



# **Mid-Term Evaluation of the Justice Rapid Response's Deployment Fund**

for the Ministry for Foreign Affairs of Finland

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## Abbreviations and Acronyms

CHF	Swiss franc
COI	Commission of Inquiry
CSO	Civil Society Organisation
CSP	Civil Society Programme
DAC	Development Assistance Committee
DRC	Democratic Republic of Congo
DSA	Daily Subsistence Allowance
FFM	Fact-Finding Mission
IACHR	Inter-American Commission on Human Rights
ICC	International Criminal Court
IJP	International Justice Programme
JEP	Jurisdicción Especial para la Paz (Special Jurisdiction for Peace)
JRR	Justice Rapid Response
LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs
NJP	National Justice Programme
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the High Commission for Human Rights
ORC	Opportunity Review Committee
PGN	Procuraduría General de la Nación (Attorney General's Office)
SDG	Sustainable Development Goal
SGBV	Sexual and Gender-Based Violence
ToC	Theory of Change
ToR	Terms of Reference
TRRC	Truth, Reconciliation and Reparations Commission
UBPD	Unidad Especial para la Búsqueda de Personas dadas por Desaparecidas (Special Search Unit for Missing People)
UNDPPA	United Nations Department of Political Affairs
WHO	World Health Organisation

## Preface

This evaluation was commissioned by Finland's Ministry for Foreign Affairs (the Unit for Public International Law at the Legal Service) and was conducted through the Framework Agreement for Decentralised Evaluations and Reviews (FADER) with Finnish Consultancy Group (FCG), which during the evaluation process was acquired by Cowater International. The evaluation team consisted of Jonas Lövkrona (Team Leader) and Alejandra Bernardo. Pamela Dianne White provided project management support and quality assured the Draft Evaluation Report. The evaluation team wishes to express its appreciation to JRR and its staff for facilitating the evaluation, including the contacts with external stakeholders, with a special thanks directed to Nina Joyce.

## Executive Summary

Justice Rapid Response (JRR) is an international non-profit association working to provide rapid, impartial and professional expertise to international and national partners and civil society actors, assisting them in investigating, analysing and documenting international crimes and serious human rights violations. Finland has been supporting JRR since its establishment in 2009, and currently provides both core funding and lightly earmarked funding. The latter is channelled through the Deployment Fund, a flexible instrument allowing JRR to respond to critical situations and opportunities for which no other funding may be available at the time.

The double purpose of the mid-term evaluation was to ensure accountability by providing evidence of results, and promote learning, including by creating a basis for informed decision-making on funding and adjustments. It addressed the OECD/DAC criteria of relevance, effectiveness, efficiency and sustainability and followed a utilisation-focused and theory-based approach, operationalised through three case studies and an overall portfolio mapping and analysis.

The evaluation shows that JRR's Deployment Fund, as designed and implemented, is generally **relevant** to Finland's foreign and development policy goals. It has been directly relevant to two of Finland's five development policy priorities. The focus on the rights of women is clearly reflected in the large share of expert deployments that have addressed SGBV crimes. Gender equality and non-discrimination have also been treated in an integrated manner, but this is an area where further efforts are warranted. JRR is also giving increasing attention to the environment and climate change issue, as part of an emerging multidisciplinary approach as well as from an organisational perspective.

In general, the reactive nature of JRR's work guarantees a high level of responsiveness, and procedures and criteria are in place to ensure that inquiries meet a certain standard, are aligned with JRR's mandate, and reflect the real needs of requesting entities. There is a high level of satisfaction with JRR's support among requesting entities and partners. Yet, given the resource constraints of the organisation, meeting the likely future increase in inquiries will be a challenge.

Internal **coherence** has increased as a result of the development and operationalisation of JRR's first strategic plan of its kind. The establishment of additional coordination mechanisms and the future launch of country projects involving all three JRR programmes is also deemed to enhance coherence. The evaluation indicates that the Deployment Fund has many times helped to bridge funding gaps and in other ways complement other deployments within the same programme. However, cross-programme linkages are less evident. External coherence has been strengthened through the partnerships with key international actors. There is ample evidence of JRR's value-added and good examples of how the organisation works to avoid duplication, although continued attention is needed to building linkages and synergies with other initiatives.

With regard to **effectiveness**, the evaluation shows that intended outputs and results at the immediate outcome level have been achieved in a majority of the deployments supported by Finland's contribution. The most tangible outputs are the written contributions by JRR experts to various investigations and litigation processes, and related inputs to investigation methodologies and plans. Such outputs have in turn contributed to a qualitative improvement of investigations, especially with regard to the attention paid to SGBV, gender equality and a victim-centred approach. JRR's contribution to intermediate outcomes can relatedly mainly be observed in the SGBV-focus and gender perspective applied in investigation reports. There are also examples of JRR's contribution to capacity development of national actors and CSOs, although the results in this area are less tangible. It is generally too early to expect and detect longer-term impact given that the evaluation has focused on deployments implemented since 2021 only. However, in two of the case studies, there are emerging signs of accountability.

Several different factors have influenced the effectiveness of JRR's support. The timely mobilisation of high-quality expertise has clearly had a positive influence across deployments. At the same time, the quality of outputs and the contribution to outcomes have in some cases been affected by the limited number of working days assigned to some experts. The fact that a majority of the deployments have been home-based, partly due to the Covid-19 pandemic, has also had some adverse effects. Among the external factors, political will and support, the set-up and operationalisation of international investigations, the security environment in countries, and the capacity and commitment of requesting entities and other stakeholders on the ground stand out as the most important ones. While JRR's M&E system has been strengthened in recent years, further improvements are called for.

The assessment of the **efficiency** criteria shows that JRR implements more deployments than planned, and that deployments as well as agreed outputs are generally delivered in a timely manner. Although the number of requests is deemed to increase in the future, JRR has historically been able to meet the demand for its services. The costs associated with deployments appear reasonable. While there is no evidence of efficiency losses, further gains in cost-efficiency and cost-effectiveness could possibly be made through additional investments in organisational systems.

In line with the ToR, **sustainability** has been analysed from a capacity development perspective. The evaluation shows that skills have been transferred in a majority of deployments, but that capacity development has often not been a principal objective or pursued in a planned and structured manner. It is often not clear to what extent the requesting entities have actually internalised and continued to use these methods and tools developed with JRR's support. The best prospects for sustainability are found in longer-term engagements when repeated – and inter-linked – deployments are made to the same requesting entity. Organisational sustainability is deemed to have increased with investments made in strategic planning, programming, partnerships, and the expert roster. However, financial sustainability is a major concern, especially since JRR is not able to fully cover its staff costs and programme support costs. Although the late transfer of funds from Finland is a notable obstacle, the Deployment Fund offers much needed flexibility. In general, the lack of donor coordination and harmonisation creates significant transaction costs for JRR.

Based on the finding and conclusions, the evaluation makes several **recommendations**, both to JRR and its donors, including Finland. The recommendations are summarised below with further details provided in section 6.

1. JRR should develop internal guidelines and tools to ensure that the gender perspective is consistently taken into account in the assessment of inquiries, the planning and monitoring of deployments, and the guidance given to experts. When relevant, opportunities should also be sought to integrate the environment and climate perspective in expert ToRs.
2. JRR should consider ways of enhancing synergies between the three JRR programmes, such as by pro-actively seeking opportunities for CSP engagements in combination with, or following the end of, an international investigation. Complementarities with other actors should be embedded with expert ToRs and longer-term engagements.
3. JRR should seek to strengthen the capacity development perspective across programmes. As a first step, a conceptual framework for capacity development could be prepared. The ambition should be to ensure that JRR's contributes to sustainable organisational change.
4. JRR should explore prospects for deploying experts to assist international partners in the development of standards, guidelines and training material for investigation teams.
5. JRR should carefully match the length of expert deployments with the scope of their ToRs. Ample time should be provided for preparations, analysis, the delivery of high-quality outputs, the internalisation of outputs, and reporting/experience sharing.
6. JRR should develop a Theory of Change-based and learning-oriented M&E framework with a larger set of clearly specified quantitative and qualitative indicators, improved debrief questionnaires, a data quality assurance and analysis process, and provisions for research, training and support, and learning events.
7. Donors should consider continuing and expanding their support, allowing JRR to meet the growing demand for its expertise and partners' needs. Whenever possible, donors should provide multi-year core funding or fully flexible project funding, as is being done by Finland.
8. Donors should work together to increasingly harmonise application and reporting requirements, as well as explore the possibility of pooling funds, such as to the Deployment Fund, to reduce JRR's transaction costs and further strengthen JRR's response capacity.
9. Finland should ensure that the contribution to the Deployment Fund is released as early as possible in the year to maximise the value-added of the modality in terms of responding to urgent and ad-hoc requests.

# 1 Introduction

## 1.1 Background and purpose

Justice Rapid Response (JRR) is an international non-profit association registered in Switzerland, managed by a secretariat based in Geneva, and led by an Executive Board with representatives from 11 countries, including Finland. The mission of JRR is to provide rapid, impartial and professional expertise to international and national partners and civil society actors, assisting them in investigating, analysing and documenting international crimes and serious human rights violations.

Finland has been supporting JRR since its establishment in 2009, and currently provides both core funding and lightly earmarked funding. The latter contribution amounts to EUR 1.2 million for the period 2021-2024 and is channelled through JRR's International Investigations Deployment Fund (the Deployment Fund in short), a flexible instrument allowing JRR to respond to critical situations and opportunities for which no other funding may be available at the time.

As conveyed by the Terms of Reference (ToR), the double purpose of the evaluation is to ensure accountability by providing evidence of results, and promote learning, including by creating a basis for informed decision-making on funding and adjustments. The primary intended users are the Ministry for Foreign Affairs of Finland (MFA) and JRR. Secondary users may include members of JRR's Executive Board and other donor representatives (existing donors as well as prospective new donors).

## 1.2 Evaluation objective and scope

The main objective of the evaluation was to provide an independent assessment of Finland's contribution to the Deployment Fund based on the OECD/DAC evaluation criteria of relevance, coherence, effectiveness, efficiency and sustainability. To some extent, impact was also explored but mainly as part of the effectiveness criterion.

While the evaluation focused on the use of the current contribution to the Deployment Fund and activities implemented during the period 2021-2023, it also covers JRR's operations as a whole to some extent, in view of the fact that Finland also provides core funding. In addition, some of the examples of intermediate outcomes and impact refer to engagements that started prior to 2021.

## 1.3 Evaluation criteria and questions

Key evaluation questions for each of the evaluation criteria are presented in the ToR (Annex 1) and reproduced in Table 1.

**Table 1 Evaluation criteria and questions**

Evaluation criteria	Questions
Relevance	<ul style="list-style-type: none"> <li>To what extent are JRR's Deployment Fund activities aligned with Finland's foreign and development policy goals, including cross-cutting objectives?</li> <li>To what extent are JRR's Deployment Fund activities meeting the needs of the international organisations, states and CSOs requesting its services?</li> </ul>
Coherence	<ul style="list-style-type: none"> <li>What kind of measures does JRR have in place to ensure that activities across the three programmes are coherent with other related interventions in the same context, i.e., add value and do not duplicate efforts? Are the measures adequate? How could these measures be improved?</li> </ul>
Effectiveness (and impact)	<ul style="list-style-type: none"> <li>To what extent does JRR succeed to measure and demonstrate purpose, results and likely impact?               <ul style="list-style-type: none"> <li>To what extent has JRR delivered on its intended outputs, immediate outcomes and intermediate outcomes?</li> <li>Do the outputs described in the JRR's Theory of Change result in the immediate outcomes expected, across the three programmes? Do the immediate outcomes expected result in the intermediate outcomes expected, across the three programmes?</li> <li>Are there notable differences in the effectiveness between or within the three different JRR programmes?</li> </ul> </li> </ul>

Evaluation criteria	Questions
	<ul style="list-style-type: none"> <li>Would there be ways to improve monitoring and reporting on the immediate and intermediate outcomes resulting from the JRR's activities?</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>Has the delivery of the Deployment Fund's results been cost-effective?</li> <li>Has the delivery of the Deployment Fund's results been timely?</li> <li>How can gains be made in cost-effectiveness and timeliness of the delivery of JRR's results?</li> <li>Has the supply of experts been sufficient and appropriate? How could it be improved?</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>Have the capacity increases in key beneficiaries across the three JRR programmes been sustainable?</li> <li>Has JRR been able to sustain and expand adequate expertise in the JRR's roster?</li> </ul>

During the inception phase of the evaluation, the key evaluation questions were further discussed and interpreted, and judgement criteria and indicators defined based on a re-constructed Theory of Change (ToC), developed together with JRR staff (see section 3.1). For each question (or group of questions), data collection and analysis methods were identified, along with sources/means of verification (see the Evaluation Matrix in Annex 3).

## 1.4 Structure of the report

Following the executive summary and this introduction (section 1), the report provides an overview of JRR and the Deployment Fund (section 2), and then summarises the methodology of the evaluation (section 3). Section 4 is the main part of the report. This section presents the main evaluation findings and the supporting data and analysis by OECD/DAC criteria, with the guidance of the indicators defined in the Evaluation Matrix.<sup>1</sup> Findings are highlighted in bold font, normally in the beginning of a paragraph. The report ends with a concluding chapter (section 5) and a set of recommendations to JRR as well as to Finland and other donors (chapter 6). Evaluation tools and sources can be found in the annexes.

## 2 Overview of JRR and the Deployment Fund

### 2.1 JRR's mission, operations and funding

JRR is an international non-profit association under Swiss law led by an Executive Board with representatives from 11 countries (Argentina, Belgium, Canada (observer), Costa Rica, Finland, the Netherlands, Republic of Korea, Sierra Leone, Sweden, Switzerland and Uganda), UN Women (observer) and two individual members. Day-to-day operations are managed by a Secretariat (led by the Executive Director) based in Geneva and a liaison office in New York. By the end of 2023, JRR had 22 full-time staff members.<sup>2</sup>

The mission of JRR is to promote the rights and access to justice of victims and survivors by providing prompt, impartial and professional expertise, tailored to each context, to international, national and civil society actors for the investigation of international crimes and serious human rights violations. Expert deployments are made from three core programmes, i.e. the International Justice Programme (IJP), National Justice Programme (NJP) and Civil Society Programme (CSP). While the IJP collaborates with UN agencies (e.g. UN Women, OHCHR, UNICEF) and other international (and regional) organisations, the NJP responds to inquiries from national prosecution offices, truth, reconciliation and reparations commissions, municipalities, among others. The CSP was established with the notion that CSOs play a significant role in the promotion of justice, especially through

<sup>1</sup> The questions are not necessarily addressed in the same order as they appear in the ToR and Evaluation Matrix.

<sup>2</sup> JRR operates under two legal entities: Justice Rapid Response Association in Switzerland and Justice Rapid Response USA in the United States.



documentation, litigation and advocacy. Organisational priorities are defined in JRR's Strategic Plan 2023-2026, which is operationalised through annual work plans.

JRR's experts work closely with requesting entities and partners, providing both technical assistance and capacity development support. JRR maintains a roster with more than 750 experts from 115 countries, representing a wide range of professions and specialisations. About 60 percent of the experts are women.<sup>3</sup> The experts are selected through open calls, and then trained and certified "on the roster". Inquiries for support are assessed based on certain criteria and matched with expert profiles on the roster, which are presented to the requesting entities for selection. JRR manages the entire deployment process, from the contracting of the expert to the debriefing at the end of the expert's assignment. Since its creation in 2009, JRR has delivered more than 700 expert deployments, of which almost half had a focus on Sexual and Gender-Based Violence (SGBV).

The income of JRR mainly comes from bilateral donor grants. During the past four years (2019-2022), the total income of the organisation has fluctuated between CHF 4.4 million and CHF 5.2 million. In 2022, the latest year from which an audited financial statement is available, income was received from 15 donors, the largest contributors being Canada, Switzerland, Finland, the Netherlands and WHO. Income from Finland, including core funding and the contribution to the Deployment Fund, amounted to a total of CHF 1.9 million from 2019 to 2022, which is equivalent to 11 percent of JRR's total income during that period.<sup>4</sup>

## **2.2 The Deployment Fund**

Finland's current contribution to the Deployment Fund is anchored in a project proposal submitted by JRR in April 2021 and amounts to EUR 1.2 million for four years 2021-2024. As framed in the project proposal, the specific objectives of the Deployment Fund are to:

- Contribute to the enhancement of the rights and status of women and girls by strengthening the capacity of international, national and civil society justice actors to fight impunity for sexual and gender-based violence while ensuring that the rights of victims and survivors are at the centre of justice processes;
- Contribute to more peaceful, stable and just societies with strengthened judicial institutions, accountability mechanisms and documentation processes in cases of large-scale human rights abuses or serious conflict-related crimes, enabling victims and survivors to access a credible, victim-centred accountability process.

The Deployment Fund is intended for situations where an inquiry for support has been positively assessed by JRR but when a) no funding is available from any of JRR's existing projects (geographical and thematic projects), or b) there is a delay in securing funding and this delay may negatively impact on the quality of the accountability process. As specified in the application, other funding is not always available during the critical window of opportunity when professional expertise can make a difference.

