

**DRAFT Concept Note: Start-to-Finish Service Delivery Tracker for Fiji (S2F)****(Internal for UNDP)****I. Key Development Challenges in Fiji**

Fiji is an island country, with a population of about 900,000 people living across 100 inhabited islands. Fiji's geography poses unique challenges for basic access to social and legal services, especially for those in urban informal settlements, maritime zones, and other remote rural areas. There is also a limited awareness of rights, access to justice, and governance issues in general. Government offices at district and sub-district levels render a host of public services, and require significant labour and time for those dispensing and those receiving the services.

The Government has to spend substantial amounts in administrative and transaction costs because of paper-based and manual processes. On the other hand, Fijian citizens, of whom many reside in rural, maritime and urban informal settlements and villages, usually have to cover long distances to reach Government offices typically situated in urban and semi-urban areas. This results in citizens facing delays and challenges, in addition to lost income as they have to bear additional costs of transportation, accommodation and so on, to be able to access basic services.

In this age of ubiquitous presence of digital technologies this creates opportunities for governments for enhanced service delivery options to meet the needs of citizens who have rising expectations and needs for the delivery of government services. Building up trust and confidence in government institutions through effective centre-to-periphery service delivery can contribute towards to peaceful and inclusive societies.

**II. Progress: Towards Reaching the Furthest Behind**

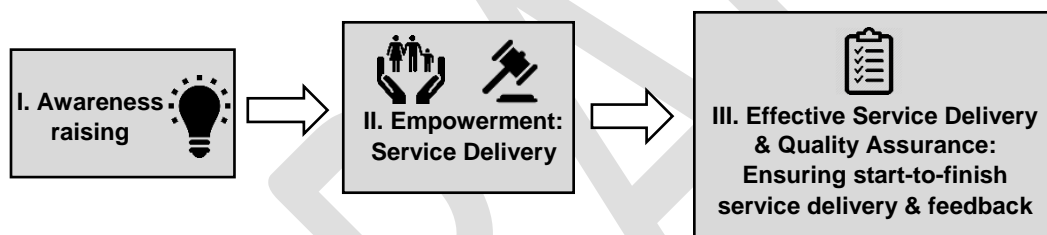
Projects being implemented by the Access to Justice, Rule of Law and Human Rights programme at UNDP Pacific Office in conjunction with key government stakeholders are making inroads in enhancing the accessibility to public service delivery in remote and less accessible parts of rural and semi-urban Fijian villages and settlements. At present, the Japan-funded Rights, Empowerment and Cohesion (REACH) Project and the EU-funded Fiji Access to Justice Project converge on supporting effective governance service delivery for remote and marginalized communities in Fiji. These initiatives are in line with the global United Nations Sustainable Development Goals (SDGs) 5 (Gender Equality) and 16 (Peace, Justice and Strong Institutions), and in line with the United Nations Development Assistance Framework (UNDAF) for Fiji and is aligned with the draft Sub-regional Programme Document (2018-2022) for the Pacific Island Countries and Territories Outcome 5: Effective governance for service delivery, specifically Output 5.3: More women and men benefit from strengthened governance systems for equitable service delivery, including access to justice.

Through the REACH Project (2015-2018), mobile service delivery is being conducted with the support of buses that function as 'mobile offices', travelling to remote areas and providing opportunities for communities to seek economic, social and legal services provided by the Ministry of Women, Children and Poverty Alleviation, the Legal Aid Commission, and the Human Rights and Anti-Discrimination Commission. The Fiji Access to Justice Project (2016-2020) seeks to empower people to access legal rights and services through the key justice institutions – the Judicial Department, Legal Aid Commission and relevant NGOs – in conjunction with strengthening their capacity and resources to undertake improved service delivery. This project is also supporting the Legal Aid Commission with the development and establishment of a toll-free legal aid helpline for Fijian citizens. The helpline will

provide wider access to justice through legal advice and assistance for Fijians that are living in rural areas with little or no access to lawyers. This toll-free Legal Aid Helpline provides an affordable and accessible way to provide legal advice and assistance to people outside of urban centres. Making it toll-free ensures easier, cheaper access to legal services for more people as they do not have to pay for either travel or advice. A phone service also makes the first contact to formal justice services seem more informal and approachable. Notably, existing statistics show that 98.87 % of adults in Fiji have a mobile phone subscription,<sup>1</sup> making the country ripe for this type of initiative. Under the Fiji Access to Justice Project, there is also provision of funding towards the Legal Aid Commission case management system and provision of IT infrastructure to support dispensing legal aid services.

