ségou and 1 in Timbuktu.²²

Virtual meetings ensured coordination between the national legal expert - carrying out most of interviews and focus groups in Bamako and the regions – and the home-based international expert.

Data collection in the field faced limitations. Table 3 summarizes the main issues and associated responses.

Issues	Responses
Pandemic-related international travel restrictions prevented data collection in the field by the international expert.	Selected interviews conducted online. Structuring of interviews, preparation of FGD guidelines. Virtual team meetings.
Unavailability of key informants in Bamako	Repeat attempts to reschedule interview. Replacement of interviewee with other informants from the same institution.
Limited predictability of travel to the regions.	Cancellation of the mission to Gao. Delayed mission to Timbuktu. Cancellation and rescheduling of interviews and FGDs. Where in-person interviews were no longer viable, alternative options (i.e. telephone) were pursued. Extension of the Field Phase.
Lack of suitability of automated IT tools (including mobile) to collect data from the beneficiaries of partner CSOs' sub-projects due to extremely low response rates, as anticipated in early interviews.	Survey plans were abandoned. Contacting indirect/final beneficiaries, particularly those involved in 2019-2020 sub-projects. Telephone interviews conducted with beneficiaries from inaccessible locations.

Table 3: Field phase limitations

²² 10 key informants among those listed in the annexes and including CSO staff and court clerks participated in focus groups.

4.4 Modifications of the evaluation design

The formulation of the EQs did not change and the same goes for most of their indicators. However, a few changes to EQ3 indicators became necessary after the approval of the Inception Note and they have been summarized in table 4 below.

Indicator n°	Original Indicator	Change
I 3.2	Evidence of new collaboration mechanisms between magistrates and auxiliary services.	New formulation: Evidence of improved collaboration between magistrates and other criminal justice chain actors.
I 3.3	Evidence of improved coordination between judicial police and court auxiliary services.	New formulation: Evidence of improved coordination between law enforcement agencies and with court auxiliary services.
Former I 3.6	Evidence of CF initiatives aimed at strengthening collaboration with traditional authorities	Merged with I3.4. Similar focus and equal type (qualitative) of these indicators eventually made it preferable to jointly outline related findings.
former I 3.7	Number of CF action points implying IDLO support.	Erased. IDLO initiatives in CFs are already taken into account under indicators 3.4, 3.5 and 3.6.
I 7.3	Evidence of collaboration with DNAJ and DNAPES.	Rephrased to extend its scope to all relevant central services: "Evidence of collaboration with MoJ agencies"

Table 4: Changes to the Evaluation Questions

5 Findings

5.1 Evaluation Question 1 (Relevance)

Evaluation Question 1	
Question	To what extent did the project align with national justice sector priorities, the needs of criminal justice chain actors in the North and those of the population, as well as with the strategies of IDLO and the Dutch cooperation in Mali?
Indicators	1.1 Project strategy alignment with government justice sector strategies 1.2 Project support alignment with the needs of judicial, police and penitentiary institutions in the North 1.3 Evidence that legal pluralism was taken into account at both formulation and implementation stage 1.4 Evidence of support to civil society instance 1.5 Project alignment with IDLO strategy and plans 1.6 Alignment with IDLO gender strategy 1.7 Alignment with the Dutch cooperation objectives
Summary Answer	
<p>The project strategy reflects key government priorities stemming from successive policy documents for the justice sector. These involve the improvement of capacity and coordination of justice actors; and the reduction of their distance from the population through the collaboration with civil society organizations, traditional authorities, and legal awareness-raising. The needs of state and non-state actors in the four regions were attentively taken into account at programming stage and during implementation. Conversely, the needs of central-level Malian justice institutions were not prioritized, at least in the initial stages of implementation. Yet a more favorable perception of the project by central-level justice institutions is evident in the second half of the project, which reveals the successful adaptation of the project strategy. The project remained relevant to the strategic plans of IDLO for two successive periods. The 2019 work plan aligned well with IDLO gender strategy, thus partially compensating a limited integration of gender in the initial design. The project alignment with Dutch cooperation objectives for the justice sector in Mali is sufficiently demonstrated.</p>	

1.1 Project strategy alignment with government justice sector strategies

Three successive documents²³ with overlapping validity periods and similar objectives for Northern Mali underpinned the government justice sector reform strategy across the project formulation and implementation periods.

The **Government Action Program (PAG) for the period 2013-2018** comprises 6 areas²⁴ of which the first one has direct implications for justice reform in the North. With the purpose to reestablish

²³ Programme d'Actions du Gouvernement (PAG) 2013-2018, Prime Minister Office, November 2013.

Politique de Reforme Judiciaire, Ministry of Justice, 2013.

Emergency Program for the Reinforcement of the Judicial System and the Implementation of the Agreement for Peace and Reconciliation in Mali, Emanating from the Algiers Process, Government of Mali, 2015.

²⁴ The 6 components are as follows: (i) Strong and credible public institutions; (ii) Restoration of security of people and

strong and credible justice institutions and the trust of the population towards the formal justice system, its priorities relate to in-service training of justice actors, strengthening of legal aid CSOs, sanctioning of corruptive practices and reinforcement of judicial control mechanisms to prevent abuses.

Section 2²⁵ of the **Judicial Reform Policy of 2013** further develops the PAG orientations for justice sector reform by focusing on justice simplification (structures and procedures, with the corollary objectives to improve transparency and access to justice); justice management (including the creation of spaces for discussion and exchange between different actors of the criminal justice chain otherwise working in silos), and; the institutionalization of informal mechanisms for conflict resolution through mediation by traditional actors.

Lastly the **Emergency Program for Justice Reform (PU-RSJ-MOA)** develops the government sector strategy for the period 2015-2018 on three areas altogether comprising 90 priority objectives:

- 1) Strengthening of the judiciary and the rule of law;
- 2) Protection of human rights and promotion of the fight against impunity, corruption, and financial crime;
- 3) Legal awareness-raising. Among its many priorities, the Program proposes counter-act the abusive use of detention, humanize detainee conditions and strengthen the capacities of the National Institute for Judicial Training (INFJ).²⁶

In line with a recommendation of the IDLO-CRU report,²⁷ the project strategy is to address justice issues that are not in the spotlight of national politics but equally relevant for the average population in northern Mali. While the project strategy purposely excludes initiatives relating to key issues like corruption and transitional justice, its alignment with regard to other Government of the Republic of Mali (GoM) sector priorities stems from documental review.

Specifically, the objective to improve coordination and synergies between criminal justice chain actors and promote their collaboration with CSOs and traditional authorities reflects the Judicial Reform Policy, area 2, priority 3C, as well as the PU-RSJ-MOA area 1, the latter for the extent to which improved coordination of criminal justice chain actors contributes to the improvement of quality of justice.²⁸

Capacity building of criminal justice chain actors and support to judicial inspection mission are equally relevant to the PU-RSJ-MOA areas 1 and 2, in addition to reflecting specific priorities of the PAG. The project strategy envisaged the organization of judicial inspection missions and ensured capacity building of justice and law enforcement actors, except magistrates. While judges and

properties; (iii) Implementation of an active national reconciliation policy; (iv) Reconstruction of the Malian education system; (v) Strengthening the emerging economy; (vi) Implementation of an active social development policy.

²⁵ The other two sections are section 1 (i.e. the crisis of justice) providing the needs analysis and theoretical justification for the following two sections and; section 3 on transitional justice.

²⁶ With status as Agency (i.e. service rattaché) of the Ministry of Justice, the National Judicial Training Institute is responsible for planning and delivery of pre- and in-service training of magistrates and auxiliary personnel, including in Northern regions.

²⁷ A Crisis of Confidence, Competence and Capacity: Programming Advice for Strengthening Mali's Penal Chain, Clingendael, 2015. The IDLO-CRU report is the output of the scoping study carried out in the first half of 2015 with funding from the Embassy of the Netherlands to inform the project design.

²⁸ In its opening remarks to the Interregional CF meeting in Mopti of February 2018, the Ministry of Justice, M Maiga, stated that the establishment of CFs is fully consistent with the application of national justice sector policies and particularly with the PU-RSJ.

prosecutors also working as trainers received IDLO's training-of-trainers (ToT) course to improve their teaching skills, the project strategy did not foresee to increase their legal knowledge and competences.

Improved legal awareness of the population and improved access to justice are among the most prominent objectives of the government justice sector reform strategy and equally high among project objectives under components 1 and 3. Component 3 is indirectly relevant to fighting corruption and improving transparency, inasmuch as legal awareness empowers citizens to demand accountability of justice actors.

The project strategy formally attributed a high-level oversight role to central-level justice institutions. As stated in the project Mid-Term Evaluation (MTE), a Consultation Committee (CC) composed by the representatives of national justice institutions, the donor and IDLO was supposed to be called upon twice a year to inform the Ministry of Justice (MJ) and its national directorates on progress made and ensure the continued buy-in of national actors to the project strategy.

However, CC meetings were called upon at irregular intervals and did not play their envisaged role. Adjustments in the project team composition during the first year of implementation may have contributed to the initial delay in establishing the CC.²⁹ Yet its limited functioning and role are politically motivated. On the one hand, MJ stakeholders considered the CC a mere reporting and communication channel with IDLO that is inadequate to deal with specific issues arising in the Consultation Frameworks meetings. On the other hand, the Dutch Embassy did not encourage the attribution of decision-making power at central level to safeguard the project's decentralized and bottom-up approach, which many CC national participants criticized publicly.³⁰

For similar reason linking with with the decentralized approach adopted by the project, its strategy did not envisage working with the INFJ either. Following a specific recommendation of the MTE, the 2019 work plan included an additional set of activities to strengthen its capacity, as well as to improve the collaboration with other MoJ agencies, like the Inspection of Judicial Services (ISJ) and the National Administration for Prisons Administration (DNAPES).

1.2 Project support alignment with the needs of judicial, police and penitentiary institutions in the North

With regard to the front and back-end of the criminal justice system, two studies taken into account at the project formulation stage³¹ highlight how similar issues affect the judicial and penitentiary police. They include the absence of controls and sanctions, insufficient motivation and poor material conditions, poor leadership resulting in part from absence of incentives, and poor coordination with other criminal justice chain actors. Ensuing recommendations are to improve monitoring of detainee's cases, provide legal assistance / aid and mediation services, deliver capacity building to improve the quality of judicial police reports, and improve the coordination with other CJC actors.

In addition, the IDLO-CRU report cites evidence that the low quality of police reports may lead to faulty evidence, backlogs, and poor judgment in court decisions.

²⁹ The first meeting of the CC took place on 11 May 2017 and was attended by the focal point of the Ministry of Justice, several director-generals (DNAPES, DNAJ), as well as representatives from the Dutch Embassy, MINUSMA and IDLO.

³⁰ Mid-Term Evaluation, Volume II, p. 25.

³¹ The project design took into account the results of two distinct studies published with the title: "Synthèse des Etudes sur le Renforcement de la Justice Pénale au Mali."

The project verified the perceived incidence of such issues in the four regions by organizing stakeholder consultations as part of the criminal justice chain diagnostic studies of 2016. 24 individuals from the police and the gendarmerie were consulted across various locations, corresponding to 21% of the total sample.

The project design took stock of baseline data, so strengthening coordination between law enforcement institutions and the judiciary was identified as the main priority for component 1. In line with the indications of diagnostic studies and later of CFs, several training courses were organized in critical areas of judicial and penitentiary police work in collaboration with magistrates. The project alignment with the needs of law enforcement agencies is further demonstrated by delivery of registers and other materials, support for the execution of control missions by the prosecution office and DRAPES, as well as training in the preparation of police reports.

1.3 Evidence that legal pluralism was taken into account at both formulation and implementation stage

The adoption of a pluralistic approach is rooted in baseline studies. In particular, the IDLO-CRU report³² acknowledges that legal pluralism characterizes the administration of justice in Mali and recommends testing on the local level how parallel justice systems may successfully work together rather than trying to “bring one into the other.” This pluralistic stance is partially reflected in component 1 with regard to the inclusiveness of CFs. IDLO encouraged the participation of customary justice actors to CF meetings as a way to facilitate mutual understanding and collaboration of informal justice actors and the formal criminal justice chain. The IDLO-CRU report leans further to a pluralistic model when, considering the formal justice system to be one among many parallel justice systems, hints at the need to negotiate the human rights in criminal cases. On this point, the project took a different approach as it affirmed the primacy of the rule of law in criminal cases and the non-negotiable nature of human rights. For example, initial collaboration attempts involving religious leaders in the Timbuktu region were interrupted due to the incompatibility of a radical application of Sharia with the principles of the rule of law. This led to prioritizing legal awareness-raising initiatives targeting the population as an alternative strategy.

1.4 Evidence of support to civil society instance

In line with the “End User Approach”³³ the project consulted, empowered, and engaged with civil society organizations working in the areas of judicial assistance, legal aid, prevention of GBV services to implement local-level justice reform initiatives. In relation to the consultation of civil society actors, the 2016 diagnostic studies enabled collecting the views of CSOs on justice reform priorities, their own role, and main constraints in dealing with the population and criminal justice chain actors. Also the IDLO-CRU report consulted with local CSOs and their representatives attending the final workshop in Mopti of March 2015.

Other baseline studies³⁴ clarified the importance to ensure the representativeness and credibility of CSOs by incrementally increasing their capacity to gauge the needs of the population and transpose

³² See: IDLO-CRU Report, p. 16.

³³ See section 3.3 for reference.

³⁴ See: Synthèse des Etudes, p.12.

them into concrete instances for local justice reform. In this regard, the Regional Coordinators favored CSOs' capacity to deal with formal justice actors, by inviting them to attend numerous trainings for criminal justice chain actors and advocating for the participation of CSOs in CF meetings. The same studies highlight the key importance of CSOs independence, which is intimately linked to the financial viability of their operations. IDLO clearly supported CSO independence: it provided dedicated training to increase the project management capacity of partner CSOs in 2018 and sustained their potential to reach out to rural population through 3 yearly calls for proposals in 2017, 2018 and 2019.

1.5 Project alignment with IDLO strategy and plans

The Strategic Plan 2013-2016 sets the three substantive goals of IDLO at the time when the SCJC project was formulated. First, promote good governance and support legal and administrative reform to build confidence; second, enable duty-bearers to uphold human rights and rights-holders to claim them to enhance access to justice; third, facilitate innovative legal approaches to support social and economic development. As already verified in the MTE, the Project is relevant to goals 1 and 2 of the Strategic Plan 2013-2016. In particular, component 1 aligns with the goal to build confidence in formal justice institutions by supporting the coordination of criminal justice chain actors and their collaboration on concrete initiatives – implemented under component 2- aiming at concrete improvements in the quality and availability of justice for local populations. Component 3 entrusts the implementation of, among others, awareness-raising and legal assistance, and advocacy initiatives to partner CSOs, thus contributing to promote access to justice at rural and often inaccessible locations.

IDLO strategy for the period 2017-2020 aims at improving access to justice by empowering people, while pursuing equality and inclusion through legal reform. The SCJC project aligns with both elements of the strategy. In particular, by supporting CSOs' legal awareness-raising and legal aid initiative its component 3 aims at empowering local communities and improving justice accessibility. Following the MTE and the formulation of an action plan to integrate its key recommendations by IDLO, awareness-raising initiatives (i.e. radio campaign, open days) gained further prominence in the 2019-2020 work plans.

The SCJC strategy to implement pilot initiatives at the local level implies a bottom-up approach to legal reform, which may eventually result from the successful implementation of specific initiatives, their replication and scale up by national authorities.³⁵

1.6 Alignment with IDLO gender strategy

The promotion of gender equality was a core objective of IDLO strategy for the period 2013-2016. In particular, a key objective under goal 2 on enhanced access to justice is to promote gender equality and uphold the rights of women and girls. The 2020 Strategy pays equal attention to gender inasmuch goal 1 commits IDLO to empower women, fighting discrimination and accessing justice , while gender equality is mentioned under the cross-cutting impact goal as well. Yet gender is not just a dimension of IDLO' strategic goals, as it represents a self-standing goal itself pursued through a

³⁵ The possible dissemination, replication and scale up of best practices is discussed further in the context of indicator 7.6.

dedicated Gender Strategy since 2015. Specifically, the SCJC project implementation period encompasses two successive gender strategies for the periods 2015-2018 and 2019-2020 respectively.

As analysis of programming documents and interviews in the MTE sufficiently demonstrated, the original project design was not gender responsive and does not sufficiently reflect IDLO's Gender Strategy 2015-2018.

Starting in 2018 and in line with specific recommendations of the MTE,³⁶ IDLO visibly committed to reorient the project strategy towards gender relevance. Specifically, a Gender Integration Plan (GIP) was developed by the IDLO gender team to draw a road map for gender integration in the activities. The GIP was reflected in the 2019 annual and quarterly work plans, particularly with regard to new training initiatives under component 2.

By the end of 2019, IDLO contracted two additional CSOs to further reinforce the gender sensitiveness of component 3 in line with the thematic scope on the 2019 Call for Proposals.

1.7 Alignment with the Dutch cooperation objectives

The MTE compared the project strategy with the third priority³⁷ of the Multi-Annual Strategic Plan (MASP) 2014-2017 and concluded that the project aligned well with the objectives of Dutch cooperation with Mali in the justice sector.³⁸ The choice to proceed through decentralized pilot initiatives, as well as the socio-legal and pluralistic views of justice administration in Mali are fully consistent with the theoretical orientations of the MASP. In addition, the project addresses two sub-goals of the Dutch Theory of Change for Rule of Law and Security:³⁹ awareness-raising in the context of access to justice, and accountability of justice institutions. However, the poor consideration given by the initial design to gender equality mismatched with the prominent place attributed to gender equality in Dutch strategic documents. For example, an operational principle of the Dutch ToC prescribes carrying out gender analysis before project design, which was not the case for the SCJC project. Also, the MASP requires addressing gender inequality as a horizontal task and particularly when dealing with public authorities, but the Proposal and initial work plans contain no substantial elements in relation thereof. The project partially realigned its strategy through the application of the GIP, which helped narrowing the gap with Dutch gender priorities.

Towards the end of implementation, the Dutch strategy in Mali evolved into an integrated component of its broader regional strategy for the Sahel for the period 2019-2022.⁴⁰ While the new strategy has substantially confirmed the same focal sectors for Mali, including Security and the Rule of Law, it also includes new areas that the project covered to a limited extent through CSO sub-projects in relation with support to legal clinics, dialogue platforms between youths and public officials and inter-communal conflict resolution mechanisms.

³⁶ Recommendations 1 and 3.

³⁷ While the third priority: "Security and the Rule of Law" clearly matches the intervention sector, the first (i.e. Health and Reproductive Health Rights) and second one (i.e. Water and Food Security) mostly lie outside the project scope.

³⁸ MTE, Vol I, p.22.

³⁹ Theory of Change for the security and rule of law policy priority in fragile situations Stabilization and Humanitarian Aid Department (DSH).

⁴⁰ <https://www.government.nl/documents/leaflets/2020/11/18/dutch-efforts-in-the-sahel>

5.2 Evaluation Question 2 (Relevance, Efficiency, IDLO Added Value)

Evaluation Question 2	
Question	To what extent has the project adapted to contextual changes such as the worsening security, political and health conditions?
Indicators	2.1 IDLO tools, protocols and best practices reflected in the implementation processes 2.2 Evidence of annual work plans adjustments 2.3 Changes in budget allocation and spending 2.4 Risk management plans were updated and adhered to 2.5 Evidence that monitoring was consistent with project objectives
Summary Answer <p>The utilization of tested tools and proactive management by experienced staff ensured the flexible adaptation of the project to a challenging scenario.</p> <p>IDLO tools and best practices have been used selectively to balance the iterative planning of the PDIA approach with a rigorous application of management procedures and high-quality standards for outputs. CSO relations were developed in line with the relevant guidelines for the organization and the systematic delivery of training-of-trainers courses online functioned to ensure an adequate level of trainers' skills. The project did not apply an elaborated methodology to assess training needs, which CF participants identified based on their direct knowledge and unique perception of the context. Risk management and results monitoring functions performed well, even though more frequent updates of their reference framework (i.e. indicators, targets, risks, and mitigation responses) might have improved their usefulness as management tools. Budget spending progressed steadily in line with the increasing pace of implementation. Yet budget transparency would have been better ensured by a clear overview of expenditures per component and region.</p>	

2.1 IDLO tools, protocols and best practices reflected in the implementation processes

As part of the learning culture of the organization, IDLO developed guidelines and procedures enabling it to set high quality standards for the work of country teams throughout the organization. CSO relation guidelines, a common financial management system (ERP), security protocols as well as integrated planning, monitoring, and reporting systems are among the assets available to all IDLO country teams. Moreover, IDLO's long experience in capacity building of justice institutions comes with tools and guidelines for training needs assessments, mentoring and e-learning including ToT.

The review of project documents revealed, and interviews with IDLO staff confirmed that partnership-type collaborations were developed with subcontracted CSOs, who were trained in IDLO's results-oriented approach and reporting requirements.

The project interim and final reports follow a standardized model. Yet this is not the case for annual work plans as their format changed year after year. In particular, narrative sections were almost absent in 2017 and 2019, significantly expanded in 2018 and reduced to a short introduction in 2020. While the level of insight for achievements in previous implementation periods was variable, the

bulk of the work plans (i.e. the list of activities with their indicative timeline and budget) was always there. Presumably, format changes reflected initial variations in the team composition and the purpose to constantly improve planning tools and communication.

With regard to training, the localized approach adopted by the project, for which CF actors self-identified their training needs through informal discussions and without involving central-level justice institutions,⁴¹ is not consistent with the practice of IDLO to develop training plans based on the results of training needs assessments and the subsequent development of training curricula.⁴² While evidencing the flexibility of IDLO in adapting to the local context and donor approach, simplified needs assessments prioritized the engagement with local actors against methodological rigor with a sensible risk to overlap training and management plans of central level institutions (i.e. INFJ, DNAPES).

2.2 Evidence of annual work plans adjustments

The annual work plans provide the indicative planning of the activities, their expected results and related budget ceilings, all of which will be further defined through the interaction with CFs in each region. More detailed implementation calendars in the form of Gantt charts are then prepared for each quarter. Considering the consequentiality of annual and quarterly work plans and particularly the indicative nature of the former, adjustments implying a shift of activities from one quarter to another are inherent to the planning process and generally acceptable. Longer implementation delays (i.e. postponing activities from one year to the next one) were exceptional and seemingly related to exogenous factors. For example, the study visit to Senegal and specific capacity building initiatives were planned for the second half of 2018 but had to be moved to 2019 due to a three month long strike of the judiciary. As evidenced by interim reports and confirmed in interviews with IDLO staff, implementation delays also resulted from the contingent situation on the ground, including security threats, which the team proactively managed. For example, the 2018 presidential elections saw the mobilization of judicial personnel at central and regional levels with consequent slowdown of implementation. In 2019, political demonstrations led by religious leaders raised the security threat in Bamako, which added up to the outbreak of jihadist attacks and intercommunal violence in the project regions. The last months of the projects coincided with the breakout of the pandemic. The imposition of government social distancing and lockdown measures negatively affected planned activities in the last quarter. These were cancelled without a rescheduling due to expiry of the implementation period. Hence, CF meetings did not take place from April onwards. Similarly, training initiatives on human trafficking and GBV, along with several awareness raising initiatives in all regions could not take place in the second quarter of 2021.

⁴¹ In line with general MTE recommendations, annual work plans started being submitted to central-level justice institutions by the November 1st of the previous year for improved communication. This however did not imply that training and other initiatives were centrally coordinated ex-ante, as their identification, planning and execution continued on the local level.

⁴² Such practices were observed in the evaluation of the Justice Training Transition Follow-On Program, implemented by IDLO in Afghanistan between April 2016 and February 2018.

2.3 Changes in budget allocation and spending

The project was able to use most of its budget amounting to €4.909.645. The total expenditures amounted to €4.906.171, or 94% of the budget. Budget spending was consistent with resource allocation in yearly work plans and reflected activities implementation. As evidenced in the MTE, the low burn rate in 2015/2016 corresponded to a slow pace of implementation at a time when adjustments to the team composition and the execution of diagnostic studies were ongoing. When the project reached full speed in 2017 and then further accelerated, budget spending did too. Specifically, the budget burn rate was 22% in 2017, 24% in 2018 and 39% in 2019. Based on the available data, the 2019 spending increase was justified by the renewed effort to work with central-level justice institutions in addition to criminal justice chain and other actors in the regions.

With the exception of sub-grants to partner CSOs, totaling € 2.205.347 or 49% of total expenditure, the allocation of financial resources to specific activity types (i.e. training, awareness raising), to components 1 and 2 or to working in each region could not be gauged based on the available financial data. KIs revealed some delays in financing the activities in the regions, apparently due to procedural bottlenecks.

