EVINFO

Thematic Evaluation of the European Commission Support to Justice and Security System Reform (JSSR) – Ref. 1295

Abstract
Within the global context of an increased international acknowledgement of the importance of JSSR (which, however still remains very much "work in progress"), the Commission has substantially increased its funding in this sector between 2001 and 2009, amounting to €1bn. Furthermore, it developed a concept to support JSSR and engaged in a wide range of assistance activities, having at its disposal a broad variety of financial and non-financial instruments to provide support to JSSR processes in numerous countries, including conflict-affected, fragile and more stable states.

Subject of the evaluation
This evaluation assesses the European Commission support during the period 2001-2009, for including the strengthening of criminal justice systems and the legal institutions involved in the oversight of security institutions.

Purpose
It identifies key lessons with a view to improving future strategies and programmes in this sector.

Methodology
10 Evaluation Questions (EQ) which framed the assessment at strategy, country and intervention levels (specific focus on 24 interventions in 21 countries). A combination of data collection tools and techniques was used, including: the analysis of 335 documents, eight country visits to Armenia, Chad, Colombia, Georgia, Guatemala, Indonesia, Rwanda and South Africa, interviews with 258 key stakeholders, a questionnaire sent to 56 EUD, a review of 40 CSP/RSPs, a meta-analysis of 11 evaluation reports and a quantitative and qualitative ROM analysis of 356 monitoring reports.

Main conclusions:
I. On policy commitment and framework
   • Since 2001, the Commission has substantially increased its engagement in JSSR globally through funding, development of its concept and utilisation of a wide range of financial and non-financial instruments. However, the Commission did not generally adopt a strategic, political approach to supporting JSSR in partner countries due to weaknesses in the EU Policy Framework and the limitations of its instruments.

II. On strategy and implementation
   • The Commission focused on building institutional capacity within state security and justice bodies rather than on addressing the constraints to service delivery from the perspective of the intended beneficiaries.
   • The Commission placed strong emphasis on national ownership at both policy and programming levels, but its focus on state institutions and its inflexible programming procedures significantly constrained its ability to tailor JSSR assistance effectively.
III. On results and impact

- Commission assistance contributed to enhanced institutional capacities within state security and justice bodies to deliver public services, but the overall impact on people's security and access to justice has been difficult to measure and was limited by its overall strategy for supporting JSSR processes.

IV. On institutional capacity and partnerships

- The Commission's institutional set up, human resource capacity and programming tools and guidance were not commensurate with its policy commitment and its level of funding for JSSR
- No clear division of labour or enhanced coordination and complementarity in JSSR assistance programmes between the Commission and its partners, either within the EU or outside

Main recommendations:

I. On policy commitment and framework

- The Commission should work with the EEAS to strengthen the EU JSSR Policy Framework and develop complementary operational guidelines

II. On strategy and implementation

- The Commission should adopt a more strategic, political approach to JSSR assistance
- Greater emphasis on securing the local knowledge and inputs at the design stage of the JSSR programmes
- A longer timeframe for the JSSR programming, combined with more flexible and rapid approval procedures
- Service delivery outcomes should drive the Commission's overall approach to JSSR

III. On results and impact

- The Commission should incorporate the mechanisms required to measure results and, in particular, the impact of its assistance on the lives of people

IV. On institutional capacity and partnerships

- The Commission with the EEAS should work to develop a stronger pool of EU JSSR experts by improving training and ensuring appropriate guidance and support
- The Commission should exploit the comparative advantage offered by its supranational character and more effectively harness Member State capabilities

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<th>Donor: European Commission</th>
<th>Region: all regions</th>
<th>DAC sectors: Justice and Security System Reform</th>
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</thead>
<tbody>
<tr>
<td>Evaluation type: Relevance, Efficiency, Effectiveness, Impact, Sustainability, Coherence, Value Added</td>
<td>Date of report: November 2011</td>
<td>Subject of evaluation: Thematic</td>
</tr>
<tr>
<td>Language: English</td>
<td>N° vol/pages : 2 volumes</td>
<td>Author: ADE – EGEVAL II</td>
</tr>
</tbody>
</table>