### III. Problem Statement

Whilst mobile service delivery is being provided (through the above outlined initiative) on-the-spot in targeted rural, urban and maritime communities of Fiji (phase one and step two of the below representation), the challenge lies in ensuring start-to-finish service provision, and being able to both track, monitor and update citizens in remote locations regarding the progress of their individual service delivery requests and their ultimate resolution (phase 3). Further, having an open feedback loop with the ability for citizens and the Government to be able communicate one-to one-directly regarding the status of the request for the service provision and satisfaction at resolution is also missing at present.



### IV. Proposed Solution Pathway: Start-to-Finish (S2F) Service Delivery Tracker for Fiji

For effective start-to-finish (S2F) service provision, tracking and monitoring of service delivery is proposed through an S2F Pilot Initiative to be undertaken in 2017 linked to the REACH Project. The existing services provided through the REACH Mobile Service Delivery would form the base foundation. Under S2F, two topic areas of the services currently delivered in communities would be selected, and whenever these services are provided during the REACH Project, these would then become a part of the S2F Service Delivery Tracker. At the pilot stage, the type of service delivery tracked could be limited to one particular economic/social service delivered by the Ministry of Women, Children and Poverty Alleviation (e.g., poverty benefit scheme) and one legal service by the Legal Aid Commission (e.g., family law cases). Consideration will also be given to narrow the S2F Pilot Initiative in target villages and settlements of Fiji (potentially in the Eastern and Northern Divisions of Fiji which are the most remote).

The key components and underlying rationale of S2F are:

- To address anticipated gaps in the **demand side**: For those with smartphones, a compatible mobile phone-supported application/web-based portal (“app”) in English language, for registering and recording the specific query of the individual for service delivery, and (if applicable) accepting the uploaded applications for the specific service of the concerned person in a digitized format

<sup>1</sup> [http://www.nfitfiji.com/statistics/fijis-financial-inclusion-indicators-2/#\\_ftn6](http://www.nfitfiji.com/statistics/fijis-financial-inclusion-indicators-2/#_ftn6)

(e.g., persons could simply take a photograph of the application and upload it). A simple SMS update notification system is suggested to be able to accommodate those without smartphones. The uploading of applications for those mobiles which are not smartphones could be possible through an MMS function, where an image of the completed form could be transmitted via message. This portal and/or mobile application can be developed in other (iTaukei and Hindi) languages over time, if feasible, after first pilot testing the receptivity towards English.

To ensure citizens register and receive their case number/ID, the initial registration could take place on the REACH mobile service delivery buses (or for the Eastern Division through the REACH equipment) itself, which are equipped with Wi-Fi and the relevant IT infrastructure (computers and printers etc.). The REACH mobile service delivery buses will be the starting point for registering the requests for piloting the identified economic, social and legal services as it aims to reach the most remote communities. However, in future, this could also be applied to new clients physically coming to the Legal Aid Commission or calling in through the helpline being supported by the Fiji Access to Justice Project. In this relation, having a voice-to-voice ability through such a helpline (to offer follow-up support in case additional information or clarification is needed) would be useful.