So far, Finland's contribution has financed 57 deployments, equivalent to about 22 percent of all JRR deployments (260 deployments) during the period 2021-2023. This includes 8 deployments from the IJP, 20 deployments from the NJP, and 29 deployments from the CSP, as visualised in Figure 1. Deployment Fund activities have been spread across 18 countries. A majority of the deployments under the NJP have focused on South America (especially Guatemala and Colombia). Multiple deployments from all three programmes have also focused on Ukraine. In 13 countries, only one deployment has been implemented with funding from Finland. Six of the eight deployments from the IJP were made through the partnership with UN Women in support of OHCHR-managed Commissions of Inquiries (COI) and Fact-Finding Missions (FFM), mandated by the UN Human Rights Council.<sup>5</sup>

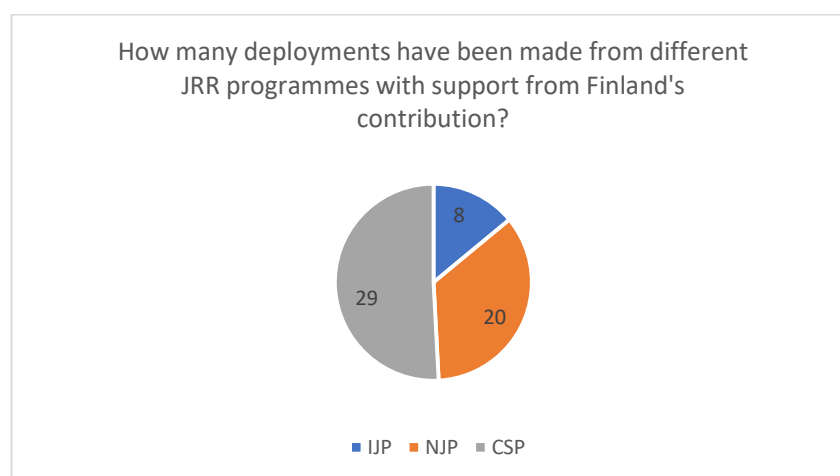
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<sup>3</sup> Justice Rapid Response. Factsheet Roster 2023.

<sup>4</sup> RSM. JRR Association Geneva. Report of the Independent Auditor on the Financial Statements for the year ended December 31, 2022.

<sup>5</sup> Data retrieved from the evaluation team's portfolio mapping.

**Figure 1. Number of deployments supported by Finland's contribution 2021-2023 managed under different JRR programmes**



Source: JRR Salesforce database

### 3 Methodology

The evaluation methodology was developed, elaborated on, and agreed during the inception phase, and is documented in the final inception report. The methodology is informed by the ToR, the initial desk study and preliminary interviews, the reconstructed Theory of Change (ToC), and good evaluation practice and standards.

#### 3.1 Overall evaluation approach

The evaluation was utilisation-focused and theory-based. In line with good practice, the utilisation-focus implied that close engagement with JRR staff was ensured throughout the different stages of the evaluation. A key event during the inception phase was the ToC seminar, attended by 14 JRR staff members. Preliminary interviews were also conducted to inform the selection of case studies and identify prospective key informants. Both MFA and JRR had the opportunity to comment on the Draft Inception Report, thereby further influencing the evaluation methodology in a utilisation-focused direction. During the main data collection phase, the utilisation focus was promoted through semi-structured interviews, which allowed JRR staff to expand on and raise new issues, and suggest possible causes and solutions to any problems and challenges. Subsequently, prior to preparing the draft evaluation report, a validation workshop was held to discuss the evaluation team's key observations, emerging findings and tentative recommendations.

A theory-based evaluation<sup>6</sup> is designed to answer the question of what worked (by assessing the contribution to change), but also why (or why not) and how it worked (by examining the process that led to those changes), as well as what is missing for the intervention to work. As noted above, a first step in the evaluation process was the development of a re-constructed ToC for the Deployment Fund, which has informed the Evaluation Matrix, especially the indicators for the effectiveness criterion, and the focus and scope of the desk work and interviews. The re-constructed ToC is presented in Annex 2.

#### 3.2 Case studies

In line with the ToR, the evaluation included three case studies of deployments from each of JRR's core programmes. The case study selection was done during the inception phase using a purposeful sampling technique, meaning that priority was given to information-rich cases. Other variables taken into account during the selection process was geographical/regional balance, type of deployments, and the ambition to explore both stand-alone deployments and deployments taking place in the

<sup>6</sup> See, for instance, <https://www.intrac.org/wpcms/wp-content/uploads/2017/01/Theory-based-evaluation.pdf> for more information on theory-based evaluations.

context of a long-term engagements. In addition, consideration was given to data availability and sensitivity, including confidentiality aspects.

The case studies are illustrative, meaning that they were intended to provide a rich, detailed and nuanced description of the deployment(s) in question, for the purpose of explaining how the deployment fund works and the results that it can generate and contribute to in specific contexts and circumstances. The results of the deployments covered by the case studies were assessed with the help of Contribution Analysis, to establish the relative influence of JRR's support on observed results/changes. The selected case studies are presented in Table 2.

**Table 2 Case study sample**

JRR programme	Case study	Type of deployment(s)	Deployment focus
1. International Justice Programme	Libya Fact-Finding Mission (FFM) – UN Women – OHCHR	Truth telling engagement that also impacts criminal proceedings. Mentoring was not the main focus but happened as well	A Gender Adviser/SGBV Investigator was deployed to devise an investigative plan on SGBV for the FFM, document and report on gendered violations, and provide technical advice to the members of the FFM Secretariat.
2. National Justice Programme	Colombia – five inter-linked deployments on transitional justice set up by the Peace Process	Mix of mentoring, technical assistance and scoping, with a broad focus on investigation, accountability and reconciliation, truth-seeking/telling and memorialisation	The deployments took place under the “Comprehensive System of Truth, Justice, Reparation, and Non-Repetition”, in support of various mechanisms, the Special Jurisdiction for Peace (JEP), the Attorney General's Office (PGN), the Special Search Unit for Missing People (UBPD) and the Mayor's Office of Medellin.
3. Civil Society Programme	Korea future – DPRK – Documentation of international crimes in North Korea	Mentoring mission, with focus on international criminal investigations, and no other thematic focus	A Legal Advisor was deployed to strengthen the capacity of Korea Future to document cases of international crimes and serious human rights violations perpetrated in the North Korean penal system.

The case studies have been separately documented in a standard template but are not annexed to the evaluation report since they may contain sensitive details. However, the case studies are extensively drawn upon in the report.

### 3.3 Data collection and analysis

The evidence-base for the evaluation consists of data collected through a desk review of documents and data provided by JRR, MFA and other stakeholders, as well as key informant interviews.

The desk review was based on two categories of documents and data. The first category consists of documents and data pertaining to JRR's operations as a whole, including its Strategic Plan, annual work plans, annual reports, audited financial statements, internal policies and guidelines, communication and visibility materials, and information extracted from its statistical database. The second category of documents and data relate to the use of the Deployment Fund and include inquiries for support, JRR's technical assessments of inquiries, expert ToRs, expert mission reports, debrief questionnaires, final investigation reports, etc. In addition, the project application and reports to Finland were scrutinized. A full list of documents consulted can be found in Annex 4.

Interviews were conducted with 50 individuals. The key informants were identified in consultation with JRR as well as through the evaluation team's own inquiry, and consisted of JRR staff members,

deployed experts, representatives of requesting entities and partners, and donor representatives. All the interviews were semi-structured and conducted with the help of interview guides developed for different categories of key informants. The notes from the interviews were entered in the same format to facilitate aggregation and comparison. JRR staff were interviewed both individually and in groups, remotely as well as in-person (through a visit to Geneva). Other key informants were interviewed remotely. For confidentiality reasons, the list of key informants is not annexed.

Templates<sup>7</sup> were developed and used to ensure that data was collected, analysed and aggregated in a systematic and consistent manner across JRR programmes and deployments. As earlier mentioned, the case studies also encompassed an element of Contribution Analysis, including a contribution rating and a strength of evidence rating. If not otherwise mentioned in the report, the findings were corroborated against at least two data sources. Similarly, the conclusions were drawn based on multiple findings and convey the vital points of the evaluation with a focus on the key evaluation questions. The recommendations follow directly from the conclusions.

### **3.4 Ethics and participation**

The evaluation was conducted in line with the OECD/DAC Guidelines on Quality Standards for Development Evaluation. Accordingly, the evaluation team has adhered to the principles of impartiality, independence and credibility. The need for confidentiality and safe handling of data has been recognised in each step of the evaluation process. Only the evaluation team has had access to the interview data, and no sensitive information is presented about organisations or individuals in the evaluation report.

As elaborated on above, the evaluation was utilisation-focused and conducted in a participatory manner. In line with the requirements of the ToR, comments and suggestions on the Draft Evaluation Report were handled in a systematic manner, including through the use of a Comments and Response Matrix.

### **3.5 Limitations and challenges**

Findings are mainly based on an assessment of the Deployment Fund, which has financed about one-fifth of JRR's deployments during the period evaluated, and may not be representative of all JRR deployments. In this regard, it is also important to recognise that the Deployment Fund is designed to respond to urgent requests and to cover temporary funding gaps. These types of deployments may not always (or on their own) be conducive to capacity development and the achievement of sustainable results at the intermediate outcome level. Whenever relevant and possible, the evaluation team has addressed this issue by expanding the assessment beyond the Deployment Fund, and also tried to identify linkages with long-term engagements and other donor support.

Secondly, while the OECD/DAC criteria can be used for assessing a wide variety of interventions they are primarily designed for development programmes. As such, they may not offer the best measuring stick for the work of human rights organisations and service delivery organisations, such as JRR. The evaluation recognises the specific nature of JRR's activities and seeks to provide a nuanced assessment, especially with regard to the criteria of effectiveness, impact and sustainability. At the same time, it should be emphasised that the evaluation is based on a ToC developed together with JRR, which means that the expected outcomes against which the effectiveness and impact of JRR's work have been jointly agreed and are deemed to be plausible.

Finally, while the evidence-base of the evaluation is derived from different sources and findings have been corroborated to the extent possible, the portfolio analysis is mainly based on the debriefing questionnaires. These questionnaires convey the requesting entities' and experts' views on how successful the deployments were and what was achieved, and, hence, may not be free from response bias. In some cases, the evaluation team has been able to corroborate the answers through interviews and by sourcing supporting documents, but the data from the portfolio analysis should still be treated with some caution.

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<sup>7</sup> Interview guides, portfolio mapping template, portfolio analysis template and case study template.

## 4 Findings

### 4.1 Relevance

This section addresses the following two main evaluation questions: 1) to what extent Deployment Fund activities are aligned with Finland's foreign and development policy goals, including cross-cutting objectives, and; 2) to what extent Deployment Fund activities meet the needs of international organisations, states and CSOs requesting support from JRR. The questions are addressed through the lens of the judgement criteria and indicators defined in the Evaluation Matrix (Annex 3).

#### 4.1.1 Alignment with Finland's policy goals and objectives

**As designed, the Deployment Fund is well aligned with Finland's foreign and security policy and, in particular, its development policy. The strengthening of the status of women and gender equality and peaceful and democratic societies are primary objectives of the Development Fund.**

Finland's foreign and security policy aims at preserving its independence and the democratic core values of society and promoting the well-being and security of its citizens. This involves supporting the rules-based international system, striving for a more effective UN system, and emphasising human rights as a foundation of foreign and security policy. The development policy is an integral part of Finland's foreign and security policy. Grounded in the Sustainable Development Goals (SDGs), the development policy aims to eradicate poverty, reduce inequality and achieve sustainable development. Reflecting Finland's values and strengths, five priorities have been defined to this end: 1) strengthening the status and rights of women and girls; 2) education; 3) sustainable economy and decent work; 4) peaceful and democratic societies, and; 5) climate change and natural resources. Several cross-cutting objectives are also being pursued, including gender equality, non-discrimination, and climate-resilient and low-emission development.<sup>8</sup>

The project proposal on the Deployment Fund, submitted to Finland in April 2021, was drafted with Finland's development priorities in mind. The two specific objectives defined build on Finland's priority to strengthen the rights of women and girls, and to achieve peaceful and democratic societies, thereby also contributing to SDG 5 and SDG 16. In addition, the application makes reference to Finland's National Action Plan (NAP) for Women, Peace and Security 1325 for the period 2018-2021, which includes specific objectives for promoting the fight against impunity and bringing perpetrators to justice as well as developing the capacity of national authorities to investigate SGBV crimes. JRR's Strategic Plan 2023-2026 confirms and signals a continued commitment to the realisation of SDG 5 and SDG 16.

**In line with Finland's priorities, the contribution to JRR has to a large extent been allocated to expert deployments that have focused on SGBV crimes or have had gender equality as an important objective. Nevertheless, the gender perspective seems to be missing or not well-defined in a number of deployments.** In practice, JRR's focus on gender equality is clearly reflected in the large number of experts (237 experts) on the JRR/UN Women SGBV sub-roster, which also includes 41 gender equality experts. It is also noted that the certification and induction training of JRR experts have a strong focus on gender-based analysis, understanding of SGBV, and the application of a victim-centred approach. Data extracted from JRR's statistical database (Salesforce) shows that during the period 2021-2023, 42 percent of all JRR deployments have had gender equality as a main/principal objective (Gender Marker 2).<sup>9</sup> Most of these deployments are related to SGBV investigations and related activities. JRR data furthermore shows that in 38 percent of deployments, gender equality has been an important objective (Gender Marker 1), which often means that gender equality has been integrated/mainstreamed. In 20 percent of deployments, gender equality has not been targeted (Gender Marker 0), according to JRR data.<sup>10</sup>

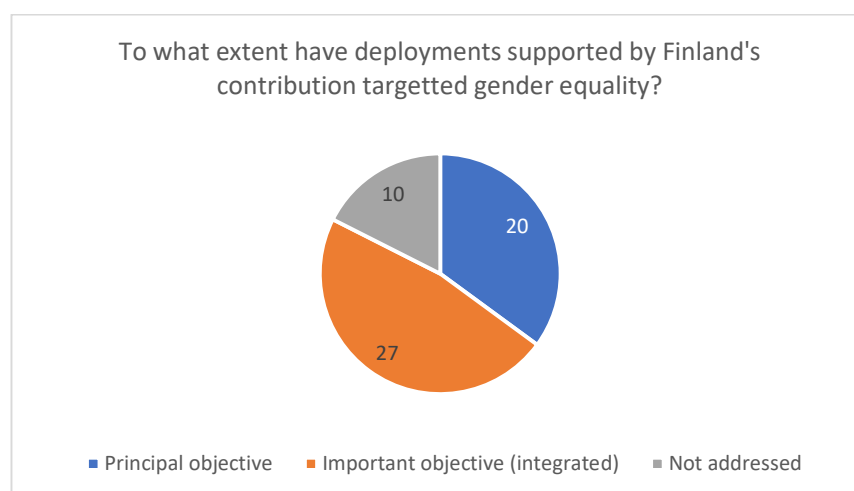
As shown in Figure 2, the gender equality focus of the deployments funded by Finland largely mirrors the global picture, although the share of deployments with Gender Marker 2 is somewhat less.

<sup>8</sup> <https://um.fi/goals-and-principles-of-finland-s-development-policy>

<sup>9</sup> JRR is using the DAC gender equality policy marker scoring system to track deployments in support of gender equality and women's rights.

<sup>10</sup> JRR Salesforce M&E module. Dashboard.

**Figure 2 Number of deployments supported by Finland's contribution having gender equality as a principal or important objective**



Source: JRR Salesforce M&E module.

All three JRR programmes have targeted gender equality, and especially SGBV to a large extent. According to the evaluation's team's portfolio mapping and analysis, the NJP had the largest share of deployments (55 percent) with Gender Marker 2. In the IJP and CSP, the share was 50 percent and 37 percent respectively. Across the three programmes, the main focus of deployments having gender equality as a principal objective was on SGBV.

One challenge faced by the evaluation team was that the answers provided in the debrief questionnaires are sometimes very short and also vague in some cases, making it especially difficult to understand to what extent gender equality has been integrated, and thereby should be assigned a Gender Marker 2. JRR has informed that the Gender Marker assessment is not only based on the debrief questionnaires but also on expert ToRs and other information provided by the requesting entity in the initial inquiry process. In the opinion of the evaluation team, the process of assessing the gender focus of deployments is not totally clear.

**The case studies provide examples of how gender equality – and multiple forms of discrimination – have been addressed across different types of deployments.** Gender equality was the principal objective of expert deployments to international investigations focusing on Belarus, South Sudan, Sri Lanka, Ethiopia and Libya. The Libya case study provides an illustrative example of the deployment of gender expertise within the partnership between JRR, UN Women and OHCHR. It describes how a Gender Adviser/SGBV Investigator supported by the Deployment Fund was deployed, among other experts, to the UN-mandated Fact-Finding Mission (FFM) on Libya, for the purpose of investigating and reporting on SGBV, and to provide technical advice on how to integrate gender equality in the overall work of the FFM. The case study also shows how JRR experts contributed to integrating a child rights perspective and highlighted violations against LGBTI persons, which aligns with JRR's new focus on intersectionality.<sup>11</sup>

Promoting gender equality and the rights of women and girls was similarly either the principal or an important objective of the deployments to Colombian authorities, as elaborated on in the NJP case study. The ones in the first category included the deployment of an SGBV Prosecutions Expert to the Special Jurisdiction for Peace (JEP) to identify criminal patterns that could be investigated as SGBV crimes and crimes to indigenous women, and a Gender Expert deployed to the Special Search Unit for Missing People (UBPD) to help identifying the main obstacles to properly reporting, registering and searching after LGBTIQ+ people, women, children and youth, who have gone missing due to the armed conflict.