2.4 Risk management plans were updated and adhered to

The risk management strategy dates back to the first semester of 2016 and mostly adhered to the risk mitigation plan of October 2015 annexed to the Proposal. It was updated in mid-2017 when the monitoring and evaluation (M&E) system was also refined.⁴³ The strategy consists of a matrix identifying six macro-areas of security and political risks to which scores are assigned in relation to importance, probability, and impact. The six main risks identified in the matrix are addressed through 22 mitigation measures that are embedded in the project strategy. Of these mitigations, essential elements are developing local capacity, applying collaborative approaches and – in a more prominent manner from 2019 – the pursuit of strategic political engagement with MoJ and its agencies. Progress reports outline the main constraints for their respective reporting period but it seems that some of them could have been anticipated. For example, judicial holidays reportedly played a major role in failing to develop SOPs but one would expect them to be predictable events. The changed approach to working with central-level justice institutions adopted in the last quarter of 2018 and reflected in the 2019 work plan, as well as the flexibility of IDLO Regional Coordinators to address the needs emerging during CF meetings, evidence how the project's PDIA approach was consistent with adaptive management principles.

Security protocols are available in the Secretariat in Bamako. The Regional Security Advisor of IDLO visited the project twice during 2016 to train the project team on security procedures and security report writing. Yet the frequent turnover of IDLO personnel in the Security Assistant position, let alone drivers, implied a reduced capitalization of knowledge gains from training and a loss of experience. Since the beginning of the COVID-19 pandemic, IDLO established a Crisis Management Team (EGC/CMT) to oversee the pandemic evolution and ensure a coordinated response by the organization, including the application of specific work protocols and other precaution measures.

In line with IDLO policy in response to the COVID-19 threat, the project team has abided to teleworking from early 2020, while communications with target groups and stakeholders also took

⁴³ Additional details on the project M&E system are provided in the context of the following indicator 2.5

place virtually to improve safety. The pandemic made target groups and stakeholders largely unable to attend meetings and training, most of which were therefore cancelled from March 2020 onwards.

2.5 Evidence that monitoring was consistent with project objectives

The MTE analyzed the monitoring system and indicated specific weaknesses and possible ways to address them. Specifically, the 19 monitoring indicators resulting from the slight restructuring of the project logframe⁴⁴ were found to be only partially relevant and feasible, while gender-related indicators and sex-disaggregated targets were missing.

However, indicators and targets were not revised further in the period 2018-2020. Therefore, the consistency between indicators and results chain decreased over time. Indicators that were considered outdated already in 2018 were maintained, though reported result values were inevitably 0. Moreover, new activities in the 2019 work plan did not lead to modification of the results chain and were not reflected in the M&E system with the integration of new indicators. Although not captured in the MTE, indicator 12 on the number of micro-projects involving CSOs seems inadequate to gauge the extent to which the project created synergies between CFs and CSOs. Most of micro-projects consist of initiatives realized with the passive participation of CSOs (i.e. training, open days) rather than through their active contribution, as creating synergies would have required.

The project invested considerably in direct monitoring and the subsequent assessment of results from all project components. For example, monitoring missions were organized under components 1 and 2 and their results summarized in internal assessment reports. These missions were essential to compensate the absence of statistical data from national justice institutions and to overcome the reticence of local justice institutions to share data with the project. Monitoring of partner CSOs was carried out directly through monitoring missions in 2017. In the following years, IDLO prioritized capacity improvements of partner CSOs in results monitoring through training and subsequently relied on reports and supporting documents from partner CSOs rather than field visits of the staff to the sub-projects locations. In line with a specific recommendation of the MTE, the project supported the CPS/SJ.⁴⁵ To some extent, the recommendations to integrate levels 3-4 of the Kirkpatrick model in training assessments were also taken into account by surveying training participants at longer intervals after training.

⁴⁴ While the number of indicators reduced from 22 to 19 and targets were added for most of them, the underlying results chain stayed unvaried.

⁴⁵ See further: EQ 7, indicator 7.5.

5.3 Evaluation Question 3 (Effectiveness, Impact)

Evaluation Question 3	
Question	To what extent have Consultation Frameworks (CFs) strengthened the collaboration between criminal justice chain actors and attained synergies with CSOs and traditional authorities?
Indicators	3.1 Evidence of consolidated practices in the work of CFs 3.2 Evidence of improved collaboration between magistrates and other criminal justice chain actors 3.3 Evidence of improved coordination between law enforcement agencies and with court auxiliary services 3.4 Evidence of CF initiatives involving CSOs 3.5 Evidence of CF gender initiatives 3.6 Evidence of CF initiatives aimed at strengthening collaboration with traditional authorities 3.7 Evidence of improved interregional coordination from interregional CF meetings
Summary Answer	
<p>Consultation Frameworks have reaffirmed magistrates' leadership of jurisdictions beyond the hierarchical organization of law enforcement agencies. They provided a unique opportunity for collaboration and professional development to formal and informal justice actors. Tangible collaboration improvements between formal justice actors were observed in all project regions. The establishment of direct communication channels and improved capacity from training and other initiatives appear to be the main drivers for change. The coordination with CSOs and traditional authorities worked better in Mopti and Ségou than in Gao and Timbuktu. Potential for synergies was limited however, as CFs initiatives mostly foresaw the passive participation of CSOs and traditional authorities. CFs continue to operate on the informal level despite various consolidated practices emerged across all project locations. Interregional coordination was successfully initiated in 2018 but replication plans have stalled since then. Such status quo seems to favor the autonomy of CFs and decision makers within them, to the detriment of national-level ownership and sustainability of achievements so far.</p>	

3.1 Evidence of consolidated practices in the work of CFs

Since November 2016, when IDLO established the Consultation Framework in Ségou replicating the recent initiatives of MINUSMA in Gao, Mopti and Timbuktu, hundreds CF meetings took place in all four project regions. The repeated interaction with, and reiteration of behaviors by CF participants set and consolidated informal practices across CF in different regions.

As magistrates hold the highest position in criminal the justice system, in all regions the leadership of CFs went to judges and prosecutors, and specifically to the highest ranked magistrate in each jurisdiction. With the exception of Mopti where the Appellate Court has precedence, *Parquet* and First Instance Court magistrates hold respectively the presidency and vice-presidency.

CF meetings follow a similar sequence in all regions: adoption of the agenda, approval of previous meeting minutes, summary of advancement of ongoing activities, discussion, and formulation of action points. Also, CF members from public institutions report discussions and action points to their hierarchy, so key information indirectly reaches central level justice institutions.⁴⁶

The frequency of CF meetings across the four locations became more regular with time. CF meetings were initially convened at the demand of at least one of the members. This practice was not completely abandoned and translated in the organization of extraordinary meetings. At the same time, it became common practice to convene meetings at regular intervals. As shown in figure 3 below, the sensible difference in the number of meetings per year in 2017 and 2018, disappeared in 2019 for Mopti, Ségou, and Timbuktu.⁴⁷⁴⁸

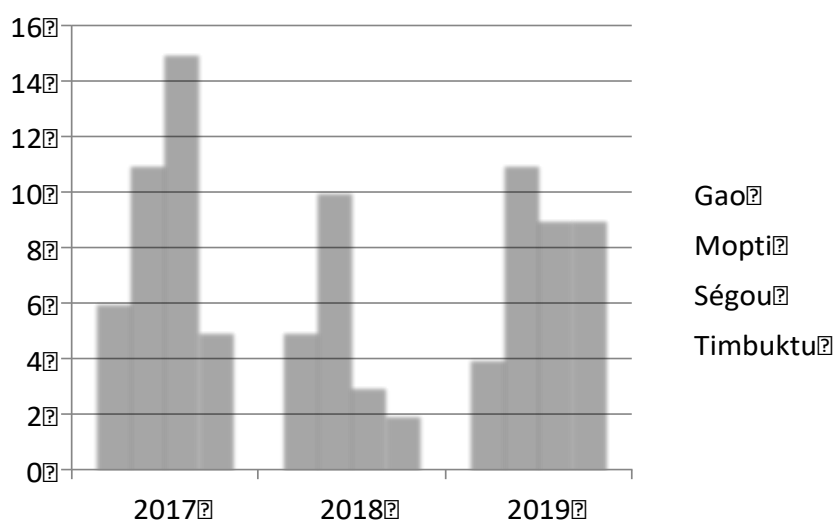


Figure 3: Number of CF meetings per year and region.

The level of CF openness to the participation of civil society – including traditional – actors varied across locations and with time. Initially, participation was restricted to criminal justice chain actors.⁴⁹ All CFs have become more inclusive over time by extending invitations to other actors dealing with criminal cases. However, the concept of inclusivity is highly variable across locations, as it depends on the respective attitude of the presidency, civil society organizations and traditional authorities. For example, the CF in Gao started inviting CSOs in 2018 but the response was below expectations. Only one well-known legal assistance provider was still attending CF meetings in 2019. In Timbuktu, the CF never opened to the participation of CSOs despite the favorable opinion expressed by some of its members. Local authorities have a seat but considering that mayors have the same attributions as judicial officials, their participation cannot qualify the CF as inclusive.

⁴⁶ According to the MTE: “General Prosecutors, or their substitute or the president of the Court reports to the National Direction for Justice Administration (DNAJ). Judicial police officers report to their superior in line (*Commissaire, Commandant de Brigade*)”

⁴⁷ Extraordinary CF meetings were also counted in.

⁴⁸ The relatively low number of CF meetings in Gao is attributed to the observed practice to organize them on a quarterly basis. Interestingly, interviews revealed that while these meetings would normally take place on a monthly basis, they are often postponed due to the absence of magistrates from their posts for security and family reasons.

⁴⁹ The criminal justice chain includes the auxiliary staff at the courthouse (i.e. clerks, bailiffs), and the front and back end of the criminal justice system: police, gendarmerie, specialized units, and penitentiary police.

Traditional actors are not invited in Gao and Timbuktu, whereas CSOs and traditional authorities participated in CF meetings in Mopti and Ségou. Both literature and interviews indicate the radical stances of traditional authorities in Gao and Timbuktu as the reason for their exclusion. While this may be true for Gao, the CF leadership attitude in Timbuktu would logically exclude moderate religious leaders from CF meetings in the same way as it excludes CSOs.

Despite the existence of consolidated practices in the work of CFs and manifest support from two consecutive justice ministries to formalize the role of CFs,⁵⁰ no Standard Operating Procedures (SOPs) were developed and CFs kept operating on the informal level with greater risk of personalization by those in a leading role.

3.2 Evidence of improved collaboration between magistrates and other criminal justice chain actors

One of the main CF objectives is to improve the collaboration of judges and prosecutors with the criminal justice chain: law enforcement and auxiliary services staff.

As a starting point on law enforcement personnel, the hierarchical organization of civil and military police coexists with the functional dependence of judicial police officers from PPOs. Prior to the establishment of CF meetings, reporting cases to superiors rather than dealing directly with prosecutors as required by law, was the norm for judicial police officers. At the same time, penitentiary police needed to communicate with courts on detainees' cases but prison wardens had no direct access to judges. The participation of law enforcement personnel to CF meetings has radically improved the situation. The possibility to discuss specific issues with magistrates in informal settings helped clarifying the respective roles, improved mutual trust and acquaintance.⁵¹ CF informal communication channels enabled prison directors verifying cases progress with judges and estimate the reduction in the number of individuals in preventive detention in the short term, which is particularly important in a situation of constant overcrowding.

Clerks and bailiffs participate in CF meetings with variable frequency. Auxiliary staff attends regularly in Timbuktu and Mopti,⁵² while in Ségou and Gao the initial participation of bailiffs (Ségou) and court clerks (Gao), became intermittent after 2018 in result of poor ownership of the CF by these groups.⁵³ Yet court clerks and magistrates experience collaboration issues that were not raised - and for which solutions might not be found - in the context of CF meetings due to the subordinate role of auxiliary staff. For example, a one issue raised in several KIIs is the absence of judges from the courthouse due to personal reasons and insecurity. Another one is the informal delegation of magistrates' tasks - like sentence writing - to court clerks. The limited availability of judges represented an issue for bailiffs too. For example, clarifying the correct interpretation of sentences usually required weeks, which implied a high risk of local conflicts. Anecdotal evidence confirms that informal communication with judges has greatly improved the situation with positive effects on the timeliness of sentences' execution.

⁵⁰ First during the interregional CF meeting in Mopti of Feb 2018. Then at the extraordinary CF meeting in Mopti of 14 June 2019.

⁵¹ For example, Annex B to the Final Report (p.6) quotes a beneficiary's statement on the importance to exchange telephone numbers with CF participants, especially magistrates. Similar statements were recorded during KIIs.

⁵² In Mopti also the Bar attended various meetings.

⁵³ Interviews with court clerks revealed the perception that CF meetings are run by and for magistrates and do not require their participation unless explicitly requested. Therefore, the participation of auxiliary staff depends from the type of CF leadership.

3.3 Evidence of improved coordination between law enforcement agencies and with court auxiliary services

When the project started, lack of coordination did not only affect the vertical relation between magistrates and law enforcement or auxiliary staff but extended to criminal justice chain actors representing the first interface of the population with the formal justice system. Desk review data as confirmed in KII revealed that CFs contributed to improve coordination between investigative units and bailiffs, as well as among different police units. Through informal discussion of practical issues, CF meetings offered unique occasions to clarify their respective attributions by the law and to establish direct communication lines between these actors. As a result, unlawful behaviors by judicial police officers belonging to the police investigative units or the gendarmerie, which resulted in encroaching the attributions of bailiffs (i.e. collecting civil debts) reportedly ceased in all four jurisdictions. CFs also allowed clarifying the specific mandate of specialized units,⁵⁴ which resulted in concrete coordination examples involving other investigative units. For example, judicial police officers and agents in Timbuktu started referring drug-related cases to their colleagues in the narcotics units after attending IDLO training.

3.4 Evidence of CF initiatives involving CSOs and traditional authorities

All four CFs supported various activities involving CSOs and traditional authorities. Exchange days, open-days, seminars, and meetings entailed a passive participation of CSO staff and traditional authorities, as they attended capacity building and awareness-raising events. Such initiatives took place in all the regions with a frequency that is substantially unrelated from the inclusivity level of CF. Based on the desk review of project reports and M&E data for the OVI 12, CFs supported approximately 75 initiatives (i.e. mostly training and, to a lesser extent, awareness-raising including open days and seminars) reaching out to over 2000 participants.⁵⁵

Inclusive CF went a step further by entrusting the implementation of specific activities to CSOs or traditional authorities, often in a leading position. For example, the head of the network of traditional communicators for development “RECOTRADE” in Ségou contributed to 2 awareness-raising events in 2017 and 2018. In GAO, representatives of DEMESO and GREFFA, two CSOs, were appointed by the CF to oversee the work of GBV units along with criminal justice chain actors. In July 2016, the Mopti CF pursued a better coordination with CSOs working on the reintegration of children in conflict with the law. In June 2018, it facilitated the voluntary transfer of a building plot for the construction of a center for minors by an international implementer.⁵⁶ In collaboration with traditional authorities and by committing the CF to ensure an equitable compensation for the original owners, the President of the CF successfully facilitated the plot transfer. The Final Report presents this case as an example of synergy between formal justice actors and traditional authorities. Yet the purpose of influencing the outcome of private negotiations benefitting an international actor and leaving former plot owners with no compensation so far, seems an undesirable outcome of the

⁵⁴ Specialized units participating in CF meetings include those competent for border control, narcotics, financial and economic crimes.

⁵⁵ Participants per year for all regions are as follows. 2017: 441; 2018: N/A; 2019: 757; 2020: 55. The total value of 2000 participants represents a rough estimate and does not exclude double counting of the individual beneficiaries.

⁵⁶ Mandela Project funded by UNDP in Doundou.

relationship between formal and informal justice actors, possibly compromising the credibility of criminal justice institutions.

3.5 Evidence of CF gender initiatives

Since their establishment CF did not systematically integrate gender in their activity and resolutions. Gender issues were rather addressed through sporadic initiatives. In Gao for example, the CF proactively monitored the establishment of GBV units in 2016. As from 2018, IDLO's effort to integrate gender in project activities contributed to the increase of gender initiatives by CFs. To start with, 2 gender trainings organized by IDLO in Bamako for key CF members in 2018 resulted in the preparation of gender action plans by identifying the main problems in relation to gender for the criminal justice chain in each region and the change sought, with related results, targets, and activities. These plans were supposed to be further developed by each CF and possibly implemented. Yet there is no evidence from CF meetings minutes and interviews that any of this happened. However, CFs did validate various GE activities including training and awareness raising days on the initiatives of IDLO coordinators from 2018 onwards. As for formal training, these included 4 courses in 2019 and 1 in 2020 for 116 participants out of whom 65% were female in all regions except Ségou and including Bamako.

Moreover, following the study visit to Rwanda of November 2019, a medical care service for victims of GBV has been created at the Ségou regional hospital. The GBV medical care is located on the same premises as other health services to avoid stigmatization and combined with judicial assistance services under the lead of TGI public prosecution office.⁵⁷

3.6 Evidence of improved interregional coordination from interregional CF meetings

The successful initiative of the first interregional CF meeting of February 2018 was not replicated. In the intentions of MoJ as reported in the MTE,⁵⁸ interregional CF meetings should have been convened twice a year with the participation of CF representatives and the directors of MoJ national agencies. Considering the willingness of IDLO to continue supporting the organization of interregional CF meetings, the negative impact of staff rotation in all Northern jurisdictions on CF activities reported for 2019 and 2020, likely represented an obstacle to organizing half-yearly interregional CF meetings after 2018. Reportedly, MINUSMA did not actively support the further organization of interregional CF meetings but there is no evidence of its opposition to such meetings from KIs either.

The formalization of CF may have improved the coordination of CFs by clarifying attributions and standardizing procedures and it was encouraged at different times during implementation. For example, in June 2019 the Ministry of Justice solemnly committed to formalize the CF and mandated the General Prosecutor to follow up with the specific proposals. There is evidence of follow up by IDLO or stakeholders in this regard.

⁵⁷ See Ségou Consultation Framework meeting n°30 of 16 September 2020, meeting minutes p. 2.

⁵⁸ See MTE, Vol I, indicator 7.1.

5.4 Evaluation Question 4 (Effectiveness, Sustainability)

Evaluation Question 4	
Question	To what extent have judicial practices improved as a result of enhanced performance of administrative and law enforcement officers, enhanced material conditions and better dialogue between criminal justice chain actors?
Indicators	4.1 Improvement in the quality and timeliness of police reports 4.2 Reduction in the average tasks processing time by court auxiliary staff 4.3 Reduction in the average processing time of criminal cases by investigation units 4.4 Improved respect of custody time limits 4.5 Frequency in the use of registers textbooks and guidelines 4.6 Malpractices identified/corrected following judicial inspections by the Parquet and ISJ 4.7 Increase in the number of criminal cases judged annually by courts
Summary Answer	
<p>Judicial police officers and agents from various law enforcement institutions (i.e. police, gendarmerie, central narcotics office, financial crimes units) received the biggest share of training and material support delivered by the SCJC project, which additionally contributed to the organization of judicial inspections. The holistic approach to improving the quality of judicial police work paid off. Prosecutors and CSOs at different locations and times praised the improved quality of police reports. Reportedly, the use of IDLO registers contributed to a better adherence to procedures in dealing with justice users.</p> <p>Improved competences of auxiliary staff in courthouses (i.e. primarily, court clerks) were also ascertained in all project regions. Nevertheless, performance improvements of court clerk offices are hampered by such other factors as poor material conditions and scarcity of human resources, that training alone could not remedy.</p> <p>Improved practices of judicial actors probably contributed to better institutional performance of the judiciary in the regions. However, measuring this contribution is not possible based on the available data.</p>	

4.1 Improvement in the quality and timeliness of police reports

Judicial police reports are essential to the work of examining magistrates. Their poor quality or insufficient timeliness is at the origin of misunderstandings and generates frustration on both the judiciary and law enforcement sides. The need to improve the quality of police reports was already identified in the 2016 diagnostic studies of the criminal justice chain. Consequently, a specific module on the elaboration and conditions of validity of such reports was cyclically delivered as part of the first training courses on the role of judicial police officer in criminal trials, or as a stand-alone training in Mopti (2016), Gao and Ségou (2017) and eventually in Timbuktu (2018). Police reports writing and validity were also among the subjects covered by the capacity building offer of partner CSOs via sub-projects. While partner CSOs did not monitor quality improvements with police

reports, the application of improved knowledge from 2016 training courses by 7 judicial police officers was assessed by IDLO. All respondents confirmed the application of new knowledge. Moreover, judiciary and law enforcement staff from different ranks⁵⁹ and locations expressed their satisfaction for quality improvements of police reports in areas covered by IDLO activities.

4.2 Reduction in average task processing time by court auxiliary staff

Poor capacity of court clerks was a key issue that the magistrates pointed out in MTE interviews with regard to quality and timeliness of justice. Although no quantitative data is available on the possible reduction in task processing time by court clerks in result of capacity building activities, there is evidence that IDLO's training made a positive contribution to improved efficiency of clerks' work, the extent of which cannot be established with certainty. A monitoring mission in 2017 revealed that 100% of trained court clerks were applying new knowledge and skills at the workplace. The MTE also attested the improved performance of court clerk⁶⁰. Similar findings emerge from evaluation interviews in all project regions. Reportedly, court clerks are more confident in carrying out their work, know and adhere to relevant procedures (i.e. for preparing and issuing legal orders), which results in service quality and timeliness improvements benefitting justice users. Still, all court clerks mentioned the poor material conditions of their work and specifically in relation to the absence of digitalized archives, computers, functioning printers, and cartridges, and secured physical archives. Hence, material conditions seem to have not improved compared to mid-2018.

4.3 Reduction in average processing time of criminal cases by investigation units

The reduction in average processing time of criminal cases was monitored by the Project through regular consultation of registries kept by sampled investigative units of the police, gendarmerie, and narcotics central office (OCS) that were supported by the Project. The initial baseline value of 2.14 days in 2017 reduced to 1.92 by the end of the same year. It went further down to 1.63 in 2018 (-0.29) and then again to 1.38 by the end of 2019 (-0.25).

According to project reports, the target of 0.96 days was missed due to staff rotation in 2019 and time required by new personnel put into practice knowledge gained from IDLO capacity building events. While this is plausible, it is observed that the reduction achieved in 2019 is comparable with that in 2018. Data from the field does not provide clear indications to gauge IDLO's actual contribution to the observed trends.

4.4 Improved respect of custody time limits

For standard cases (i.e. excluding terrorism) the maximum duration of police custody is 48 hours. Even though no baseline data is available for Northern jurisdictions, by admission of project beneficiaries and considering data for Southern regions,⁶¹ its lawful duration was often disregarded

⁵⁹ The report "Aide Mémoire Mission de Suivi of September 2017 provides anecdotal evidence and percentage values to support its findings. Hence, the number of respondents confirming improvements in the quality of police reports cannot be quantified.

⁶⁰ Key performance improvements related with the compilation of registers, the preparation of documentary evidence, collection of administrative costs.

⁶¹ In 2018, the delay was passed in 57% cases in Koulikoro and 40% in Kayes. See: Rapport de Synthèse de l'Enquête Conjointe DNAJ-USAID sur l'Etat des Juridictions du Mali, Checchi, 2018.

at the project start. The respect of custody time limits was addressed through a combination of four initiatives cutting across all project components. First, IDLO and partner CSOs organized training and other initiatives for capacity building and awareness-raising . In particular, IDLO organized 4 training courses on the subject in 2017 (Mopti) and 2018 (2 in Sékou and 1 in Timbuktu). Second, custody registers signed and initialed by the tribunal were provided to the police and the gendarmerie. Third, IDLO supported judicial inspections by the Parquet at various locations. Finally, partner CSOs visited custody locations (i.e. police stations) to verify the actual respect of terms.⁶²

Law enforcement officials, court personnel, CSOs and traditional authorities whose opinion was recorded in monitoring missions acknowledged the improved respect of custody time limits compared to the pre-project situation.⁶³ No contrary findings emerged in KIIs of the final evaluation field phase.

4.5 Frequency in the use of registers, textbooks, and guidelines

In a context where target groups have wide material needs relating to transportation, essential office hardware (i.e. desks, computers, printer, and cartridges), supplies and tools (manuals, registers), the SCJC project focused on specific tools correlated with the application of established procedures and the respect of human rights. For example, police registers and prison registers are essential to verify the respect of custody and preventive detention terms.

As from 2017, IDLO delivered hundreds of registers signed and initialed by the tribunal, which ensures their authenticity and completeness, to investigative units and prisons in the regions of Mopti, Sékou, and Timbuktu. Registers enable to track individuals in custody, the transfer of detainees and other activities. The use of registers minimizes the likelihood of abuses and is essential for habeas corpus. Several informants from various locations including judicial and penitentiary police officers, prosecutors and DRAPES officials confirmed the systematic use of registers according to specific instructions provided by IDLO and the consequent facilitation of the inspection duties. In the availability of registers, the prior practice for which each incumbent utilized a personal notebook to track custody and detention information is no longer followed.

IDLO offered to elaborate an “Investigator’s Guidelines” to support the application of lawful practices in the work of investigative units in the Mopti region. The initiative was on hold for long to avoid overlapping with a similar activity initiated by EUCAP Sahel at national level. Eventually IDLO prepared an inspector booklet with the agreement of the CF, which was quoted by law enforcement personnel interviewed as a useful tool for investigative units.

4.6 Malpractices identified/corrected following judicial inspections by the Parquet and ISJ

IDLO supported the organization of 3 judicial inspections by the Parquet (Sékou, September 2017) and ISJ (Timbuktu, February-March 2019 and Gao, May 2019).