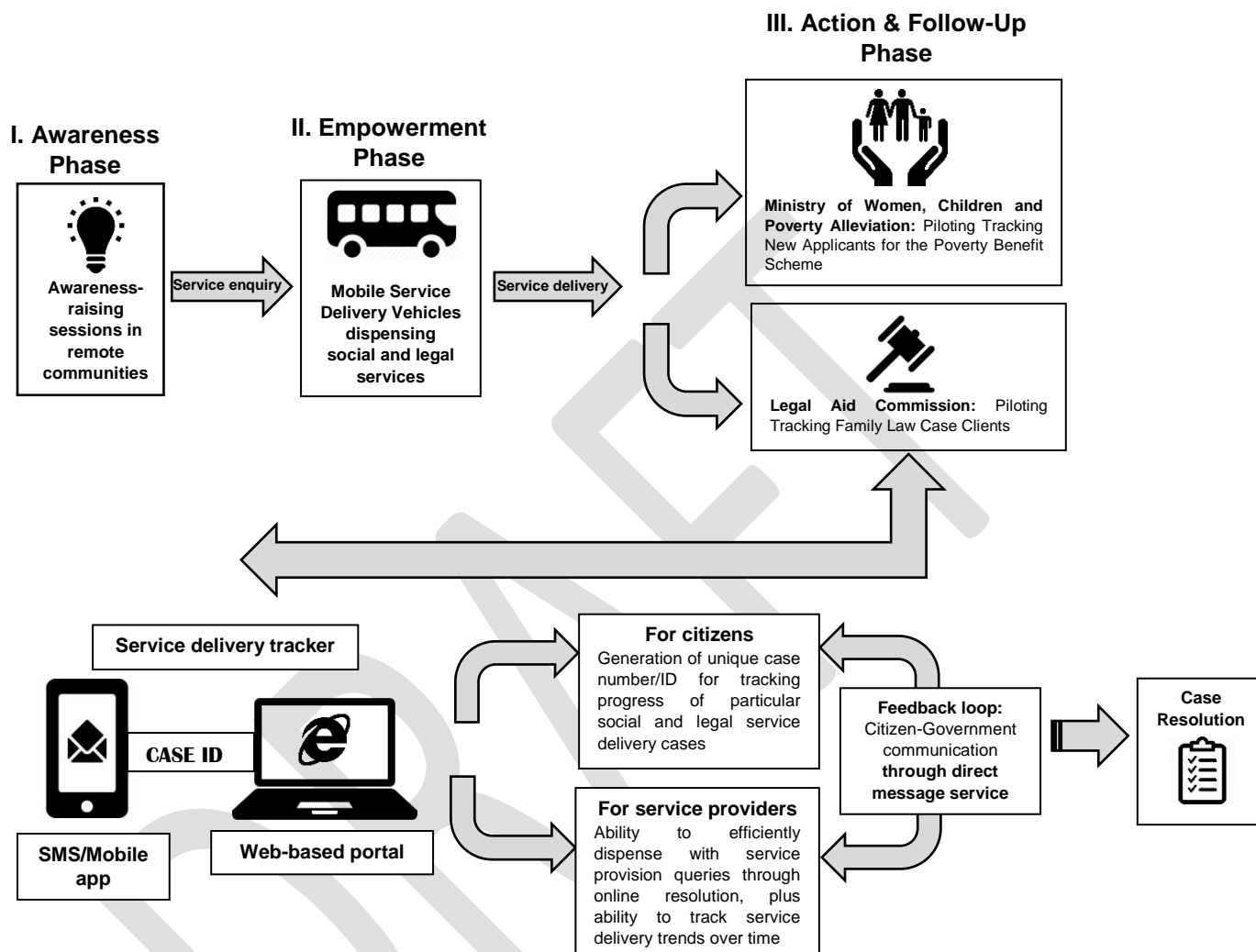
**Privacy concerns** can be addressed if the status update on a particular case provided is 'protected' with a function to enter the unique case ID in order to access the new information being provided to citizens.

- To address anticipated gaps in the **supply side**: A tracker facility will be available for reflecting the status of the service request (i.e., resolved/not resolved/pending further action). Notifications can be provided on the updated status when some new information is readily available (progress, query for further information, rejection or any other update). Citizens can access their respective cases through generation of a unique case number/ID system, which will allow them to easily view their case history through the Internet and/or using the app on their mobiles. This will allow citizens to know how their case is progressing. For those with mobiles which are not smartphones, SMSs can be provided to update them on how their case is progress and whether it is pending action on their part and how to proceed next.

A **feedback loop** will be enabled, so citizens can interact directly with the dispenser of the service, and vice-versa by SMS. This could also be a way to convey whether citizens are satisfied with the service delivery they have received.

- The portal could have the facility to be able to reflect **data trends in time-series**, which will be useful for service providers to be able to analyze citizen needs in different geographical areas, as well as **generate disaggregated data** (sex, age and location, as is currently undertaken by the REACH project) to ultimately deliver more targeted and better quality services.
- To ensure the ownership of those involved in dispensing the social/economic and legal services, and to reduce logistical and operational challenges in upkeep and maintenance, there will be **different 'gateways'/digital entry points for each service provider** (the Ministry of Women, Children and Poverty Alleviation and the Legal Aid Commission, at the outset).