In the case of CSP deployments, all deployments to Colombia and Guatemala had gender equality as a principal objective or important objective (integrated). In most other country situations, gender

<sup>11</sup> Ensuring that justice processes are inclusive of people who face multiple forms of discrimination, such as people with disabilities and people of diverse sexual orientations and gender identities.

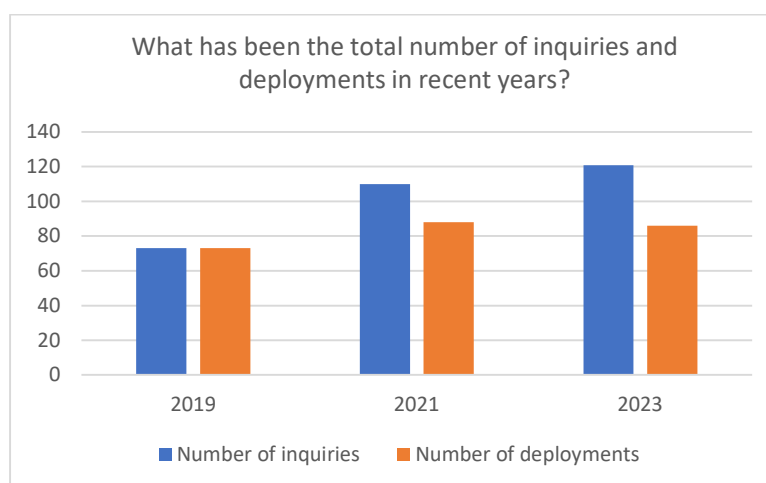
equality was integrated or not targeted. As in the case of the NJP, the deployments to Ukraine have had a limited focus on gender equality. The case study of the deployment to Korea Future is an example of a CSP deployment where gender equality was not the principal objective but integrated, i.e. by requesting the expert to advise Korea Future on how to ensure a gender perspective throughout its investigative work.

**While not directly addressing climate change and the environment, JRR is giving increasing attention to this area as part of an emerging multidisciplinary approach as well as from an organisational perspective.** JRR addresses climate change and the environment in its Strategic Plan 2023-2026, both in terms of programming and operations. As part of the strategic aim of enabling a multidisciplinary approach (strategic aim 3), JRR pledges to closely monitor emerging needs related to crimes affecting the environment. In addition, one of the key milestones towards strengthening the institutional framework and systems is to develop a carbon-emission policy and conduct a review of JRR's social and environmental impact. It is also noted that there was a call for nominations of environmental (law) experts in late 2022. So far, Finland's contribution to the Deployment Fund has supported one deployment with a focus on crimes affecting the environment.

#### 4.1.2 Meeting needs

**JRR has been able to deliver experts deployments at a steady rate in recent years but meeting the likely future increase in requests, especially for ad-hoc and urgent support, will be a challenge.** JRR M&E data shows that the number of inquiries/requests for support to JRR has significantly increased in recent years, from 73 in 2019 to 121 in 2023. The number of deployments has also increased since 2019 but not to the same extent, and remained at a relatively stable level since 2021 (see Figure 3 below). At the end of 2023, there was a total of 60 open inquiries, i.e. inquiries being processed and/or not yet having materialised into deployments<sup>12</sup>. As further elaborated on in section 4.5.2, JRR has continued to expand its roster to meet partners' needs for specialised expertise and take a more pro-active role in ensuring that investigations are properly staffed. The roster currently consists of 754 expert profiles, up from about 600 in 2019.

**Figure 3 Total inquiries and deployments by year**



Source: JRR Salesforce database.

Interviews indicate that in the cases inquiries are not promptly acted upon the main reason is the lack of funds, especially flexible funds, and that the Deployment Fund has greatly contributed to keep these cases at a low level. Still, JRR expects that the number of inquiries will continue to increase and that Finland's contribution to the Deployment Fund may not be enough to satisfy the demands for flexible funding.

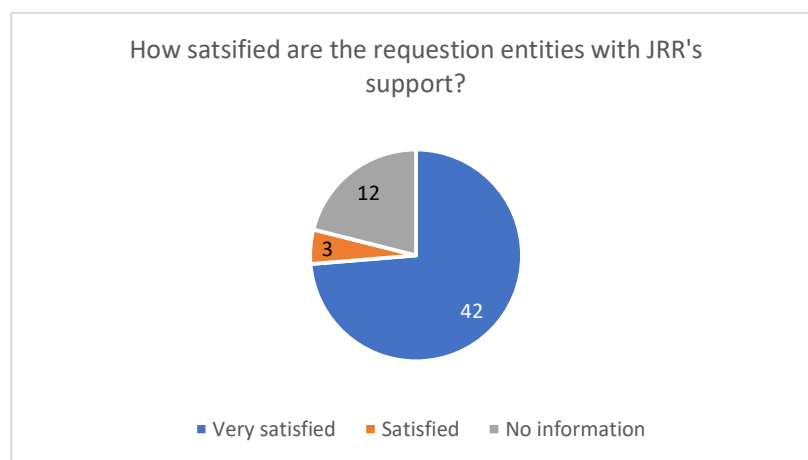
<sup>12</sup> JRR's Salesforce database can give a snapshot of live information, but as ongoing inquiries from 2019 or 2021 will either have been closed or turned into deployments the data of what may have been ongoing at that point is not possible to gather.



**Procedures and criteria are in place to ensure that inquiries meet a certain standard, are aligned with JRR's mandate, and reflect the real needs of requesting entities.** JRR makes a technical assessment of each inquiry/request for support to ensure that four conditions/criteria are fulfilled, i.e. that 1) the request is in conformity with international law, 2) the request is free from political motivation, 3) the safety of the JRR expert, as well as the victims and witnesses who would be engaged by the expert, can be guaranteed, and 4) a rapid response is required.<sup>13</sup> An additional set of criteria guides the vetting of CSOs and CSO inquiries.<sup>14</sup> To be considered for support, CSOs need to be formally registered, apply approved international standards and principles for the documentation of core international crimes and/or serious human rights violations, show proof of sustainability, and have good reputation (assessed through reference checks). In addition to the four overall criteria mentioned above, the assessment of CSO inquiries considers the documentation capacity of the CSO, any duplication or complementarities with support from other organisations, and the prospects for longer-term outcomes and impact. The case studies conducted as part of the evaluation suggest that the assessments were conducted in line with the established criteria and procedures.

**Almost all requesting entities are very satisfied or satisfied with the support from JRR, including the expert deployments funded by Finland.** The evaluation team has used requesting entities' rating of their satisfaction with JRR's services as a proxy indicator for the extent to which the support has met their needs. JRR's M&E data shows that in 89 percent of all deployments implemented during the period 2021-2023, the requesting entities were "very satisfied" with the support, while 10 percent were "satisfied". When narrowing down on the Deployment Fund, 93 percent of the requesting entities were very satisfied with the support, and 7 percent satisfied, according to the portfolio mapping and analysis. These figures do not include the 12 cases where no rating was provided and/or information is missing (see Figure 4).<sup>15</sup> The satisfaction rating largely matches the requesting entities' answers to the question of whether the agreed deliverables were completed or not – in 86 percent of the deployments the agreed deliverables were completed, according to the requesting entities.<sup>16</sup>

**Figure 4 Number of requesting entities being satisfied with the expert deployments funded supported by Finland's contribution**



Source: Portfolio mapping and analysis

**The case studies substantiate the high satisfaction levels among requesting entities.** As revealed by the case study, the deployment of a Gender Advisor/SGBV Investigator to the Libya FFM was one of the deployments where the requesting entity was very satisfied with JRR's services, and the agreed deliverables were completed. The reason for the high satisfaction rating can be traced back to the

<sup>13</sup> JRR Technical Assessment of Inquiries. Guidance Note.

<sup>14</sup> JRR (2020): Civil Society Programme: Guidance Note on the Vetting of Civil Society Organizations and Assessment of Inquiries from Civil Society Organizations.

<sup>15</sup> In some cases, the data obtained from the evaluation team's portfolio mapping and analysis diverts from the data in JRR's M&E system.

<sup>16</sup> In three cases the requesting entities reported that the agreed deliverables had been completed while the expert reported that this was not the case.



expert's significant experience, the analytical and technical support provided on SGBV, the expert's inputs to the FFM reports, as well as the transfer of knowledge and skills to FFM team members.

The support to Colombian authorities is informed by a 2019 consultation mission conducted to identify opportunities for cooperation within the main mechanisms set up under the recent peace process in the country. Focusing on prosecution, investigations and gender, the consultation mission identified needs and priorities and, together with the authorities, developed a plan for potential expert deployments. The requesting entities were all very satisfied with the support provided by the experts. According to the debrief questionnaires, the requests for support were quickly responded to and the experts perceived as highly qualified.

Korea Future was similarly very satisfied with JRR's services for the deployment of an international Legal Advisor, and perceived that the agreed deliverables were completed on time and to a very high standard. The expert was particularly commended for presenting and recommending viable accountability pathways, which informed how and where the organisation would use the evidence collected and entered into the North Korea Prison Database. Korea Future also noted that the expert transferred knowledge and skills with regard to law and investigative analysis in human rights investigations, and interviewing suspects and witnesses.

## **4.2 Coherence**

This section covers the internal coherence across JRR programmes and deployments, as well as the external coherence between JRR and the support of other actors. It corresponds to the evaluation questions in the ToR about 1) what kind of measures JRR has in place to ensure that activities across the three programmes are coherent with other related interventions in the same context, i.e. add value and do not duplicate efforts, and 2) the extent to which these measures are adequate and needs to be improved.

### **4.2.1 Internal coherence across JRR programmes and deployments**

**JRR has taken several measures in recent years to promote internal coherence and coordination at the strategic, programmatic and operational level.** The re-structuring of operations into three distinct programmes (in 2019) created an opportunity for stock-taking and reflection of longer-term goals, and resulted in the further development of internal procedures and mechanisms for greater consistency, e.g. in terms of developing assessment criteria and vetting procedures. Importantly, JRR's first Strategic Plan of its kind has brought the three programmes together under a common set of priorities, aims and objectives. Specifically, it confirms the common denominators of the programmes in terms of the victim-centred and gender-responsive and child-sensitive approach, and the increased focus on non-judicial forms of accountability and intersectional discrimination. In addition, one of the four strategic aims presented is to "bolster impact by combining a responsive and proactive engagement" (strategic aim 1). This aim is currently being operationalised through the development of projects in five focus countries, to be jointly implemented by the three programmes.

Along with the Strategic Plan, JRR has established new, internal coordination mechanisms, including an Opportunity Review Committee (ORC) and Country Coordination meetings. Convened on a bi-weekly basis, the ORC aims at implementing a structured and consistent process for developing projects in line with the Strategic Plan, such as by organising joint scoping missions. The Country Coordination meetings address current and planned activities in the focus countries, and pro-actively identify synergies across programmes. These internal coordination mechanisms are complemented by a thematic focal point system, as well as other information sharing and decision-making fora.

**Expert deployments often complement other deployments to the same requesting entity, accountability process, or investigation mechanism. Synergies across JRR programmes have been rare, however.** The portfolio mapping and analysis conducted as part of the evaluation shows that a majority of the NJP and CSP deployments were in some way linked to other deployments under the same two programmes. Specifically, 17 of the 29 CSP deployments supported by Finland's contribution were linked to other CSP deployments. Normally, this was the case when the deployments were made to the same requesting entities. The Deployment Fund has supported a total of 15 CSOs, of which six received support from two or more experts, often in the context of the same project or set of activities. In the case of the NJP, 15 of the 20 expert deployments were linked to one or more other expert deployments under the same programme.

The linkages within the NJP are demonstrated by multiple deployments to the same requesting entity, as in the case of Guatemala, but also by deployments supporting connected processes within the same country. The latter include the five deployments to Colombia, which were all linked in one way or another to the transitional justice process set up in the context of the Peace Process, although targeting different transitional justice mechanisms with different mandates. With one exception, the IJP deployments were dispersed across different investigative mechanisms in different countries. In some cases, however, JRR deployed additional experts with funds from other donors and partners to the same investigative mechanisms. One example is the FFM on Libya to which JRR also deployed a Child Rights Advisor, a Financial Investigations and Gender Specialist, and an Interpreter/Translator.

Linkages, including synergies, across JRR programmes are more difficult to detect and mainly appear to have been achieved between NJP and CSP deployments in Guatemala. Looking beyond the Deployment Fund, cross-programme linkages are reportedly found in the support to investigation mechanisms in The Gambia, DRC and Myanmar. While the evaluation team did not identify any connections between the IJP deployments and the deployments made under the other two programmes, it is noted that, sometimes, synergies only emerge several years after the publication of an investigation report. One example would be the FFM on Myanmar where JRR's support to international entities served as a stepping stone for CSP and NJP-supported actors, and which later informed the work of several international and domestic courts and CSOs.

**The case studies do not reveal any duplication between JRR experts although more could possibly be done to promote dialogue between experts before and after their deployments to explore synergies and lessons learnt.** The Libya FFM is an example of an international investigation to which JRR deployed several experts (see above). The Deployment Fund was used to bridge a temporary gap in funding for the Gender Advisor/SGBV Investigator, allowing the expert to continue her work without interruption throughout the investigation. The Gender Advisor/SGBV Investigator and the Child Rights Advisor were deployed during much of the same time period and, according to interviews, worked closely together during the investigation, making the best use possible of their time and different competencies.

Interviews with requesting entities and partners in other investigations, including those supported by the NJP and CSP, similarly indicate that JRR experts, in cases where their deployments overlap, have had a good working relationship and complement each other, and that the deployments facilitated the identification of remaining gaps and the need for additional expert inputs. At the same time, evidence suggest that there is scope for more systematic information sharing and reflection between experts as part of the pre-deployment briefing as well as the final debriefing. This would potentially facilitate planning, results management and learning, including internal coherence in terms of both technical assistance and capacity development.

#### **4.2.2 External coherence and JRR's value-added**

**JRR is continuously strengthening partnerships with key international actors. The partners commonly feel that JRR's support, including the deployments funded by Finland, meet their needs and demands.** JRR has forged and further developed partnerships with several UN agencies and other multilateral organisations, including UN Women, OHCHR, UNICEF, UNDP, the International Criminal Court (ICC), and the Inter-American Commission on Human Rights (IACHR). Within the Deployment Fund, JRR has especially capitalised on the partnerships with UN Women and OHCHR in support of independent investigations mandated by the UN Human Rights Council. Six of the eight IJP deployments supported by the Deployment Fund were made through this partnership. The remaining two IJP deployments were made to the IACHR through a partnership agreement with the Organization of American States (OAS).

JRR sees the partnership with UN Women as a best practice. The partnership is thematically focused (accountability for SGBV crimes), and UN Women has a clear mandate to provide expertise in this field across the UN. Interviews indicate that the partnership has been mutually beneficial, in terms of funding, reputation, opening doors, and changing the systemic landscape around SGBV. The way the partnership works is that the experts are requested and selected by UN Women and/or the ultimate requesting entity, such as ICC or OHCHR (based on the expert profiles provided by JRR), and then recruited as consultants or temporary staff members. In the case of investigations mandated by the UN Human Rights Council, the experts are then seconded to OHCHR. Monthly meetings/calls are being held to plan for and coordinate deployments, in addition to more frequent informal communication with UN Women focal points.

While relationships with other international partners have also been strengthened, further improvements are called for, as recognised by JRR and reflected in its Strategic Plan. Although JRR's

default position is that deployments should be funded by the international partners, this is often not the case and UN Women is one of few international partners paying a Deployment Coordination Fee to JRR. If the experts are not contracted directly by OHCHR, JRR can only deploy them through UN Women, which put some limitation on the type of experts that JRR can provide to UN-mandated investigations.

The international partners are generally very satisfied with JRR's support, including the quality of the expertise provided and the cooperation with JRR staff. The common view is that the experts are quickly and smoothly mobilised, and well prepared by JRR prior to their deployment. The support provided by JRR to the experts during their deployment is also widely recognised. The challenges that have been encountered during the partnership are few and not directly related to JRR but to the availability of funds, partners' internal bureaucracy and coordination issues (see section 4.3.4).

**JRR considers the need for avoiding duplication and promote synergies with other actors as part of the assessment and planning of deployments. However, the case studies do not reveal what action was taken based on such assessments.** For NJP scoping/consultation missions, complementarity has been identified as one of the key guiding principles. As established in a guidance note for experts<sup>17</sup>, the first step is to gain an understanding of the broader context in order to determine the needs, what is required in terms of support, and what can be achieved within the time frame available. Avoiding duplication and ensuring synergies with other actors is an important purpose of the meetings that are held with donors, national and international organisations, and CSOs during consultation missions. Interviews also indicate that the assessment of ad-hoc request may also include contacts with other actors (typically UN agencies) and/or desk work to understand who else is involved.

The Deployment Fund has supported a consultation mission (home-based) to explore further support to the Public Prosecutor's Office in Guatemala, involving the deployment of two experts. A similar scoping mission (also home-based) for a project with a new Canadian partner was also supported by the Deployment Fund. As noted above, the NJP deployments to Colombia similarly followed upon a consultation mission in 2019 that provided the overall framework for future deployments, and included meetings with donors, UN agencies, and other international as well as national organisations that have played an important role on the implementation of the Colombian Peace Agreement. At the same time, as in other cases, there is limited information on what action was taken based on such consultations to ensure coordination and synergies.