Based on the review of the majority of inspection reports and discussions with KIIs it emerged that investigative units use a variable number of registers (i.e. some registers required by law are simply

⁶² When granted no access or information, a CSO informed its CF to facilitate both. The case was recorded in the minutes of the 8th CF meeting in Sékou of August 2017.

⁶³ The final report help contextualizing such improvements with the following anecdote: after being held in custody at the police station for 2 days, a local resident described his experience in very positive terms as he received information on the ongoing procedure, suffered no maltreatment and was set free by the 48h term expiry.

missing at specific locations), most of which are numbered and initialed, Poor conditions of custody cells and the absence of transportation means are recurrent issues annotated in the inspection reports and reflected in their recommendations.

The inspection mission reports repeatedly verified that no other personnel than inspectors and commanders had been trained, which implicitly acknowledges how training opportunities are limited and not available for all the relevant personnel. KIIs with judicial police officers revealed that trained personnel generally make sure the individuals in custody understand the procedure and their rights. Direct observation confirmed that lower-ranked law enforcement personnel are eager to participate in training, which may indicate self-awareness of capacity gaps.

4.7 Increase in the number of criminal cases judged annually by courts

The inexistence of justice sector statistics in key areas for the SCJC project together with the initial reluctance of Gao and Timbuktu jurisdictions to share data for the purpose of results monitoring, negatively affected the reliability and significance of the number of criminal cases annually judged by courts that is available in the project annual reports. In the first quarter of 2020, the project eventually obtained complete data from all jurisdictions, which are presented in the table and chart below.

Region	2015	2016	2017	2018	2019
Mopti	62	341	296	207	271
Segou	314	328	349	284	392
Gao	114	226	168	135	259
Timbuktu	70	76	53	39	64
Total	560	971	866	665	986

Table 5: Number of cases annually judged by courts

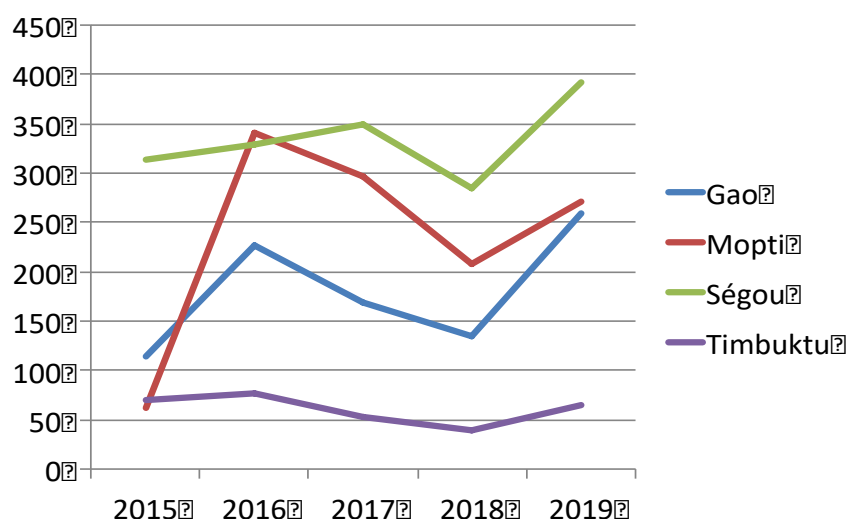


Figure 4: Number of cases annually judged by courts

The actual increase in the number of annually judged cases in 2019 appears limited to only 1,5 % from the 2016 baseline, while it is 76% from 2015's. The negative performance mentioned in progress reports for 2017 and 2018 in correspondence with specific events is substantially confirmed

by the below-baseline overall values in 2017 and 2018. Overall, large fluctuations from one year to another and the influence of external factors do not allow identifying specific trends to which the SCJC project may have contributed to significantly enough.

5.5 Evaluation Question 5 (Effectiveness)

Evaluation Question 5	
Question	To what extent have penitentiary services improved as a result of training and awareness-raising of prison officers, the facilitation of prison inspections and other initiatives focused on improving the legal knowledge and living conditions of detainees?
Indicators	5.1 Reduction in the average annual preventive detention rate 5.2 Corrective actions taken as a result of control missions 5.3 Evidence that new legal competences are applied by prison officers 5.4 Evidence of enhanced detention conditions
Summary Answer <p>IDLO succeeded in improving the competence of penitentiary personnel. Specifically, prison directors demonstrated application of new knowledge from training. However, the number of prison guards conforming to applicable procedures and human rights standards could not be gauged. Improved detention conditions seem mainly related to infrastructure improvements, thus lying outside of the project scope. Control missions supported by IDLO confirmed the generalized respect of procedures and did not unveil flagrant rights violations. In the few cases where inspection mission reported that preventive detention delays were passed, the liberation of the detained did not necessarily follow. This partial falsification of hypotheses reveals that system is far from functioning correctly. Overall the project impact on preventive detention trends seems negligible due to the prevailing influence of external factors.</p>	

5.1 Reduction in the average annual preventive detention rate

Monitoring missions took place at regular intervals to consult the registers in sampled prisons and collect data feeding into OVI5 of the project monitoring system, which calculates the percentage of detainees in preventive detention on the total number of detainees. From the baseline value of 69%, corresponding to 339 detainees in preventive detention at the beginning of 2017 against a total of 493 detainees,⁶⁴ figures plummeted by the end of the year, when a reduction of almost 54% was reported. This positive trend was not confirmed in the following years. In 2018, the ratio rapidly increased to 64% (i.e. 554 detainees in preventive detention against a total number of detainees of 872), decreased to 62% by the end of 2019 and then rose again to 66% in May 2020, though absolute values were about 2.5 times higher than in 2017 (i.e. 739 in preventive detention against total number of 1108 detainees). Considering the significant fluctuation in the number of detainees in preventive detention, related percentages are not adequately describing preventive detention trends. In fact, absolute values reveal a progressive increased in the recourse to preventive detention from 2017 to 2020. Reportedly, the increase in the number of drug-related cases involving youth has influenced this trend since 2019.

5.2 Corrective actions taken as a result of control missions

⁶⁴ Reported figures correspond to average percentages or consolidated values from sampled prisons in all project regions.

IDLO in collaboration with MINUSMA / SAJP supported the organization of 4 missions for the inspection of prisons by DRAPES in Ségou (April 2018), Mopti (June 2018 and 2019) and Timbuktu (2019). Documental review and interviews with participants to inspection missions revealed how poor infrastructure, particularly in relation to deterioration of buildings and water & sanitation systems, is a common and primary issue in all prisons.

IDLO-supported missions were also useful to verify detention conditions. For example, mission reports mention the availability of hygiene kits for female detainees and the verification of detainees' diet.

The review of registers and detention papers during concluded that detention legal terms were generally respected, which was confirmed during this final evaluation interviews. However, mission reports also mentioned cases of exceeded duration of legal detention, which should have led to the liberation of the detainee. While there is no evidence of such an outcome, justifications of the prison director and other explanations were reported instead.

While there is no evidence that inspectors took significant corrective measures in relation to passed detention terms, detention conditions were limitedly addressed by taking corrective in line with the available means. Examples relate to the adjustment of detainees' diet in the Ségou region by replacing a cereal with another one and the effective separation of male and female detainees (i.e. in the Koro prison in Timbuktu).⁶⁵

5.3 Evidence that new legal competences are applied by prison officers

IDLO delivered several training courses specifically designed to improve the knowledge of human rights by prison officers.⁶⁶ Penitentiary police officers from different regions enumerated various training subjects, among which respect of human rights, preventive detention, youth and women detention and record keeping ultimately proving knowledgeable in such areas. A commitment to ban torture, ensure the separation of women and minors from other detainees or decent hygiene and food standards emerged from field interviews and inspection mission reports by DRAPES alike. Moreover, all DRAPES reports evidence how detainees know prison rules and their rights as penitentiary staff informed them in this regard. The extent to which new legal competences are applied in prison could not be verified directly. However, key informants have reported the pride of penitentiary officers during prison open days where they would articulate their role and the function of their institution. These reports provide a useful proxy for demonstrating the improved legal competence of penitentiary staff.

5.4 Evidence of enhanced detention conditions

Specific, localized improvements in detention conditions can be inferred from anecdotal evidence. The project final report and KIIs show that a collaborative environment had been established, from transparent communication of detainee's rights and the individual communication channels with the prison directors. While improved knowledge of rights and prison management were targeted through recurrent activities by IDLO and partner CSOs, for which their contribution to results is plausible, other areas referred to in interviews like the physical separation of women and minors or

⁶⁵ Final Report, Annex B.

⁶⁶ As confirmed in KIIs, prison staff also benefitted from IT training arranged by IDLO to improve its capacity to use common word processing and spreadsheet software.

improvement in food quality and quantity seem out of the scope of IDLO's work and aligned with the work of other implementers. The delivery of hygiene kits or material support in other forms in the first half of the project was foreseen in the 2019 and 2020 work plans for at least 20 and 100 women respectively, in line with a specific recommendation of the MTE reflected in IDLO's management response. There is no clear evidence that hygiene kits were eventually delivered in all project regions or at specific locations.⁶⁷

⁶⁷ Hygiene kits were certainly delivered in Gao to the benefit of an indefinite number of female detainees

5.6 Evaluation Question 6 (Effectiveness, Impact)

Evaluation Question 6	
Question	To what extent have awareness-raising and other initiatives carried out by IDLO and its partner CSOs empowered local communities and vulnerable groups including women and detainees, thus contributed to increased recourse to the formal justice system by the population?
Indicators	<p>6.1 Community actions taken following awareness-raising initiatives</p> <p>6.2 Increase in the number of citizens benefitting from legal assistance in CSOs project areas</p> <p>6.3 Increase in the number of cases brought to OPJ in the project regions</p> <p>6.4 Evidence of case referrals to CJC actors by traditional authorities</p>
Summary Answer	
<p>The collaboration with partner CSOs gained momentum with the second and third calls for proposals, when partner CSOs partially abandoned their activity-oriented approach to implementation and devoted greater concentration to results. Awareness raising worked as an effective lever for community mobilization and triggered collaborations between local authorities and grassroots organizations. Subprojects achieved tangible results at their specific locations, ranging from the liberation of detainees to the presentation of complaints and denunciations by women, in addition to obtaining birth certificates. The latter may be only partially aligned with the project scope but remains important in reducing the justice gap.</p> <p>In 2019, IDLO invested more in communication and awareness-raising initiatives, particularly in the Timbuktu and Gao regions. The number of cases submitted to the judicial police, as monitored by the project, increased every year. While several case referrals from traditional authorities have been reported, their relative contribution to the positive trend of number of cases brought to judicial police cannot be accurately discerned.</p>	

6.1 Community actions taken following awareness-raising initiatives

There is positive evidence of progressive mobilization of local communities by partner CSOs. Results seem limited in 2017 but more evident in 2018 and 2019. The 9 sub-projects of the first round⁶⁸ achieved a good participation of target groups in activities but did not channel community response into concrete initiatives. Focusing on activities and outputs rather than outcomes and impact may be explained by the limited duration of sub-projects (i.e. six months) and capacity gaps of implementing teams on the ground.⁶⁹

From the first to the second and third call for proposals, there was a shift from an activity-oriented to a results-based approach to implementation. For example, a key outcome in all three rounds was improved legal awareness. In the first round, CSOs reports claimed its achievement based on the mere implementation of radio broadcasting and open days, which were basically considered as

⁶⁸ The purpose of the first call for proposals was to achieve social mobilization on information, educational and communication activities.

⁶⁹ IDLO, Aide-Mémoire Mission de Suivi, August 2017.

activities and outputs at the same time. In the successive rounds 2 and 3, the implementation of communication and awareness-raising initiatives did no longer imply improved legal awareness, for which evidence came from concrete initiatives carried out with and by local communities.

The strategy to continue working with the same CSOs, often at the same locations, seemingly paid off. Specifically, progressive capacity improvements of partner CSOs enable to plan and support the concrete initiatives of local community actors with various degrees of autonomy and potential for continuation. In the Ségou region, local committees were formed and supported to take an active role in surveying and addressing the needs of the population in collaboration with local authorities.⁷⁰ Similar results were obtained in the Mopti region, where two GBV associations enjoy support from the rural municipalities of Koro and Koporona since 2019.⁷¹

The replication of the Consultation Framework model at the municipality level in all regions except Timbuktu, where no CSOs were awarded IDLO grants in the second and third calls, helped mobilizing local communities. In Timbuktu poor performance of partner CSOs awarding a grant in the first call for proposal led to adopting a different approach in working with civil society.⁷²

6.2 Increase in the number of citizens benefitting from legal assistance in CSO project areas

Several sub-projects focused on legal assistance and reportedly made a positive contribution to the justice needs of disadvantaged segments of the population. Legal assistance was provided in relation to the presentation of complaints, the release of detainees, and to obtain civil status certificates. Findings are mixed though. ACEF supported women in the submission of complaints in the area of Douentza (Mopti) but abandoned its objective in 2018 due to contextual constraints. It tried again and succeeded in 2019 but surprisingly, ACEF did not record the number of submitted complaints and this data has not emerged in KIIs.

CR-ONG achieved the liberation of numerous individuals detained in the Ségou region (i.e. 16 detainees in 2018 and 105 in 2019, most of which were women or youth) by facilitating coordination between judges and social services like DRPFEF and DRDSES.⁷³ The impressive percentage of successful cases (100% in 2018 and 73% in 2019) demonstrates the absence of coordination by criminal justice chain actors and related services in the absence of external inputs.

In the Ségou region (i.e. 7 districts covered) the OSC GADEC provided legal assistance to pygmies, a minority group, to obtain marital status and birth certificates. The OSC SDI provided legal assistance to an indefinite number of GBV victims in the Baroueli district (i.e. Ségou region). Although representing a strategic entry point to reduce the gap between the population and formal justice actors, the support to obtain civil status certificates is little aligned with the scope of the SCJC project as it relates to criminal justice.

⁷⁰ CR-ONG aimed at reinforcing local authorities' communication with their constituency within their programs for socioeconomic and cultural development (PDESC).

SDI mobilized the population in Kalaké and Konobougou for establishing 12 local committees advocating for the rights of girls and women. Two "Protocols of assistance to the protection and promotion of the rights of girls and women" were eventually adopted by the municipalities on 4 March 2020 (Kalaké) and 10 March 2020 (Konobougou).

⁷¹ Sub-project implemented in 2019 by ARAFD.

⁷² Even though component 3 did not cover the Timbuktu region after 2017, numerous legal awareness-raising initiatives targeting civil society were organized under the aegis of the CF (On this topic also see indicators 3.1 and 3.4).

⁷³ Direction Régionale de la Promotion de la Femme, de l'Enfant et de la Famille, et; Direction Régionale du Développement Sociale et de l'Economie Solidaire.

6.3 Increase in the number of cases brought to OPJ in the project regions

IDLO carried out regular monitoring missions to collect data from sampled police stations, gendarmerie posts and others (i.e. narcotics police or OCS) and update results for OVI18 of the monitoring system on the percentage increase in the number of complaints and denunciations brought to the attention of judicial police officers in the project regions.

The baseline value is the percentage increase from 2015 to 2016: 21% from the 2015 value of 356 (i.e. 432 or +76). As shown in the table below, the target (i.e. the overall increase of 75% from the 2015 baseline) was largely exceeded at the end of 2019.

Year	2015	2016	2017	2018	2019
Referred cases	356	432	600	1090	1248
% increase from baseline		21%	69%	306%	351%

Table 6: Number of cases referrals to judicial police officers

The progress reports for successive periods recorded statements of criminal justice chain actors establishing a correlation between the implementation of awareness-raising activities and the increase in the number of referred cases in the following days. No information is available for results the medium term.

While no quantitative data is available to gauge the increase in the number of cases submitted to formal justice actors at sub-projects locations, several KIIs showed an increased confidence of the population in referring cases to criminal justice actors. Reportedly, improved awareness of rights violations and harmful practices, and better accessibility of justice actors are key drivers of change. For example, GBV - including beatings and genital mutilation - may be still happening locally but a shift in community attitudes and the establishment of direct communication channels with justice actors,⁷⁴ made GBV perpetrators less reliant on impunity⁷⁵ and acted as a deterrent for fear of social stigma and arrest by the police.

Other interviews revealed how growing insecurity hinders or reverses positive trends in bringing cases to formal justice actors. As one implementer put it, in the aftermath of “attacks, kidnappings and targeted assassinations, judges are afraid to sit in the municipality while plaintiffs are afraid to initiate proceedings.”⁷⁶

6.4 Evidence of case referrals to criminal justice chain actors by traditional authorities

Progress reports from IDLO and partner CSOs provide – and KIIs confirm - anecdotal evidence of traditional authorities (i.e. imams / cadis, village chiefs, traditional communicators) referring criminal cases to formal justice actors resulting from better understanding of the criminal justice system and direct acquaintance with judicial police officers and prosecutors. Examples of collaboration in civil matters also exist, specifically for the acquisition of expert opinions and the homologations of

⁷⁴ The representative of a local CSO supported by ARAFD mentioned the improved accessibility of magistrates as a major change from before awareness raising and capacity building events: “Désormais nous sommes en contact avec tous ses hommes de la justice qui au paravent n’était pas du tout accessible pour nous .»

⁷⁵ To say it with the same informant: “Mais c’est sur aujourd’hui si nous les voyons, nous les déclarer donc ça veut dire que nous avons fait de pas en avant. Cela dénote de l’impact positif de ses actions sur les populations. »

⁷⁶ ACEF, Rapport Narratif 2019.

decisions. While in general, links between formal and informal justice systems are nothing new,⁷⁷ several informants from both systems specifically attribute the shift in attitudes to IDLO. Although generally considered a positive change, the project reports note the improved accessibility of magistrates may expose them to undue influence from political pressure of traditional authorities, thus undermining the independence of the judiciary in upholding the Rule of Law.

⁷⁷ See Section 3, Introduction, last para.

5.7 Evaluation Question 7 (Coherence, Sustainability)

Evaluation Question 7	
Question	How was coordination with other international initiatives pursued and to what extent were duplication of efforts avoided and synergies created with centrally managed initiatives covering northern regions?
Indicators	7.1 Evidence of coordination and synergies with MINUSMA/SAJP 7.2 Evidence of coordination efforts with other international stakeholders 7.3 Evidence of collaboration with MoJ agencies 7.4 Evidence of synergies with INFJ 7.5 Evidence of synergies with CPS/SJ 7.6 Evidence of dissemination, replication or scale-up of best practices
Summary Answer	
<p>The collaboration with MINUSMA/ SAJP worked fairly well. From the initial coordination of activities to mitigate security threats in regions other than Ségou, IDLO was able to exploit specific collaboration opportunities and create synergies out of the respective comparative advantages. Notwithstanding the existing collaborative relations, each organization pursues its agenda autonomously. The existing coordination mechanisms at central level and the role of CFs in the regions positively contribute to avoid overlaps in the activity of IPs. Still, IPs tend to work in silos and collaboration opportunities are not pursued. IDLO improved its relations with central-level justice institutions over time and increased its support through parallel initiatives to those in the regions. Yet coordination remained limited and no synergies were created in relation to planning and implementation of project activities in the North.</p>	

7.1 Evidence of coordination and synergies with MINUSMA/SAJP

The project sought coordinating its activities with MINUSMA from the outset and specific synergies were exploited throughout the implementation period, in line with the expectations of the Donor who also contributes with funds and troops to the UN mission.⁷⁸ The initial organization of regular monthly meetings was gradually abandoned in 2018 and replaced by more informal coordination mechanisms on the side of CF activity. CF meetings minutes evidence the collaboration with MINUSMA Section for Judiciary and Penitentiary Affairs (SAJP) and UNPOL in all regions and particularly for the implementation of CF resolutions, in line with the respective areas of comparative advantage. In this regard, IDLO's reactivity in supporting consultation frameworks through its regional coordinators was an important element of complementarity with MINUSMA/SAJP, which - by admission of its own personnel – is bound to observe rigid protocols and lengthy procedures. Successful collaborations concerned the joint organization of several training courses and awareness raising events, as well as the interregional CF meetings of 2018. There is no

⁷⁸ At the time of report writing, the option to withdraw Dutch military personnel from the UN mission is on the table.

clear evidence that SAJP procedural constraints contributed to the failure in replicating the interregional CF meetings.⁷⁹

KIIs helped clarify that while SAJP and IDLO consider mutual coordination and synergies as important to achieve their respective goals, they pursue autonomous agendas and this entails the risk of poor coordination in working with criminal justice chain actors. For example, hiring trainers belonging to the criminal justice chain above local remuneration levels may exacerbate competition between IPs and risk diverting key human resources from their institutions (i.e. courts, PPOs, DRAPES) and INFJ in result of remuneration gaps.

7.2 Evidence of coordination efforts with other international stakeholders

At the central level, all donors and implementers participate in the Executive Coordination Group (ECG) and attend the meetings of its thematic groups in line with their respective specialization. The Thematic Working Group in Governance, which the Netherlands co-chairs, convenes the co-leads of its sub-working groups. The Dialogue Group on Justice, to which IDLO participates, is co-chaired by the EUD and MINUSMA.

The ECG aims at facilitating coordination between international stakeholders. However, concrete coordination efforts are not evident and no major collaboration was mentioned in KIIs, except between implementers and their donors. The practice of siloed work and the risk of duplication of efforts in the area of training were mentioned.

In the regions, other international actors than SAJP, UNDP, UNPOL and IDLO participated in CF meetings (i.e. ASFC, Diakonia), though not regularly. While participation in meetings may have limited the risk of duplication, it has not led to specific collaborations between international stakeholders to support the criminal justice chain, let alone those referred to under indicator 7.1 above. As stated in the MTE, coordination with UNDP worked well but it did not lead to collaborate on specific initiatives. In Mopti, IDLO took over the delivery of registers for judicial police officials that the CF initially allocated to UNDP. Also, UNDP's Global Focal Point project progressively reduced focus on capacity building of criminal justice actors and oriented it towards other target groups than IDLO's (i.e. prefects, mayors) while increasingly concentrating efforts on infrastructures (i.e. mainly buildings) for justice institutions.⁸⁰

7.3 Evidence of collaboration with MoJ agencies

The Consultation Committee (CC) should have provided the framework for developing the collaboration between IDLO and MoJ agencies responsible for courts (DNAJ, DNAJS, ISJ) and prisons (DNAPES) administration at the national level. In practice, the CC never assured the strategic function described in the Proposal because, as detailed under indicator 1.1, the active involvement of national institutions in planning and implementation of project activities contradicted the PDIA approach.⁸¹ As verified in the MTE, MoJ agencies received information from justice chain actors in the regions and expressed concern for uncoordinated planning and implementation of activities in the regions at the occasion of CC meetings. Following a recommendation in the MTE, the 2019 work

⁷⁹ With regard to the set-up of an inter-CF exchange platform, the 2019 Annual Report attributes its non-realization to the slow administrative procedures of MINUSMA/SAJP.

⁸⁰ MTE, Vol II, p.31 and MTE field interview with UNDP key informant.

⁸¹ See, indicator 1.1 second-last paragraph, p. 22.

plan included numerous new activities aiming at collecting and addressing the needs of national justice institutions, gaining political support for the formalization of Consultation Frameworks, and engaging on policy dialogue for gender equality in the justice sector. IDLO supported the organization of inspection mission of the ISJ and DNAPES and organized two study visits, which saw the participation of personnel from the DNAJS (Senegal) and ISJ (Rwanda). As evidenced in all KIIs with national stakeholders, these initiatives contributed to ameliorate relations with central-level justice institutions. Yet they failed to attain concrete results with regard to the formalization of CFs or gender equality.

7.4 Evidence of synergies with INFJ

In line with the MTE recommendation n°2, the project increased its support to INFJ in the last 1,5 years of implementation. In such a relatively short time, no joint initiatives could be developed and concrete synergies did not materialize. Until 2019, the project coordination with INFJ was limited. As a member of the project CC, INFJ participated to its meetings but similarly to other attending central-level justice institution, it did not have the chance to play a significant role in steering the project. The joint organization of a training course in Ségou in 2017⁸² was the main collaboration until 2019, when INFJ benefitted from IDLO's ToT and its key staff participated to study visits to Senegal and Rwanda. Reportedly, the study visit to Senegal provided essential elements to develop the institute's digitalization plan strategy currently under implementation. In 2020 INFJ and IDLO identified the opportunity to jointly develop and organize gender training. Plans to develop relevant guidelines, training curriculum and related modules were not implemented by the end of implementation and KIIs did not highlight any progress in this area so far.

7.5 Evidence of synergies with CPS/SJ

The association of the CPS/SJ to project monitoring as of the initial stages of implementation had potential to generate synergies but eventually achieved limited result. By collaborating with IDLO, the CPS/SJ could have reached out to northern jurisdictions overcoming its financial constraints, in addition to receiving an on-the-job training. In turn, the participation of MoJ staff on IDLO data collection missions was meant to facilitate access to information in the jurisdictions. However, collaboration opportunities were limited. While the CPS/SJ missed a first monitoring mission, it participated in IDLO's annual retreat of January 2018 and in August joined a second mission. The MTE recommended to further support the CPS/SJ in fulfilling its mandate⁸³ beyond the initially sought participation in IDLO monitoring missions. In response, IDLO delivered a ToT course and prepared a data collection manual in November 2019. The CPS/SJ was also invited to join the study visit to Senegal but its representative eventually was not able to join.

