

# Terms of Reference – Review and Assessment of the Impact of the Justice Zone Model

## Required experts:

**One (1) Senior Criminal Justice and Coordination Expert**  
**Two (2) Junior Criminal Justice and Coordination Experts**

## Purpose

The specialist contractor terms of reference (ToR) is a document that sets out the specialist contractor's contribution to the task. The template is designed to set out the aims of the task and what the contractor is responsible for in order to achieve those aims.

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**Location: Philippines**

**Apply by: 10 October 2024; 11:59 PM Manila Time**

## 1. Background and context about the project

### *A. Overview of the British Council*

We support peace and prosperity by building connections, understanding, and trust between people in the UK and countries worldwide.

We uniquely combine the UK's deep expertise in arts and culture, education, and the English language, our global presence and relationships in over 100

countries, our unparalleled access to young people and influencers, and our creative sparkle.

We work directly with individuals to help them gain the skills, confidence, and connections to transform their lives and shape a better world in partnership with the UK. We support them to build networks and explore creative ideas, to learn English, to get a high-quality education and to gain internationally recognised qualifications.

We work with governments and our partners in the education, English language and cultural sectors, in the UK and globally. Working together we make a bigger difference, creating benefit for millions of people all over the world.

We work with people in over 200 countries and territories and are on the ground in more than 100 countries. In 2021–22 we reached 650 million people.

### *B. Background to the Programme*

The Government of the Republic of the Philippines with the support of the European Union is implementing the Justice Sector Reform Programme: Governance in Justice II (GOJUST II). GOJUST II builds on and continues the work of the predecessor programme, GOJUST that was implemented from April 2016 to September 2020. GOJUST II is implemented in joint co-financing with the Spanish Agency for International Development Cooperation. The overall objective of GOJUST is *to contribute to inclusive and sustainable socio-economic development through improved access to justice for all in the Philippines*. The specific objective/outcome is *to improve the responsiveness and accountability of justice services (including for population groups in vulnerable situations)*. It includes two components focusing on justice and human rights, respectively. The programme is being implemented from December 2020 to June 2025.

GOJUST II seeks to achieve four major result areas, as follows:

Output/ Result 1	Improved justice sector coordination mechanisms
Output/ Result 2	Strengthened institutional mechanisms for efficient and effective delivery of justice services

Output/ Result 3	Increased access to legal and human rights information, education and assistance for population groups in vulnerable situations (including women)
Output/ Result 4	Increased availability and quality of evidence/information and policy proposals on justice matters for justice sector decision-makers.

Justice and Human Rights policies are at the heart of the Philippine Development Plan 2017-2022, which for the first time includes a dedicated chapter on justice, chapter 6, titled “Pursuing Swift and Fair Administration of Justice”. The chapter enshrines the principle of coordination as a mechanism for bringing about long term and sustainable justice sector reform. The focus is on the enhancement of “civil, criminal, commercial and administrative justice” and the improvement of sector efficiency and accountability while also directing the Commission on Human Rights (CHR) to intensify its efforts to facilitate access to justice by improving, monitoring and evaluation, empowering the people living in poor and marginalised situations to seek response and remedies for injustice, improving legal protection, awareness and aid, enhancing civil society and parliamentary oversight, addressing human rights violations in the justice sector and, strengthening linkages between formal and informal justice providers.

The justice component will continue and expand some previous GOJUST activities such as improved coordination between and within the justice sector agencies and case management automation interventions to strengthen capacities to decongest overburdened courts, prosecution offices, and reducing pre-trial detention. GOJUST II will also focus on new result areas such as increased access to justice for vulnerable groups and evidence-based policy research and advocacy to inform policy making for improved justice outcomes.

The programme is managed by a Programme Steering Committee (PSC) headed by representatives of the Supreme Court, Department of the Interior and Local Government, and the Department of Justice. A Programme Director

has also been appointed to be the main focal point and point of coordination for the smooth implementation of the programme.