Figure 1: Start-to-Finish (S2F) Social and Legal Service Delivery Tracker for Fiji



## V. The Innovation Landscape, Regional Learning and South-South Cooperation

In terms of the global innovation landscape, there are some relevant initiatives in the field of accessing legal services through information technology (see Annex 1 for detailed information), some of which are mentioned here, and whose review has also informed the development of this Concept Note.<sup>2</sup> However, it is important to note that these innovations have been considered specifically in respect to the unique situational context of the country they have been developed in:

- Free SMS services between legal aid service providers in Mali: Association DEME SO phone lines for its paralegal network supports free text messages between its paralegals, local relays, regional liaison officers, and national offices. This enables communications between the field and headquarters, improved monitoring of legal services, submission of reports by aid providers, and better information flows for improving quality.

<sup>2</sup> UNDP & UNODC (2016). *Global Study on Legal Aid: Global Report*. Available from: [https://www.unodc.org/documents/justice-and-prison-reform/LegalAid/Global\\_Study\\_on\\_Legal\\_Aid\\_-\\_FINAL.pdf](https://www.unodc.org/documents/justice-and-prison-reform/LegalAid/Global_Study_on_Legal_Aid_-_FINAL.pdf)

- Internet portal for legal information in Moldova: It was developed with the objective to provide access to legal information commonly required by people. The latest advancements in legislation are provided on this portal, in addition to the facility to contact a paralegal and receive a consultation quickly within a few days.
- Accessing legal aid through the online platform, legal services counters and telephone, e-mail and smartphone applications in the Netherlands: *Rechtwijzer*, an online-based dispute resolution platform, effectively enables and equips end users to resolve disputes without the interventions of lawyers. Users can learn about their legal options regarding their specific legal problems and manage the process and outcome at their own pace. Legal aid is also provided with the support of IT.
- Digital case filing system to facilitate information exchange in the Democratic Republic of Congo (DRC): In order to address the communications and collaboration breakdowns that hinder both the investigation and prosecution of sexual and gender-based violence cases in eastern DRC, this innovative digital case filing system, implemented by the Rule of Law Initiative of the American Bar Association together with national law enforcing authorities, enhances police-prosecution collaboration, provides logistical transportation support, and enables investigating officers to communicate with prosecutors from the crime scene in real-time through an SMS-based case filing application.

In relation to innovative approaches to access to justice, and more generally social service delivery, there are next to no directly relevant initiatives being pursued in the Pacific region. One of the ongoing successful initiatives important to mention is:

- The Phones Against Corruption initiative (P@C): Corruption is exposed or combatted using a text message system (SMS) on mobile phone technology ([Link](#)). This is being implemented by UNDP in Papua New Guinea with stakeholders and with the support of Australian Aid. Efforts were made to understand the context and key challenges of this initiative, and apply relevant aspects to the above concept developed.

The iData Studio Workshop hosted by UNDP's Bangkok Regional Hub (BRH) from March 29-31 2017 in Bangkok was a recent targeted regional learning activity and provided the opportunity for South-South networking with existing implementation efforts being undertaken by various UNDP Country Office. The UNDP Pacific Office made concept submissions for mentorship on innovation linked to the themes of access to justice and disaster risk reduction and resilience. In particular, the three interventions submitted for this workshop were:

- Intervention 1: Tracking real-time progress data on SDG indicators via mobile apps and utilizing geospatial technology for the Pacific, to better link communities to upstream development planning. It targeted improved coordination and management of SDG data, in connection to specific indicators, in the Pacific Island Countries.
- Intervention 2: Provision of access to justice for all and building effective, accountable and inclusive institutions in Fiji through utilizing quantitative data to support evidence-based decision making and planning. Some of these points have served as the starting point for the development of this Concept Note.
- Intervention 3: A geographic information system (GIS) platform was proposed, to serve as a potential monitoring tool for management of food supply and relief rations, to ensure that it matches the actual population's needs during disaster response. The launching of a GIS web-interface mapping through partnership between Fiji's Western Division and the Sugar Industry Tribunal would serve as the starting point for this initiative.