KIIs with IDLO and other implementers consistently point out that the CPS/SJ has limited capacity to engage and work effectively, due to capacity gaps and severe budget constraints.

7.6 Evidence of dissemination, replication or scale-up of best practices

Bearing in mind the findings presented under indicator 3.1, it is safe to consider Consultation Frameworks in northern Mali as a model with clear potential for countrywide replication and scale-

⁸² Rédaction des décisions de justice, Ségou, 19-21 Sep 2017.

⁸³ The last national justice sector statistics were published for the year 2015 with substantial delay.

up at the national level.⁸⁴ EUCAP Sahel established the CF in Kayes⁸⁵ but there is no evidence of influence from the northern experience and information on its model is insufficient for analysis. Also, the successful replication of CF by partner CSOs in various municipalities, confirms the asserted potential of the CF model. As already reported in the MTE, in 2018 the DNAPES scaled up an initiative of the CF in Ségou by establishing prisons monitoring committees at various locations. There is no evidence that the initiative was further replicated or at least continued in the initial locations.

⁸⁴ Ministry of Justice in charge publicly praised the CF model and prompted its further development at the interregional CF meeting of February 2018 and at the extraordinary CF session of June 2019, both of which took place in Mopti.

⁸⁵ Kayes is the capital of the homonymous region in the South of Mali.

6 Conclusions

The following section illustrates the evaluation’s conclusions. Conclusions are derived from the analysis developed under specific EQs and take into account the connections of the project with the context, so as to maximize their validity. They are presented in standardized form, whereas the actual meaning of succinct conclusion statements is detailed in a longer narrative. Reference EQs are also indicated.

C1	The project strategy balanced local needs and national priorities and aligned with IDLO and donor strategies through a coherent design. It did not prioritize coordination with national justice institutions and insufficiently integrated gender but improved in relation to both aspects during implementation.	<i>Origin: EQs 1, 2</i>
<p>While the PDIA approach proved relevant to GoM justice sector strategy objectives, it did not match MoJ’s centralized policy implementation approach. This fact limited coordination opportunities and threatened capacity improvements in the regions, as demonstrated by setbacks from the periodic rotation of criminal justice chain actors.⁸⁶ Increased collaboration with central-level justice institutions in 2019 improved relations but did not lead to harmonizing the PDIA and the centralized justice sector policy implementation approaches, for which planning of activities in the regions continued on the local level applying simplified methodologies (i.e. in relation with training needs assessment, the elaboration of training plans and curricula development), entailing a higher risk of effort duplication.</p>		

C2	CFs were highly successful in improving the coordination and collaboration between criminal justice chain actors. However, synergies with CSOs and traditional authorities were only partially attained. As CF procedures were not formalized, CFs maintained their initial configuration as informal platforms of the criminal justice chain.	<i>Origin: EQs 1, 3, 7</i>
<p>The consolidation of Consultation Frameworks has improved the coordination of criminal justice chain actors while their activity supports the aims and practices of established justice institutions. Ownership of CFs by magistrates and - to a lesser extent - law enforcement officials are well ensured, but the participation of civil society and traditional authorities is not. CFs have become a model initiative, which MoJ committed to formalize, replicate and scale-up. The absence of</p>		

⁸⁶ The periodic rotation of criminal justice chain actors is part of GoM strategy to improve justice sector performance and may find further justification in the opportunity to move trained staff to more densely populated jurisdictions, staff. See also: Judicial Reform Policy, Part II, Section 3a.

progress in this regard may be due to a potential risk of reduced autonomy as perceived by CF leadership and key international actors.

C3	Building the competence and skill of criminal justice chain actors was essential in improving individual performance but proved more effective in ameliorating performance of criminal justice institutions in the regions when combined with material support and complementary initiatives by other IPs.	Origin: EQs 3, 4, 5
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Support for judicial and penitentiary police was not limited to training but included logistics for inspection missions and material support, sometimes with complementary inputs from other implementers. The positive appreciation of performance improvements recorded in EQs 4 and 5 reflects the combination of various types of support. In the case of court clerks, knowledge gains from training led to better service provision for justice end-users. Poor material conditions of clerk's offices, however, limited the extent to which ameliorated services by auxiliary staff lead to an overall improvement of court activities across all regions.

C4	The improved capacity of criminal justice chain actors to apply the law is not sufficient to ensure the respect of the rights of the accused due to inherent limitations of the criminal justice system to attain self-reform.	Origin: EQs 5, 6
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EQ5 verified the application of knowledge gains from training by penitentiary police officers and their better coordination with judges and prosecutors, particularly in ensuring acceptable detention conditions and the respect of detention delays. At the same time, EQ6 findings revealed how partner CSOs succeeded in improving the coordination of magistrates, prison and social services, eventually achieving the release of numerous detainees. Whereas criminal justice chain actors assert that lawful conditions are granted to detainees, CSOs' achievements to ensure the respect of detainees' rights suggest a limited capacity of the criminal justice chain to identify and address its own deficiencies in relation to HR violations. It also highlights the essential function of legal aid actions carried out by CSOs in a context where attorneys at law are not available.

C5	The adaptation of cooperation modalities and their duration matched the absorption capacity of CSOs and traditional authorities, leading to attainment of concrete results. Yet a limited number of direct beneficiaries captured a large share of benefits.	Origin: EQs 3, 6
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The involvement of CSOs according to a "do-it-yourself" approach followed the more cautious stance taken by IDLO in the first call for proposals (CfP) to directly oversee the execution of

activities in addition to verifying the achievement of related results. Among the factors enabling new cooperation modalities with CSOs and their ability to work towards a transfer of skills to less developed organizations or to informal groups (women, youth), the extended duration of partnerships throughout 3 successive calls and project cycle management training seem particularly important. The passive involvement of traditional authorities as recipients of awareness-raising actions proved necessary in the most radical contexts (i.e. Gao, Timbuktu), while traditional authorities actively contributed to planning and implementing specific initiatives in Mopti and Ségou where collaborative relations could be exploited.

C6	The transversal integration of gender from 2018 onwards highlights IDLO's strategic flexibility and management capacity.	Origin: EQs 1, 2 6
<p>Starting mid-2018, IDLO remolded the project to align it with its gender strategy and, in turn, address gender-based violence and gender inequality in relation to access to justice. Several missions from HQ targeted CF stakeholders directly, gender was integrated in the 2019-2020 capacity building and awareness-raising offer, while new partner CSOs were contracted at the end of 2019 when the implementation of the last CfP round - including gender – was ending. While this tremendous effort deserves explicit recognition, it seemingly achieved more tangible results through the collaboration of partner CSOs in the period 2019-2020 than through CFs, which could not implement the gender integration plans developed in 2018 with support from IDLO HQ.</p>		

C7	The partnerships with CSOs and MINUSMA/SAJP were strategic to increase the number and type of activities in the districts despite a deteriorating security context.	Origin: EQs 2, 4, 5, 6, 7
<p>Reaching the population out of the regional capitals is essential to reduce the justice gap in northern Mali. Initiatives such as the support to prison inspections carried out by DRAPES, accompaniment of judges to hold hearings, the replication of CF meetings, capacity building and awareness raising at the <i>cercle</i> and municipality level, or working with grassroots organizations, would not have been possible without collaborating with local and international partners.</p>		

C8	Positive results in terms of (i) improved coordination of criminal justice chain actors and (ii) enhanced legal awareness and capacity of civil society actors are more likely to have long-lasting effects in the regions than capacity building of criminal justice chain actors due to greater local ownership and reduced subjection to staff rotation practices.	Origin: EQs 3, 4, 5, 6, 7
<p>The leading role played by key criminal justice chain actors (particularly, senior magistrates) in</p>		

planning and executing Consultation Framework initiatives was an essential factor to ensure CF ownership by criminal justice institutions in the North and their continuation over time. Most of judges, prosecutors and law enforcement officials who attended CF meetings in 2016 were reassigned to other locations by the end of the project. Yet newcomers continued participating in CF meetings and applying their procedures despite SOPs are unavailable, suggesting that staff rotation has not wiped away the interest of beneficiary institutions in CFs as a model to improve coordination of the criminal justice chain. The positive effects from capacity improvements of criminal justice chain actors from training may be lost on the local level in result of staff rotation, whereas effective knowledge transfer mechanisms are not in place. Considering that capacity building of criminal justice chain actors is the responsibility of government agencies including INFJ and DNAPES, the continuation of training results over time in Northern region is ultimately a direct function of national-level capacity in the areas of training planning and delivery, as well as successful policy dialogue with central-level justice institutions. As civil society actors are deeply rooted in the local context, knowledge and capacity improvements are more likely to continue producing positive effects on the local level. However, CSOs and grassroots organizations operate in difficult contexts with limited resources, so they are highly dependent on external funding to carry out their initiatives and develop new ones.

7 Recommendations

The last section of the report develops key recommendation stemming from evaluation conclusions. Hence the origin of each recommendation is provided, along with priority level, audience and suggested action points.

R1	Assuming that improved coordination and capacity of criminal justice chain actors will be equally important for the Sahel Program, intensify support to central-level justice institutions and link it to the logical framework of the project, so as to prevent possible resistance to the PDIA approach and therefore enhance the potential for continuation of project results over time.	Origin: Conclusions 1, 2, 7
		Directed at: HQ & country staff
		Importance: High
Recommended actions: <ul style="list-style-type: none"> • Collaborate or coordinate with INFJ for planning and delivery of training to relevant target groups. • Further support the CPS/SJ through training and logistic support to carry out data collection missions. • Further engage with DNAJ, DNAJS, DNAPS and ISJ and conduct policy dialogue to limit disruption from personnel rotation. 		
R2	Emphasize to central-level justice sector stakeholders and target institutions in the North the need to ensure CF autonomy and integrate gender equality in their initiatives to address critical justice issues that matter for the largest part of the population.	Origin: Conclusions 2, 6
		Directed at: HQ & Country staff
		Importance: High
Recommended actions: <ul style="list-style-type: none"> • Outline the benefits of autonomous and gender-sensitive CF when carrying out policy dialogue with MoJ. • Systematically deliver gender training to CF participants. • Request that GE becomes a cross-cutting issue in all CF initiatives and the core focus area for specific CF's micro-projects. 		
R3	Continue supporting partner justice institutions (i.e. TGIs, ISJ, DNAPES, DRAPES, police, gendarmerie) to carry out their functions based on comprehensive needs analyses and seeking the collaboration of other IPs having a comparative advantage in one or more complementary areas to IDLO's work.	Origin: Conclusions 3, 7
		Directed at: Country staff
		Importance: High
Recommended actions: <ul style="list-style-type: none"> • Review the potential for collaboration with other international actors offering support in strategic or complementary areas to IDLO (i.e. MINUSMA, UNPOL: security, infrastructure, 		

supplies) to create synergies (i.e. in the context of inspection missions, court hearings, investigative work, joint provision of material support and capacity building), improve coordination or avoid duplicates (i.e. with PAJM II in relation to training plans).

R4	Consider strengthening the role of legal aid professionals to ensure the correct functioning of the criminal justice chain.	Origin: Conclusions 4, 5, 6
		Directed at: HQ & country staff
		Importance: High
Recommended actions:		
<ul style="list-style-type: none"> • Prompt CFs, particularly in Timbuktu, to systematically include CSOs providing legal aid or assistance to meetings. • Consider establishing a legal aid network. • Strengthen the collaboration with existing CSOs. • Actively support actions preventing and combating VAW. 		

R5	Continue working with local CSOs and favor knowledge transfers from more experienced ones to grassroots organizations and informal groups.	Origin: Conclusions 5,6,7
		Directed at: HQ & country staff
		Importance: Medium
Recommended actions:		
<ul style="list-style-type: none"> • Consider extending the duration of sub-contracts up to 1 year. • Maintain strict reporting requirements and emphasize with CSOs the importance to report on results of implemented activities with partner CSOs. • Improve the competitiveness of the proposals award process (i.e. by promoting the participation of more CSOs than the number of available grants or by organizing proposal writing and project cycle management workshops for all potential bidders). • Consider integrating a mechanism for financial support to third parties in future calls to support the activity of grassroots and informal organizations: potentially reaching out to isolated communities but with no sufficient technical and financial capacity to be direct recipients of IDLO grants. 		

R6	Verify at regular intervals that management tools reflect implementation and ensure that logistic capacity in the regions is adequate to the local situation.	Origin: Conclusion 1
		Directed at: Country staff
		Importance: Medium
Recommended actions:		
<ul style="list-style-type: none"> • Verify the validity of indicators, update targets on a yearly basis. • Review the risk management strategy on a yearly basis. • Create sub-headings in the budget to fund and monitor operational costs of IDLO offices. 		

EVALUATION REPORT

FINAL EVALUATION OF IDLO PROJECT

“STRENGTHENING THE CRIMINAL JUSTICE CHAIN
IN THE NORTH OF MALI”

VOLUME 2 - ANNEXES

SEPTEMBER 2021



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1. Data Collection Matrix

1.1 EQ1

Indicator 1.1: Project strategy alignment with government justice sector strategies

- (Le projet) a été initié pour contribuer à la réalisation des objectifs de la composante I du « Programme d'urgence pour le renforcement du système judiciaire et de mise en œuvre de l'Accord pour la Paix et la réconciliation au Mali issu du processus d'Alger » **Rapport trimestriel 2020, Sommaire.**
- Dans l'une des interviews préliminaires, le personnel de l'IDLO a réaffirmé la pertinence du Projet à la composante 3 du Programme d'Urgence.
 - Composante 3: Promotion de la compréhension du « Programme » et du système judiciaire malien par la société civile générale, et la mise en œuvre des affaires liées au système judiciaire de l'accord de paix.
 - Promotion de la transparence et de la compréhension du système judiciaire.
 - Promotion de la compréhension et l'obtention de l'appui de la société civile concernant la mise en œuvre de l'accord de paix.
- Le cadre stratégique pour la relance économique et le développement durable (CREDD), stratégie nationale de développement pour la période 2016-2018, inclut la justice dans son axe stratégique 3 qui concerne le «développement institutionnel et la gouvernance.»

Pour mettre en œuvre le CREDD mais aussi les réformes prévues par l'accord pour la paix et la réconciliation de 2015 dans le secteur, le ministère de la justice (MJ) a mis en place un programme d'urgence pour le renforcement du système judiciaire et la mise en œuvre de l'accord d'Alger (PU-RSJ-MOA), couvrant la période 2015-2018, preuve que «le gouvernement a redoublé d'efforts pour préserver les progrès réalisés dans le domaine de la justice.»

Le PU prévoit la réalisation de 90 activités réparties sur trois composantes: 1) consolidation du pouvoir judiciaire et de l'État de droit; 2) protection des droits de l'Homme et promotion de la lutte contre l'impunité, la corruption et la délinquance financière; 3) communication sur la justice et le PU-RSJ-MOA. Dans ses nombreuses priorités, le PU propose notamment de désengorger les maisons d'arrêt et d'humaniser les conditions de détention, de protéger les citoyens contre le recours abusif à la détention, et de renforcer les capacités de l'Institut national de formation judiciaire (INFJ). Le PU, qui tient lieu de stratégie sectorielle pour le moment, arrive à son terme en 2018 et il semblerait qu'aucun autre document ne soit en préparation pour le remplacer dans un futur proche. Des termes de référence pour procéder à l'évaluation du PU ont été lancés et celle-ci devrait avoir lieu en fin d'année 2018. Il faut également garder à l'esprit que les fréquents remaniements ministériels (cinq changements de ministres en trois ans) ne font qu'aggraver les

divergences au sein du ministère quant aux priorités à mettre en œuvre et obèrent considérablement les capacités de planification et de pilotage stratégique de ce même acteur.

En attendant un nouveau document de stratégie sectorielle post-2018, le document de programmation pluriannuelle des dépenses et projet annuel de performance (DPPD- PAP) peut constituer un document de référence puisqu'il couvre la période 2019-2021 et propose des terrains d'action pour le secteur de la justice, avec des indicateurs dont certains sont repris dans le cadre logique de ce document d'action. Parmi les objectifs prioritaires repris dans ce document sont mentionnés le soutien à la formation initiale et le perfectionnement des acteurs de justice, l'amélioration des conditions de détention, et la préparation à la réinsertion sociale des détenus. La notion de sensibilisation des acteurs de justice au respect des droits humains et au genre est également mentionnée. Pour ce qui est du travail du gouvernement malien pour l'amélioration des conditions de détention, l'examen périodique universel pour le Mali note que «les autorités judiciaires et politiques [...] ont effectué des visites régulières des lieux de détention dans le cadre de la surveillance de l'application de la législation pénale et des normes internationales en matière de détention.» Document relatif à l'action pour le projet d'appui à la justice au Mali (PAJM 2) pp. 4-5.

- Le Programme d'Urgence pour le Renforcement du Système Judiciaire et de Mise en Œuvre de l'Accord pour la Paix et la Réconciliation au Mali issu du Processus d'Alger a pour objectif général d'améliorer la qualité et la crédibilité du Système Judiciaire. Ce programme fait de la formation des acteurs de la justice, un axe majeur du changement à conduire. Préambule to the "Plan des Formations" de l'INFJ, 2016.

Indicator 1.2: Project support alignment with the needs of judicial police and penitentiary institutions in the North

- The Narrative Proposal takes into account the needs of the judiciary and law enforcement agencies as emerging from two distinct studies contained in a report published by CILC – see further below.
- While the needs of police and penitentiary institutions, as well as justice auxiliary staff, were taken into account, those of judges and prosecutors and in particular the less experienced ones among them, were not. The project does not consider magistrates as a target group but rather as stakeholders who contribute to implementing the activities (i.e. in the role as trainers).
 - In May 2014, the Center for International Legal Cooperation (CILC) published a report titled "Synthèse des Etudes sur le Renforcement de la Justice Pénale au Mali." The project addresses the four main issues identified in the report, as follows:
 - Absence of control, including: lack of surveillance and sanctions, insufficient motivation and poor material conditions.
 - Absence of leadership, including from: lack of incentives and poor coordination between actors.

- Poor quality of work at different stages of the criminal justice chain: limited knowledge of laws and procedures, limited transparency, slow pace of work and motivation, vulnerability to corruption by all the CJC actors: judicial / penitentiary police, prosecutors, judges, auxiliary court staff.
 - The resulting disrespect for citizens' rights.
- The issues above were address through 4 main recommendations: (i) active participation (empowerment) of the population in dealing with the CJC; (ii) direct actions with regard to penitentiary institutions (i.e. monitoring of detainees cases, legal assistance and aid, mediation); (iii) improve the quality of judicial police reports and related controls, and; (iv) improve the coordination of CJC actors.

Indicator 1.3: Evidence that legal pluralism was taken into account at both formulation and implementation stage

- The “End user Approach” adopted by the project is consist with legal pluralism. As statd in the Narrative Proposal, “people have little trust and confidence in laws and institutions when they do not see them bringing practical benefits to their own lives. Our efforts will focus on tailoring justice reform initiatives to meet local needs and based on locally defined parameters, but anchored within the framework of international standards and values. This calls for engagement with additional actor groups, including civil society and local communities. It also means measuring the success of reforms according to the extent to which they respond to people's needs and demands for justice.” **Narrative Proposal, p.6.**
- Informal justice actors gained a more prominent role with the crisis. During the 2012 crisis much of the (limited) state justice infrastructure in northern Mali was destroyed such as courts, police stations, detention centers, and prisons, and has yet to be replaced. In particular, national justice actors have very little presence outside of city centers, and judicial and corrections officials are for the most part non-operational in those areas. In consequence, traditional chiefs or religious leaders play important roles in dispute resolution in these regions, including in criminal matters. They have largely been tolerated by the Malian state and a pragmatic ‘modus vivendi’ has generally developed where state and “customary justice” actors co-exist. One of the leading traditional justice figures in the north is the Cadi, whose decisions in practice can be acknowledged by a judge when they meet certain minimum standards and do not conflict with positive law. This practice has not been formalized however as the ‘black’ populations in the north who were used as slaves by the Arab and Tuareg populations may not trust a Cadi, who is a religious authority to these lighter skinned populations, to judge them fairly. **IDLO-CRU Report, p. 13.**
- While traditional justice methods themselves are unlikely to be sufficient to address the justice and security needs of those in the north, reinvigoration of the state justice system needs to proceed with caution and on the basis of a healthy dose of realism as to what is feasible. Wholesale re-introduction of its discriminatory and

corrupt practices from before the crisis are obviously better avoided. Trust with the local population will need to be slowly restored and for the foreseeable future the state is unlikely to have the ability to carry out the decentralized system that exists on paper. This also points to a need to create better synergies between customary and state providers of justice. It could be backed-up by a gradual expansion of state presence that includes measures such as requiring civil servants assigned to the northern regions to actually live in the areas to which they are assigned (instead of allowing their relocation to regional capitals), and to be knowledgeable of the local languages, customs and realities. **IDLO-CRU Report, p. 14.**

- As a result of the existing legal pluralism it is actually unclear where the penal process in Mali begins. A key task for any programming effort in this area is therefore to identify and map the distinctions between state and customary systems on a locality by locality basis with a focus on understanding why it is that several systems exist concurrently and how they can best be supported to work together – instead of trying to bring one into the other on terms that are not its own. While it is necessary to bridge the gap between the use of customary and state judicial penal practices and systems to increase legal transparency, uniformity and enforcements of rights, this will have to be negotiated rather than enforced if it is to actually increase the quality and quantity of justice that most Malians have access to. **IDLO-CRU Report p.16.**

Indicator 1.4: Evidence of support to civil society instances

- Civil society and the media are in all likelihood critical change agents. As there is significant entrenched resistance from governing elites, including from within the justice system, to address the major challenges that the criminal justice system faces, change will likely require a push from the outside. Support to NGOs and investigative journalism can help to create the pressure for the reform that is needed. **IDLO-CRU Report, p. 30.**
- Helpfully, the aforementioned New Deal for Engagement in Fragile States – as the leading international agreement that provides guidance on such issues - offers a number of starting points for putting a permanent process of deliberation and conversation in place. Specifically, it sets out ‘new ways of engaging to support inclusive country-led and country-owned transitions out of fragility’. Crucial ones in the context of this program include developing one vision and one plan to transit out of fragility. This vision and plan will be country-owned and -led, developed in consultation with civil society and based on inputs from the fragility assessment. Plans will be flexible so as to address short-, medium- and long-term peace-building and state-building priorities. **IDLO-CRU Report p.36.**
- En bref, il s’agit de reconnaître les citoyens comme acteurs dans le secteur de la justice, de l’habilitation légale de la réforme, accompagnée d’un mouvement participatif de validation sociale. Une telle approche impliquera le développement de la justice informelle et, conséquemment, le renforcement sociojuridique des citoyens à l’égard de leurs droits et devoirs et de manière à ce qu’ils puissent les

mettre en œuvre. Donc, l'émergence d'une interaction réelle entre l'état et ses justiciables est la démonstration que les réformes sont conçues pour la population malienne et avec sa participation.

Cette participation et ce rôle central des citoyens doivent se montrer dans la conception, le dessin, la mise en œuvre et l'évaluation des activités des réformes. Pour ces raisons il a été prévu dans la méthodologie de valider les résultats des études dans les 'townhall meetings'. Cette validation est centrale pour s'assurer que les études seront validées et aussi pour éviter des conclusions et des réformes sans lien avec les besoins de la population. **Synthèse des Etudes, p.13**

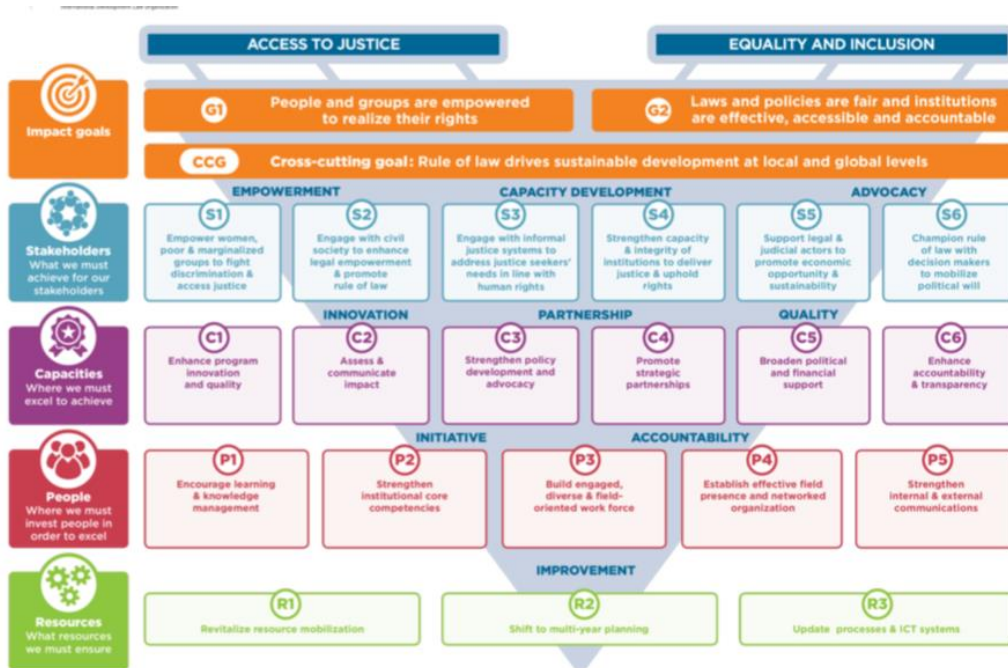
- **A workshop with 32 key justice stakeholders from Mopti, Ségou, Timbuktu and Gao took place on 30 and 31 March 2015** in the town of Mopti. This group included state representatives of Mali's penal process, a number of civil society representatives and a few "customary justice" leaders. It built on and synthesized from earlier workshops in the aforementioned cities that were organized in 2014. The workshop's purpose was to develop initial working priorities for a program to strengthen Mali's penal process, as well as an organizational structure for program delivery. While state representatives dominated its proceedings and sensitive matters were not discussed in great detail, it represented a valuable input into this report due to its rich exchanges and arguments.
 - The table below from Vol. II of the Mid-Term Evaluation of the SCJC project, provides an overview of the stakeholders consulted within the frame of the criminal justice chain diagnostic study.