According to the JRR guidelines, duplication and complementarity is one of the three additional criteria that should be considered every single time JRR receives an inquiry from a CSO. An assessment should be made of previous, existing, and/or planned support from other organisations, with a view to ensure complementarity. JRR's assessment of the inquiry from Korea Future shows that duplication and complementarity was indeed considered (along with other criteria), with information provided on both prior and possible future support from other organisations. Nevertheless, the assessment form does not provide details on *how* complementary will be ensured, and there is no reference to complementarity in the expert's ToR. Although no evidence of duplication was found by the evaluation team, it is plausible to assume that building linkages and synergies with other actors' support would bring better prospects for capacity development and sustainability.

**There is ample evidence of JRR's value-added as an organisation and in terms of its contribution to addressing SGBV and gender equality in various contexts.** When asked about JRR's value-added, partners and requesting entities commonly point out that JRR's support is unique in many respects. As conveyed by debriefing questionnaires and interviews, the quality, specialisation and breath of expertise provided by JRR cannot be matched by any other provider/roster. The smooth and rapid process of mobilising the experts is also frequently referred to in this context. With regard to JRR experts' contribution, many partners and requesting entities highlight that they have helped to put the flashlight on SGBV and the need to integrate a gender and child rights perspective in investigations, which would not have happened otherwise due to capacity and funding constraints. JRR experts are furthermore often commended for their contextual knowledge, global experience, and flexibility to venture beyond their ToRs.

An illustrative example is the Gender Advisor/SGBV Investigator deployed to the Libya FFM, who in contrast to other investigation team members had worked for international organisations in Libya, and who, in addition to looking into SGBV and gender issues, covered violations of migrants' rights

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<sup>17</sup> JRR. Guidance Note for Experts deployed under Justice Rapid Response National Justice Programme.

and civic space, as well as threat and attacks against the LGBTI community, an area that was initially perceived as too sensitive to be covered by the FFM. Another example is the SGBV Prosecutions Expert deployed to the Special Jurisdiction for Peace (JEP) in Colombia on a case involving the damage caused by the armed conflict to indigenous communities, and the individual, collective and territorial impact of human right violations. By applying an intersectional gender perspective, the expert contributed to opening of lines of investigation based on SGBV from an intersectional perspective and for the first-time concepts such as femicide were accepted in a criminal investigation.

### 4.3 Effectiveness

The effectiveness criterion is essentially about to what extent objectives are being fulfilled. In this evaluation, the assessment of effectiveness is guided by the evaluation questions in the ToR, which centre on the extent of delivery of intended outputs, immediate outcomes and intermediate outcomes, but also calls on the evaluation to identify likely impact, when possible. The assessment is guided by the re-constructed Theory of Change (ToC), which was developed together with JRR staff during the inception phase (see Annex 2).

#### 4.3.1 Outputs

As defined in the reconstructed ToC, JRR's deliverables/outputs are essentially the specialised, certified and trained experts being made available to partners and requesting entities. In the analysis below, the definition of outputs has been extended to also include the deliverables/outputs produced by the experts, as part of their deployment.

**In almost nine out of ten deployments funded by Finland the agreed outputs/deliverables were completed by the experts.** JRR has delivered 260 expert deployments during the three-year period 2021-2023, of which 57 have been financed by Finland. As indicated by satisfaction ratings and interviews, the quality of the expertise provided by JRR through the Deployment Fund has been very high in most cases. With regard to the second type of outputs, as also already noted in section 4.1.2, in 86 percent of the deployments funded by Finland the agreed deliverables were completed according to requesting entities. This includes all the expected deliverables from IJP deployments, the 18 NJP deployments from which answers on deliverables were provided, and 23 of the 27 CSP deployments supported from which data is available. In three cases, the requesting entities reported that the agreed deliverables had been completed while the experts reported that this was not the case. In the four cases where the agreed outputs had not been completed, the main reason appears to be lack of time and/or overambitious ToRs (see section 4.3.4).

**The concrete outputs delivered by experts varies across deployments and programmes but mainly consist of written contributions to investigations and legal documents, as well as recommendations for improvement of investigation methodologies and plans.** In IJP deployments, the expert outputs are essentially their inputs to international investigations, typically contributions to investigation methodologies and plans, notes from interviews, analytical notes, and draft report contents on specific themes as well as across themes. For instance, in the Libya FFM, the Gender Adviser/SGBV Investigator's deliverables included initial write-ups on violations of migrants' rights, SGBV and attacks on women activists, and, subsequently, draft report sections on civic space, women and SGBV, and SGBV in the context of migration and detention. In line with the ToR, the expert also conducted a gender analysis of the FFM reports and added contents where required.

The outputs from NJP and CSP deployments are more varied in nature. However, a large share of the outputs recorded under the CSP portfolio (the outputs of 12 deployments) concerns written inputs to various investigations and investigative reports being prepared by the requesting entities. Written contributions to legal documents for submission to courts and special jurisdictions was another common output (five deployments) and was also delivered by one deployment under the NJP. In seven deployments (five NJP deployments and two CSP deployments), the outputs consisted of recommendations for the improvement of investigation methodologies.

As evidenced by the Colombia case study, JRR expert outputs included recommendations for the implementation of a restorative justice approach, a gender analysis of the classification of missing persons, and a report analysing different memorialisation alternatives, including days of remembrance. In the case of Korea Future, the outputs of the deployment of the Legal Advisor included a mix of verbal feedback/recommendations and written deliverables. The latter consisted of

briefing notes on the law on international core crimes and the various forms of modes of liability in international law, as well as draft guidelines on preparing interview questions.

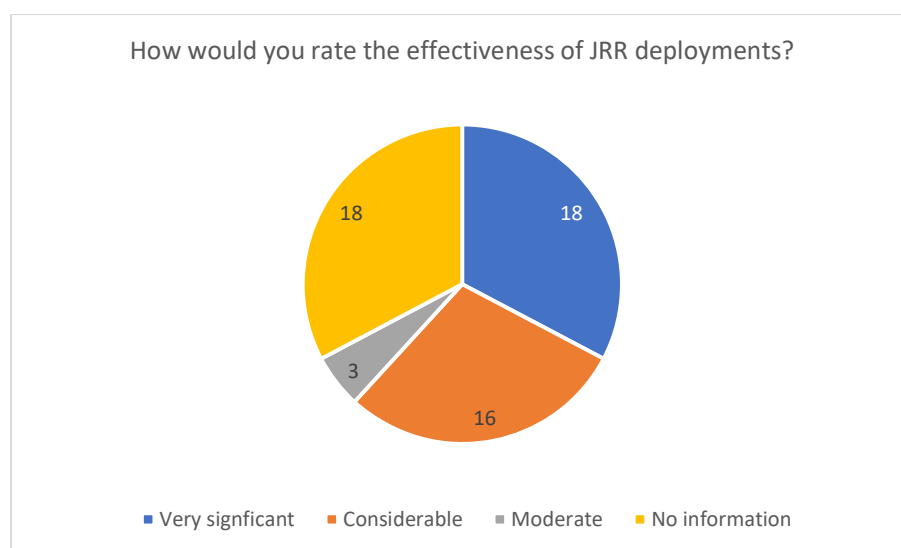
**Transfer of knowledge and skills appears to have occurred in a majority of deployments funded by Finland, but the strength of evidence is mostly low.** Beyond the tangible (written) outputs presented above, debrief questionnaires indicate that knowledge and skills were transferred in about two-thirds of the deployments funded by Finland. This data should be treated with some caution for a number of reasons. First of all, due in part to missing debrief questionnaires, the information is in many cases, especially in the NJP portfolio, uniquely based on experts' perceptions only. In addition, in at least two cases, experts and requesting entities disagree as to whether knowledge and skills were transferred or not. Secondly, a large majority of the deployments were geared towards providing technical advice and not capacity development. Only seven of the deployments involved (formal) training activities. In the other deployments where experts and/or requesting entities perceive that knowledge and skills have been transferred, it has mainly been through (informal) mentoring, e.g. meetings, discussions, comments on documents, etc. JRR's contribution to capacity development is further assessed below and in section 4.5.1.

### 4.3.2 Immediate outcomes

To assess the achievement of immediate outcomes at the overall portfolio level, the evaluation team has again used JRR's debrief questionnaires as the main data source. The debrief questionnaires include questions about the contributions or results of the deployments, and the concrete changes observed or anticipated as a result of the experts' contribution. In addition, requesting entities are asked to rate and elaborate on the effectiveness of the deployment.

**Judging by the requesting entities' response, the expert deployments funded by Finland contributed to results at the immediate outcome level to a relatively large extent.** When the effectiveness ratings provided by the requesting entities are aggregated it is found that 33 percent were perceived as "very significant" (or very effective), 29 percent as "considerable", and 5 percent as "moderate". For 18 deployments information is incomplete or unavailable. It should be noted that in many cases the high effectiveness ratings are not substantiated by the requesting entities, i.e. backed up by details or examples. This accentuates the risk of response bias.

**Figure 5 Requesting entities' effectiveness rating of deployments supported by Finland's contribution**



Source: Portfolio mapping and analysis

**As shown by the portfolio analysis and case studies, JRR deployments have contributed to a qualitative improvement of investigations as well as new investigation methods and tools. This is especially reflected in the attention being paid to SGBV and gender equality.** The immediate outcomes of IJP deployments are typically demonstrated in the interim and final reports from Commissions of Inquiry (COIs) and Fact-Finding Missions (FFMs) to the UN Human Rights Council,

and which to a varying extent covers SGBV and includes an integrated analysis of gender equality and child rights. In the case of the Libya FFM, the Gender Adviser/SGBV Investigator collected evidence on SGBV in different contexts and attacks on women activists, identified obstacles that women and girls face, preventing them from a meaningful participation in public life, and to some extent ensured that gender dimensions were taken into account in the investigations that were not directly related to SGBV. Overall, as acknowledged by stakeholders, the extended presence of the Gender Adviser/SGBV Investigator throughout the FFM's different mandates ensured continuity of SGBV investigations, and that the FFM prioritized gender issues, although more could have been done, especially with regard to gender analysis and integration.

With regard to NJP deployments, JRR experts reportedly contributed to the qualitative improvement of ongoing and new/planned investigations in four cases. Also in four cases, the contributions are identified as improved methodology and tools for investigations. The advancement of court cases and improvement of victim's testimony was recorded in two cases each. In Colombia, JRR has been a key player in assisting investigations of SGBV, and many of the cases in the Special Jurisdiction for Peace (JEP) have begun to examine the connection between SGBV crimes and other crimes, and whether the acts occur in the context of coercive circumstances created by the conflict. An increasing amount of evidence has been collected related to contextual elements that reveal gender dimensions and their intersections. In the CSP portfolio, 10 of the deployments funded by Finland contributed to the improvement of ongoing and new/planned investigations, while six deployments contributed to the advancement of court cases. In four cases, the requesting entities reported that the expert had contributed to improved methodology and tools for investigations.

While the extent of knowledge and skills transferred across deployments is generally difficult to capture and measure, as indicated above, there are examples of requesting entities' having changed their organisational methods, plans and tools for investigation and litigation, based on the review and recommendations provided by JRR experts. This seems to have been the case when the deployments have been particularly focused on the improvement of existing methods. In Colombia, the support provided on Restorative Justice and Reparations to the Attorney General's Office (PGN) and the Medellín Mayor's Office contributed to increased capacities in relation to presenting statements and judicial files on the impact of crimes on victims from a gender perspective. In the case of Korea Future, the JRR expert's feedback and recommendations has informed the organisation's use of evidence and resulted in changes in the investigation approach in line with best practice and accountability submission standards. The new approach has since been used throughout the Database project.

#### **4.3.3 Intermediate outcomes and impact**

As further elaborated on in section 4.3.5, JRR's M&E system is largely based on the debrief questionnaires that are completed at the end of deployments, which means that the focus is on tracking outputs and immediate outcomes. However, some efforts have been made across programmes to monitor longer-term outcomes and impact, which have also informed this evaluation.

**JRR's contribution to intermediary outcomes can be seen in the finalisation and advancement of investigations, with investigation reports covering SGBV and reflecting the gender dimension of other crimes to a significant extent.** Based on the portfolio mapping/analysis and case studies conducted by the evaluation team, a number of different types of intermediary outcomes to which the Deployment Fund has contributed can be detected. Within the IJP, the COIs and FFMs carried out with the participation of JRR experts have delivered a series of reports, presenting evidence of SGBV, child rights violations, as well as the gendered nature of violations and inter-sectional discrimination. Some of the investigations have been completed/closed (Ethiopia, Libya) while others are still on-going (Sri Lanka, South Sudan, Belarus).

In the case of the Libya FFM, the investigation ended with the delivery of a final report to the UN Human Rights Council 52nd session in March 2023. The final report presented strong evidence of sexual slavery involving migrants, systematic rape in detention centres, a kidnapping of a senior woman politician, as well as threats and attacks on the LGBTI community. According to interviewees, the coverage of gender and SGBV in the final report was more extensive than in the reports of many other FFMs and similar inquiries. The NJP's and CSP's contributions to intermediary outcomes, as observed under the Deployment Fund, are reflected in the advancement of legal proceedings at the country level, complaints and communications, as well as the capacity development of some requesting entities. In Colombia, the deployments funded with support of Finland's contribution helped to advanced investigation of crimes committed during the conflict, whereby violence against



women and LGBTQ persons were identified and formally acknowledged as “macro-criminal patterns”.

**It is generally too early to expect and detect impact since the evaluation has focused on deployments implemented since 2021 only. In two of the case studies, there are emerging signs of accountability.**

It remains to be seen if the deployments supported by Finland's contribution during the past three years will contribute to any change for victims and survivors of international crimes and serious human rights violations. In the case of the Libya FFM, it is noted that, following the publication of the final report, the International Criminal Court (ICC) has, based on its own investigation, issued four arrest warrants against alleged perpetrators of grave crimes in Libya. There are also proceedings ongoing against suspected traffickers in the Netherlands and in Italy for crimes committed in Libya. With regard to the Colombia case study, it is plausible to assume that JRR's support to some extent influenced the JEP decision to charge 15 former FARC commanders with war crimes and crimes against humanity committed against LGBTQI+ persons, recognising that these persons were persecuted because of their sexual orientation, gender identity, and gender expression. The evaluation team has assigned a contribution rating of “low-medium” to the above-mentioned outcomes, implying that JRR had some influence, but other actors also had a significant role.

Beyond the Deployment Fund, some of the most significant impact-level results achieved in recent years, and on which JRR has had some influence, include<sup>18</sup>:

- The 2021 report on gross human rights violations taking place during the 2019 post-election crisis in Bolivia, which led to the President offering a public apology to the victims. The report was prepared by the Interdisciplinary Group of Independent Experts on Bolivia, established with the support of the Inter-American Commission on Human Rights (IACHR), and to which JRR deployed three experts. The report documents SGBV and gender elements of other human rights violations in detail, and recommended Bolivia to prioritise SGBV criminal investigations.
- The completion of the work of the Truth, Reconciliation and Reparations Commission (TRRC) in The Gambia in 2021, seen as an important milestone in the efforts to provide accountability for violations committed during the regime of the former president. JRR made a total of 10 expert deployments to support the work of the TRRC and reportedly helped to strengthen the capacity of its Research and Investigations Unit to collect, through a victim-centred approach, analyse and preserve evidence, including on SGBV. In 2022, JRR experts assisted the prosecution of a high-profile case connected to the violations, which led to the conviction of six perpetrators.
- Six convictions in German courts in 2021 and 2022 related to international crimes committed by ISIS members against the Yazidi community. The convictions were achieved with the help of Yazidi civil society organization Yazda, which has received capacity development support from JRR and was able to identify key witnesses and victims.

#### **4.3.4 Factors influencing the achievement and non-achievement of results**

An important element of any learning-oriented evaluation is to identify the reasons for the achievement and non-achievement of results, including the role of internal and external factors. In the case of JRR, internal factors are mainly factors related to the selection of experts, the planning and design of deployments, and the experts' working conditions. This type of factors mainly influences results at the output and immediate outcome level. External factors tend to be more prominent at higher outcome levels and relate to the context and other actors' behaviour. There is often a close connection between influencing factors, assumptions and risks.