In line with the Direct Management component of the Financing Agreement, a Pillar-Assessed Contribution Agreement (ACA/2020/ 418-821) for the provision of *Technical Assistance for the Justice Sector Reform Programme: Governance in Justice II (GOJUST II)* was awarded to the **British Council** on 7 December 2020 for a period of implementation of 54 months. The PACA contract requires the provision of a Technical Assistance Team consisting of four (4) key experts that will be responsible for the four (4) result areas (justice sector coordination, effective institutions of justice, access to justice by the disadvantaged groups, and evidence-based policy research). In addition, the contract also includes the provision of 3,200 working days of non-key experts that will support the work of the key experts in the delivery of results under the programme.

## **2. About the role of the specialist contractors**

An important strategic objective of GOJUST II is articulated in *Result 1: Improved justice sector coordination mechanisms*. This is a continuation of the same strategic objective in GOJUST I. It involves providing support to the institutionalisation of coordination within and between justice sector agencies both at the national level through the Justice Sector Coordinating Council (JSCC) and at the local level through the concept of the Justice Zone (JZ) focusing primarily on criminal justice.

The JZ is a permanent meeting, advisory and decision-making structure that involves the most senior justice officials in a local area. The JZ is expected to: serve as a sectoral coordination mechanism at the local level; convene in order to address issues facing the justice system and recommend policy solutions to be endorsed at the national level by the Justice Sector Coordinating Council (JSCC); identify mechanisms for improved generation, sharing and analysis of information and data; promote an integrated case management approach; and foster interaction among criminal justice agencies to improve communication, coordination and cooperation between criminal justice stakeholders in order to contribute to the core issue of increasing case disposal and thereby addressing

delays and inefficiencies and reducing the backlog of cases and thereby improve justice sector service delivery and decongest jails. The JZ has over time expanded to increasingly also work closely with CSOs active in their respective areas and with the LGU with the aim to facilitate ownership and further strengthen institutionalisation, through – among other purposes - the generation of additional resources and the signing of MoAs for the recognition of the JZ.

Over time, the JZs have identified five areas seen as the most important overall that they focus they focus their work on. These include 1) Reducing case backlog, 2) Decongesting jails, 3) Strengthening the Barangay Justice System, 4) Strengthening rehabilitation and remobilisation of drug offenders and 5) Institutionalising the JZs. There is also ongoing work on introducing a MEL framework for the JZs taking note among other things of the targets and indicators included in the Philippine Development Plan (PDP). A matrix for testing the maturity levels of individual JZs has also been the subject of some discussion but has yet to be implemented.

There has been some early success in relation to the institutionalisation of sector coordination in that the JSCC and the JZ was included in chapter 6 on Swift and Fair Administration of Justice in the Philippine Development Plan (PDP) 2017-2022 and is now also included in the PDP, 2023-2028 in Subchapter 13.2: Enhance Administration of Justice. In both cases coordination is seen as the key mechanism for bringing about long lasting and government owned reforms in the justice sector. Chapter 6 in the PDP, 2017 – 2022 was the first dedicated chapter on the justice sector in the PDP.

This is a major achievement. However, apart from its ability to translate into better justice sector service delivery to people, the main test of the impact of this policy to support coordination lies in the operation of this coordination mechanism and the funding for it as well as the funding for and implementation of agreed priority interventions.

In this regard, the JSCC has created seven (7) Technical Working Groups (TWGs) including a TWG on Processes and Capacity Building which among other things is responsible for the selection process of JZs and for monitoring

of the build-up of different JZs components or elements as well as for the identification of resource requirements and an inventory of current resource levels as the basis for an assessment of resource gaps and identification of sources of funding.

In line with its strategic focus on coordination, GOJUST is supporting the roll out and operation of new JZs of which there are now 16. This includes the original JZ in Quezon City (QC) in operation since November 2014 and the expansion to JZ areas in Cebu City (launched October 2018), Davao City (launched March 2019), Angeles City (launched April 2019), Bacolod City (launched August 2019), Naga City (launched September 2019), Calamba City (launched March 2021), Balanga City (launched March 2022), Baguio City (launched June 2022), Zamboanga City (launched February 2023), Tagaytay City (launched June 2023), Puerto Princesa (launched November 2023), Dagupan City (launched March 2024), Cagayan de Oro City (September 2024), Iligan City (September 2024), and Ozamiz City (September 2024).