	Gao	Mopti	Ségou	Timbuktu	Total
International actors	4	5	0	7	16
Police / gendarmerie	6	5	10	3	24
Magistrates	2	10	6	2	20
Clerks/ Registrars	1	2	1	0	4
Other court staff	3	2	3	1	9
Administrative staff	2	1	0	1	4
Local & traditional authorities	4	4	2	4	14
CSOs	6	8	4	6	24
Total	28	37	26	24	115

Indicator 1.5: Project alignment with IDLO strategy and plans

- IDLO's substantive goals in the 2013-2015 Strategic Plan vesting a particular relevance in the contexts of the SCJC project are:

- **Goal 1 – Institution Building & Legal Reform:** to help building confidence in the justice sector by supporting legal and institutional reforms and promoting good governance (especially in countries emerging from conflict).
 - Sub-goal 1.3 focuses on promoting good governance through transparency and accountability.
- **Goal 2 – Access to Justice:** to enhance access to justice by enabling governments to uphold human rights and empowering people to claim them.
- IDLO Strategy Map 2020 :



- KIIs with IDLO staff confirmed the SCJC project was equally relevant to successive IDLO strategies and their goals.
- By focusing on empowerment of local communities and local ownership, IDLO's 2019 Annual Report matches key aspects of the SCJC project strategy: "...Empowerment strategies are critical in helping people to access justice and claim their rights by strengthening legal frameworks and eliminating legal discrimination, building local capacity to provide legal services and enhancing rights awareness. Women and children are among the most vulnerable, facing multiple barriers to justice in the home, in society and within the justice system. Collaboration between state institutions and civil society networks is fundamental to ensuring governments can develop and implement effective strategies that meet the needs of justice seekers, as civil society and communities play a key role in supporting legal awareness and empowering people to claim their rights. IDLO supports national and local governments to carry forward strategies that are people- and justice seeker-oriented. To that end, it assists state institutions on strengthening collaboration with civil society and community organizations, and

works with these organizations to enhance their capacity to deliver legal services, develop community-based approaches to legal empowerment, and connect them with justice and legal institutions to enhance access to justice and build people's confidence in the rule of law. Local ownership, in the broadest sense of the term, is essential for the long-term success and sustainability of development efforts and IDLO seeks to promote it throughout its work.

There is growing recognition that it is essential to take account of local realities and work with both state and non-state justice systems to effectively prevent and resolve conflicts. IDLO engages with customary and informal justice (CIJ) systems to sensitize them to international human rights standards and find ways to improve their services to justice seekers, including women, poor people, minority groups and other marginalized communities." **IDLO, Annual Report, 2019, p.13.**

Indicator 1.6: Alignment with IDLO gender strategy

- IDLO's Strategic Plan provides some elements of IDLO's gender strategy. Specifically, Goal 2 states that "IDLO will enhance access to justice by enabling governments to uphold human rights and empowering people to claim them" and commits IDLO to "2.1: promote gender equality and uphold the rights of women and girls."
- "The law continues to have an uneasy relationship with women. Many legal systems restrict the basic rights and freedoms of women and fail to protect them from violence, depriving them of the most basic principle of the rule of law – that everyone has equal protection of the law. Gender discrimination is widespread. Gender-based violence remains the most prevalent and socially tolerated form of violence. Access to justice for women must become a higher priority for the sake of equity as well as development." **Strategic Plan 2013-2016, pp 3, 5.**
- "Access to justice (Goal 2) was most successful in the area of women's rights, thanks to a Gender Strategy that enabled distinct programs and projects to be developed while also mainstreaming gender across the organization. IDLO should build on its success and on emerging innovative programs on community justice and customary law to help women and other marginalized groups protect their rights. The linkage between customary law and women's land rights could make this an area for more work in future."
"We are committed to promoting gender equality through non-discriminatory gender-responsive laws and institutions, enhancing women's access to justice and increasing their legal empowerment to achieve sustainable development. We will ensure that all our programs, projects and activities are gender- informed and benefit from gender analysis." **Strategy 2020, pp. 6, 11.**
- Le plan stratégique 2017-2020 de l'IDLO et sa Stratégie genre 2019-2020 prévoient l'intégration d'une perspective de genre dans les activités et programmes mis en place par l'organisation. **Analyse Genre Program Sahel, 30 Mai 2020.**
- The following activities in the 2019 work plan focus on gender, at least to a partial extent:

- 1.3.2: Radio broadcasts on gender issues.
- 2.1.1: Gender training in the regions.
- 3.1.1: Restitution meetings following gender training.
- 3.2.2: Training of media professionals on gender and access to justice.
- The recommendation n°3, which among other things concerns gender integration, of the MTE is reported in 2019 work plan.
- Action point 1.5 of the 2019 work plan (i.e. Intégrer systématiquement les questions de genre dans les discussions avec les parties prenantes au niveau national) implements a specific recommendation of the MTE on gender.
- In the 2020 work plan, activity 3.1.1 is entirely focused on gender and specifically on combating VAW.

Indicator 1.7: Alignment with the Dutch cooperation objectives

- Trends and priorities in for the Sahel region in the #4 Governance sector include:
 - Promoting the return of the state beyond the main urban areas clearly constitutes a critical component of a sustainable stabilization strategy.
 - Focus on state *legitimacy* rather than state *capacity* per se.
 - Including youth and women in decision-making.
 - Reinforcing public trust in the security apparatus, human rights compliance and enhancing cooperation with the wider penal chain also constitute key priorities.
- Peace Process and RoL Key objectives for the Sahel Region:
 - Operational collaboration between Defence, security actors and the justice sector will improve, enhancing the overall performance of the penal chain. ^[1]_[SEP]
 - Access to justice will improve considerably as a result of the establishment of legal clinics and networks of young legal advisers in rural areas. Moreover, the percentage of citizens expressing trust in competent justice institutions will increase. ^[1]_[SEP]
 - Local governments will become more transparent, accountable and inclusive. The establishment of dialogue platforms between youth groups and local officials has contributed to improved public service delivery and has reinforced trust between citizens and municipal governments. ^[1]_[SEP]
 - A similar priority will be given to supporting local conflict resolving and peace building mechanisms in order to ensure that inter-community relations improve. ^[1]_[SEP]
- The MASP 2014-2020 confirms the validity of the two main elements of the previous strategy 2012-2015: resilience and inclusivity.
- The Security and Rule of Law component, which received a financial allocation of 28 M EUR, i.e. 7 M / year, aims at adopting a global and decentralized approach at the same time.
- MASP approach:

- Decisions taken at central level will be implemented in the regions of Dutch intervention;
- Experiences and results obtained will inform policy dialogue at the national level, with the objective to develop tools / strategies / policies as well as replication and scale up of specific interventions by national authorities;
- Support will be provided at the central level to reinforce the management, monitoring and evaluation capacities at the central level.
- MASP priorities:
 - The increase of sector-strategic orientation at the national level (vision, management, M&E);
 - The improvement of courts and prosecution offices' capacity;
 - Increase citizens knowledge and understanding of their rights and their protection through formal justice mechanisms;
 - the fight against impunity of perpetrators of HR violations and particularly GBV;
 - Geographical scope at the regional and *cercles* level, including municipalities through the support to local authorities to effectively play their role in justice administration as foreseen by law.
- Theory of Change for the security and rule of law policy priority in fragile situations Stabilization and Humanitarian Aid Department (DSH):
 - While aiming at influencing, rather than determining, the change of fragile states on the western model, Dutch development cooperation attaches great importance to local context specificity, local traditions and flexibility.
 - Specific attention paid to the implications for men and women of interventions guided by the SrOL policy.
 - The results of actions/interventions cannot be determined a priori but need to be determined in each situation on the basis of analysis.
- Goal 2 – functioning rule of law, Sub-goals:
 - 2.1 Men and women from all social groups are aware of their basic rights and fundamental freedoms and have equal means to access formal and informal justice.
 - 2.2 All justice institutions perform their tasks effectively, accountably and in better coordination, responding to the needs of citizens.
 - 2.3 The justice system is independent and effectively curbs abuse of power by state institutions, armed actors or powerful private actors.
 - 2.4 Formal and informal justice institutions effectively address legacies of human rights violations and serious crimes committed during periods of armed conflict or dictatorship, and address root causes that give rise to conflict.

1.2 EQ2

Indicator 2.1: IDLO tools, protocols and best practices reflected in the implementation processes

- L'IDLO a mis en place une équipe de gestion des crises (EGC) dédiée pour garantir une parfaite connaissance de la situation et une réponse rapide aux crises au Siège et dans les bureaux de pays. L'EGC suit les développements et évalue leur impact sur les opérations de l'IDLO, suit les dernières directives des autorités nationales et locales, de l'Organisation Mondiale de la Santé (OMS), d'autres organisations internationales et des ambassades, et met en place des mesures à l'échelle de l'Organisation pour répondre à l'évolution rapide de la situation.

L'IDLO a mis en place le télétravail pour son personnel – y compris à Bamako - et a adapté ses modes opératoires afin de minimiser les contacts physiques en cette période critique. L'engagement avec les parties prenantes se poursuit par téléphone et sur des applications de communication dédiées.

Rapport trimestriel 2020, note 1, p.1, et p.7.

- Interim and final reports by partner CSOs follow a standardized template from IDLO, which facilitates screening of the activities and related results.
- **Management Plan 2016**
 - ... We also adopted guidelines and tools to re-set our relationship with our implementing partners from grantor and sub-grantee to one centered around partnership based on mutual accountability and expectations.
 - In 2016 we will develop them further into principles, standards and a strategy, backed by guidelines and tools to train and guide our staff and consultants. The aim is to ensure high quality, organization-wide standards on capacity development.
 - Objective 5.3 Learning Culture, n°3: Strategy and tools/guidelines rolled out on capacity development strategy, based on 2015 review (i.e. needs assessment, mentoring/coaching, e-learning, peer learning, etc.).
 - Objective 6.1: Updated policies, systems and tools:
 - Phase 1 ERP: new Financial Management System fully implemented across all IDLO offices.
 - Phase 2 ERP: Systems updated to implement revised Business Processes and new Budget and Resource Management Framework Guidelines and staff training on new systems.
Integrated planning, monitoring and reporting cycle Comprehensive forward planning calendar as institutional tool for planning, monitoring and risk management.

Indicator 2.2: Evidence of annual work plans adjustments

- The joint analysis of annual work plans, quarterly work plans and progress reports revealed that initial plans were generally adhered to. Deviations were exceptional and mostly due to external factors.
- KIIs with IDLO project team revealed that the magistrates' strike of 2018 and the pandemic breakout of 2020 were the two main disruptive factors in the project lifetime.
- The progress reports inform of other events that determined an underachievement of results (i.e. judicial holidays, personnel rotation in targeted jurisdictions) but links to delays of specific activities are missing.

Indicator 2.3: Changes in budget allocation and spending

- Annual work plans provide the indicative amount of resources destined to each specific activity type.
- The final budget of the SCJC projects provides an overview of annual expenditures. However, the budget headings do not allow gauging the costs related to the activities and the actual expenditure for each component and region could not be inferred from it.
- The current finance manager started in 2021 – well after the end of the project. Therefore, his knowledge of the project history was limited and could not provide significant insight on the project budget.

Indicator 2.4: Risk management plans were updated and adhered to

- L'approche de l'IDLO est fondée sur les politiques et directives de l'Organisation en matière de sécurité et de gestion des crises des gouvernements des pays hôtes. En tant qu'organisation intergouvernementale (OIG), l'IDLO entretient des contacts étroits avec les hauts responsables du pays hôte, afin d'ajuster rapidement les mesures aux nouveaux développements. **Rapport trimestriel 2020, note 2, p.1**
- The risk management strategy dates back to the inception phase. It was updated in 2017 when the monitoring and evaluation (M&E) system was also refined. The strategy consists of a matrix identifying six macro-areas of security and political risks to which scores are assigned in relation to importance, probability and impact. The six main risks identified in the matrix are addressed through 22 mitigation measures that are embedded in the project strategy. Mitigation measures include developing local capacity, applying collaborative approaches and – in a more prominent manner from 2019 – the pursuit of strategic political engagement with MoJ and its agencies.

Indicator 2.5: Evidence that monitoring was consistent with project objectives

- Results data from project monitoring activities is organized in a large Excel file with 19 tabs (i.e. one per indicator). Although a structured layout is missing, the information in the tabs is essential to cross-check results in progress reports and gauge specific project achievements in relation to outputs and outcomes.

- In 2017, the approach to monitoring for component 3 (i.e. subcontracted projects by partner CSOs) consisted in the direct supervision of activities through the organization of monitoring missions (i.e. 1 monitoring mission took place in the period August-September 2017).
- No other monitoring missions took place between 2018 and 2020, while the capacity of partner CSOs to monitor progress towards results was strengthened through training by IDLO M&E staff. For projects implemented under the 2nd and 3rd calls for proposals, data collection exclusively relied on the information reported by partner CSOs.
- Catalogues of main results achieved are available for 2018 and 2019. Results were reported against the logframe indicators.
- The logframe indicators were updated only once, in 2017. New activities and results in the 2019 work plan were not reflected in the SCJC project's monitoring framework.
 - Overall, the 19 indicators of the project reflect the evolution of project activities and results to a partial extent only. Particularly, some indicators became irrelevant while others should have been added over time.

1.3 EQ3

Indicator 3.1: Evidence of consolidated practices in the work of CCGs

- Looking at the extent to which CFs meetings were convened at regular intervals is important to gauge how much the practice to organize CF meetings is radicated in the project regions.
 - The number of CF meetings per region and related frequency is provided in the table below:

Region	2017	2018	2019	
	CF Meetings number			
Ségou	2-16	17-19	20-28	
Mopti	12-22	23-32	33-44	
Gao	14-19	20-24	25-27 + 2 extraordinary meeting	
Timbuktu	11-15 + 1 extraordinary meeting	16-17	18-26	
	Total meetings per year			Average monthly frequency
Ségou	15	3	9	0,75
Mopti	11	10	11	0,89
Gao	6	5	2 +2	0,41
Timbuktu	5 + 1	2	9	0,47

- The participation of CSOs and local authorities along with CJC actors to CF meetings, as recorded in CF meetings minutes in the four project regions – provides a measure of the inclusivity level reached by each CF.
 - In Ségou, CF meetings continued to be inclusive after the end of the project. The minutes of the 30th and 31st meetings evidence the participation of several CSOs (DEMESO even contributed to organize the Dutch Ambassador’s visit), LAs (Mairie), traditional authorities (Recotrade) and other international actors (EUCAP Sahel).
 - In Mopti, CSOs and IPs participated to CF meetings in 2019 and 2020. Traditional and local authorities are missing.
- The self-assessment of April 2020, 4.1 revealed that management autonomy and ownership of CF by its participants (Procureur Général de la Court d’Appel de Mopti (Najim) / DNAJS / Former CCG president) are distinctive features of Mopti’s CF.

- Self-assessment April 2020, 4.1: in Timbuktu «IDLO a insufflé une véritable dynamique à la composition, à la régularité des réunions du cadre de concertation des acteurs de la chaîne pénale et à la participation de l'ensemble des acteurs. Grace aux **rencontres bilatérales et multilatérales** en faveur de l'exclusivité, nous constatons une propension de plus en plus grande des acteurs à mettre à profit les organisations de la société civile. Les réunions qui ne se tenaient qu'une ou trois fois par an avant le projet se tiennent normalement de nos jours.» **Source: Mars 2020 – Réalisations principales du projet, huissier de Justice à Tombouctou**
- No SOPs and statistics were developed by the CFs in the project regions.

Indicator 3.2: Evidence of improved collaboration between magistrates and other criminal justice chain actors

- With regard to collaboration improvements between criminal justice chain actors, a key informant from a law enforcement institution made the following statement: «L'invitation du CDC me parvient permanemment, ça améliore le travail et les relations entre les magistrats, la transmission des dossiers, l'OPJ n'a plus besoin d'attendre le commissaire. J'appelle directement le magistrat et cela a été rendu possible grâce au cadre de concertation. Ça facilite la procédure et on était dans le délai, le procureur était au courant à temps ... Nos demandes sont estimées dans le CDC et la plus part du temps ces formations sont validées. Les planifications sont faites lors des rencontres du cadre et une fois validées on passe à la mise en œuvre. Les planifications sont bien faites et mis en œuvre dans les délais.»
- KIIs revealed that court clerks do not always (location withheld) participate in CF meetings, or they used to participate but became less involved anymore after some time. Also, their collaboration with judges is problematic due to the irregular frequency of magistrates' presence at the courthouse, as well as the delegation of excessive responsibilities, like conducting mediation and writing sentences. Poor material conditions of clerks work (i.e. unavailability of computers and printers) further aggravate the situation.
- In the same interviews with auxiliary staff, the opinion that CF meetings are platforms for magistrates and judicial police was clearly stated.
- There is also clear evidence of penitentiary police attendance to CF meetings.
 - Example of collaboration between penitentiary police and magistrates: when prison cells are crowded, the warden now calls the judge to speed up the review of specific cases, which may lead to the liberation of some detainees.
- Similarly to the case of court clerks, penitentiary police work is also affected by the frequent absence of magistrates.
- Concerning the weak collaboration of penitentiary police with other rings of the criminal justice chain, a key informant stated having “..une collaboration pas très étroite avec les autres acteurs de la chaîne pénale, car notre choix d'activités dans les plans d'actions sont souvent revus et modifiés par suite par d'autres activités. »

- Self-assessment April 2020, 4.1: in Mopti, problems shared in CCG and solutions identified together (Procureur Général de la Court d'Appel de Mopti (Najim)/ DNAJS / Former CCG president).
- Self-assessment April 2020, 4.3: in Ségou, *grâce aux réunions CdC, une communication directe s'est établie entre nous (OPJ et Parquet) et nous avons appris pourquoi ces personnes étaient libérées. Par exemple, nous avons appris que les contenus de nos PV n'étaient pas suffisants pour maintenir ces personnes en détention. Juillet 2018 – Rapport projet, Commissaire Principal du 2^{ème} arrondissement de la Police à Ségou.*
- « *Dans le cadre du jugement d'une affaire de propriété foncière, j'ai reçu une décision de la justice qui n'était suffisamment précise me demandant d'attribuer la propriété de la zone litigieuse à un village qui se trouve de l'autre côté du fleuve. La zone litigieuse étant indéfinie dans les réalités coutumières, j'ai utilisé l'espace du CdC pour obtenir un entretien rapide avec nos amis du tribunal afin de rendre cette décision plus explicite et exécutable. En l'absence du CdC, cette décision n'allait pas être exécutée ou très tardivement comme on avait l'habitude dans le passé, ce qui serait une source d'affrontement violent entre les populations de deux villages voisins.* » **Source : Juillet 2017 – Rapport projet, huissier de justice à Ségou et formateur dans le cadre du projet en 2017 – Rédaction des décisions de justice.**

Indicator 3.3: Evidence of improved coordination between law enforcement agencies and with court auxiliary services

- Self-assessment April 2020, 7.1: « *Un climat de collaboration et de concertation existe aujourd'hui entre l'ensemble des acteurs impliqués dans la recherche de la vérité. Les procédures sont mieux connues par les acteurs de la justice. En ma qualité d'huissier, je constate que grâce aux formations reçues certaines violations se sont estompées entre mon cabinet et les unités d'enquête qui piétinaient sur mes attributions en matière de recouvrement. Par exemples, certaines unités d'enquête (Police – Gendarmerie) se permettaient de faire le recouvrement des dettes civiles et des mises en demeure d'expulsion pour non-paiement de loyer qui n'est pas de leur ressort.* » **Source : Mars 2020 - Maître Hadji Garba MAIGA, huissier de Justice à Tombouctou**
- Self-assessment April 2020, 7.1: « *A travers les sessions de renforcement des capacités organisées et financées par IDLO, les Officiers de police Judiciaire et Agents de police Judiciaire ont compris que toutes investigation en lien avec la lutte contre les stupéfiants qui relève de la compétence exclusive de l'Office central des stupéfiants. Aussi, une étroite collaboration est née entre mon service et les autres unités d'enquête. Par exemple, l'OCS a été sollicitée par la police pour définir la catégorie de stupéfiant à laquelle appartenait un produit saisi lors d'une perquisition dans un quartier à Tombouctou, avant ce type de collaboration n'existait pas.* » **Source : Mars 2020 - Bakary Koné, Adjoint du chef d'antenne de l'office central des stupéfiants, Tombouctou**

- « Si IDLO n'était pas venu à Ségou, on allait lui chercher. Vous savez, avant les policiers s'adonnaient au recouvrement des dettes à la suite d'une plainte de X contre Y alors que cela n'est pas de leur ressort. Le fait de donner l'occasion et la chance à tout le monde (justice, gendarme, policier, huissier et nous même représentant de la société civile) de se rapprocher, se parler, d'échanger a été très bénéfique pour tout le monde. Aujourd'hui à Ségou, le comportement de certains agents est devenu beaucoup plus positif grâce aux actions de formation qui incluent tout le monde que je viens de citer mais surtout au cadre de concertation. (...) Par exemple, actuellement aucun policier ne fait le recouvrement de dettes entre tiers personnes. » **Source : Juillet 2018, Président Régional, 1^{er} vice-président du bureau national du réseau des communicateurs traditionnels (RECOTRADE).**

Indicator 3.4: Evidence of CF initiatives involving CSOs and traditional authorities

- Self-assessment April 2020, 4.1: in Ségou, le cadre a permis l'envol de la peur d'approcher les acteurs de la chaîne pénale; l'instauration de la confiance entre la société civile et les acteurs de la chaîne pénale. » (Sangaré / TGI and CCG president).
- Self-assessment April 2020, 4.1: in Timbuktu « Grace aux **rencontres bilatérales et multilatérales** en faveur de l'exclusivité, nous constatons une propension de plus en plus grande des acteurs à mettre à profit les organisations de la société civile. Les réunions qui ne se tenaient qu'une ou trois fois par an avant le projet se tiennent normalement de nos jours » **Source : Mars 2020 - Maître Hadji Garba MAIGA, huissier de Justice à Tombouctou**
- In relation to OVI 10: "Nombre de statistiques régulièrement disponibles sur le système judiciaire and OVI 9 «POS dans des thématiques transversales», the absence of results (reported as 0) is attributed to the « renouvellement du personnel clé des juridictions ; les vacances judiciaires et ; par le fait que les CdC ont estimé les statistiques ne peuvent pas être discutées en réunions CdC élargies aux représentants des OSC.
- On the initiatives of three partner CSOs during the 28th CF meeting in Ségou (November 2019), all the participants agreed to invite other CSOs to know more about their activities and results.
 - During previous meetings, partner CSOs presented their sub-projects
- The action points involving CSOs approved by each CF are reported below.
 - Ségou:
 - 01 Feb 2017 CCG meeting minutes

“Le membres du CdC ont proposé, entre autres:

Formation à l'endroit de la société civile et hommes de médias pilotés par le RECOTRADE.

- 12 Apr 2017 CCG meeting minutes:

“Dans les 5 points inscrit à l'ordre du jour, le troisième concerné, entre autres :

l'organisation des Journées d'information et de sensibilisation des hommes de médias et de la société civile sur les organes de la justice: leur rôle et leur mode de saisine, piloté par le RECOTRADE.

Les 18 et 19 Avril 2017, en réponse à la demande formulée par le président du RECOTRADE, le Cdc en partenariat avec IDLO organisera les Journées d'information et de sensibilisation des hommes de médias et de la société civile sur les organes de la justice : leurs rôles et leurs modes de saisine, piloté par la même organisation.

Ces journées seront animées par un représentant du parquet et un du siège et le président du RECOTRADE. Elles regrouperont cinquante-deux participants répartis comme suit : trente animateurs des radios de Ségou et des cercles, vingt représentants de la société civile et deux représentants du bureau d'assistance juridique et judiciaire (BAJJ)."

- Aug 2017 CCG meeting minutes

"Les ONG partenaires d'IDLO, (en occurrence le GADEC) a adressé une doléance aux membres du Cdc par rapport à l'accès de ses agents aux cellules de garde à vue et des maisons d'arrêt.