##### **Internal factors**

**The timely deployment of high-quality expertise matching the needs of requesting entities has been a key factor influencing the effectiveness of JRR's support.** As earlier noted, in almost all deployments, the requesting entities have been “very satisfied” or “satisfied” with the support of JRR and the expert, and the same message was conveyed in the interviews conducted by the evaluation team. Apart from the quality of expertise, success factors include experts' contextual knowledge, international comparative experience, flexibility to adapt and respond to changing demands, the support received by experts from JRR staff, and JRR's close relationship with some requesting entities

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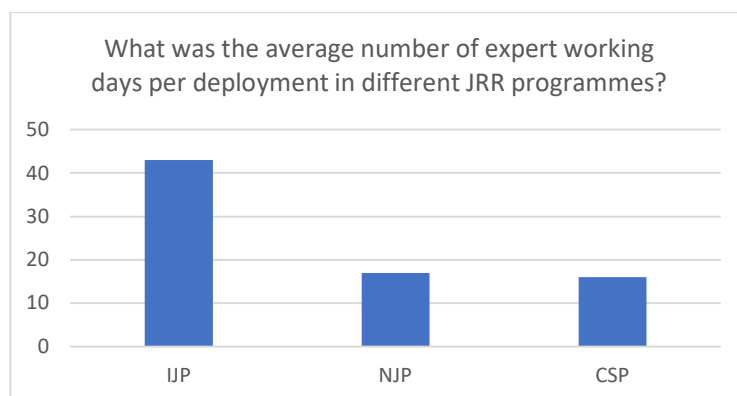
<sup>18</sup> JRR reports to the Government of Finland on Deployment Funding for 2021 and 2022.

and partners (such as the Colombian authorities). Both the debrief questionnaires and interviews also indicate that the deployments generally have been timely. International partners commonly praise JRR for the rapid mobilisation of experts, and only a few of the debriefing questionnaires indicate any challenges in this regard. In a couple of interviews, representatives of requesting entities expressed a wish that the experts could be mobilised even quicker, but also acknowledge that this would perhaps not be realistic. The Libya FFM case study presents an example of a very timely deployment, enabling the Gender Advisor/SGBV Investigator to join the OHCHR investigation team from the very beginning of the FFM. In the case of Korea Future, it is noted that the organisation wanted to have the expert on board from June 2021, but the deployment only started in late October the same year.

**The limited number of expert working days, especially in CSP and NJP deployments, has had some implications for the quality of deliverables and the contribution to higher-level outcomes.**

Judging by the debrief questionnaires, one of the most significant internal factors (or challenges) was the short duration of the deployments. Lack of time/working days was reported as a challenge in a total of 14 of the 57 deployments funded by Finland. Eight of these deployments belong to the CSP, and three each to the IJP and NJP. Within the CSP, the average length of deployments was 16 working days (see Figure 6). Ten of the deployments were for 10 working days or shorter while 12 were for 20 working days or longer. NJP deployments averaged 17 working days, with eight deployments being shorter than 10 working days. IJP deployments had an average length of 43 working days with the shortest one being 22 days.

**Figure 6 Average number of expert working days in deployments supported by Finland's contribution, across programme**



Source: Portfolio mapping and analysis

According to the debrief questionnaires, the short duration of some deployments had implications for the timely completion of deliverables, the depth of analysis, and the ability to pursue further lines of inquiry. Relatedly, the wide scope of the expert ToR was (directly and indirectly) reported as a challenge, especially in NJP deployments. It is noteworthy that the challenge of lack of time/working days was also reported in cases where the agreed deliverables had been completed, suggesting that the quality of the deliverables could have been even higher had more working days been allocated to the expert.

It should be recognised that some deployments are linked in the sense that the same expert is deployed multiple times to the same requesting entity and “mission”. In the case of the Libya FFM, the Gender Adviser/SGBV Investigator was deployed several times but uninterruptedly throughout the investigation, with funding from different sources, including the Deployment Fund (which covered 22 working days). In contrast, the expert deployed to Korea Future was only deployed once, for 30 working days. In 2023, another JRR expert was deployed to the same organisation but with a different scope of work.

**Partly due to the Covid-19 pandemic, a majority of the deployments have been home-based. Depending on the focus and scope of the assignments, this has to a varying extent affected the quality of communication and engagement with stakeholders, including witnesses.**

Another frequently reported internal factor was the remote or home-based modality of the deployment. As earlier noted, 57 percent of the deployments supported by the Deployment Fund were home-based/remote, while the remaining deployments were conducted on-site or involved both home-based/remote work and field work. According to JRR, the large share of home-based deployments



was mainly due to the Covid-19 pandemic and does not reflect how JRR normally operates. The expectation is therefore that the percentage of home-based deployments will decrease in the future.

The remote or home-based modality was reported as a challenge in 11 NJP deployments, three IJP deployments, and two CSP deployments. Home-based/remote NJP deployments affected the quality of communication and the ability of experts to engage with stakeholders, as well as the ability to deliver capacity development support. In IJP deployments, the home-based/remote modality had particular implications for the ability to access witnesses. In general, the home-based/remote modality seems to have been less of a challenge in CSP deployments. A large majority of these deployments were home-based but only two respondents mentioned this as a challenge. This could possibly be explained by the relative short duration of the CSP deployments and the scope of work. For instance, the Korea Future deployment did not necessarily require travel. Nevertheless, lack of access to witnesses and difficulties in collecting data from national authorities was reported as a challenge in six CSP deployments, which possibly could be connected to the home-based/remote modality.

### **External factors**

#### **Political will and support from various actors is crucial at all stages of the investigation process.**

When asked about external factors influencing the ability to achieve results at the intermediate and impact level many stakeholders emphasise the importance of political will and support – to initiate and resource investigations, to ensure that investigations are properly completed and/or further investigations are pursued when needed, and that follow-up is taken based on the recommendations of investigations (and the resolutions of the Human Rights Council). Political will and support is not only needed from states but also from regional bodies and the international community. This is clearly reflected in the Libya FFM case study and also in the more limited evidence collected from other international investigations supported by expert deployments supported by Finland's contribution.

#### **Evidence suggests that there are shortcomings in the set-up and operationalisation of international investigation mechanisms, which influence the contribution of JRR experts.**

The effectiveness of international investigations, and the use of JRR experts, is also linked to how the investigations are set-up, including in terms of what staff resources are provided for, clarity on roles and responsibilities, and team leadership and coordination skills. Significant concerns in this regard were reported in the context of two international investigations to which JRR has deployed experts. In two deployments (to different investigations) other team members' (lack of) understanding of, and commitment to, gender equality and SGBV was also an issue, which affected the extent of gender analysis in investigation reports. Interviewees also highlighted that the unpredictable mandate of the COIs and FFMs, which typically is limited to 12 months but then tend to be extended, sometimes repeatedly, at the very last minute, have implications for investigation planning, as well as team members' commitment.

#### **The security environment and, to a lesser extent, Covid-19, have in some cases limited access to stakeholders and victims.**

In many cases, the security environment in the countries subject to investigation has been an influencing factor. The security situation determines where the investigation teams are based and the extent of on-the-ground work they can conduct, including in terms of engagement with stakeholders and interviews with victims and witnesses. The same goes for JRR deployments, many of which have been home-based or remotely conducted, partly because of security concerns. JRR has various mechanisms and procedures to ensure the physical safety of its experts, and as perceived by most experts and requesting entities the security measures taken were adequate. It is noted that Covid-19 and related travel and meeting restrictions have not been a major challenge during deployments (given the large number of home-based deployments), but in some cases led to delays in investigations, such as the Libya FFM.

#### **In the case of NJP and CSP deployments, the capacity of the requesting entities has been a major factor for the ability to achieve longer-term results.**

Finally, the capacity and commitment of national authorities and CSOs receiving JRR support is perceived to be a factor that influences not only the effectiveness of deployments but also their relevance and how efficient they are. The Colombia case study indicates that the authorities were highly receptive of the experts' advice and sometimes went beyond the recommendations, including additional actors in activities. The case study of Korea Future shows that the existing (strong) capacity of the organisation in terms of documenting evidence was critical for its ability to absorb and make use of the experts' advice and input. In a few deployments funded by Finland there have reportedly been issues with requesting entity's ability to share important documentation with the experts, coordinate the input of the experts, and ensure adequate participation by stakeholders.

### 4.3.5 Results management

In line with the ToR, the evaluation team has assessed to what extent JRR has been able to capture and measure results, and, based on the findings below, has recommended ways of improving monitoring and reporting at the outcome level (see section 6.1).

**JRR has gradually strengthened its capacity and systems for M&E and results-based management but further improvements are warranted, especially in terms of monitoring longer-term outcomes and ensuring the quality of data.** JRR is systematically capturing information on expert performance, including outputs and immediate outcomes, through the use of debrief questionnaires, complemented by oral debriefings. Since a few years back, this information is stored in an M&E module of JRR's statistical database (Salesforce), which also houses the expert roster. This M&E module allows JRR to aggregate data to the portfolio level as well as break it down on particular programmes, themes, countries, type of requesting entity, etc. Some of the aggregated data, e.g. scoring of satisfaction, effectiveness, extent of transfer of knowledge and skills, and the focus on gender equality, is displayed in a dashboard.

Another significant development from a results-based management point of view was the drawing up of JRR's first strategic plan of its kind. As noted before, the Strategic Plan 2023-2026 establishes a set of strategic aims, objectives and milestones, which are operationalised in annual work plans, and enables the different programme to concentrate their efforts on certain priorities. The Strategic Plan confirms and emphasises the increased focus on victims and survivors, the need for a broader approach to justice beyond criminal investigations, and the importance of an intersectional approach, among other priorities.

A results framework has been produced for the Strategic Plan, and will be operationalised from 2024. However, the results framework is not based on an explicit theory of change. The outcome-level indicators that JRR has so far used are purely qualitative in nature, in most cases rather vague, and not operationalised in a consistent manner (i.e. only used on a selective basis). In addition, the quality of the data collected is an issue, especially given the heavy reliance on self-reporting by experts and requesting entities, and the fact that many questionnaires are missing (there are no requesting entity questionnaires for 14 of the deployments funded by Finland), or only partially filled out.

As also recognised by JRR staff, there is scope for further strengthening results-based management and M&E. A particular challenge is to measure and monitor JRR's contribution to long-term results (intermediate outcomes) and impact. This is currently done to a varying extent and through different means in the three programmes. For the CSP, a partner monitoring and evaluation plan has been developed to track news and social media contents about developments taking place relating to the work of partners. In the case of the IJP, communication one-pagers are prepared offering standardised description of investigations and investigation results to which JRR has contributed, and which are being used for donor reporting.

**While knowledge and experiences are shared and captured to some extent, the M&E system is not learning-oriented.** JRR is keen on promoting learning through expert exchanges and by increasingly involving experts in the organisation's outreach work. In 2023, the pool of experts in digital investigations were gathered to further the work on a multidisciplinary approach that includes digital investigative expertise (strategic aim 3 in JRR's Strategic Plan). There have also been exchanges on topics such as environmental crimes. For the JRR/UN Women SGBV sub-roster a separate community of practice is in place. Internally, learning is promoted through occasional "coffee chats" with experts. It is also expected that the thematic focal points in JRR should capture good practices and feed them into project design and deployment planning. In general, however, the learning is disconnected to the data generated through the M&E system, which is mainly used for donor reporting.

## 4.4 Efficiency

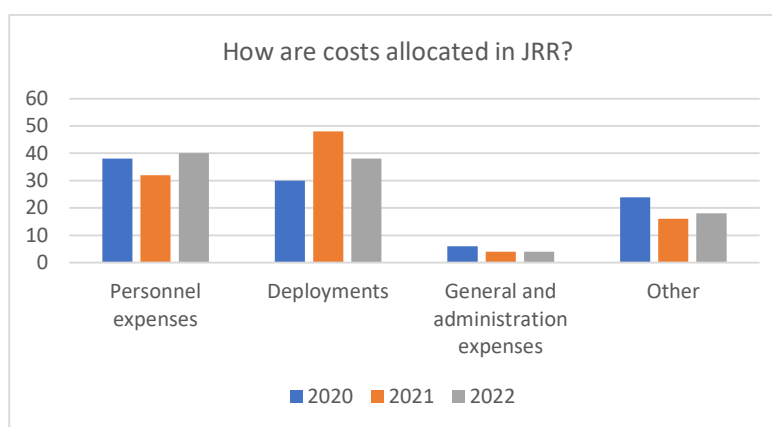
The efficiency criterion is usually applied to assess the extent to which an intervention delivers, or is likely to deliver, results in an economic and timely way. The focus of efficiency is on the transformation of inputs into outputs. When addressing results at the outcome-level, the criteria to be applied are effectiveness or cost-effectiveness. It should be noted that a systematic cost-efficiency or cost-effectiveness assessment is beyond the scope of the evaluation.

**Data suggest that JRR implements more deployments than planned, and that agreed expert outputs are delivered in a timely manner in most deployments.** The data provided by JRR shows that the number of expert deployments has increased significantly since 2019 and remained at a high level during the evaluation period (2021-2023). In 2023, a total of 86 expert deployments were

implemented, compared to 91 in 2022 and 88 in 2021. A review of JRR's annual work plans shows that the ambition was to deploy at least 61 experts in 2021, 68 in 2022, and 68 in 2023, numbers that were significantly exceeded in all years. The assessment of the use of the Deployment Fund furthermore reveals that in 81 percent of the deployments the expert produced the agreed deliverables/outputs on time. Judging by the debrief questionnaires and interviews, delays in the deployment of experts and experts' outputs are rare. In the case of Korea Future, the organisation had hoped to receive the support several months earlier. Nevertheless, the expert's outputs still seem to have been delivered in a timely manner.

**A relatively high share of JRR's funds is being spent on personnel and deployments, while general administration expenses remain at a low level.** With regard to cost-efficiency, as further elaborated on in section 4.5.2, JRR's financial statements show that, in 2021, the organisation had total operating expenses of about CHF 4.8 million, of which CHF 2.3 million – or 48 percent – was spent on deployments. In 2022, the equivalent share was 38 percent. General and administration expenses have, as a share of total operating expenses, remained at the same level, i.e. around four percent (see Figure 7).

**Figure 7 The allocation of JRR's total costs 2020-2022**



Source: JRR audited financial statements 2020-2022

**A further analysis of the economy of input costs, including expert fees and travel expenses as well as staff salaries, indicate that deployment costs are reasonable.** The costs for deployments are mainly made up by expert fees, Daily Subsistence Allowance (DSA) and travel (when not home-based), plus JRR's own project/deployment management costs and overhead costs. JRR has a documented policy for setting expert fees that outlines a systematic and transparent process to this end, and also includes a standard fee scale. The rates presented in the fee scale appear rather modest, at least when compared to what it would cost to engage an international consultant. The DSA provided to experts required to travel follows the UN rates (established by the International Civil Service Commission (ICSC) and covers accommodation, meals and incidentals. The DSA rates tend to be lower than the ones offered by the EU and bilateral donors, and the fact that they are all-inclusive saves a lot of administration. All travel is booked through JRR's travel agent, should be based on three different quotes, and takes place in economy class, using the cheapest and most direct flights. Insurance costs could be high for high-risk destinations but are nominal as a share of total deployment costs. It is also noted that JRR has introduced an online e-learning induction module for experts, replacing the in-person courses that were previously organised, which has contributed to significant savings.

JRR's own project/deployment management costs consist almost exclusively of staff salaries, which together with the overhead costs made up 49 percent and 58 percent of operational costs in 2021 and 2022, respectively.<sup>19</sup> Finland's contribution to the Deployment Fund provides for 20 percent in salary costs and 12 percent in overheads, indicating that full cost-recovery is not achieved (see section 4.5.2). As shown by the annual financial statements, personnel costs have increased slightly. Interviews indicate that some minimal adjustments have been made to staff salaries but that salary

<sup>19</sup> The increase in the share of such costs from 2021 to 2022 is due to one exceptionally large project delivered in 2021. In absolute terms the staff salaries and overhead costs have remained largely the same.

levels are in parity or lower with similar organisations. Since there is no recent benchmarking of salaries this could not be confirmed.

**While there is no evidence of efficiency losses, further developing, streamlining and digitalising JRR's organisational systems is deemed to have a positive effect on both cost-efficiency and cost-effectiveness.** The evaluation has also used some proxy indicators for assessing cost-efficiency, and to some extent, cost-effectiveness. The ones pertaining to cost-efficiency focus on systems and processes for turning inquiries into deployments, and JRR's value-added. While the evaluation has not allowed for an in-depth assessment, there are no evident efficiency losses involved with the existing systems and processes. At the same time, there is always scope for improvement, including in terms of further streamlining, digitalising and in other ways strengthening the vetting and inquiry assessment processes. As further elaborated on in section 4.5.2, JRR's expert roster is well managed and subject to continuous improvement. JRR's value-added as an organisation and in terms of the quality, specialisation and breath of expertise provided is elaborated on in section 4.2.2, and is well recognised by partners and requesting entities.

Cost-effectiveness drivers typically include programming capacity/systems, strategic risk management capacity/systems, synergies and collaboration, and results management capacity and M&E systems. In this evaluation, the assessment has also included expert deployment and roster management capacity and systems. The overall picture emerging from different sections of this report is that JRR has strengthened its capacity and systems in all of these areas, but that further improvements are warranted, in particular with regard to programming, synergies and collaboration, and M&E.

## **4.5 Sustainability**

This section explores a) to what extent the results (outcomes) achieved with JRR's support are sustainable, with a particular focus on the extent of capacity development taking place, and b) the sustainability of JRR as an organisation, addressing the question in the ToR about the consolidation and expansion of the JRR roster, but also covering issues related to overall organisational capacity and (financial) sustainability.

### **4.5.1 Capacity development of partners**

**JRR procedures require that capacity and sustainability is assessed, especially in relation to inquiries from CSOs and national actors, and capacity development is also a key expected outcome of the support.** While neither sustainability nor capacity is addressed by JRR's main criteria for technical assessment of inquiries, specific guidelines for NJP and CSP deployments have been developed that to some extent cover these issues. Sustainability features as one of the criteria for the vetting of CSOs, requiring that the organisation has secured resources, or is in the process of raising funds to continue its (documentation) work for at least one year following the end of JRR's support. It is also noted that CSO inquiries are assessed in terms of impact, including the sustainability of the outcomes generated with JRR expert support beyond the period of deployment. Moreover, one of the assessment criteria addresses the capacity of the requesting organisation, including both staff capacities and systems for documentation.