It should be noted that the current PDP includes the launch of four (4) new JZs per year. Other important developments to take note of includes the introduction of thematic JZs. Zamboanga City launched in February 2023 was the first such JZ with a thematic focus on anti-trafficking. This was followed by Tagaytay City in June 2023 with a focus on ecotourism and then Puerto Princesa in November 2023 on environmental issues as a green JZ. In September 2024, a new concept of a Tri-City JZ was introduced in Region 10, covering the cities of Cagayan De Oro, Iligan and Ozamiz. Another Tri-City JZ in Region 9 is also planned. After this will also follow a Provincial JZ in Tarlac. In addition, the current PDP includes as part of its legislative agenda, the passing of an enabling law for the JSCC and the creation of a permanent secretariat for the JSCC, both with the aim to further strengthen the institutionalisation of the concept of coordination and the structures that have been put in place to oversee this reform agenda. The focus on passing an enabling law for the JSCC has now been modified to pass a law for the creation of a permanent secretariat for the JSCC. In the same vein, the PDP also refers to the need to secure government funding for the JSCC and the JZs. In this regard, a convergence budget was secured for the first time for the year of 2020

and a 3-year convergence budget has now also been submitted in 2024 in close consultation with DBM and NEDA.

This particular mission now calls for a senior non-key expert and two junior non-key experts to support this process and conduct a review and assessment of the performance and achievements of the current JZ areas.

*General Objective:*

Result 1 of GOJUST II focuses on improving justice sector coordination. In line with this objective, the over-all objective of this mission is to assess to what extent the performance of the criminal justice system, in terms of the quality of the approach, concept and design, relevance, efficiency, effectiveness, impact, and sustainability including value for money, has been enhanced through strengthened cooperation, coordination, and communication between the criminal justice agencies in the current JZ areas resulting from the establishment and operation of the JZ strategy.

*Specific Objectives:*

To assess the quality of the approach, concept and design, relevance, efficiency, performance/ effectiveness, impact, and sustainability of the coordinated approach as the basis for improving justice delivery through the JSCC and JZ strategy on the administration of criminal justice in the first twelve JZ areas including Quezon City (launched in November 2014), Cebu City (launched October 2018), Davao City (launched March 2019), Angeles City (launched April 2019), Bacolod City (launched August 2019), Naga City (launched September 2019), Calamba City (launched March 2021), Balanga City (launched March 2022), Baguio City (launched June 2022), Zamboanga City (launched February 2023), Tagaytay City (launched June 2023), and Puerto Princesa (launched November 2023). This will take the following into consideration:

- a. To note of the time of operation since the launch in the respective JZ areas.
- b. To assess the usefulness of the specific characteristics of the JZ strategy as outlined in the design of the JZ respective work plans.

- c. To assess the ability of the JZ strategy to function as a change agent in terms of geographical coverage and legal and judicial reform and where applicable also in relation to a specific thematic issue.
- d. To assess the extent to which the JZ strategy has led to adoption by the criminal justice agencies in the JZ areas of a programme-oriented approach driven by common goals.
- e. To assess the JZ strategy in terms of a cost-benefit analysis and sustainability and look into various approaches and initiatives by which the Justice Zones can be sustained for future programming.
- f. To recommend improvements in the design of the JZ strategy; monitoring and evaluation of progress (in terms of performance of the criminal justice system); and transfer of the JZ strategy to other local areas.
- g. To assess the extent to which the Justice Zone strategy has contributed towards better justice sector service delivery to local communities.

*Specific Duties:*

**a. Senior Criminal Justice and Coordination Expert**

- Assess the quality, concept and design, relevance, efficiency, performance/effectiveness, impact, and sustainability of the coordinated approach as the basis for improving justice delivery through the Justice Sector Coordinating Council (JSCC) and Justice Zone (JZ) strategy on the administration of criminal justice in the first twelve JZ areas including Quezon City (launched in November 2014), Cebu City (launched October 2018), Davao City (launched March 2019), Angeles City (launched April 2019), Bacolod City (launched August 2019), Naga City (launched September 2019), Calamba City (launched March 2021), Balanga City (launched March 2022), Baguio City (launched June 2022), Zamboanga City (launched February 2023), Tagaytay City (launched June 2023), and Puerto Princesa (launched November 2023).