Par rapport à ce point, M. Maïga a tenu à rappeler que les activités qui concernent le cadre doivent s'inscrire dans la stricte légalité et que si une autorisation doit être donnée, cela doit se faire dans le respect des textes qui existent en la matière."

- 13 Dec 2017 CCG meeting minutes

"Les agents du centre de ressources pour le droit international humanitaire de l'ONG Diakonia ont pris part à cette rencontre. Il s'agit de M. Mohamed Assaleh, chargé de programme et M. Kalilou Sidibé, expert juridique national.

Ils veulent créer un cadre d'échange entre le Cdc et le centre de ressources en droit international humanitaire créé en Août 2017 par Diakonia.

Pour ce faire, ils organiseront du 14 au 15 Décembre 2017 un atelier d'échange sur les mécanismes de collaboration entre le Cdc et leur centre. Ainsi ils verront dans quelle mesure ils pourront apporter leur contribution en rapport avec les objectifs de leur centre."

- 11 Apr 2018 CCG meeting minutes

"Le cadre de concertation des acteurs de la chaîne pénale (CCACP) en partenariat avec l'Organisation Internationale de Droit du Développement (IDLO) a organisé les 14 et 15 Mars 2018 deux matinées juridiques avec les unités d'enquête de la région de Ségou

M. Mamadou Kouyaté, président régional du réseau des communicateurs traditionnels pour le développement a pris la parole pour exprimer toute sa satisfaction par rapport à l'organisation d'une telle activité et a invité IDLO et les membres du cadre à s'impliquer pour le suivi des recommandations qui ont été formulées."

- 9 May 2018 CCG meeting minutes

"La coordinatrice régionale du projet renforcement de la chaîne pénale et cinq membres des organisations partenaires (GADEC et CR-ONG) de l'Organisation Internationale de Droit du Développement (IDLO) ont participé le 27 Avril 2018 au grand hôtel de Bamako à l'atelier pour l'intégration du genre dans ledit projet.

A l'issue de cette rencontre il est prévu d'organiser un atelier sur les instruments juridiques de protection des droits des femmes et des enfants à Bamako.

La CCACP de Ségou a validé, entre autres activités, le "Rencontre entre les OSC et les acteurs de la chaîne pénale".

- Apr 2019 23rd meeting

CR-ONG presented its subproject « Rapprocher la justice aux justiciables .. » financé par IDLO dans le cadre du composant 3.

- June 2019 24th: Presentation by GADEC.

- **Gao**

- 21 Jan 2016 CCG meeting minutes

Neant.

- 10 Feb 2016 CCG meeting minutes

Neant.

- 13 Apr 2016 CCG meeting minutes

« L'ONG-DEMESO a donné des indications sur son programme d'assistance judiciaire, qui concernera prioritairement les femmes, les enfants, les handicapés et autres couches vulnérables de la population. Pour les autres couches, le quitus de la commission d'assistance judiciaire au niveau du tribunal est primordial.

Cette assistance pourra aller jusqu'à la constitution d'avocats en faveur des personnes concernées, de l'instance à la cour suprême. »

- 26 May 2016 CCG meeting minutes

« Au titre des divers, la conseillère civile du contingent néerlandais souhaite qu'à la prochaine rencontre, la DEMESO fasse un exposé exhaustif des cas les plus courants dont elle est saisie par la population et que les acteurs de la chaîne pénale informent sur les réponses fournies à ces cas. Le représentant de DEMESO rassure de sa disponibilité à satisfaire cette préoccupation à la prochaine rencontre. »

- 27 June 2016 CCG meeting minutes

« Répondant à une recommandation de la 8^{ème} Réunion, les responsables de l'ONG DEMESO ont présenté à l'assistance les cas les plus courants soumis aux para-juristes. Au nombre des litiges, ils ont cité les conflits familiaux, les litiges fonciers et surtout les problèmes liés à l'état-civil. Beaucoup de naissances ne sont pas déclarées dans le délai imparti et les frais de la procédure de jugements supplétifs sont souvent hors du pouvoir des demandeurs. Ils déplorent aussi en passant le grand désordre dans la gestion des actes de naissance dans les centres d'état-civil. La Coordinatrice Genre de DEMESO indique que l'intervention de son ONG permet chaque année à obtenir quelques trois cent (300) actes de naissance au profit des enfants. Le Président du Cadre encourage DEMESO dans cette activité et rassure de sa disponibilité à contribuer, en tant qu'Autorité judiciaire, à faciliter les procédures d'acquisition de ces actes. Outre, cette disponibilité, les participants recommandent l'organisation des audiences foraines dans les localités reculées pour les jugements supplétifs et le renforcement des capacités des para-juristes pour aider les populations dans la résolution des conflits. »

- 25 Aug 2016 CCG meeting minutes

« Suivi de la mise en place des unités de suivi et de coordination de la chaîne pénale sur les Violences Sexuelles Basées sur le Genre:

Les travaux sur ce point ont conduit à la mise en place des unités de suivi et de coordination sur les violences sexuelles basées sur le genre. Il a été jugé opportun de privilégier la présence au sein de ces unités des personnes ayant participé à la formation sur les VBG tenue à Gao du 26 au 28 juillet 2016.

Douze personnes (voir liste en annexe) ont été retenues dans les différentes structures de la chaîne pénale pour animer ces unités dont 2 appartenant aux OSC DEMESO et GREFFA.

- 28 Sep 2016 CCG meeting minutes
- 12 Oct 2016 CCG meeting minutes

Etat des lieux sur le fonctionnement de la chaîne pénale

Tour à tour, les participants ont mentionné que, après une année, ils se sentent plus à l'aise dans ces réunions, et ont félicité le cadre pour avoir créé une certaine symbiose parmi les acteurs.

DEMESO a salué la bonne collaboration avec les autorités judiciaires, qui permet à l'ONG un facile accès à l'information. Dans le cadre de cette collaboration, il a aussi remarqué que les autorités judiciaires encouragent les justiciables à se rendre chez DEMESO pour recevoir des conseils.»

- 30 Nov 2016 CCG meeting minutes

N/A

- 11 May 2017 CCG meeting minutes

N/A

- 16 Jun 2017 CCG meeting minutes

N/A

- 16 Aug 2017 CCG meeting minutes

N/A

- 11 Oct 2017 CCG meeting minutes

« Le PG a constaté que la société civile n'est pas trop représentée dans le cadre de Gao. La société civile n'est pas un acteur de la chaîne pénale mais un observateur, pour cela la région de Mopti pense à rebaptiser le cadre de concertation des acteurs de la chaîne pénale en cadre de concertation des acteurs et observateurs de la chaîne pénale. Et cette réflexion doit concerner toutes les régions.»

- 29 Nov 2017 CCG meeting minutes

« Le président a adressé un mot de bienvenue aux participants tout en se réjouissant de l'arrivée des représentants de l'Ambassade des Pays Bas, partenaire étroit du Cadre de concertation, et de celle du nouveau participant DIAKONIA. »

- 14 Feb 2018 CCG meeting minutes

DIAKONIA is not mentioned in the participants list.

- 18 Apr 2018 CCG meeting minutes

« La réunion a souhaité l'élargissement de la participation de la société civile en plus de DEMESO et GREFFA qui sont déjà présentes, pour renforcer le cadre de concertation en

insistant sur l'édification de la confiance du public aux autorités étatiques afin d'anticiper sur les évènements similaires à ceux de février dernier.

UNPOL a insisté sur l'importance des media dans ce processus.

La SAJP a annoncé l'organisation d'un atelier d'échange et de dialogue où toutes les composantes (medias, jeunes, représentants étatiques, ONG, leaders communautaires et élus locaux) de la Région de Gao seront réunies en vue d'établir la communication pour la prévention des conflits. »

Participation continue d' DEME-SO en 2019-2020 mais pas d'activités confiées directement par le CCACP à cette comme à des autres OCS.

- **Mopti:**

- 21 Jun 2016 CCG meeting minutes (IDLO not attending CCG meetings yet)

« Point B à l'ordre du jour : Une meilleure coordination avec le tribunal pour enfants et les associations travaillant dans le domaine de la justice juvénile pour une meilleure réinsertion des mineurs en liberté:

Cette tâche n'avait pas été accomplie. Le substitut du Procureur près le TGI de Mopti a été désigné séance tenante comme point focal pour coordonner les relations entre le tribunal pour enfants et les organisations de la société civile concernées par les questions de mineurs en détention. Le point focal doit dans les 15 jours à venir établir le contact entre ces organisations et le juge des enfants.

Point C à l'ordre du jour : Recrutement de Stagiaires pour mieux assister les Organisations de la Société Civile ou Ordres Professionnels dans leurs tâches de veille aux respects des Droits Humains :

En ce qui concerne cette question, il est demandé au représentant du barreau (absent à la réunion du jour) de proposer un projet de renforcement des capacités des cabinets d'avocats notamment en termes de recrutement et la prise en charge d'avocats stagiaires. Ce projet pourrait être soumis à des partenaires comme Justice, Prévention et Réconciliation pour les Femmes, Mineurs et autres Personnes affectées par la Crise au Mali (JUPREC) qui collabore étroitement avec le Barreau. Les participants de la société civile présents à cette réunion ont été désignés comme points focaux pour s'associer au représentant du Barreau dans les discussions avec les avocats titulaires afin d'obtenir leur adhésion au projet de recrutement d'avocats stagiaires.»

- 26 Jul 2016 CCG meeting minutes

«Contrôle des taches, Cadre de concertation entre le Tribunal pour enfants et les ONG:

Le processus de mise en place d'un mécanisme de communication et de coordination entre le Tribunal pour Enfants et les organisations de la société civile qui travaillent sur les questions de justice juvéniles est en cours. Le Procureur de la République près le Tribunal de Grande Instance de Mopti s'est porté volontaire pour appuyer son substitut dans ce processus.»

- 30 Aug 2016 CCG meeting minutes

Néant.

- 9 Jan 2018 CCG meeting minutes

«Points à suivre – action points: Prendre contact avec DIAKONIA pour l'organisation d'un atelier de formation en DIH/DH à l'intention du CDC de Mopti».

- 13 Feb 2018 CCG meeting minutes

«Le contrôle des tâches a permis de constater la réalisation de la presque totalité des points d'actions de la 23^{ème} réunion. Il s'agissait essentiellement d'une série de formations et de sensibilisations relatives à la gestion de la détention, l'accès à la justice pour mineurs, l'enquête préliminaire, le droit international humanitaire, réalisée par le concours des partenaires techniques et financiers (SAJP, IDLO, DIAKONIA).»

- 29 May 2018 CCG meeting minutes « Contrôle des tâches

Élaboration des termes de référence de l'intervention de l'association des communicatrices de la Région de Mopti: Cette action n'a pas été exécutée en raison de l'indisponibilité de certains acteurs. Il est à préciser qu'un comité d'élaboration composé de la SAJP, d'un substitut du Procureur près le TGI de Mopti, d'un OPJ, d'un représentant de la DRAPES, des membres de ladite association avec à sa tête le Président du TGI avait été mis en place.

Présentation sur le rôle et l'importance des bureaux d'accueil juridique et judiciaires: Cette présentation qui devait servir de plaidoyer pour l'implication du CDC/ACP dans l'amélioration de la collaboration entre les acteurs de la justice et les animateurs des BAJJ n'a pas pu se faire en raison de l'absence à la réunion de la principale responsable de ces derniers.»

- Tombouctou

- Validation d'une journée portes ouvertes dans le cercle de Diré et d'une émission radio en partenariat avec l'OSC WILDAF.
- Self-assessment April 2020, 5.1: Gao: «Dans les zones d'intervention certains jugements en affaire civile rendus par les cadis et/ou juges traditionnels commencent à être accompagnés de PV et bénéficient d'expertise des acteurs de la chaîne de justice du secteur formel pour la finalisation des PV et l'homologation des décisions rendues. En effet l'exécution des sous-projets sur deux phases pendant deux ans ont permis d'atteindre ces résultats de confiance et de collaboration entre justice formelle et justice traditionnelle.» **Source : Mars 2020 – Principales réalisations du projet, agent de l'organisation non gouvernementale Groupe gourma, Gao.**
- Self-assessment April 2020, 5.1: Ségou: «Avant la création du cadre de concertation de la chaîne pénale de Ségou, il n'y avait pas de collaboration directe entre les autorités traditionnelles et la justice. La justice était vue comme une structure exceptionnelle dont les autorités traditionnelles avaient peur de s'approcher ou même d'échanger avec les magistrats du tribunal de grande instance. Aujourd'hui, il existe une forte synergie entre les autorités traditionnelles et les acteurs de la chaîne pénale grâce aux réunions du cadre de concertation, le contact est maintenant facile entre les deux entités. Les autorités traditionnelles se réunissent trimestriellement avec les membres de la société civile et l'administration de la région de Ségou pour échanger sur les problèmes de la localité et chercher ensemble des solutions adéquates. Par exemples : les échanges sur l'insécurité qui

prévaut sur la localité, les cas de violences des jeunes du quartier...» **Source : Mars 2020 – Réalisation Principales du Projet, coordinateur du CR-ONG, Ségou.**

- Self-assessment April 2020, 5.1: Gao: «Grâce à l'intervention d'IDLO sur le lien entre justice formelle et informelle et leur rôle, le comité de jugement islamique réfère directement des cas pénaux soit à la gendarmerie ou chez le procureur. Il y a eu une meilleure communication entre les acteurs de la chaîne et les autorités traditionnelles qui ont compris le fonctionnement du système judiciaire. Par exemple, chaque autorité traditionnelle peut appeler directement le procureur, le Commandant de Brigade de la gendarmerie et le Commissaire de Police».

Source : Mars 2020 - Réalisation Principales du Projet, Autorité traditionnelle, Gao.

- Self-assessment April 2020, 5.1: Mopti: «La Construction du centre d'observation et de rééducation pour mineurs de Doundou (Projet Mandela) a connu des difficultés d'emplacement. A cet effet, des membres du Conseil Régional de la Société civile de Mopti ont accompagné la Présidence du CdC pour faciliter la cession d'une parcelle auprès des propriétaires terriens et des leaders traditionnels du village de Doundou. Le Projet qui est financé par le PNUD, a pu être réalisé grâce à cette synergie entre le CdC et les autorités traditionnelles du village de Doundou.»

Source : Juin 2018 – Rapport projet, Procureur Général près la Cour d'Appel de Mopti et Président du CDC.

- Self-assessment April 2020, 5.1: Mopti: «La Construction du centre d'observation et de rééducation pour mineurs de Doundou (Projet Mandela) a connu des difficultés d'emplacement. A cet effet, des membres du Conseil Régional de la Société civile de Mopti ont accompagné la Présidence du CdC pour faciliter la cession d'une parcelle auprès des propriétaires terriens et des leaders traditionnels du village de Doundou. Le Projet qui est financé par le PNUD, a pu être réalisé grâce à cette synergie entre le CdC et les autorités traditionnelles du village de Doundou.»

Source : Juin 2018 – Rapport projet, Procureur Général près la Cour d'Appel de Mopti et Président du CDC.

- Dans la treizième réunion du CdC de Mopti en 2016, validation de l'organisation (i) d'une session d'initiation des OSC et des AT sur les mécanismes juridictionnels de résolution des conflits, e (ii) session de formation sur le rôle des AT dans le fonctionnement de la justice pénale.
- Dans la même réunion, la CR-SC a déploré la non-prise en compte des chefs traditionnels, les chefs religieux, et certaines associations par les PTFs lors de sessions de renforcement des capacités
 - Gao:
- 24^{ième} réunion 2018: Point d'action adopté sur l'atelier de rencontre entre les autorités et les représentants des communautés et des leaders religieux de la région de Gao.
 - Mopti: Néant.
 - Tombouctou:

- Réunion extraordinaire 13/5/2019, Validation des activités de IDLO telles que proposée par le coordinateur régional:
 - Formation des autorités traditionnels et religieuses sur l'organisation et le fonctionnement de la juridiction.
 - Formation des acteurs sociaux des régions de Tombouctou et de Taoudéni sur la lutte contre la traite de personnes.

Indicator 3.5: Evidence of CF gender initiatives

- À conclusion des deux formations genre en 2018, le 5 et le 12 octobre 2018 les participants – envoyés par les CdC comme leur représentants car ils ne participaient pas à titre personnel - ont préparé les Plans d'action au niveau des CdC pour chaque région. Les plans définissent les problèmes principaux dans la région, les objectifs de changement, les indicateurs et résultats correspondants, les moyens de vérification et les activités / initiatives à mettre en place.

Gao				
Problème	Objectifs	Résultats	Indicateur	Moyens Vérification
intégrer le genre dans le système judiciaire	de Novembre 2018 à octobre 2019, améliorer l'accès à la justice pour le genre	briser la glace entre la population et les acteurs du CdC ; meilleure prise en charge et multiplier les procédures ; intégration efficace d'une sensibilité au genre	chaque trimestre, mesurer une amélioration de 10% donc 10% pour le premier, 20% pour le deuxième et 30% pour le troisième	état des lieux avant et après chaque activité menée sur la chaîne pénale
Activités	sensibilisation et formation ; activation et redynamisation des centre d'accueil et d'orientation ; formation des acteurs de la chaîne pénale sur la problématique du genre ; équipement des acteurs de la chaîne pénale avec les outils nécessaires ; intégration du genre dans le CdC ; aller vers des clubs d'écoute pour la femme			
Mopti				
Problème	Objectifs	Résultats	Indicateur	Moyens Vérification
Difficulté du Respect des droits des femmes en matière de privation de liberté (Détenion et Garde-à-vue)	Contribuer au respect du droits des femmes en matière de privation de liberté (Détenion et Garde-à-vue) ; les conditions matérielles des femmes en garde-à-vue sont améliorées ; les capacités du personnel POJ et celui de l'administration	Respect des droits de 75% des femmes privées de liberté ; Renforcement de 80% du personnel (Officiers de Police Judiciaire et Administration) en charge de la gestion de la question ; 100% des unités d'enquêtes et des maisons d'arrêt de la région de Mopti respectent les normes en vigueur (Séparation des sexes en autres)		rapports, notices de contrôle, registres et missions de contrôle

	ont renforcées.			
Activités	Construction et équipements des cellules de garde à vue dans le respect des normes ; Construction de centres de détention et ou aménagement de quartiers pour femmes dans les maisons d'arrêt dans le respect des normes ; Renforcement de capacités du personnel OPJ et celui de l'administration sont renforcées les thématiques relatives à la détention et la garde à vue en lien avec le genre			
Ségou				
Problème	Objectifs	Résultats	Indicateur	Moyens Vérification
faible prise en compte de l'égalité du genre dans la chaîne pénale	Améliorer l'application des textes favorables au genre au niveau de la chaîne pénale	Les inégalités de genre sont réduites par l'application des textes	Au moins 90% des textes sont appliqués	Extraits des textes et articles
Activités	Néant			
Tombouctou				
Problème	Objectifs	Résultats	Indicateur	Moyens Vérification
renforcement des capacités des acteurs judiciaires et parajudiciaires dans la prise en charge des victimes de violences basées sur le genre	d'ici 2019, des unités de prise en charge des VBG seront créés au niveau de toutes les juridictions et des unités d'enquêtes de la région	d'ici fin 2019, des unités d'enquêtes seront créées au niveau de toutes les juridictions et des maisons d'arrêt de la région	nombre d'unités d'enquête créés	
Activités	renforcer les capacités des acteurs judiciaires et parajudiciaires ; créer des unités d'enquête là où elles n'existent pas Mettre en place un outil de collecte au niveau des unités de prise en charge			
Problème	Objectifs	Résultats	Indicateur	Moyens Vérification
Absence de quartiers dans les différentes maisons d'arrêt et de cellule de garde à vue au niveau des différentes unités d'enquête	d'ici fin 2019, construire des quartiers pour femmes et mineures au niveau des MAC et des cellules de garde à vue dans toutes les unités d'enquêtes	30 quartiers et cellules de garde à vue construits d'ici fin 2019	nombre de cellules et quartiers construits	P.V de réception
Activités	construire six quartiers dont trois pour femmes et trois pour mineures ; construire seize cellules de garde à vue réparties entre différentes localités de la région ; construire des cellules de garde à vue au niveau de deux localités de la région			
	Le CdC de Tombouctou est uniquement masculin			

- L'IDLO a organisé du 03 au 04 février 2020 une session de formation sur le genre à Tombouctou. Cette formation avait pour objectif de renforcer les capacités et l'expertise des participants sur le genre pour une meilleure prise en compte dans le système judiciaire.
Participants: Les 25 participants ont été choisis parmi les magistrats, les juges, les agents de l'administration pénitentiaire, les officiers de police judiciaire et les représentants des OSC de Tombouctou.
Modules de formation. Les modules ont porté sur les thématiques suivantes: (i) Généralités sur les violences basées sur le genre (VBG) ; (ii) Attitude et croyance en lien avec les VBG ; (iii) Introduction au processus de gestion de cas ; (iv) Approche centrée sur la victime ; et (v) Cadre juridique des VBG. **Rapport trimestriel 2020, p. 4.**
- 4 Ateliers sur l'accès à la justice par les femmes animés par les coordonnateurs régionaux dans le premier trimestre du 2020. **Rapport trimestriel 2020, p. 5.**
- Initiatives VBG discutées par le CdC de Gao en 2018, à l'apparence sous l'égide de la SAJP. Pas d'éléments à support de la contribution de l'OIDD à cet égard. **Comptes rendus réunions 16, 17.**
- CDC Ségou:
 - Novembre 2018 : Validation d'une formation pour les acteurs de la chaîne et des OSC sur les instruments juridiques de protection des droits de la femme et de l'enfant.
 - 30^{ième} réunion du CDC:
 - constate la réalisation de la Journée de réflexion sur le genre du 27 Février 2020;
 - Suite à la visite d'étude au Rwanda (Novembre 2019), un service de prise en charge médicale pour les victimes de VBG a été créé à l'hôpital régional de Ségou. Le service est tout confondu avec d'autres services pour éviter la stigmatisation.
- CDC Mopti:
 - Le réseau des femmes communicatrices participe aux réunions du CCACP à Mopti (29^{ième}).
 - Atelier de formation sur le droit des femmes et des enfants en milieu carcéral 20-22 Aout 2019.
- CDC Gao:
 - 2016: « Suivi de la mise en place des unités de suivi et de coordination de la chaîne pénale sur les Violences Sexuelles Basées sur le Genre: « Les travaux sur ce point ont conduit à la mise en place des unités de suivi et de coordination sur les violences sexuelles basées sur le genre. Il a été jugé opportun de privilégier la présence au sein de ces unités des personnes ayant participé à la formation sur les VBG tenue à Gao du 26 au 28 juillet 2016.
 - Douze personnes (voir liste en annexe) ont été retenues dans les différentes structures de la chaîne pénale pour animer ces unités dont 2 appartenant

aux OSC DEMESO et GREFFA.

- 22^{ième} réunion 2018. Discussion sur la poursuite des cas de VBG même dans dl'absence de preuves materielles.
- CDC Tombouctou:
 - Réunion extraordinaire 13/5/2019. Validation des activités de IDLO telles que proposée par le coordinateur régional:
 - Renforcement des capacités des acteurs de la chaîne pénale sur la stratégie de lutte contre les VBG ... et dynamisation des unités genre.