The Guidance Note for experts deployed under the NJP presents a "manifesto" that singles out capacity building as one of the key principles for JRR's support to national authorities. This would include ensuring local ownership, prevent creating dependency, identifying opportunities for creating linkages with external partners, and, more generally, ensuring the sustainability of the support. As the IJP mainly deploys experts to temporary structures, e.g. COIs and FFM, sustainability is not directly assessed. However, the note prepared based on the technical assessment of IJP inquiries requires that information on the staffing capacity and plans of the investigation teams is included. The default position is that the costs of the deployments are borne by the requesting entity, but this is often not the case (see below).

**While knowledge and skills are reportedly transferred in a majority of deployments, a minority of the deployments supported by Finland's contribution had capacity development as a principal objective.** JRR documents convey the notion that the transfer of knowledge and skills by experts to requesting entities/beneficiaries equals or contributes to capacity development. As elaborated on in section 4.3.1, knowledge and skills were transferred in about two-thirds of the deployments supported by Finland's contribution, according to the deployed experts and/or requesting entities. At the same time, it is clear that a large majority of the deployments focused on providing technical advice rather than capacity development support. Knowledge and skills were mainly transferred through informal

mentoring, e.g. meetings, discussions, comments on documents, etc, which indicates that the capacity development was not planned and possibly only included a select number of requesting entity staff.

**Evidence suggests that JRR has contributed to the improvement of investigation methods and tools in some cases, but it is not clear to what extent these improvements have been internalised by requesting entities.**

Evidence of capacity development, including the transfer of knowledge, is mainly anecdotal. Debrief questionnaires and interviews indicate that there are examples of requesting entities' having improved their methods and tools for investigation and litigation. This seems to have happened when experts have been explicitly tasked to review such documents, and provide recommendations, which was the case in a total of eight deployments. Unfortunately, the evaluation team did not have access to documented methods and tools and could therefore not objectively assess what has changed and what the experts' inputs were. Interviews convey a common sentiment that the best prospects for sustainability are found in cases when the advice and recommendations provided by the experts have been documented, such as in improved SOPs, interview tools, and training materials. This means that the benefits of the transfer of know-how and skills will remain even when staff changes.

**As indicated by the Colombia case study, good prospects for sustainability are found in cases when experts are deployed as part of longer-term support to the same requesting entity or accountability process.**

The case studies conducted as part of the evaluation serve to illustrate how sustainability has been pursued and realised in specific deployments. The Colombia case study shows that longer-term engagement with the same requesting entities facilitate capacity development and potentially generate sustained benefits in this regard, especially with regard to local institutions' ability to address challenges arising from the transitional justice processes and mechanisms. In the case of Korea Future, the experts' advice and recommendations have reportedly strengthened the organisation's investigative approach, which is deemed to be a sustainable result given that it has been formalised in organisational processes and procedures. At the same time, the deployment was relatively short, which limited the scope for ensuring sustainability, including through capacity development.

In the case of the Libya FFM, the JRR expert advised and trained other investigation team members on gender analysis and SGBV documentation. The net benefits of such transfer of know-how and skills may possibly continue if the same investigation team members are recruited to other investigations. It is noted that JRR experts have been deployed to facilitate introductory trainings for investigation team members and also assist international partners in developing guidelines, but this did not happen in any of the deployments supported by Finland's contribution.

**Capacity development support provided in the context of international investigation mechanisms does not appear to be sustainable for a variety of reasons.**

Interviews indicate that international investigation mechanism such as the COIs and FFMs are often not resourced properly, and even when funding may be available within the UN system, budgeting and other administrative procedures tend to be very time-consuming. In these cases, JRR experts and the Deployment Fund have a particularly important role. At the same time, it has created a situation where international partners are counting on JRR to not only provide specialised experts but also the funds for their deployment. Although JRR's default position is that the cost of the deployment should be borne by the requesting entity, this is often not the case, and very few international partners have agreed to pay a "Deployment Coordination Fee". The other sustainability concern in relation to international investigations is the short-term and temporary nature of the COI and FFM mechanisms, as earlier discussed. It is understood that there have been some discussions to establish a standing international investigative mechanism, which could be seen as both an opportunity and risk for JRR's continued support to such investigations.

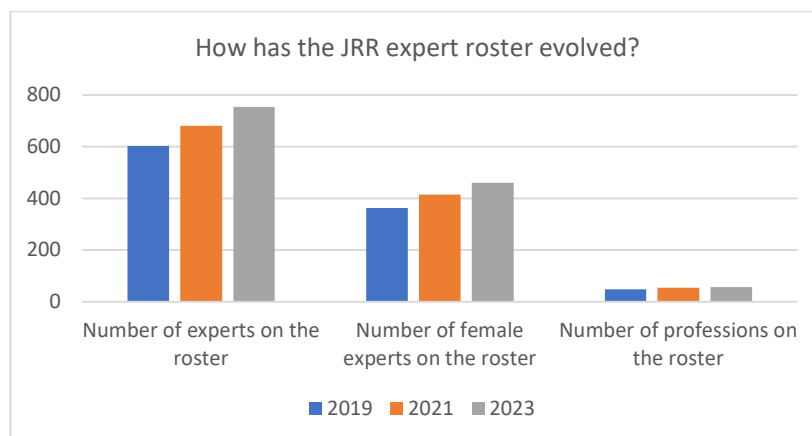
#### **4.5.2 JRR's own sustainability**

**Organisational sustainability has increased along with the development and strengthening of structures, policies and procedures, and partnerships with key international actors.**

In line with the recommendations of the 2015 evaluation, JRR has taken significant steps to enhance strategic leadership and operational support functions, develop and formalise policies and procedures, and expand the use of IT systems. As described above, it has also strengthened partnerships with key international actors and drawn up its first strategic plan. Risk management and security management are examples of other areas that have been enhanced. At the same time, further investments seem to be warranted in a number of areas, including human resource management and M&E systems.

JRR has been able to sustain and further develop its expert roster, including by sourcing experts in new areas, broadening the competencies of existing experts, and strengthening roster management systems. As of the end of 2023, JRR's roster contained 754 experts, up from 680 in 2021 and 603 in 2019. About 60 percent of the experts are women, which is the same as in previous years. The experts are categorised into 12 main professional areas (e.g. forensic sciences, investigations, prosecutions/analysis) and, as of the end of 2023, 56 professions were represented. The number of professions has increased from 2021, and especially since 2019<sup>20</sup> (see Figure 8). A sub-roster of the broader JRR roster, the JRR/UN Women SGBV Justice Experts Roster contains 237 experts.

**Figure 8 The number of experts on the JRR roster by category and year**



Source: JRR Salesforce data

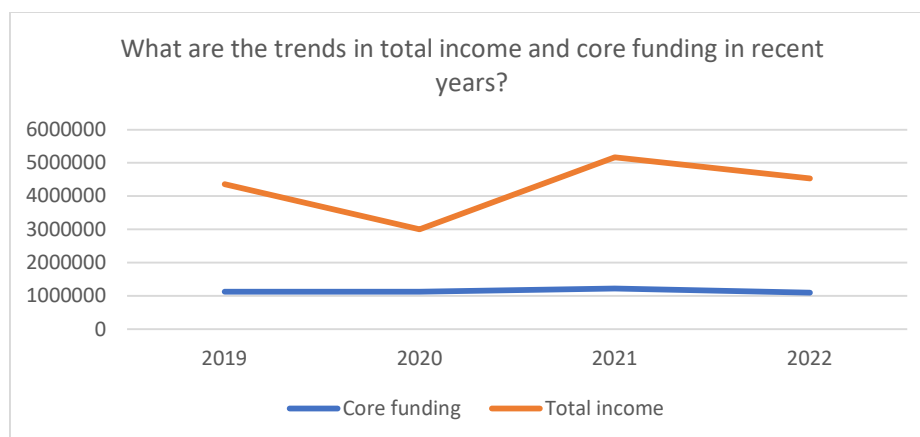
JRR has a staff member dedicated to the recruitment of experts. This involves identifying key professions that might not be represented on the roster at all, or for which the demand is increasing. A profession could also be well-represented on the roster, but not in combination with certain language requirements. In particular, since JRR works in Latin America, Spanish-speaking experts are high in demand. As indicated by interviews and JRR's Strategic Plan, there is an ambition to strengthen the roster when it comes to expertise on non-judicial processes, digital investigations, financial crimes and crimes affecting the environment.

The experts are selected through an open recruitment process whereby applicants are assessed against certain vetting criteria, interviewed and subject to reference checks, to be included on the roster. To be certified, the selected experts are required to complete JRR's induction programme, which covers a range of topics, including security and themes such as gender equality. JRR is currently developing a module on child rights and also wants to upgrade expert skills on applying and intersectional approach, in line with its Strategic Plan. It is noted that the 2015 evaluation identified an urgent need for a more sophisticated IT system, facilitating the identification of expert profiles. This type of database (Salesforce) was subsequently developed and introduced. JRR's roster manager ensures that the experts on the roster are deployable. This involves checking that the information on the experts is accurate, up-to-date, and properly categorised. A roster review is conducted on an annual or bi-annual basis, as a result of which some experts who have not been considered for deployments for a long time might be removed.

**While JRR has diversified its funding base, existing funding does not fully cover the core functions of the organisation. In particular, there is scarcity of flexible funds and cost-recovery mechanisms.** With regard to financial sustainability, it is noted that JRR has diversified its donor funding but that the overall income of the organisation has fluctuated without a clear trend, at least since 2019. JRR also remains dependent on grants from bilateral donors. Income from multilateral organisations, some of which are the main beneficiaries of JRR's support (e.g. UN Women, OHCHR) is limited, and contributions from INGOs irregular and even less significant. In addition, in many cases (not including Finland), the size of donor grants fluctuates heavily from year to year. In line with its Strategic Plan, JRR has recently adopted a fundraising strategy to strengthen the financial basis of the organisation and ensure long-term financial sustainability.

<sup>20</sup> It should be noted that experts can be assigned to more than one profession and professional area.



**Figure 9 Amount of JRR total income and receipt of core funds by year (in CHF)**

Source: JRR audited financial statements 2020-2022 and breakdown provided by JRR

JRR's funding sources is a mixture of unearmarked, lightly earmarked and project grants. Following efforts to develop the organisation's programmatic work, JRR is increasingly able to attract project grants. Meanwhile, the share of core funding has decreased (see Figure 9). As earlier noted, UN Women remains the main international partner paying a deployment coordination fee. As a result, JRR is having increasing difficulties in covering its direct staff costs and programme support costs. In 2023, a funding gap of about nine percent of the annual budget emerged in these cost categories, according to the draft fundraising strategy. This has forced JRR to tap into its financial reserves in both 2022 and 2023, thereby further weakening the prospects for achieving financial sustainability.

**The Deployment Fund offers much needed flexibility but the late transfer of funds from Finland is an obstacle.** While project funds help JRR to pursue longer-term engagements and results, core funding and lightly earmarked funding is critical for ensuring that responsiveness and flexibility, not only to crisis situations like in Ukraine and Israel-Palestine, but also for seizing windows of opportunities by supporting ad-hoc requests. This is where the value-added of the Deployment Fund lies. However, one challenge related to the Deployment Fund has been the late arrival of Finland's annual contribution. In 2021 and 2022 the funds were only transferred in late July and June, respectively, while in 2023 the transfer was made in April. It is also noted that, as indicated by its title, the Deployment Fund can only be used for deployments and not the programmatic and policy work that go with the deployments.

**The diversified donor base combined with the lack of donor coordination and harmonisation has created significant transaction costs for JRR.** As reflected in the fundraising strategy adopted in late 2023, JRR hopes to be able to leverage the Deployment Fund and receive additional contributions to it from other donors, while also ensuring that it includes a proper cost-recovery mechanism. This could provide additional opportunities for pooled funding and harmonisation (beyond what is offered through the core support modality). The increase in the number of donors and project grants has created significant transaction costs for JRR, including with regard to meeting donor-specific application and reporting requirements. Although the JRR Board appears to be active in many areas, there is little explicit donor coordination taking place, according to interviews.

## 5 Conclusions

### Relevance

The mid-term evaluation shows that JRR's Deployment Fund, as designed and operationalised, is generally well aligned with Finland's foreign and development policy goals. It has been directly relevant to two of Finland's five development policy priorities, i.e. to strengthen the status of women and girls and gender equality (SDG 5) and to promote peaceful and democratic societies (SDG 16). The focus on the rights of women is clearly reflected in the large share of expert deployments – in the JRR portfolio as a whole as well as within the Deployment Fund – that have addressed SGBV crimes. In line with Finland's crosscutting objectives, gender equality and non-discrimination have been addressed in an integrated manner in many deployments. However, this is an area where further efforts are warranted, as indicated by the relatively large share of deployments where gender equality is not considered or explicitly mainstreamed. While JRR is also giving increasing attention to environment and climate change as part of an emerging multidisciplinary approach, this perspective has so far only been reflected in one of the deployments supported by Finland's contribution.

The reactive nature of JRR's work guarantees a high level of responsiveness, including with the help of the Deployment Fund, and procedures and criteria are in place to ensure that inquiries meet a certain standard, are aligned with JRR's mandate, and reflect the real needs of requesting entities. As shown by the evaluation, there is also a high level of satisfaction with JRR's support and the quality of experts among requesting entities and partners, and in almost nine out of ten deployments supported by Finland's contribution, the agreed outputs were completed. At the same time, meeting the likely future increase in inquiries for support will be a challenge given the staff and funding constraints of the organisation.

### Coherence

Evidence suggest that internal coherence has increased as a result of the development and operationalisation of JRR's first strategic plan of its kind. The establishment of additional coordination mechanisms and the future launch of country projects involving all three JRR programmes is also deemed to enhance coherence. The evaluation indicates that the Deployment Fund has many times contributed to bridge funding gaps and in other ways complementing other deployments within the same programme. However, cross-programme linkages are less evident, at least when considering the use of the Deployment Fund.

External coherence has been strengthened through JRR's partnerships with key international actors, which have been tapped by the Deployment Fund when expert deployments have been made to international and regional investigation mechanisms. There is ample evidence of JRR's value-added and good examples of how the organisation works to avoid duplication. At the same time, continued attention is needed to building linkages and synergies with other initiatives, to increase prospects for capacity development and sustainability.

### Effectiveness

Intended outputs and results at the immediate outcome level have been achieved in a majority of the deployments supported by Finland's contribution, with no significant differences across programmes. The most tangible outputs are the written contributions by JRR experts to various investigations and litigation processes, and related inputs to investigation methodologies and plans. Such outputs have in turn contributed to a qualitative improvement of investigations, especially with regard to the attention paid to SGBV, gender equality and a victim-centred approach. A less tangible output is the transfer of knowledge and skills that reportedly has occurred in many deployments.

JRR's contribution to intermediate outcomes can mainly be observed in the SGBV-focus and gender perspective applied in investigation reports. There are also examples of JRR's contribution to capacity development of national actors and CSOs, although the evidence base is more limited in this case. It is generally too early to expect and detect longer-term impact given that the evaluation has focused on deployments implemented since 2021 only. However, in two of the case studies, there are emerging signs of accountability. This is reflected in the ongoing international proceedings against suspected perpetrators of grave crimes and traffickers in Libya, and the decision to charge former FARC commanders in Colombia for crimes committed against LGBTQ+ persons. In general, the prospects for change at this level appear, not surprisingly, to be greater when single deployments are an integral part of longer-term engagements that involve multiple experts deployed in a complementary manner. This was the case with the support to the investigations in Bolivia, The Gambia and the Yazidi community, but did not involve support from the Deployment Fund.



Several different factors have influenced the effectiveness of JRR's support. The timely mobilisation of high-quality expertise matching the needs of requesting entities has clearly had a positive influence across deployments. At the same time, the quality of outputs and the contribution to outcomes have in some cases been affected by the limited number of working days assigned to some experts. The fact that a majority of the deployments during the past three years have been home-based, partly as a result of the Covid-19 pandemic, has also had some adverse effects. Among the external factors, political will and support stands out as the most important one. Other external factors include the set-up and operationalisation of international investigations, where shortcomings have been detected, the security environment in countries, and the capacity and commitment of requesting entities and other stakeholders on the ground.

JRR's M&E system has been strengthened in recent years but further improvements are warranted to ensure that it delivers robust and meaningful data that can be used to assess and demonstrate progress towards intended outcomes, and contribute to learning.

### **Efficiency**

The evaluation shows that JRR implements more deployments than planned, and that deployments as well as agreed outputs are generally delivered in a timely manner. Although the number of requests is deemed to increase in the future, JRR has historically been able to meet the demand for its services. An analysis of the economy of input costs suggest that the costs associated with deployments are reasonable. While there is no evidence of efficiency losses, further gains in cost-efficiency and cost-effectiveness could possibly be made through additional investments in developing, streamlining and digitalising organisational systems, such as the systems for planning, monitoring, evaluation and learning.

### **Sustainability**

Knowledge and skills have been transferred in a majority of deployments. However, partly depending on the nature of request, capacity development has often not been a principal objective or pursued in a planned and structured manner. In some cases, JRR has contributed to the improvement of methods and tools for investigations, but it is often not clear to what extent the requesting entities have actually internalised and continued to use these methods and tools. In general, the best prospects for sustainability are found in longer-term engagements in focus countries and when repeated – and inter-linked – deployments are made to the same requesting entity.