- Participate in the kick-off briefing and discussion with the technical assistance team and the JZ result area team on the scope of the assignment.
- Participate in a separate kick-off meeting with the TWG on Processes and Capacity Building, or representatives thereof, to confirm the assessment to be made in the twelve (12) JZ areas covered by this review and assessment including the approach and confirmation of the data to be collected and analysed and the format for the reporting on the assignment.
- Gather and review materials relevant to the JSCC and the twelve (12) JZ areas including the assessment by EPJUST of the Justice Zone pilot in Quezon City carried out in 2016, the assessment undertaken by GOJUST I in 2019, the Progress Assessment Visits undertaken in March-April 2024 as well as other studies and international best practices for local area initiatives for improved cooperation, coordination and communication between the criminal justice agencies.
- Conduct data collection of national-level data as well as local-level data via online meetings and/or face-to-face meetings, including with the JZ result area team.
- Conduct key informant interviews and focus group discussions with a representative group of the key stakeholders of twelve (12) JZ excluding the newly established justice zones to include as a minimum, representatives from the local police, the prosecutors, public attorneys, local courts, detention facilities run by national and local governments, and prisons for convicted felons, Local Government Units, the Barangay Justice structures, relevant non-state justice providers and key civil society organizations active in the sector.
- Conduct an analysis of the effectiveness and impact of the coordinated approach as embodied by the Justice Zone model by contrasting the Justice Zones to comparable cities - to be identified - without Justice Zones.

- Consolidate and prepare a mission report with the findings and recommendations.
- Present the findings and recommendations to the TAT and the JSCC through the TWG on Processes and Capacity Building.
- Make necessary changes to the relevant report based on input received.

**b. Junior Criminal Justice and Coordination Expert**

- Assess the quality, concept and design, relevance, efficiency, performance/effectiveness, impact, and sustainability of the coordinated approach as the basis for improving justice delivery through the Justice Sector Coordinating Council (JSCC) and Justice Zone (JZ) strategy on the administration of criminal justice in the first twelve JZ areas including Quezon City (launched in November 2014), Cebu City (launched October 2018), Davao City (launched March 2019), Angeles City (launched April 2019), Bacolod City (launched August 2019), Naga City (launched September 2019), Calamba City (launched March 2021), Balanga City (launched March 2022), Baguio City (launched June 2022), Zamboanga City (launched February 2023), Tagaytay City (launched June 2023), and Puerto Princesa (launched November 2023).
- Participate in a kick-off briefing and discussion with the technical assistance team and the JZ result area team on the scope of the assignment.
- Participate in a separate kick-off meeting with the TWG on Processes and Capacity Building – or representatives thereof - to confirm the assessment to be made in the twelve (12) JZ areas covered by this review and assessment including the approach and confirmation of the data to be collected and analysed and the format for the reporting on the assignment.
- Gather and review materials relevant to the JSCC and the twelve (12) JZ areas including the assessment by EPJUST of the Justice

Zone pilot in Quezon City carried out in 2016, the assessment undertaken by GOJUST I in 2019, the Progress Assessment Visits undertaken in March-April 2024 as well as other studies and international best practices for local area initiatives for improved cooperation, coordination and communication between the criminal justice agencies.

- Conduct data collection of national-level data as well as local-level data via online meetings and/or face-to-face meetings, including with the JZ result area team.
- Conduct key informant interviews and focus group discussions with a representative group of the key stakeholders of twelve (12) JZ excluding the newly established justice zones to include as a minimum, representatives from the local police, the prosecutors, public attorneys, local courts, detention facilities run by national and local governments, and prisons for convicted felons, Local Government Units, the Barangay Justice structures, relevant non-state justice providers and key civil society organizations active in the sector

### **3. Outcome and outputs**

This engagement seeks to assess the quality, concept and design, relevance, efficiency, performance/ effectiveness, impact, and sustainability of the coordinated approach. In achieving the objective, the supplier is expected to execute the actions outlined below.