Indicator 3.6: Evidence of improved interregional coordination from interregional CCG meetings

MoJ explicitly pursues the formalization of the interregional CCG meetings. In the MoJ's view, interregional CCG meetings should be convened twice a year with the participation of CCG representatives and national directors in addition to MoJ. This "light" set-up is meant to ensure political steering of CCG activities, troubleshooting in situations requiring inter-ministerial coordination, and to improve national ownership and sustainability prospects of the CCG initiative. **MTE, Vol I, Indicator 7.1.**

1.4 EQ4

Indicator 4.1: Improvement in the quality and timeliness of police reports

- Self-assessment April 2020, 7.1: Ségo: «...les procès-verbaux sont mieux rédigés grâce aux renforcements techniques des OPJ sur la rédaction des procès-verbaux; les délais de garde à vue de 48 heures sont aussi respectés par les unités d'enquêtes de la région de Ségo grâce aux formations techniques des officiers de police judiciaire.» **Source : Mars 2020 - Réalisations Principales du Projet, 1er substitut du procureur de la république de Ségo.**
- «Mes amis je crois que nous avons eu bien raison de tenir la formation des OPJ sur l'établissement des procès-verbaux, je peux affirmer que je reçois maintenant des PV. Il n'y a pas de comparaison possible, tellement que l'écart est grand entre les PV que je recevais et ceux que je reçois après la formation que vous avez financée. Je souhaite que cette formation soit étendue à tous les OPJ qui n'en ont pas bénéficié.» **Source : Juillet 2017 – Rapport projet, Procureur de la République près le Tribunal de Grande Instance de Ségo.**
- Self-assessment April 2020, 7.1: Mopti: « Les formations organisées par IDLO ont permis une grande amélioration de la qualité des procès-verbaux rédigés par les officiers de Police Judiciaire. Par exemple, il y a eu une lettre de remerciement qui a été adressée à l'IDLO par le Procureur Général près la Cour d'Appel de Mopti pour témoigner le rehaussement du niveau des OPJ dans la rédaction des PV. **Source : Mars 2020 - Réalisations Principales du Projet, -Commissariat de Mopti.**
- « Je tiens à vous féliciter de l'amélioration de la qualité des Procès-Verbaux ; les avancées remarquables quant au respect des délai de garde à vue ; la prise en compte de la situation des personnes vulnérables depuis les différentes formations initiées par la chaîne pénale avec l'appui des partenaires.» **Source : Lettre de félicitation n°378/PR-M en date du 08 juin 2017 adressée au Commandant de la Brigade Fluviale par le Procureur de la République Près le Tribunal de Grande Instance de Mopti.**
- The application of improved knowledge from 2016 training by 7 judicial police officers was assessed by IDLO monitoring expert. While all the respondents confirmed the application of new knowledge at work, 57% began doing it less than 15 days from training. **IDLO, Aide Mémoire mission de suivi 2017.**
- À Ségo, 420 Agents des unités d'enquête ont bénéficié de la formation sur les techniques d'enquête, l'élaboration des procès-verbaux. ^[1] On a pas d'information sur les résultats de ces formations. **CR-ONG Rapport Final 2018**
- À mon arrivé ..., j'étais impressionné par les PV que je recevais des unités d'enquêtes. Je n'ai pas pu m'empêcher de demander la cause. On m'a dit qu'ils ont été formés par IDLO. Interview Substitut du Procureur, phase de terrain de l'évaluation finale, Mars 2021.
-

Indicator 4.2: Reduction in the average tasks processing time by court auxiliary staff

- Self-assessment April 2020, 7.1: « *ontrairement à certaines régions je constate ici à Tombouctou une très bonne collaboration entre le parquet et les unités d'enquête et les procès-verbaux que je reçois sont de très bonne qualité. Mon cri de cœur à ce niveau est de renforcer en matériels, l'unique huissier de justice dont nous disposons pour la délivrance des citations.* » **Source : Mars 2020 - Réalisations Principales du Projet,, Substitut du Procureur Près le TGI.**
- « *Avant le projet je faisais appel à des tiers personnes pour la saisie des actes, la formation en informatique organisée par IDLO à laquelle j'ai participé m'a rendu beaucoup plus autonome, mon travail se fait dans une totale discrétion à la grande satisfaction du justiciable qui se voit délivrée dans les meilleurs délais toute pièce requise.* » **Source : Mars 2020 - Réalisations Principales du Projet, Greffière au TGI de Tombouctou.**
- The application of improved knowledge from 2016 training by 6 among court clerks and secretaries was assessed by IDLO monitoring expert. While all the respondents confirmed the application of new knowledge at work, 17% began doing it less than 15 days from training and 33% after 15 days from training. No information on the remaining 50%. **IDLO, Aide Mémoire mission de suivi 2017.**

Indicator 4.3: Reduction in the average processing time of criminal cases by investigation units

The consultation of the M&E Excel data file provided access to OVI 3 half-yearly figures on the performance of sampled investigative units. Detailed figures are not reported though, as tables and related calculations are scattered in over 130 Excel lines and provide fragmentary information overall.

Indicator 4.4: Improved respect of custody time limits

- « *D'après les justiciables qui me consultent en tant membre actif de l'Association Malienne des Droits de l'Homme (AMDH), grâce aux formations reçues par les unités d'enquête, il y a une grande évolution dans le traitement des gardés à vue et le respect des délais.* » **Source : Mars 2020 - Réalisations Principales du Projet,, huissier de Justice à Tombouctou.**
- « *Les registres dont IDLO nous a doté ont beaucoup contribué à la surveillance des délais de garde à vue avant cette dotation ces informations importantes étaient mentionnées dans des cahiers difficiles à entretenir et à exploiter parfois. (...) Par exemple, ces registres de garde à vue fait apparaître le jour et l'heure exacte du placement de la personne en garde-à- vue. Ceci facilite le contrôle du respect ou non du délai de détention en garde-à- vue.* » **Source : Mars 2020 - Réalisation Principales du Projet,, Commandant de la Brigade de Recherche, Tombouctou.**
- « *Vous savez pour être franc avec vous, quand moi je commençais le travail, nos lois et nos règles étaient nos aînés, on écoutait, observait et faisait comme eux. Maintenant les choses ont changé, on reçoit des formations grâce à vous partenaires*

et à tout moment on reçoit de la visite des hommes et des femmes qui défendent les droits des personnes poursuivies. Tout cela fait que nos pratiques changent aussi. Par exemple, aujourd'hui je peux vous dire sincèrement que les délais de garde-à-vue sont bien respectés ici, sauf les cas de terrorisme qui sont plus complexes. Cela est bien vérifiable dans nos registres. » **Source : Juillet 2018 – Rapport projet, adjoint au commandant à la Brigade Mixte de la gendarmerie de Sévaré, Mopti.**

- « Je tiens à vous féliciter de l'amélioration de la qualité des Procès-Verbaux ; les avancées remarquables quant au respect des délai de garde à vue ; la prise en compte de la situation des personnes vulnérables depuis les différentes formations initiées par la chaîne pénale avec l'appui des partenaires. » **Source : Lettre de félicitation n°378/PR-M en date du 08 juin 2017 adressée au Commandant de la Brigade Fluviale par le Procureur de la République Près le Tribunal de Grande Instance de Mopti.**
- « En tant que chef de quartier et notable de la ville de Mopti, je peux dire, sans risque de me tromper, que tous les problèmes que nous connaissons résultent, en partie, du mauvais rendement de la justice. La corruption dans ce secteur est un vrai handicap. Il est indispensable d'y remédier. Aussi, il sied de noter des évolutions positives chez certains acteurs en termes de moralité dans la conduite des affaires et du respect des procédures, comme par exemple au niveau des gardes-à-vue. J'ai deux jeunes du quartier qui ont eu une altercation et ils ont été mis en garde à vue. L'un est même membre du comité de développement du quartier. Après une période de garde à vue de 12 heures et les constatations d'usage, ils ont été libérés. Je m'étais personnellement déplacé pour cette affaire. » **Source : Mars 2020 - Réalisations Principales du Projet, chef de quartier à Mopti.**
- « Pour une affaire de mœurs, j'ai été gardé à vue au commissariat de Sévaré du 15 au 16 Mars 2020. Lors de mon interpellation, l'OPJ m'a fait comprendre les raisons de mon interpellation. Il m'a aussi expliqué que je pouvais être gardé pour une durée ne dépassant pas 48 heures. A l'expiration de ce délai, je serai libéré ou mis en route pour être conduit devant le Ministère Public, sauf dans l'hypothèse d'une autorisation écrite de prolongation de 24 heures du procureur. Après les 48 heures, j'ai été finalement libéré. Mes conditions de garde à vue étaient acceptables, aucune violence physique n'a été faite à mon encontre. Pour ma part, j'ai maintenant confiance en la justice et aux policiers qui m'ont arrêté parce qu'avant j'avais des préjugés négatifs sur les policiers et le système judiciaire de façon globale, mais j'ai changé d'avis. » **Source : Mars 2020 - Réalisations Principales du Projet, résidant à Sévaré, Mopti**

Indicator 4.5: Frequency in the use of registers textbooks and guidelines

- In the second half of 2017, IDLO took over the delivery of registers for judicial police officials from UNDP, which originally was entrusted this responsibility by the CF in Mopti.

- Earlier in 2017 UNPOL, UNDP, SAJP proposed different registers to the Mopti police. The police chose one of the proposed registers and sought the opinion of the gendarmerie and the Parquet. .
- Half-yearly progress report of March 2017 – Registers / Mopti:
 “Lors de la réunion du CdC de Mopti du 4 octobre 2016, le président du CdC a formulé le besoin de mettre à disposition des 19 unités d’enquêtes de la région de Mopti des registres de garde à vue. En effet, la plupart des unités d’enquêtes ne possédaient pas les registres ou ne respectaient pas le prescrit de l’article 77 du code de procédure pénale malien qui oblige les officiers de police judiciaire à enregistrer les informations relatives aux gardes à vue dans ces registres. Suite à cette réunion, l’IDLO a reçu une requête formelle du procureur général près la cour d’appel de Mopti pour la mise à la disposition de ces registres. C’est ainsi que l’IDLO a offert 210 registres de garde à vue côtés et paraphés par le président du tribunal de grande instance de Mopti aux 19 unités d’enquêtes de la région de Mopti.”
- Half-yearly progress report of March 2018 – Registers:
 “Dans la poursuite des efforts d’harmonisation des pratiques, il était prévu de répliquer dans les autres régions la dotation des unités d’enquête en registres paraphés qui a été un succès à Mopti. L’activité n’a pas pu être exécutée par les CdC durant la période couverte par le rapport; elle a été reportée au premier semestre de l’année 2018 du fait que le travail d’harmonisation de la nomenclature des registres qui doit être effectué conjointement par les magistrats du parquet et les OPJ n’a pas pu se dérouler durant la période en revue en raison de l’absence des magistrats dans les juridictions de Gao et Tombouctou. L’activité a été programmée pour le premier trimestre 2018 dans la région de Ségou.”
- Dotation des juridictions en petits matériels - En 2018, l’IDLO a doté en registres et petits matériels de bureau des services et juridictions de la chaîne pénale dans les régions de Ségou et Tombouctou. Les bénéficiaires sont les unités d’enquêtes (police, gendarmerie, pôle économique, office central des stupéfiants) les tribunaux et l’administration pénitentiaire en vue d’harmoniser d’une part les nomenclatures des différents registres et d’autre part de permettre un meilleur contrôle du parquet sur les unités d’enquêtes tel que prévu par la loi.

Désignation	Unité	Quantité par région		
		Ségou	Tombouctou	Total
Registres 21x30 cm 200	Registre	16	10	26
Registres 21x30 cm 300	Registre	46	50	96
Registres 20x30 cm 400	Registre	56	0	56
Registres 26x40 cm 600 pages	Registre	72	0	72
Registre format XXL 1000 pages	Registre	26	0	26
Stylo/Bic bleu	Paquet	240	50	290
Crayon de papier	Paquet de 12	84	10	94
Règles métalliques	Règle	144	60	204
Agrafeuses	Agrafeuse	120	20	140
Agrafes	Boîte de 1000	84	50	134
Trombones	Boîte de 10	0	17	17
Blanco	Paquet	0	10	10
Papier A4	Carton	0	15	15
Classeur chrono	Chrono	144	0	144
Gomme bureau	Boîte de 12	84	10	94

- Annual report 2018:** Le Projet a introduit 2 nouvelles pratiques introduites qui sont les Registres de garde-à-vue harmonisés dans les unités d'enquêtes, et; les Registres de transfèrement harmonisés dans les maisons d'arrêt et de correction.

Les registres de garde à vue fournis par l'IDLO aux unités d'enquêtes ont permis à l'Inspection des Services Judiciaires et au Parquet et d'exercer respectivement leur travail de contrôle des juridictions, des maisons d'arrêt et des unités d'enquête dans les régions d'intervention du Projet. **Final Project Report, p.14.**
- Self-assessment April 2020, 7.1, Mopti: «Les formations organisées par IDLO ... Aussi, Il y a une meilleure tenue des différents registres fournis par IDLO aux unités d'enquête et aux juridictions et qui permettent d'assurer la disponibilité des données statistiques. Ces registres ont permis une moralisation du système de garde à vue car désormais le non-respect et tout abus est facilement traçable en termes de dépassement. Ces registres qui sont côtés et paraphés par le Président du TGI ont permis d'harmoniser les pratiques au niveau des unités d'enquêtes ». **Source: Mars 2020 - Réalisation Principales du Projet, -Commissariat de Mopti.**
- Self-assessment April 2020, 8.2: « Avant il n'existait pas de registres réels, on utilisait des cahiers et il n'y avait pas de continuité. Celui qui détient le cahier, si cette personne est mutée, le cahier disparaissait avec lui et le nouveau qui vient d'arriver se débrouillait à produire son propre cahier. Mais grâce aux registres reçus avec l'appui d'IDLO, nous disposons de toutes les situations. Je vais pouvoir vous communiquer les données sur la période du premier semestre 2017 mais pour les années d'avant, je ne suis pas à mesure de vous les donner. » **Source : Juin 2017 – Rapport projet, Inspecteur de Police au Commissariat de Mopti.**
- «Les registres dont IDLO nous a doté ont beaucoup contribué à la surveillance des délais de garde à vue avant cette dotation ces informations importantes étaient mentionnées dans des cahiers difficiles à entretenir et à exploiter parfois. (...) Par exemple, ces registres de garde à vue fait apparaître le jour et l'heure exacte du placement de la personne en garde-à-vue. Ceci facilite le contrôle du respect ou non

du délai de détention en garde-à-vue.» **Source : Mars 2020 - Réalisations Principales du Projet, Commandant de la Brigade de Recherche, Tombouctou.**

- « Vous savez pour être franc avec vous, quand moi je commençais le travail, nos lois et nos règles étaient nos aînés, on écoutait, observait et faisait comme eux. Maintenant les choses ont changé, on reçoit des formations grâce à vous partenaires et à tout moment on reçoit de la visite des hommes et des femmes qui défendent les droits des personnes poursuivies. Tout cela fait que nos pratiques changent aussi. Par exemple, aujourd’hui je peux vous dire sincèrement que les délais de garde-à-vue sont bien respectés ici, sauf les cas de terrorisme qui sont plus complexes. Cela est bien vérifiable dans nos registres.» **Source: Juillet 2018 – Rapport projet, adjoint au commandant à la Brigade Mixte de la gendarmerie de Sévaré, Mopti.**

Indicator 4.6: Malpractices identified/corrected following judicial inspections by the Parquet and ISJ

- Self-assessment April 2020, 9.1: «Grâce à l’intervention d’IDLO, on constate le respect des délais de détention par le parquet et les meilleures conditions des détenus. La maltraitance dans les unités d’enquête a considérablement été banni, les détentions provisoires abusives ont disparu et l’assistance judiciaire est de mise dans nos tribunaux. Ce sont entre autres quelques progrès réalisés à la matière du respect des droits humains. (...) Par exemple, le Parquet se rend dans les unités d’enquête au moins une fois par moi pour voir les conditions.» **Sources : Mars 2020 - Réalisations Principales du Projet, Coordinateur de CNDH avec Directeur adjoint OCS, Gao.**

Indicator 4.7: Increase in the number of criminal cases judged annually by courts

- Self-assessment April 2020, 7.1: « *Plusieurs séminaires ont été financés et organisés par IDLO dans le cadre du renforcement des capacités à l’endroit des magistrats et autres personnels de la famille judiciaires, ce qui fait que malgré l’insuffisance de la ressource humaine, le tribunal fonctionne de façon optimale pour répondre aux besoins des justiciables.*» **Source : Mars 2020 - Réalisations Principales du Projet, TGI, Tombouctou.**

1.5 EQ5

Indicator 5.1: Reduction in the average annual preventive detention rate

The consultation of the M&E Excel data file provided access to OVI 5 half-yearly figures on the performance of sampled prisons with regard to preventive and other detention rates. Being scattered on 11 columns and almost 100 lines, additional data integrating the figures already provided in Volume 1 could not be reported here.

Indicator 5.2: Corrective actions taken in result of control missions

- ... Des missions de contrôle ont également eu lieu au niveau de toutes les maisons d'arrêt de Ségou. Par exemples, grâce à ces missions de contrôle la séparation des hommes et des femmes dans toutes les maisons d'arrêts de Ségou est désormais une réalité. Les femmes et filles bénéficient également des kits d'hygiène. » **Source : Mars 2020 - Réalisations Principales du Projet, ex-Directeur Régional de l'Administration Pénitentiaire et de l'Education Surveillée de Ségou et formateur dans le cadre du projet.**
- « Les missions de contrôle appuyées par IDLO ont permis à la Direction Régionale de l'Administration Pénitentiaire et de l'Education Surveillée de suivre et corriger le régime alimentaire des détenus dans la totalité des maisons d'arrêt de la Région de Mopti qui ont fait l'objet de contrôles. (...) Par exemple, le sorgho qui n'était approprié dans l'alimentation était utilisé en lieu et place du mil qui est indiqué.» **Source : Mars 2020 - Réalisations Principales du Projet, Directeur Adjoint DRAPES Mopti.**

Indicator 5.3: Evidence that new legal competences are applied by prison officers

- Self-assessment April 2020, 8.1 « *Grâce au multiples accompagnement d'IDLO (formations, ateliers d'échange, journées portes ouvertes, échanges lors des réunions CdC) les droits de l'Homme sont mieux intégrés dans l'approche et plus respectés, les délais de Garde à vue sont scrupuleusement respectés. La coordination et la concertation entre des acteurs de la chaîne pénale s'observent de plus en plus dans la conduite des affaires pénales, par exemple, il y a une meilleure gestion des cas des mineurs en conflit avec la loi qui sont confiés par les unités d'enquêtes aux structures en charge de l'enfance.* » **Source: Mars 2020 - Réalisations Principales du Projet - Commissariat de Mopti.**
- « *De nos jours le respect des droits humains au sein de la chaîne pénale est renforcé grâce aux multiples renforcements de capacités organisées par IDLO à l'intention du personnel de l'administration pénitentiaire de Ségou sur le respect des droits humains, le renseignement pénitentiaire et la gestion de la crise au niveau des prisons.* **Source : Mars 2020 - Réalisations Principales du Projet, ex-Directeur Régional de l'Administration Pénitentiaire et de l'Education Surveillée de Ségou et formateur dans le cadre du projet.**

- Le projet d'IDLO a été bénéfique pour tous les agents de la maison d'arrêt et les pénitenciers, car il a permis à tous de connaître les droits et devoirs et a aussi contribué à connaître les règles de NELSON MANDELA relatives à la bonne marche de la collaboration des agents, les pénitenciers et notre collaboration avec les partenaires de la région de Gao. Interview Gao.

Indicator 5.4: Evidence of enhanced detention conditions

- Self-assessment April 2020, 7.1: « Grâce aux diverses activités de formation, information et sensibilisation (journées portes, ouvertes, ateliers d'échange; missions de contrôle des maisons d'arrêt et de correction) soutenues par IDLO, les prestations de l'Administration Pénitentiaire sont améliorées. Les femmes et les hommes ne partagent plus les mêmes quartiers dans les établissements pénitenciers. Les délais de détention sont respectés et ceci est vérifiable grâce à une application informatique.» **Source : Mars 2020 - Réalisations Principales du Projet, Directeur Adjoint DRAPES Mopti.**
- Self-assessment April 2020, 8.1: « Le respect des droits humains fondamentaux sont pris en compte à tous les niveaux des procédures judiciaires, de l'enquête préliminaire au jugement. A la maison d'arrêt où existe un quartier pour femme, un pour mineur et un pour les hommes les droits humains sont respectés. (...) Par exemple, certains agents pénitenciers se livraient au châtime des prisonniers avant IDLO et après ces agents ont compris que c'est une violation de droits et se sont conformés au respect.» **Source : Mars 2020 - Réalisations Principales du Projet, huissier de Justice à Tombouctou.**
- Self-assessment April 2020, 8.1: « Les activités de sensibilisation, de formation et de contrôle appuyées par IDLO ont permis, par exemple, d'ériger un quartier pour femmes à la Maison d'arrêt de Koro (Région de Mopti). En effet, les détenus (femmes hommes) partageaient les mêmes blocs.» **Source : Mars 2020 - Réalisations Principales du Projet, Régisseur Maison d'arrêt de Koro, région de Mopti.**
- Self-assessment April 2020, 9.1: « Grâce aux différentes interventions d'IDLO, les agents de la maison d'arrêt ont compris que les détenus sont leurs partenaires et non leurs ennemis. Aucune plainte n'est signalée pour abus ou maltraitance des détenus par des agents depuis un bon moment. Les pensionnaires connaissent leurs droits, le règlement intérieur et acceptent leur emprisonnement. Le constat est que les anciens déjà formés informent les nouveaux dès leurs arrivées avant même les séances de causeries habituelles avec le régisseur de la maison d'arrêt. La stabilité et la quiétude se sont installées au sein de la prison, les détenus revendiquent leurs droits sans aucune forme de violence ni de refus de manger, la confiance s'est créée entre les agents et les détenus. Par exemple, il y a deux ou trois semaines, un nouveau détenu venait d'arriver, il était dans une situation de panique, criait de partout son premier jour de détention. A son second jour, il était calme parce qu'il a eu des échanges avec ses codétenus qui lui avait déjà informé sur les règlements

intérieurs de la prison. Il avait peur de la prison mais lorsqu'il a échangé avec ses codétenus, il a dit au régisseur qu'il se sent prêt à attendre son jour. Le régisseur a l'habitude de choisir un jour dans la semaine et permettre aux détenus de venir un à un à son bureau pour causer directement et échanger sur les problèmes.» **Source : Mars 2020 - Réalisations Principales du Projet, régisseur, maison d'arrêt et de correction, Gao.**

- La séparation des hommes et des femmes dans toutes les maisons d'arrêts de Ségou est désormais une réalité. Les femmes et filles bénéficient également des kits d'hygiène.» **Source : Mars 2020 - Réalisations Principales du Projet, ex-Directeur Régional de l'Administration Pénitentiaire et de l'Education Surveillée de Ségou et formateur dans le cadre du projet.**
- « Les missions de contrôle appuyées par IDLO ont permis à la Direction Régionale de l'Administration Pénitentiaire et de l'Education Surveillée de suivre et corriger le régime alimentaire des détenus dans la totalité des maisons d'arrêt de la Région de Mopti qui ont fait l'objet de contrôles. (...) Par exemple, le sorgho qui n'était approprié dans l'alimentation était utilisé en lieu et place du mil qui est indiqué. » **Source: Mars 2020 - Réalisations Principales du Projet, Directeur Adjoint DRAPES Mopti.**
- **Activité 2.1.3: Visite dans les lieux de détention (gendarmerie, maison d'arrêt de Douentza) et vérification du respect des standards internationaux.** Cette activité a permis de vérifier les conditions de détention des Vingt (20) détenus conformément aux standards internationaux et s'assurer si les détenus qui avaient des ressources insuffisantes ont bénéficiés de l'assistance juridique et judiciaire selon la réglementation en vigueur. **ACEF Rapport Narratif 2019.**
- 7 sessions d'information ont été tenues contribuant non seulement à améliorer les compétences des femmes et des jeunes sur l'appareil judiciaire mais surtout les tâches de chaque acteur dans le traitement des dossiers de justice.^[1]_[SEP]
- 7 sessions d'information ont été réalisées à raison d'une session par cercle de la région conformément au tableau récapitulatif ci-dessous.^[1]_[SEP] Sur l'ensemble des sessions tenues 420 femmes dont 210 femmes et 210 jeunes garçons ont amélioré leurs connaissances sur les droits humains les plus fondamentaux en milieu carcéral. **CR-ONG Rapport Final 2019.**
- Deux ateliers d'information ont été réalisés à Ségou, tous animés par Monsieur Diakariou DOUMBIA Directeur de la DRAPES sur les droits humains en milieu carcéral à l'intention de 60 femmes et 60 jeunes. Il faut noter que ces ateliers ont été aux Agents de l'action sociale des prisons aux membres du BAJJ et du RECTRADE. **CR-ONG Rapport Final 2018.**

1.6EQ6

Indicator 6.1: Community actions taken following awareness-raising initiatives

- Self-assessment April 2020, 7.1: Gao: « Les sous-projets financés par IDLO ont permis de renforcer les capacités des parajuristes qui maîtrisent les techniques d'Information, Education et Communication en matière de promotion d'accès à la justice et promotion des droits des enfants et des femmes. Les parajuristes qui servent de relais communautaire, assurent la remontée des informations à Gourma sur les violations des droits de l'Homme. (...) Le partenaire dispose d'une base de données qui est mise à jour régulièrement. A partir des informations issues de la base de données, des actions de sensibilisation sont organisées par le partenaire à l'endroit des communautés. Par exemple, grâce à ces actions de sensibilisation, il y a eu une réduction des violences conjugales liées à la possession foncière par des femmes. » **Source: Mars 2020 - Réalisations Principales du Projet, agent de l'organisation non gouvernementale Groupe gourma, Gao**
- Self-assessment April 2020, 9.1: « Dans le cadre des sous-projets, Gourma a mis en place des cadres de concertation dans les communes. Ces cadres de concertations de plus en plus se muent en rendez-vous (mécanisme régulier) d'échanges entre les populations des communes d'intervention. Ils consacrent une base solide de promotion de la redevabilité en matière de gouvernance du secteur de la justice, d'échanges sur les cas et de monitoring des aspects liés à la promotion/protection des Droits de l'Homme. (...) Par exemples, durant la dernière phase du sous-projet, au moins trois requêtes ont été introduites auprès du TGI de Gao par les femmes bénéficiaires dont un litige de divorce, une sur l'accès au foncier et une sur la violence conjugale.» **Source: Mars 2020 - Réalisations Principales du Projet, agent de l'organisation non gouvernementale Groupe gourma, Gao.**
- Self-assessment April 2020, 9.1: « La prise en compte de l'approche genre a prévalu dans la mise en œuvre des activités du sous-projet mis en œuvre par Gourma sur le financement IDLO. Les groupements de femmes des zones d'intervention du sous-projet sortent de leurs réserves et commencent à évoquer les questions de Droits de l'Homme dans les lieux de regroupement notamment grâce aux caravanes et séances de renforcement des capacités réalisées.» **Sources : Mars 2020 - Réalisations Principales du Projet, Organisation Groupe et Touré Omorou de Demeso, Gao.**
- « La saisine des juridictions ne relève pas de notre culture, c'est ce qui explique la méfiance des citoyens cependant, grâce aux journées d'échange, d'information sur le fonctionnement de la justice nous constatons une nette amélioration de l'offre et de la demande des services de la justice. La peur et la méfiance font désormais place à la confiance entre nous populations et les acteurs de la justice formelle. (...) Par exemple, les défenseurs des droits de l'homme accèdent aux magistrats avec beaucoup plus de facilité qu'avant. Les magistrats sont moins mobiles et le service

de la justice plus constant.» **Source: Mars 2020 - Réalisations Principales du Projet, Coordinatrice de la Clinique Juridique de DEMESSO, Tombouctou.**

- Le constat général est que dès à présent la confiance n'est pas totalement rétablie entre les justiciables et la justice dans le cercle de Douentza. Suite aux attaques, enlèvement des personnes et assassinats ciblés, le juge a peur de siéger et les plaignants de nos communes d'intervention ont peur d'engager des procédures. **ACEF Rapport Narratif 2019.**
- La pérennisation des acquis du deuxième projet par CR-ONG passe par la responsabilisation des Mairies. Sur le plan institutionnel, elle s'appuie sur la mobilisation des OSC locales et, sur le plan social, sur la responsabilisation des bénéficiaires des formations et journées d'échange (femmes, jeunes, AT). Néanmoins, la mobilisation de ces acteurs suite aux résultats directs de l'action n'est pas évidente. Voir: **CR-ONG Rapport Final 2018.**
- Les bénéficiaires directs qui sont désormais les membres des CRED aussi bien que les personnes de petite taille sont engagé pour soutenir et pérenniser les actions du Sous-Projet dans les cercles de la région. Le sous-projet doit être dupliqué et renforcé à travers la mise en route des Médiatures communales déjà existantes et leur mise en place dans les nouvelles zones d'intervention (nouveaux cercles). **GADEC, Rapport Final 2019.**
- **Résultat 2.1**
 - Adhésion populaire à la mise en place de 10 CVOS et de 2 CCOS/VBG dans les deux communes.
 - Tenue de deux sessions communales d'adoption de deux «Protocoles d'assistance à la protection et à la promotion des droits des filles et des femmes » à Kalaké et à Konobougou: les sessions ont eu lieu le 04 Mars 2020 pour Kalaké et le 10 Mars 2020 pour Konobougou dans leurs salles de délibération respective.
 - Mise en place d'outils de plaidoyer de proximité au bénéfice des femmes et filles détentrices de droits indispensable: C'était bien une toute première pour les deux communes d'avoir une intervention ciblée sur les droits qui ait mis ensemble tous les acteurs pour adopter un texte réglementaire communal « Protocole d'assistance à la protection et à la promotion des droits des filles et des femmes » à partir duquel les femmes et leurs organisations alliées puissent interpeller les décideurs locaux à tout moment.
 - Identification et l'encadrement de 10 associations de femmes et 10 associations jeunes qui ont été un facteur important pour la diffusion des messages d'abandon des VBG.**SDI Rapport Final.**
- Deux associations communales de lutte contre les VBG ont été créées à la suite de deux assemblées constitutives convoquées par les maires des communes rurales de Koro et Koporona respectivement les 25 et 26 janvier 2019.