JRR has matured as an organisation thanks to the measures taken to advance strategic planning, programming, partnerships, and, not the least, to further develop the expert roster, which has been expanded both in terms of the number and variety of experts. Financial sustainability is a major concern, especially since JRR is not able to fully cover its staff costs and programme support costs. Although the late transfer of funds from Finland is a notable obstacle, the Deployment Fund offers much needed flexibility in this situation, and could also be pitched to other donors. In general, the lack of donor coordination and harmonisation creates significant transaction costs for JRR.

## **6 Recommendations**

The recommendations below are directly based on the findings and conclusions of the evaluation, as presented above. It should be noted that several of the recommendation to JRR require the mobilisation of additional resources, capacity and expertise, and the recommendations to Finland and other donors should be seen in this light. It should also be emphasised that the recommendations focus on areas where there is a clear need for improvement (e.g. capacity development), but they should not be implemented to the detriment of the main objective of the Deployment Fund to ensure a flexible and rapid response to urgent requests and new situations for which no other funding is available.

### **6.1 Recommendations to JRR**

1. JRR should, in line with its Strategic Plan, develop internal guidelines and tools to ensure that the gender perspective is consistently taken into account in the assessment of inquiries, the planning and monitoring of deployments, and the guidance given to experts. When relevant, opportunities should also be sought to integrate the environment and climate perspective in expert ToRs. Relatedly, JRR could capitalise on its training modules for experts, using them for transferring knowledge and skills for gender mainstreaming to requesting entities.

2. JRR should consider ways of enhancing synergies between the three JRR programmes beyond the three pilot contexts/countries envisaged in the Strategic Plan, such as by proactively seeking opportunities for CSP engagements in combination with, or following the end of, an international investigation. Complementarities with other actors should not only be assessed but also embedded with expert ToRs and longer-term engagements. The latter may be particularly relevant for deployments that focus on capacity development and where organisations have more general capacity constraints that cannot be addressed by JRR.
3. While technical advice will continue to be in high demand and remain relevant to achieve impact, JRR should seek to strengthen the capacity development perspective across programmes, including as a way of ensuring sustainability. As a first step, a conceptual framework for capacity development could be prepared, clarifying how capacity should be assessed, what means of capacity development should be considered (beyond informal mentoring), how complementarities should be ensured, and what indicators should be used for measuring capacity development. The ambition should be to go beyond the transfer of knowledge and skills to individuals to ensure that JRR's support contributes to sustainable organisational change (e.g. through the development of SOPs and related tools).
4. JRR should explore the continued need and prospects for deploying experts to assist international partners in the development of standards, guidelines and training material for investigation teams. Although the JRR experts are expected to provide specialist knowledge and skills on victim-centred approaches, SGBV, gender equality, intersectionality, child rights, etc., other investigation team members understanding of and commitment to such issues is a critical condition for the success of the expert's work, including the ability to mainstream gender and have related concerns reflected across the investigations.
5. JRR should carefully match the length of expert deployments with the scope of their ToRs. Ample time should be provided for preparations, analysis, the delivery of high-quality outputs, guidance to requesting entities on how to internalise such outputs, and reporting/experience sharing. It is recognised that the Deployment Fund is a flexible instrument designed to ensure JRR's responsiveness to ad-hoc and urgent requests, but this does not mean that expert deployments should not be carefully planned, and considerations given to the need for follow-up deployments, possibly with other funding, already from the start. In general, single, short-term deployments (i.e. less than 10 working days) have to be carefully justified, focused in scope, and geared towards the delivery of tangible outputs.
6. JRR should develop a Theory of Change-based and learning-oriented M&E framework with a larger set of, and more clearly specified, quantitative and qualitative indicators for tracking results at the outcome level, improved debrief questionnaires, a data quality assurance and analysis process, and provisions for research, training and support. It could also include learning events with experts, staff and partners across themes and JRR programmes as well as with stakeholders within the same investigation/mission – to develop best practices and create a basis for adaptive management. This is a recommendation that clearly requires resources that JRR does not currently possess but could be mobilised with more flexible donor funding.

## **6.2 Recommendations to Finland and other donors**

1. Donors should consider continuing and expanding the support to JRR in view of the overall positive assessment of this evaluation, allowing JRR to meet the growing demand for its expertise and partners' needs. Whenever possible, donors should provide multi-year core funding or fully flexible project funding, as is being done by Finland. This would place JRR in a better situation to cover its existing costs but also make further investments in staff capacity, organisational systems and policy work including in relation to monitoring, evaluation and learning.
2. Donors should work together with JRR to increasingly harmonise application and reporting requirements, as well as explore the possibility of pooling funds (when core support is not an option), such as to the Deployment Fund, with a view to reduce JRR's transaction costs and further strengthen JRR's response capacity.

3. Finland should ensure that the contribution to the Deployment Fund is released as early as possible in the year to maximise the value-added of the modality in terms of responding to urgent and ad-hoc requests. In addition, any future contributions to the Deployment Fund should allow JRR to fully recover its project management costs.

## **Annexes**

1. Terms of Reference
2. Theory of Change
3. Evaluation Matrix
4. Documents consulted

## Annex 1. Terms of Reference

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Date: September 2023 (final version)

Intervention Code: 89893366

### Justice Rapid Response's Deployment Fund

#### Terms of Reference for mid-term evaluation

##### 1. Background to the evaluation

###### 1.1. Programme context (policy, country, regional, global, thematic context)

This evaluation is based on Finland's funding for the Justice Rapid Response (JRR) Deployment Fund since its establishment. Finland has supported the JRR since its establishment (in 2001), and in the four-year period from 2021 to 2024, Finland awarded €1.2 million to the JRR Deployment Fund.

The counterpart in Finland is the Unit for Public International Law at the Legal Service of Ministry for Foreign Affairs.

###### 1.2. Description of the programme to be evaluated

JRR is an international non-profit association under Swiss law led by an Executive Board comprised of ten States (Argentina, the Kingdom of Belgium, Canada (observer), Finland, The Netherlands, Republic of Korea, Sierra Leone, Sweden, Switzerland and Uganda), UN Women as an observer and two individual members. JRR's operations are managed by a secretariat based in Geneva with a liaison office in New York.

JRR's expected impact is to contribute to more peaceful, just and inclusive societies (SDG16, SDG5). JRR provides international, national and civil society actors with prompt, impartial and professional expertise, tailored to each context, to investigate international crimes and serious human rights violations and to promote the rights and access to justice of victims and survivors. It is the only global facility providing rapidly deployable specialised justice experts to assist with investigations of reported war crimes, genocide, crimes against humanity, and serious human rights violations.

JRR consists of three programmes: 1) International Justice Programme, 2) National Justice Programme, and 3) Civil Society Programme. Their expected intermediate outcomes are, respectively:

1. Improved effectiveness of the **international community** to fight impunity for international crimes and serious human rights violations, including Sexual and Gender-Based Violence, and to promote the dignity of victims and survivors, with a child, youth and gender-sensitive & responsive approach.
2. Improved effectiveness of **states** to fight impunity for international crimes and serious human rights violations, including Sexual and Gender-Based Violence, & to promote the dignity of victims and survivors, with a child, youth and gender-sensitive & responsive approach.

3. Improved effectiveness of **civil society organisations** to engage with justice processes for international crimes & serious human rights violations, including sexual and gender-based violence, and to promote the dignity of victims and survivors, with a child, youth and gender-sensitive & responsive approach.

JRR aims to achieve these outcomes through rapid response to requests for expertise from international organisations, states and CSOs to assist in the investigation, analysis and documentation of serious human rights violations and international crimes wherever they occur. JRR recruits, trains, and deploys experts of different specialisations, manages the expert roster, conducts policy work and outreach.

The JRR Roster consists of a pool of professionals who bring the highest level of skills, knowledge and professionalism to an investigation or inquiry. Experts are selected through a competitive selection process.

These experts come from both the public and private sectors. They are trained to work within international teams and in challenging circumstances, such as in countries in conflict. They offer hands-on expertise to bolster the capacity of international and national teams investigating reported genocide, war crimes, crimes against humanity and serious human rights violations. The roster includes well over 50 professions, such as criminal investigators, sexual and gender-based violence experts, forensic experts, prosecutors, military analysts, psychosocial experts, legal analysts, and child rights experts. JRR also partners with UN Women to deploy sexual and gender-based violence justice experts to strengthen accountability for crimes of sexual and gender-based violence. The JRR expert roster includes more than 700 professionals, of which 230 experts are in the JRR-UN Women Sexual and Gender-Based Violence (SGBV) Experts Roster.

JRR receives requests for expertise from a wide range of States, regional and international institutions, as well as other entities that have a mandate to collect information about international crimes and serious human rights violations. After consultation, JRR provides the requesting entity with a list of anonymous skillsets that match the required competencies. The selection is made by the requesting entity after shortlisting experts, reviewing their full profile and, if needed, interviewing final candidates. JRR secures the release of the selected experts from their regular employer, facilitates the deployment process and briefs the experts prior to deployment.

### **1.3. Results of previous evaluations**

The JRR has been previously evaluated in 2014-2015. The evaluation was commissioned by the Government of Switzerland, and the evaluation focused on the management structure of the JRR. The results of JRR's work have not been evaluated earlier.

## **2. Rationale, purpose and objectives of the evaluation**

The evaluation will be used to assess the relevance, coherence, effectiveness, efficiency and sustainability of the awarded funding, in line with Finland's 'Evaluation norm 2015'.

The evaluation will assess whether JRR delivers on its Theory of Change, specifically to assess the agreed project objectives, outcomes and activities. As such, the evaluation would focus on how and to what extent the Finland Deployment Fund project objectives have been achieved. The objectives of the evaluation are twofold: firstly, to ensure accountability by enhancing transparency and openness of the use of Finland's Official Development Assistance, and provide evidence on results, and secondly, facilitate learning as well as provide tools for decision-making and planning both at JRR

and in Finland (in terms of future funding). The evaluation results may also be useful for other donors considering funding the JRR.

### **3. Scope of the evaluation**

The independent evaluation will examine JRR's activities, processes and methodologies, based on the Results & Indicators outlined in JRR's project funding proposal to Finland. The timeframe to be evaluated aims to focus on the duration of the grant while taking into account the results from previous years where relevant, given the long-term support of Finland for the JRR. The evaluation will focus on the activities funded from the JRR Deployment Fund under the three programmes: International Justice Programme, National Justice Programme and Civil Society Programme, adapted to the particularities of each Programme, with at least one case study from each programme. Cross-cutting functions including Communications, Finance, Governance, Operations, Partnerships and Roster Recruitment & Management should be looked at only from the point of view of the Fund's effectiveness. The application of the human rights-based approach and the cross-cutting objectives of Finland's development policy (gender equality, non-discrimination, climate resilience and low emission development and environmental protection) will be addressed.

### **4. Issues to be addressed and evaluation questions**

#### **Relevance**

- **To what extent are JRR's Deployment Fund activities aligned with Finland's foreign and development policy goals, including cross-cutting objectives?**
- **To what extent are JRR's Deployment Fund activities meeting the needs of the international organisations, states and CSOs requesting its services?**

#### **Coherence**

- **What kind of measures does JRR have in place to ensure that activities across the three programmes are coherent with other related interventions in the same context, ie. add value and do not duplicate efforts? Are the measures adequate? How could these measures be improved?**

#### **Effectiveness and impact**

- **To what extent does JRR succeed to measure and demonstrate purpose, results and likely impact?**
  - **To what extent has JRR delivered on its intended outputs, immediate outcomes and intermediate outcomes?**
  - **Do the outputs described in the JRR's Theory of Change result in the immediate outcomes expected, across the three programmes? Do the immediate outcomes expected result in the intermediate outcomes expected, across the three programmes?**
  - **Are there notable differences in the effectiveness between or within the three different JRR programmes?**
  - **Would there be ways to improve monitoring and reporting on the immediate and intermediate outcomes resulting from the JRR's activities?**

#### **Efficiency**

- **Has the delivery of the Deployment Fund's results been cost-effective?**
- **Has the delivery of the Deployment Fund's results been timely?**
- **How can gains be made in cost-effectiveness and timeliness of the delivery of JRR's results?**
- **Has the supply of experts been sufficient and appropriate? How could it be improved?**

#### **Sustainability**

- **Have the capacity increases in key beneficiaries across the three JRR programmes been sustainable?**
- **Has JRR been able to sustain and expand adequate expertise in the JRR's roster?**

The list of issues under evaluation is not exhaustive and the evaluation team is welcome to suggest other issues to be covered in the evaluation's inception report.

### **5. Methodology**

The evaluation methodology will be left to the evaluators to propose. However, multiple methods are expected to be used on data collection and analysis and to validate the findings, both quantitative and qualitative.

### **6. The evaluation process and time schedule**

The evaluation must be completed by the end of March 2024. It should commence in mid-2023 in order to amass a sufficient amount of project activities and results for the evaluator to assess, from the most recent funding period.

The evaluation is divided into four phases. The tentative timeline of the phases is presented below. All dates are tentative estimates of approximate timing.

- A. Start-up phase
  - Contracting the service provider for the evaluation by end of July
  - Identification of the reference group (with representatives from the MFA, the JRR Secretariat and the Executive Board) by end of July
  - Recruitment of the evaluation team by the service provider by mid-August
  - Kick-off meeting between the evaluation manager, reference group and evaluation team in the beginning of September
- B. Inception phase
  - Desk review, any early-phase interviews in September
  - Submission of Draft Inception Report in early October
  - Inception meeting in mid-October
  - Comments to the inception report from the evaluation manager and reference group by the end of October
  - Submission of the Final Inception Report: early November
- C. Implementation phase
  - Data gathering and analysis: November – December

- Validation workshop/meeting with of the evaluators with the Reference Group (providing an opportunity to have a dialogue and comment on the initial findings, tentative conclusions and recommendations): mid-January 2024
- D. Reporting and dissemination phase
  - Submission of draft final report: early February 2024
  - Comments to the draft final report from the evaluation manager and reference group by the second half of February 2024
  - Final report submission: beginning of March 2024
  - Presentation: mid-March 2024

## **7. Reporting**

The reports and outputs produced in each phase of the evaluation are specified in this section. The evaluation team is requested to submit the following deliverables:

- Inception report (draft and final inception reports)
- Validation workshop with the reference group
- Draft final report
- Final report
- Presentation on the evaluation findings and recommendations

Each deliverable is subjected to specific approval. The evaluation team is able to move to the next phase only after receiving a written statement of acceptance by the MFA. The reporting schedule is included in the contract.

The evaluation report should be maximum of 40 pages long, excluding annexes.

The service provider will submit the draft reports to the evaluation manager and the reference group for correction of any potential factual data. The MFA evaluation manager will provide the team with one coherent set of comments to the draft reports. The revised report from the evaluation team should be accompanied by a table of main comments received, as well as responses and arguments from the team in case any requested changes were not accepted. Minor comments and corrections to the text that are directly accepted by the team do not have to be included in this table.

The language of all deliverables will be English. The reports should be written in clear, unambiguous and explicit language. The reference material and sources of information must be clearly stated, and a list of referenced document material added to the report. Abbreviations and acronyms must be clearly explained. Annexes can be used for additional information.

## **8. Quality assurance**

The service provider implementing this evaluation will ensure the quality assurance of all deliverables. This will be done by a quality assurance expert assigned by the service provider, as well as the FADER Service Coordinator.

## **9. Expertise required**

The evaluation team will consist of two experts: Team Leader and team member (senior evaluator/evaluator/emerging evaluator).



The evaluation team shall seek to secure solid experience and knowledge in the following fields:

- Evaluations and planning in the relevant sector
- understanding the context and sensitivities of JRR's operations (criminal investigations, prosecutions, transitional justice, sexual and gender-based violence investigations, child protection, witness protection and/or military analysis)
- Other experience and knowledge relevant to the evaluation: experience from institutional development and roster management is considered an asset
- Geographical expertise: professional experience from conflict zones is considered an asset
- Experience in integrating HRBA and cross-cutting objectives (gender equality and non-discrimination, climate-resilient and low-emission development, environmental protection) in project planning, implementation, monitoring and evaluation.