The supplier shall carry out the following:

- a) A kick-off briefing and discussion with the technical assistance team and the JZ result area team on the scope of the assignment.
- b) A separate meeting with the TWG on Processes and Capacity Building – or representatives thereof - to confirm the assessment to be made in the twelve (12) JZ areas covered by this review and assessment including the approach and confirmation of the data to be collected and analysed and the format for the reporting on the assignment.

- c) Gather and review materials relevant to the JSCC and the twelve (12) JZ areas including the assessment by EPJUST of the Justice Zone pilot in Quezon City carried out in 2016, the assessment undertaken by GOJUST I in 2019, the Progress Assessment Visits undertaken in June-July 2024 as well as other studies and international best practices for local area initiatives for improved cooperation, coordination and communication between the criminal justice agencies.
- d) Conduct data collection of national-level data as well as local-level data via online meetings and/or face-to-face meetings, including with the JZ result area team.
- e) Conduct key informant interviews and focus group discussions with a representative group of the key stakeholders of twelve (12) JZ excluding the newly established justice zones to include as a minimum, representatives from the local police, the prosecutors, public attorneys, local courts, detention facilities run by national and local governments, and prisons for convicted felons, Local Government Units, the Barangay Justice structures, relevant non-state justice providers and key civil society organizations active in the sector.
- f) Conduct an analysis of the effectiveness and impact of the coordinated approach as embodied by the Justice Zone model by contrasting the Justice Zones to comparable cities - to be identified - without Justice Zones.
- g) Consolidate and prepare a mission report with the findings and recommendations.
- h) Present the findings and recommendations to the TAT and the JSCC through the TWG on Processes and Capacity Building.
- i) Make necessary changes to the relevant report based on input received.

The **output** of this engagement is the following:

- An inception report no later than five (5) days after the commencement of the engagement containing the following:
  - Detailed work plan for the evaluation
  - Methodology of evaluation to achieve the objectives and address the areas of inquiry

- Final Report which shall contain the following:
  - Executive summary
  - Introduction and Background
  - Main findings related to the overall and specific objectives of this assignment
  - Key Recommendations
  - Conclusion
  - Relevant Annexes

All reports and correspondence must be in English.

All reports must be submitted by the expert electronically in the format provided at the start of the mission. Comments by the Technical Assistance Team and key stakeholders on the various reports, will be provided to the experts as soon as possible. Draft final reports must be submitted before the debriefing by the experts to the Technical Assistance Team.

### *Indicative Activities and Number of Days Required*

Expertise required and number of days needed

<b>Number of Positions</b>	<b>Designation</b>	<b>Type of Expertise</b>	<b>Duration (days)</b>
<b>1</b>	Team Leader	Senior Criminal Justice and Coordination Expert	40 days intermittent 20 November 2024 – 14 March 2025
<b>2</b>	Team Members	Junior Criminal Justice and Coordination Expert	20 days intermittent 20 November 2024 – 14 March 2025

For guidance of suppliers, the indicative activities for the assignment are the following:

Indicative Activities	Estimated No. of Days		
	Senior	Junior	Junior
Kick-of meeting TAT and JZ result area team	0.5	0.5	0.5
Kick-of meeting TWG Processes and Capacity Building	0.5	0.5	0.5
Drafting of inception report	0.5		
Review of related literature and materials	4	1	1
Meeting and interview with the JSCC TWG on Processes and Capacity Building members	1		
Consultations with key stakeholders (FGDs, KIs) including data collection visits to selected Justice Zones	25	18	18
Preparation of draft report to include a) progress so far made; b) common issues identified; c) opportunities for information sharing; d) lessons learned; e) process and measures to facilitate prison decongestion; and f) a comparative analysis with selected areas that do not function as JZs. The report will also include proposed criteria for the roll out of JZ; the organizational structure and linkages between the JSCC and the JZs and how to strengthen	5		

Indicative Activities	Estimated No. of Days		
	Senior	Junior	Junior
two-way communication between the two.			
Validation workshop with the JSCC TWG on Processes and Capacity Building	1		
Draft final mission report consolidating and including all feedback received	2		
Present the final draft to TAT and the JSCC TWG on Processes and Capacity Building	0.5		
<b>Total</b>	<b>40</b>	<b>20</b>	<b>20</b>

#### 4. Timeline

Activity	Date / time
TOR is posted	26 September 2024
<b>Deadline for submission of Expression of Interest</b>	<b>10 October 2024; 11:59 PM Manila time</b>
Final Decision	18 October 2024
Contract Period	20 November 2024 – 14 March 2025

#### 5. Fee & expenses

Please submit a Pricing Approach using the template in Annex 1.