ARAFD, Rapport Final 2018.

- Au terme du sous-projet, 665 membres de 45 Centres de Renforcement de l'Etat de Droit (CRED) établis par le projet (35 en 2017 et 10 en 2019), dont 190 dans 10 communes du cercle Niono et 475 dans 25 communes du cercle de Ségou, ont été identifiés et renforcés. *Les initiatives mises en oeuvre par les CRED ne sont pas mentionnées.* **GADEC, Rapport Final 2019.**
- "Il faut noter l'intérêt qu'a suscité le projet dans les CSCOM à travers les CSREF, l'implication des Médecins Chefs et tout l'encouragement qu'ils ont adressé à GADEC et à son partenaire financier IDLO [SEP]" à clarifier. **GADEC, Rapport Final 2018.**
- Le Président élu (du CRED) [SEP] «Nous voilà désormais investis pour nous opposer aux abus d'où qu'ils viennent. Dans nos familles, dans nos quartiers, dans nos communes, partout où nous nous trouvons, nous avons le devoir de faire prévaloir le droit. GADEC et son partenaire IDLO ne vont pas faire le travail à notre place. Ils ont déjà fait de leur mieux en nous formant sur nos droits et nous en leur remercions pour cela. Chacun de nous doit donc serrer sa ceinture, la balle est maintenant dans notre camp».

La Secrétaire Chargée des Questions de Genre de la Coordination [SEP] «Lors des formations, nous avons appris beaucoup de choses surtout l'importance des actes de mariage et de naissance dont certaines de nos sœurs et mères et certains de nos enfants n'en ont pas. Nous devons nous battre pour cela aussi. Certaines femmes, une fois qu'elles posent le problème à leurs maris sont souvent violentées ou menacées de quitter le domicile conjugal. Cela doit cesser et nous demandons à GADEC et son partenaire IDLO à nous aider à sensibiliser et appuyer les hommes qui n'ont pas les moyens de célébrer leur mariage devant l'Officier d'Etat Civil et de se procurer d'actes de naissance pour les enfants qui n'en ont pas».

- Le Chargé des Questions de Justice [SEP] «Certes, la justice fait peur mais ce qui fait plus peur, c'est la police judiciaire et les Huissiers qui sont très répressifs. Face à eux nous pouvons bien tenir puisque nous connaissons désormais nos droits surtout quand nous nous sentons innocents. C'est le lieu de saluer ici GADEC et IDLO pour les formations que nous avons reçues surtout sur les procédures pénales».

GADEC, Rapport final 2017.

- Douze (12) cadres de concertation organisés dans les communes d'interventions ont été réalisés.
- Existence de trois plans communaux (dans chaque commune d'intervention) des actions de veille citoyenne sur le secteur de la justice et la promotion/protection des droits des enfants et des femmes ainsi que la mise en oeuvre de micro-activités de sensibilisation par les populations elle-même avec l'appui du projet. [SEP] Les autorités communales et les représentants de la société civile locale ont matérialisé cette initiative à travers la mise en place dans chaque commune d'intervention de projet d'un comité de veille citoyenne composé de 7 membres dont 3 femmes. Ces comités seront chargés de recueillir et remonter toutes les informations sur les violations des droits l'homme de façon générale et plus spécifiquement les droits des femmes et des enfants. Ces informations seront envoyées aux ONG et autres structures de

l'Etat chargées de la défense des droits de femmes et des enfants. **Gourma, Rapport Final 2019.**


Indicator 6.2: Increase in the number of citizens benefitting from legal assistance in CSOs project areas

- En effet, pour les procès pénaux durant la phase d'exécution du sous projet, l'ACEF-AFRIQUE devraient assurer les frais de déplacement, une indemnité de repas, les frais d'hébergement à l'hôtel et une allocation pour la garde des enfants de 10 plaignantes vulnérables ayant la volonté d'engager des procédures judiciaires. Compte tenu des difficultés d'accès au tribunal de Douentza du fait de la dégradation de la situation sécuritaire et de l'absence plus d'une année du juge aucune plaignante n'a été accompagnée pour les procès pénaux. La ligne budgétaire prévue pour cette activité a été réaffectée à la ligne prévue pour la formation des autorités traditionnelles. **ACEF, Rapport Narratif 2018.**
- Activité 2.1.4: Suivi des dossiers des plaignants vulnérables notamment les femmes et les enfants à la Justice de Paix à Compétence Etendue et à la maison carcérale. L'équipe technique d'ACEF-AFRIQUE a fait 3 visites en collaboration avec le BAJJ de Douentza et les autorités locales du cercle. Toutefois, les bénéficiaires d'assistance légale n'ont pas été quantifiés. **ACEF, Rapport Narratif 2019.**
- **Prise en charge des victimes des VBG:** 111 enfants (69 filles et 42 garçons – mais à p. 17 du rapport on dit 57 au lieu de 69) non enregistrés dans la commune de Konobougou ont été accompagnés dans le processus d'obtention d'actes de naissance auprès du tribunal de Baroueli. **SDI Rapport Final.**
- Les différentes missions de suivi accompagnement ont été assurées par l'Assistante juridique recrutée dans le sens ayant comme missions spécifiques de faciliter le traitement rapide des dossiers des femmes et jeunes dans les juridictions de la région et s'enquérir de leurs conditions de détention. Durant les six mois de réalisation des activités du sous-projet 144 dossiers ont été identifiés et suivi dont 103 jeunes mineurs garçons et 41 femmes comme on peut le lire le tableau récapitulatif ci- dessous. 105 détenus dont 30 femmes ont été libérés. **CR-ONG Rapport Final 2019.**
- 40 personnes en situation de détention ont fait l'objet de suivi et d'accompagnement dans le souci de la défense de leurs droits. Grâce à l'intervention du projet, seize (16) dossiers ont fait l'objet d'un traitement rapide et les détenus sont tous libérés. **CR-ONG Rapport Final 2018.**
- Les sous projets par GADEC ont entrepris les démarches administratives pour l'obtention des actes d'Etat civil bien inclus pour des groupes marginalisés (personnes de petite taille). Mariage: 525 en 2018 et 315 en 2019 ; Naissance: 875 en 2018 et 315 en 2019.
20 cas de victimes de VBG dont 6 à Niono et 14 à Ségou ont été accompagnées (pas clair s'il s'agit d'assistance légale ou de soins médicales / support psychologiques).
Rapports GADEC 2018-2019.

Indicator 6.3: Increase in the number of cases brought to OPJ in the project regions

- « Lors d'une de nos dernières interpellations au 4^{ème} quartier de Gao, nous avons reçu le soutien total de la population lorsque le mis en cause voulais s'opposer à la force publique. Notre unité d'enquête a eu l'appui de la population cela grâce aux journées portes ouvertes organisées par IDLO et aux formations qui ont permis à la population de comprendre notre mission. (...) Par exemple, pour cette interpellation c'est un groupe de population qui s'est rendu à nos bureaux pour dénoncer et donner des informations sur ledit groupe de consommation de stupéfiant.» **Source : Mars 2020 - Réalisations Principales du Projet, Directeur Adjoint OCS, Gao.**
- « IDLO a contribué à la connaissance des missions de l'office central des stupéfiants qui étaient auparavant méconnu des populations. Au regard des enjeux sécuritaires, les dénonciations sont timides mais maintenant nous sommes de plus en plus sollicités par des organisations de jeunes, de femme telles que le conseil communal des jeunes, le conseil local des jeunes, la CAFO et autres groupements de jeunes soit pour animer des conférences sur les conséquences des stupéfiants ou procéder à l'arrestation de personnes suspectées de la consommation ou de la vente des stupéfiants.» **Source: Réalisations Principales du Projet chef de l'antenne régionale de l'Office Centrale des Stupéfiants, Tombouctou.**
- En somme dix-neuf (19) plaintes ont été enregistrées. Ce nombre pouvait être revu à la hausse car depuis l'enlèvement du Commandant de Brigade de Boni, la gendarmerie de Boni est opérationnelle seulement chaque jeudi, c'est-à-dire le jour de la foire hebdomadaire. Quant à la gendarmerie de Hombori, les exécutions extrajudiciaires faisaient que les populations avaient peur de se plaindre à la gendarmerie. Car, les cas d'arrestations sont transmis aux FAMA or le traitement et la gestion de la détention provisoire ne relève pas des domaines de compétences des FAMA. **ACEF Rapport Narratif 2019.**
- Self-assessment April 2020, 9.1: « ...durant la dernière phase du sous-projet, au moins trois requêtes ont été introduites auprès du TGI de Gao par les femmes bénéficiaires dont un litige de divorce, une sur l'accès au foncier et une su la violence conjugale.» **Source : Mars 2020 - Abdoul Mib Ag Watane, agent de l'organisation non gouvernementale Groupe gourma, Gao.**
- Du rapport d'évaluation final (Enquête End line effectuée par l'ONG Gourma du 06 au 10 Janvier 2020), il ressort que : sur un échantillon 120 personnes enquêtées sur l'évolution de leur niveau de connaissance et de confiance aux mécanismes de protection des DH 83% prétendent connaître les différents mécanismes de protection des DH (police, gendarmerie.) et 51% prétendent avoir confiance aux mécanismes ^[11]_[5P] **Gourma, Rapport Final 2019.**
- Pas d'évidence de données sur les recours effectifs dans les rapports 2018 et 2019.

Indicator 6.4: Evidence of case referrals to CJC actors by traditional authorities

- Self-assessment April 2020, 5.1: Gao: « Grâce à l'intervention d'IDLO sur le lien entre justice formelle et informelle et leur rôle, le comité de jugement islamique réfère directement des cas pénaux soit à la gendarmerie ou chez le procureur. Il y a eu une meilleure communication entre les acteurs de la chaîne et les autorités traditionnelles qui ont compris le fonctionnement du système judiciaire. Par exemple, chaque autorité traditionnelle peut appeler directement le procureur, le Commandant de Brigade de la gendarmerie et le Commissaire de Police ». **Source: Mars 2020 - Réalisations Principales du Projet, Chef traditionnel, Gao.**
- Self-assessment April 2020, 5.1: TBKT: « Grâce aux actions des partenaires, à mon avis les autorités traditionnelles travaillent avec les acteurs de la justice formelle surtout en matière successorale ou le juge définit les personnes ayant qualité d'héritier et les renvoie devant l'Imam pour le partage. En plus, nous le voyons toujours secondé par des personnes de notre localité comme assesseurs. Dans les différents quartiers depuis un certain temps, nous constatons que les Imams et chefs de quartiers se dessaisissent de certaines infractions au profit de la justice. Par exemple, le cas de coups et blessures qui s'est produit à Bourem Inaly a été transféré au TGI par l'Imam et le chef de village. » **Source: Mars 2020 - Réalisations Principales du Projet, Coordinatrice de la clinique Juridique d'Amnesty International, Tombouctou**
- Le chef du village de Pélangana, élu Trésorier Général de la Coordination (CRED)  « Le mois dernier seulement, un groupe de personnes est venu me réveiller entre 1h et 2h du matin, pour me m'annoncer qu'un voleur de moto a été appréhendé par des jeunes qui veulent le lyncher, je me suis précipité pour aller à son secours et l'amener chez moi. Ces jeunes m'ont suivi jusqu'à mon domicile pour me demander de leur livrer le voleur mais je n'ai pas accepté parce qu'ils allaient le battre à mort alors qu'il a droit à la vie quelle que soit sa faute, comme nous a enseigné GADEC. J'ai donc fait appel à la Gendarmerie qui est venue le chercher pour le conduire dans ses locaux. Voyez-vous comment il est bon de connaître ses droits ? » **GADEC, Rapport Final 2017.**
- Sur 13 cas affaires civiles traités par les acteurs non-formels, 9 cas (dont 5 cas dans la commune de Gounzoureye, 2 dans la commune de Gao et 2 dans la commune de Soni- Aliber) ont bénéficié d'une expertise et d'un accompagnement des acteurs formels (Officiers de police judiciaires, Magistrats et parajuristes). **Gourma, Rapport Final 2019.**

1.7EQ7

Indicator 7.1: Evidence of coordination and synergies with MINUSMA/SAJP

- “Coordination efforts have been tangible with frequent meetings between IDLO and MINUSMA, often under the aegis of the Dutch Embassy. Results include the joint organization of 10 training courses and the organization of the interregional CCG meeting.” **MTE Vol I, p.26.**
- Les 23 – 24 août 2017 et 19 - 20 septembre 2017, l’IDLO en partenariat avec UNPOL de la MINUSMA et le CdC de Gao ont organisé les journées de sensibilisation sur la procédure judiciaire au Mali et le concept de la sécurité de proximité dans la région de Gao. **MTE Vol II, p. 35.**
- IDLO-MINUSMA coordination meetings took place in 2016 and 2017 at both central and regional (Timbuktu, Gao) level. **MTE Vol II pp.33-34.**
- At the 6th CCG meeting in Mopti of June 2016, the SAJP already suggested that IDLO takes on responsibility for one of the activity identified by the 5th meeting and the strategic plan, namely, the Appui pour le contrôle des Unités de Policiers Judiciaires des Parquets et des Cabinets d’Instruction de la Région de Mopti.
In 2017, IDLO has actually supported the Parquet to perform control mission to judicial police and investigative units. **MTE Vol II, p. 34.**
- Le plan de travail 2019 prévoyait l’appui à la réalisation de deux activités de synergie entre les CdC dans les quatre régions d’intervention (Ségou, Mopti, Tombouctou et Gao) du Projet, à savoir:
 - Organisation et prise en charge logistique et financière des réunions semestrielles inter- régionales des CdC; [SEP]
 - Mise en place d’une plateforme d’échange inter CdC. [SEP] Ces activités qui devraient être réalisées en collaboration avec la section affaires judiciaires et pénitentiaires de la MINUSMA n’ont pu être réalisées en raison de la lenteur administrative de ce partenaire.
IDLO Annual Report 2019, p.18.
- En 2019, l’IDLO a également appuyé techniquement et financièrement, en collaboration avec la Section des affaires judiciaires et pénitentiaires de la MINUSMA, des missions de contrôle de l’Inspection des Services Judiciaires dans les juridictions de la région de Tombouctou du 21 février 2019 au 08 mars 2019 et Gao du 14 au 31 mai 2019. [SEP] **IDLO Annual Report 2019, p.4.**
- Il faut harmoniser les façons d’agir sur les questions financières. Par exemple quand IDLO paye les prestations des magistrats a 150 000F par séance de sensibilisation.
- Il faut respecter les règles légales pour le traitement des fonctionnaires. **Field interview, March 2021.**

Indicator 7.2: Evidence of coordination efforts with other international stakeholders

- MTE KIIs suggested a potential interest from EU-PAJM in supporting the CPS/SJ. No evidence of discussions on this topic with the EUD in the documentation.

- Bakary Sacko, an economist and statistician who developed the data collection manual for the CPS/SJ, delivered a training of training course on the same topic and to the same target group in September 2019. The tools on which the training was based were developed with PAJM contribution.
- Evidence of coordination of efforts with EUCAP Sahel on the preparation of the ‘Guide de l’Enqueteur’ - CCACP meeting 29 Mopti.

Indicator 7.3: Evidence of collaboration with MoJ services

- At the time of the MTE, these institutions ignored the content of the MoU of 17/12 2015 between IDLO and MoJ.
- From **MTE Vol II, p.27** : the meeting of 26 Mai 2016 provided the occasion to discuss the results of diagnostic studies, clarify the role of the MJDH and to foster acceptance of the project’s PDIA by the directors of justice institutions: ISJ, INFJ, CPS/SJ, DNAJ, DNAPES, DF.
- At the time of the MTE, CCG presidents and members informing hierarchical superiors indirectly ensured the coordination with central-level justice institutions rather than IDLO. Slight dissatisfaction was voiced by DNAJ / DNAPES directors and the Minister Cabinet.
- Missions de contrôle de l’Inspection des Services Judiciaires dans les juridictions de la région de Tombouctou du 21 février 2019 au 08 mars 2019 et Gao du 14 au 31 mai 2019. Cela a permis de constater le fonctionnement réel de certaines juridictions du Nord (contrôle de fonctionnalité, présence des magistrats, personnel des juridictions, etc.) et du respect des procédures judiciaires (contrôle de conformité). **IDLO Annual Report 2019, p.4.**
- Au moins 4 séances de travail incluant le cabinet du Ministère de la Justice, les DNAJ, DNAJS, DNAPES, ISJ sont tenues durant l’année 2019. **IDLO Plan de Travail 2019, p. 9.**

Indicator 7.4: Evidence of synergies with INFJ

- In general, the SCJC project design and its underlying rationale abide to principles and focus on intervention areas prioritized by the GoM. However, it does not foresee collaboration with the National Institute for Judicial Training (INFJ), which has the role of ensuring pre- and in-service training of magistrates and other court personnel. While the lack of practical orientation and limited training offer characterizing the INFJ may have led to exclude working together from the outset, implementation is proving that collaboration is possible. **MTE Vol I p.20.**
- A study visit to Senegal was organised in April 2019 to the benefit of key personnel from the INFJ.
- The same INFJ personnel also took part in a study visit to Rwanda together with CJC actors from the project regions.

Indicator 7.5: Evidence of synergies with CPS/SJ

- The MTE confirms the involvement of CPS/SJ in the collecting data sought by the project monitoring system. Conversely, it did not evidence support from IDLO to enable CPS/SJ fulfill its mission. **MTE Vol II, I1.2.5, pp.31-32.**
- The participation of the CPS/SJ to the monitoring mission of August- September 2017 was planned but eventually IDLO carried it out on its own. **IDLO, Aide Mémoire mission de suivi 19/09/2017.**
- A training of trainers course was delivered to the staff of the CPS/SJ from 16 to 20 November 2019.
- A data collection manual was prepared by IDLO for the use of CPS/SJ in 2019.

Indicator 7.6: Evidence of dissemination, replication or scale-up of best practices

- Self-assessment April 2020, 4.2: Mopti: « Lors de sa réunion en session extraordinaire le 14 Juin 2019 à Mopti, en présence du Ministre de la Justice, garde des sceaux, le CdC de Mopti a fait un vibrant plaidoyer, tendant à la formalisation des CdC et à leur vulgarisation sur l'ensemble du territoire national. En retour, le garde des sceaux s'est engagé solennellement à formaliser/institutionnaliser les CdC/ACP tout en instruisant au Procureur Général, Président du CdC (à l'époque) de veiller au suivi du processus et de lui faire une proposition quant au format souhaité. » **Source : Juin 2019 - Réalisations Principales du Projet, Procureur Général près la Cour d'Appel de Mopti et Président du CDC.**
- ARAFD à mise en place 6 cadre de concertation qui se sont réunis 12 fois sur 18 prévues (Rapport final 2018). En 2019, seulement 2 réunions des CdC ont eu lieu **(Rapport final 2019).**
- Self-assessment April 2020, 9.1: « Dans le cadre des sous-projets, Gourma a mis en place des cadres de concertation dans les communes... » **Source : Mars 2020 - Réalisations Principales du Projet, agent de l'organisation non gouvernementale Groupe gourma, Gao.**
- 7 cadres de concertation, dont un par cercle, ont été mis en place sur l'inclusion sociale des personnes de petite taille ; 10 rencontres d'information et de sensibilisation ont été tenues pour la mise en place et responsabilisation de 10 nouveaux CRED; 35 cadres de concertation dont 10 à Niono et 25 à Ségou ont été tenus pour la mise en place et responsabilisation de 35 Médiatures Communales. Au delà de leur denomination, la correspondance des ces CdC avec les structures clé du volet 1 du projet de l'OIDD n'est pas démontrée. **GADEC, Rapports Finals 2017-2019.**
- 12 (réunions des) cadres de concertation organisées par Gourma dans la région de Gao en 2018 et 12 en 2019.

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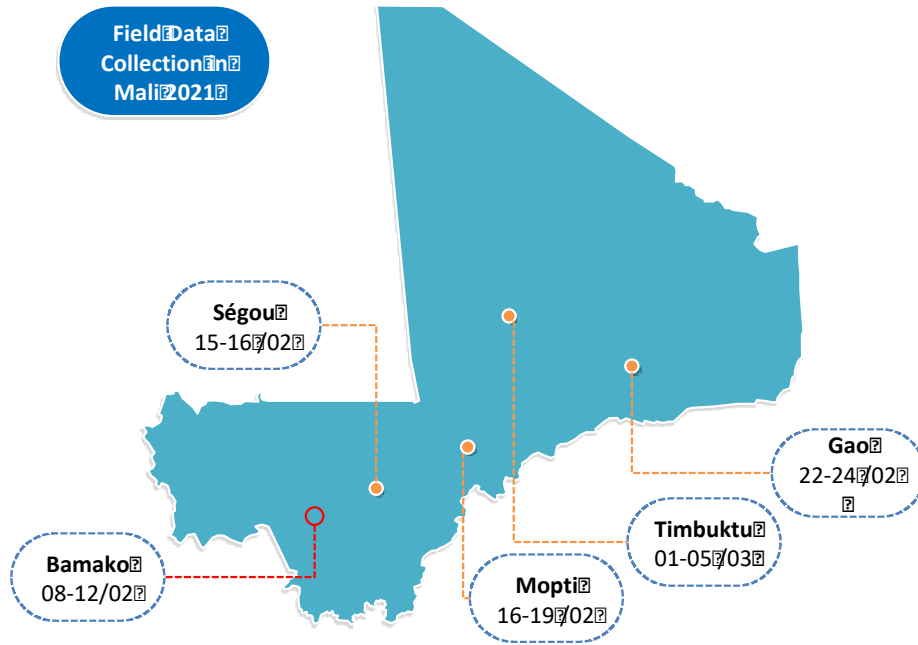
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