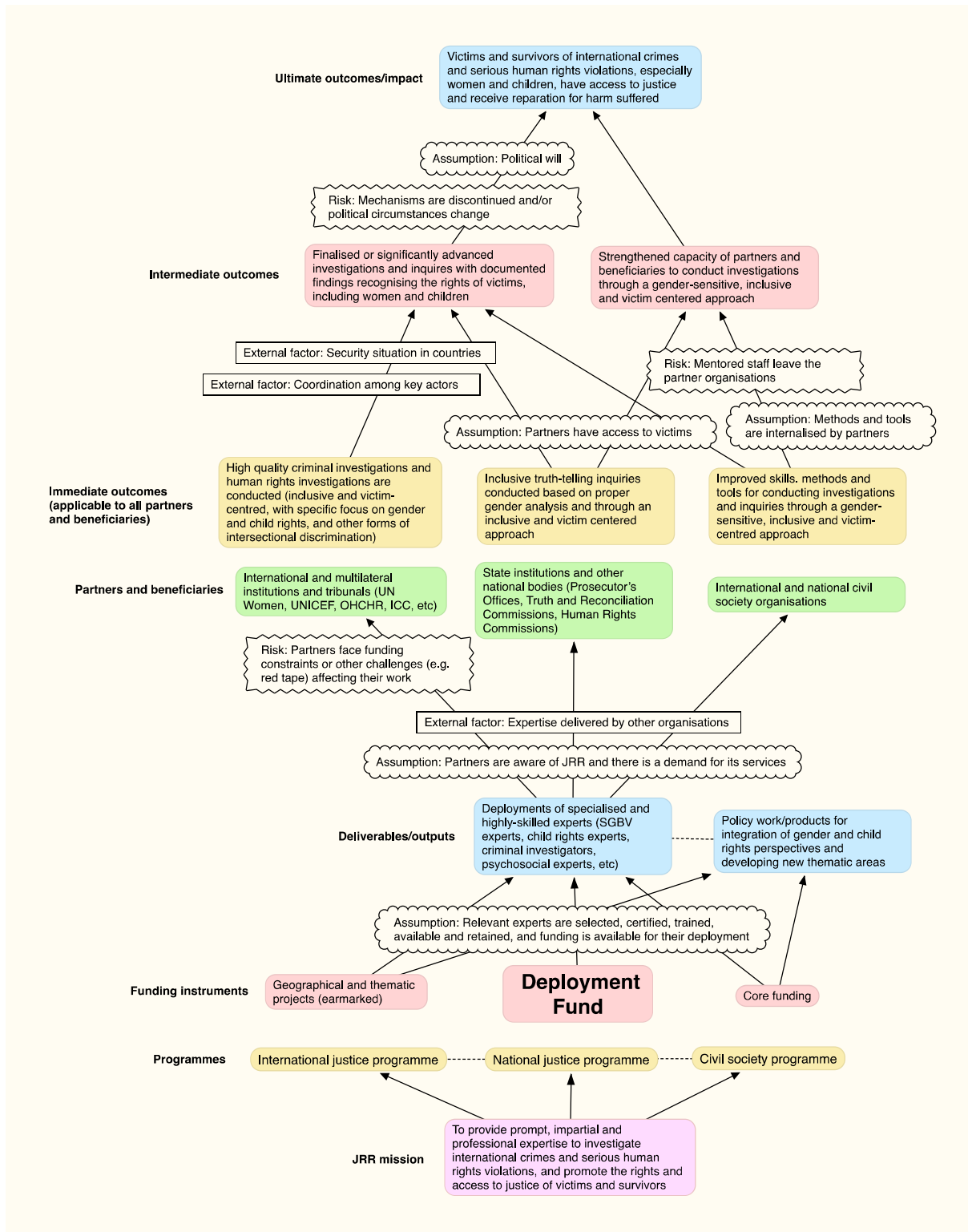
## **10. Mandate**

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorised to make any commitments on behalf of the Government of Finland.

### **Annexes:**

Annex 1: MFA evaluation manual <https://um.fi/development-cooperation-evaluation-manual>  
(All templates related to evaluation: <https://um.fi/development-cooperation-evaluation-manual> )

## Annex 2. Theory of Change



## Annex 3. Evaluation Matrix

Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
<b>Relevance</b>				
1. To what extent are JRR's Deployment Fund activities aligned with Finland's foreign and development policy goals, including cross-cutting objectives?	<p>The deployments implemented with Finland's support have been directly relevant to one or several of Finland's five development policy and development cooperation priorities.</p> <p>The five cross-cutting objectives of Finland's development policy have been directly addressed by and/or integrated with the deployments funded by Finland.</p>	<ul style="list-style-type: none"> <li>- Share of deployments having as a primary objective:               <ul style="list-style-type: none"> <li>o To strengthen the status of women and girls/gender equality</li> <li>o To address discrimination</li> <li>o To promote quality education</li> <li>o To enhance sustainability and decent work</li> <li>o To promote peaceful and democratic societies, and/or</li> <li>o To address climate change and the environment</li> </ul> </li> <li>- Share of deployment having the above priorities/cross-cutting objectives as secondary objective</li> <li>- Share of deployments where the crosscutting objectives have been pursued in an integrated manner</li> <li>- Illustrative (descriptive) examples of how Finland's priorities and cross-cutting objectives have been pursued across different types of deployments (framing indicator)</li> <li>- Evidence of how Finland's priorities and cross-cutting objectives have been pursued in specific settings/cases (framing indicator)</li> </ul>	<p>Portfolio analysis</p> <p>Case studies</p> <p>Desk review</p> <p>Key informant interviews</p> <ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- Other case study stakeholders</li> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Expert ToRs</li> <li>- Requesting entity/partner debrief questionnaires</li> <li>- Expert debrief questionnaires</li> <li>- Interview notes</li> <li>- Other internal and external sources to be identified for each single case</li> </ul>

*Justice Rapid Response Deployment Fund Mid Term Evaluation*

Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
2. To what extent are JRR's Deployment Fund activities meeting the needs of the international organisations, states and CSOs requesting its services?	<p>Requesting entities and partners are satisfied with JRR's services and the expected deliverables were completed.</p> <p>JRR is able to respond to the demand for its services.</p>	<ul style="list-style-type: none"> <li>- Share of requesting entities and partners who are very satisfied or satisfied with JRR's services</li> <li>- Share of deployments where the experts completed the deliverables in the ToR</li> <li>- Share of inquiries/requests resulting in the deployment of experts</li> <li>- Illustrative (descriptive) examples of comments and feedback on JRR's services and the deliverables of the experts (framing indicator)</li> <li>- Evidence of how JRR was able to meet the needs of partners and requesting entities in specific settings/cases (framing indicator)</li> </ul>	<p>Portfolio analysis</p> <p>Case studies</p> <p>Desk review</p> <p>Key informant interviews</p> <ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- Other case study stakeholders</li> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Expert ToRs</li> <li>- Requesting entity/partner debrief questionnaires</li> <li>- Expert debrief questionnaires</li> <li>- Interview notes</li> <li>- Other internal and external sources to be identified for each single case</li> </ul>
<b>Coherence</b>				
3. What kind of measures does JRR have in place to ensure that activities across the three programmes are coherent with other related interventions in the same context, i.e. add value and do not duplicate efforts?	<p>JRR has adequate capacity and procedures for context analysis, dialogue and assessing inquiries with due attention to the need to ensure coordination and add value to existing initiatives.</p> <p>There is complementarity</p>	<ul style="list-style-type: none"> <li>- Evidence of procedures/routines in place that help to ensure coordination and added-value, and examples of how they have been applied to deployments funded by Finland (mixed indicator)</li> <li>- Extent to which duplication and lack of complementarity are reported as major challenges by requesting entities/partners and experts</li> <li>- Evidence of how JRR was able to avoid duplication and/or create synergies with (and add value to) existing initiatives in specific settings/cases (framing indicator)</li> </ul>	<p>Portfolio analysis</p> <p>Case studies</p> <p>Desk review</p> <p>Key informant interviews</p> <ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- Other case study stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>- JRR deployment procedures and other relevant internal regulations</li> <li>- Documented assessments of inquiries</li> <li>- Expert ToRs</li> <li>- Requesting entity/partner debrief questionnaires</li> </ul>

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Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
Are the measures adequate? How could these measures be improved?	between JRR programmes.	<ul style="list-style-type: none"> <li>- Evidence of the absence of any other available funding in specific settings/cases when the Deployment Fund was used (framing indicator)</li> <li>- Evidence of synergies between experts deployed to the same case/country but from different JRR programmes (framing indicator)</li> </ul>	<ul style="list-style-type: none"> <li>- Other organisations providing similar expertise and support</li> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Expert debrief questionnaires</li> <li>- Interview notes</li> <li>- Other internal and external sources to be identified for each single case</li> </ul>
<b>Effectiveness (and impact)</b>				
4. To what extent has JRR delivered on its intended outputs, immediate outcomes and intermediate outcomes?	The JRR deliverables (expert deployments) were implemented as intended/planned.	<p><i>Deliverables and outputs:</i></p> <ul style="list-style-type: none"> <li>- Ratio of planned deployments implemented in practice</li> <li>- Share of deployments where the experts completed the deliverables in the ToR</li> <li>- Number and nature of concrete outputs resulting directly from the experts' deployment, e.g., reports, sections of reports, guidelines, tools (mixed indicator)</li> </ul> <p><i>Immediate outcomes:</i></p> <ul style="list-style-type: none"> <li>- Reported main JRR contributions to criminal investigations and truth-telling inquiries, e.g. higher quality investigations, more gender-sensitive and victim-cantered investigations (framing indicator)</li> <li>- Extent to which JRR experts transferred skills and knowledge to partners and requesting entities</li> <li>- Degree to which partners and requesting entities perceive that their knowledge and</li> </ul>	<p>Portfolio analysis</p> <p>Case studies</p> <p>Desk review</p> <p>Key informant interviews</p> <ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- Other case study stakeholders</li> <li>- Other organisations providing similar expertise and support</li> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- JRR work plans</li> <li>- Annual reports to the MFA</li> <li>- Annual reports to the Executive Board</li> <li>- Salesforce data</li> <li>- Requesting entity/partner debrief questionnaires</li> <li>- Expert debrief questionnaires</li> <li>- Interview notes</li> <li>- Other internal and external sources to be identified for each single case</li> </ul>
5. Do the outputs described in the JRR's Theory of Change result in the immediate outcomes expected, across the three programmes?	There is adequate evidence showing that change occurred among the immediate and inter-mediate outcomes of the ToC.			
6. Do the immediate outcomes expected result in the intermediate outcomes expected, across the three programmes?	The contribution of JRR to changes among immediate and inter-mediate outcomes is relatively significant (as compared to the contribution of other actors and factors).			

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Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
		<p>skills have improved, e.g., in relation to conducting investigations and inquiries through a gender-sensitive, inclusive and victim-centred approach</p> <ul style="list-style-type: none"> <li>- Evidence of change at immediate outcome level – and JRR’s influence on such change – in specific settings/cases (framing indicator)</li> </ul> <p><i>Intermediate outcomes:</i></p> <ul style="list-style-type: none"> <li>- Extent to which investigations and inquiries have been significantly advanced or completed with documented findings recognising the rights of victims, including women and children</li> <li>- Extent to which partners and requesting entities perceive that their capacity to promote access to justice and/or accountability has increased due to the support received from JRR</li> <li>- Evidence of change at intermediate outcome level – and JRR’s influence on such change – in specific settings/cases (framing indicator)</li> </ul>		
<p><b>7. Additional question:</b> Are there any signs of change at the ultimate outcome/impact level? If so, what is</p>	<p>There is change/signs of likely future change at the ultimate outcome/impact level.</p> <p>It is plausible to assume that JRR has</p>	<ul style="list-style-type: none"> <li>- Extent to which investigations and inquiries supported by JRR have resulted in – or are likely to result in – verdicts, official apologies and other remedies for victims and survivors, especially women and children, ensuring their access to justice</li> </ul>	<p>Portfolio analysis</p> <p>Case studies</p> <p>Desk review</p> <p>Key informant interviews</p>	<ul style="list-style-type: none"> <li>- Annual reports to the MFA</li> <li>- Annual reports to the Executive Board</li> <li>- Interview notes</li> <li>- Other internal and external sources to</li> </ul>

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Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
the likely influence of JRR?	contributed to the change.		<ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- Other case study stakeholders</li> <li>- Other organisations providing similar expertise and support</li> <li>- JRR staff</li> </ul>	be identified for each single case
8. Are there notable differences in the effectiveness between or within the three different JRR programmes?	JRR's programmes complement each other and all contribute to change at the immediate and intermediate outcome level.	<ul style="list-style-type: none"> <li>- Extent to which the international justice programme has contributed to change in immediate outcomes</li> <li>- Extent to which the national justice programme has contributed to change in immediate outcomes</li> <li>- Extent to which the civil society programme has contributed to change in immediate outcomes</li> </ul>	<p>Portfolio analysis</p> <p>Desk review</p> <p>Key informant interviews</p> <ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Requesting entity/partner debrief questionnaires</li> <li>- Expert debrief questionnaires</li> <li>- Interview notes</li> </ul>
9. Would there be ways to improve monitoring and reporting on the immediate and intermediate outcomes resulting from the JRR's activities?	<p>JRR's M&amp;E system delivers robust and meaningful data that can be used to assess and demonstrate progress towards intended outcomes, and contribute to learning.</p> <p>Results reports focus on outcomes, including both positive</p>	<ul style="list-style-type: none"> <li>- Evidence of ToC-driven monitoring, evaluation and learning (MEL)</li> <li>- Existence of results framework with outcome-level indicators (including gender indicators), baselines, targets and sources</li> <li>- Existence of different means for data collection at the outcome level i.e., methodologies, templates and forms, surveys</li> <li>- Existence of a process for data analysis, including quality assurance</li> <li>- Existence of an internal learning mechanism</li> <li>- Extent to which JRR's results reports present: <ul style="list-style-type: none"> <li>o Analysis of contextual change</li> </ul> </li> </ul>	<p>Desk review</p> <p>Key informant interviews</p> <ul style="list-style-type: none"> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- PMEL manual or similar</li> <li>- Project proposal to MFA</li> <li>- Salesforce data</li> <li>- Annual reports to the MFA</li> <li>- Annual reports to the Executive Board</li> <li>- Interview notes</li> </ul>



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Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
	and negative changes, and provide sufficient evidence of JRR's own contribution.	<ul style="list-style-type: none"> <li>○ Results by outcome level</li> <li>○ Analysis of outcome change (significance, influence)</li> <li>○ Risks and assumptions (update)</li> <li>○ Lessons learnt</li> <li>○ Recommendations</li> <li>○ References</li> <li>○ Updated results framework</li> </ul>		
<b>Efficiency</b>				
10. Has the delivery of the Deployment Fund's results been cost-effective?	The distribution of costs is reasonable considering the context and results achieved.	<ul style="list-style-type: none"> <li>- Extent to which budgets are set based on past results and goals/targets for next year (proxy indicator)</li> <li>- Adherence to good practice with regard to managing key cost-effectiveness drivers, i.e., programming process, strategic risk management, synergies and collaboration, and monitoring and results management (proxy indicator)</li> </ul>	<p>Desk review</p> <p>Key informant interviews</p> <ul style="list-style-type: none"> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Annual work plans and budgets</li> <li>- Annual reports to the MFA</li> <li>- Annual reports to the Executive Board</li> <li>- Audit reports</li> <li>- PMEL manual or similar</li> <li>- Risk management policy</li> <li>- Interview notes</li> </ul>
11. Has the delivery of the Deployment Fund's results been timely?	The JRR deliverables (expert deployments) were implemented as intended/planned.	<ul style="list-style-type: none"> <li>- Ratio of planned deployments implemented in practice</li> <li>- Share of deployments where the experts completed the deliverables in the ToR</li> <li>- Extent to which delays are reported as major challenges</li> </ul>	<p>Portfolio analysis</p> <p>Case studies</p> <p>Desk review</p>	<ul style="list-style-type: none"> <li>- Annual work plans and budgets</li> <li>- Annual reports to the MFA</li> </ul>

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Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
	Expected deliverables were completed as agreed.	<ul style="list-style-type: none"> <li>- Evidence of timely results delivery in specific settings/cases (framing indicator)</li> </ul>	Key informant interviews: <ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Annual reports to the Executive Board</li> <li>- Requesting entity/partner debrief questionnaires</li> <li>- Expert debrief questionnaires</li> <li>- Interview notes</li> </ul>
12. How can gains be made in cost-effectiveness and timeliness of the delivery of JRR's results?	Adherence to good practice with regard to managing key cost-efficiency and cost-effectiveness drivers.	<i>Cost-efficiency</i> (all proxy indicators) <ul style="list-style-type: none"> <li>- Inquiry assessment, management and selection</li> <li>- Expert/roster management capacity/systems</li> <li>- Evidence of added-value</li> </ul> <i>Cost-effectiveness</i> (all proxy indicators) <ul style="list-style-type: none"> <li>- Programming capacity/systems</li> <li>- Strategic risk management capacity/systems</li> <li>- Synergies and collaboration</li> <li>- Monitoring and results management capacity and systems</li> </ul>	Case studies Desk review  Key informant interviews: <ul style="list-style-type: none"> <li>- Selected requesting entities/partners</li> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Relevant internal policies, guidelines and regulations</li> <li>- Interview notes</li> </ul>
13. Has the supply of experts been sufficient and appropriate? How could it be improved?	JRR is able to respond to the demand for its services.	<ul style="list-style-type: none"> <li>- Share of inquiries/requests resulting in the deployment of experts</li> <li>- Roster management capacity/systems</li> </ul>	Desk review  Key informant interviews: <ul style="list-style-type: none"> <li>- JRR staff</li> </ul>	<ul style="list-style-type: none"> <li>- Salesforce data</li> <li>- Roster management procedures</li> <li>- Interview notes</li> </ul>
<b>Sustainability</b>				

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Evaluation criteria and questions	Judgement criteria	Indicators	Methods	Data sources
14. Have the capacity increases in key beneficiaries across the three JRR programmes been sustainable?	Methods and tools developed with JRR support are institutionalised by partners.	- Illustrative (descriptive) examples of methods and tools having been institutionalised by partners and requesting entities	Portfolio analysis Case studies Desk review  Key informant interviews: - Selected requesting entities/partners - JRR staff	- Requesting entity/partner debrief questionnaires - Interview notes
15. Has JRR been able to sustain and expand adequate expertise in the JRR's roster?	JRR is able to meet the partners' and requesting entities' needs for specialised expertise.	- Share of inquiries/requests resulting in the deployment of experts	Desk review  Key informant interviews: - JRR staff	- Salesforce data - Interview notes

## Annex 4. Documents Consulted

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