#### 6. Reporting and communication

The experts will be under the supervision of the Technical Assistance Team.

The consultants will be required to provide the Services in **the Philippines** and such other locations as may be agreed between the parties in writing from time to time.

All working days for preparatory work, comprehensive desk review and report writing are foreseen to be performed by the expert from his/her home base, i.e., at his/her usual place of residence, both at the initial stages of the mission and later on during the whole assignment.

A point of contact within the British Council technical assistance team will be assigned following contract signature.

## **7. Qualifications and experience required**

### **Team Leader: Senior Criminal Justice and Coordination Expert**

#### **Skills and Competencies**

The expert should have the following **skills and competencies**:

- Fluent in spoken and written English
- Excellent analytical competence, technical skills, and detail oriented
- Excellent interpersonal skills
- Ability to coordinate and communicate with key stakeholders
- Good communication skills, both written and verbal
- Active listening skills and strong writing skills
- The ability to work independently and as a part of the team
- A positive approach in a busy working environment

#### **Qualifications**

- Advanced university degree in law, public administration, criminal science or criminology, public policy, economics, statistics, political science or related field
- Experience in sector coordination
- Working knowledge on the basic procedures of criminal justice system
- Experience in Monitoring, Evaluation, and Learning (MEL)
- Experience in gathering, analysing and presenting data



- Proven team leadership, team coordination and client liaison abilities.

### **General Professional Experience**

- Minimum of 10 years of relevant professional experience, 5 of which should preferably be in developing countries.
- Experience in the formulation of templates, guidelines, procedures, and standards for improvement of the criminal justice system.

### **Specific Professional Experience**

- A minimum of five (5) years of practical involvement in the implementation of development programmes ideally in the justice sector
- Experience in conducting research on justice sector issues
- Experience in multi-agency coordination
- Knowledge of Philippine Criminal Justice System.

## **Team Member: Junior Criminal Justice and Coordination Expert**

### **Skills and Competencies**

The experts should have the following **skills and competencies**:

- Fluent in spoken and written English
- Excellent analytical competence, technical skills, and detail oriented
- Excellent interpersonal skills
- Ability to coordinate and communicate with key stakeholders
- Good communication skills, both written and verbal
- Active listening skills and strong writing skills
- The ability to work independently and as a part of the team
- A positive approach in a busy working environment

### **Qualifications**

- Bachelor's degree in law, public administration, criminal science or criminology, public policy, economics, statistics, political science or related field
- Experience in sector coordination

- Working knowledge on the basic procedures of criminal justice system
- Experience in Monitoring, Evaluation, and Learning (MEL)
- Experience in gathering, analysing and presenting data
- Proven team leadership, team coordination and client liaison abilities.

### **General Professional Experience**

- Minimum of 5 years of relevant professional experience, 3 of which should preferably be in developing countries.
- Experience in the formulation of templates, guidelines, procedures, and standards for improvement of the criminal justice system.

### **Specific Professional Experience**

- A minimum of three (3) years of practical involvement in the implementation of development programmes ideally in the justice sector
- Experience in conducting research on justice sector issues
- Experience in multi-agency coordination
- Knowledge of Philippine Criminal Justice System.

## **8. How to apply**

Send your cover letter, CV with three (3) character references, and Pricing Approach to [Lalaine.Alfaro@britishcouncil.org](mailto:Lalaine.Alfaro@britishcouncil.org) by 10 October 2024, 11:59 PM Manila time.

## **9. Criteria for evaluation**

<b>Criteria</b>	<b>Weighting</b>
Qualifications and skills	25%
General professional experience	25%
Specific professional experience	30%
Pricing Approach	20%