However, while the final shortlisted projects from the iData studio did not include any projects from the Pacific, the Access to Justice, Rule of Law and Human Rights Programme requested follow-up engagement. Following the iData Studio Workshop, the shortlisted projects were shared after follow-up by the Access to Justice, Rule of Law and Human Rights Programme at the UNDP Pacific Office with the Innovation Team at BRH. The subsequently identified relevant innovative projects covered the following themes, being implemented by UNDP Country Offices or in conjunction with UNDP:

- Bangladesh – Local-level social problems
- India - Data on vulnerable groups
- Sri Lanka - Civil participation of the youth
- Timor-Leste - Improving data literacy of the youth

The respective focal points for the above projects were then contacted, and their related resources, proposals and other available documents were closely considered. Following this, the a2i (Access to Information) Project ([Link](#)), a UNDP-initiated programme being implemented by the Prime Minister's Office of Bangladesh, was identified as the programme with which to closely collaborate with, having successfully piloted as well as operationalized 'One Stop Service Centres', the 'National Portal', and the 'Constituency Based Development Monitoring System' amongst other successful innovative service delivery initiatives which are of direct relevance and applicability in the Fijian context. In preliminary discussions initiated, a2i staff members are keen to share information on their innovations for Fiji-Bangladesh learning and provide the mentorship and support required.

## VI. Next Steps

At the REACH Project Board Meeting on 28 March 2017, US\$ 127,500 of funds were reallocated specifically to pursue the proposed activity of development of innovative options for research and analysis linked to service delivery. The preparation of this Concept Note was committed at the time, along with a proposal for an initial activity to develop possible options and workshop with stakeholders (new Activity 2.1), and then undertake a pilot activity (new Activity 2.2).

There is strong stakeholder support for improvements to service delivery to the most vulnerable and most remote communities, provided that the focus of any initiative is based on a sustainable and Fiji-contextually appropriate approach. Importantly, because this establishes links across the REACH Project to the Fiji Access to Justice Project which has a heavy technology component (with the provision for funds towards a helpline, augmenting the case management system, and provision of IT infrastructure), the sustainability aspects, in relation to the Legal Aid Commission, are strengthened for the coming four years.

The concept, as it presently stands, has been further refined following Access to Justice, Rule of Law and Human Rights Programme team members participating in the Human-Centred Design Workshop on 16 May 2017, conducted by the Pacific Financial Inclusion Programme (PFIP) at the UNDP Pacific Office. This workshop provided the opportunity to table this specific "design challenge" during its proceedings, and undertake some quick on-the-ground research and testing of the rapidly developed prototype with target beneficiaries. The mentorship of the facilitators of this workshop (UNDP PFIP team members) has been secured for future possible collaboration and guidance.

We will further engage in more detailed discussions with the UNDP Bangladesh Team over the coming weeks sharing this Concept Note, with a view to invite the a2i focal point (contact provided by Innovation Team at BRH) to Fiji for further discussions and practical sessions to finalise the S2F concept and implementation plan. This would be funded under the REACH Project. In particular, there is a Lessons Learned Workshop for the REACH Project to be held from 5-7 July 2017. Further review

and feedback on the concept for S2F will be undertaken prior to July with the key stakeholders, and then further refined at the workshop. We will also concurrently develop the implementation plan for S2F, including the technology aspects, with a view to initiate the testing of the pilot and its roll-out for the identified communities in targeted Divisions of Fiji.

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Annex 1: Recent innovations in accessing legal services<sup>3</sup>

### Box 23: Innovations on accessing legal services through information technology

An increasing number of legal aid service providers are facilitating wider access to their services through the use of technology, such as telephone helpline services, SMS, or the internet. Below are some examples of innovations that have enabled broader access to legal aid services, including for those who may not live close to urban centres, for those who may prefer to access legal advice anonymously for fear of stigma or retaliation, for improving the quality of legal aid services and information flows between justice sector actors, or for those who simply wish to access legal information and advice more conveniently.

#### **Telephone helpline services in Mauritania**<sup>139</sup>

In 2012, the “Association Mauritanienne pour la Santé de la Mère et de l’Enfant” (AMSME) partnered with Mauritel, a telecommunications company, to launch a free helpline service for women and children victims of abuses and mistreatment, with the aim of increasing legal, medical and social protection of children and women. The helpline is free and the number is easy to remember: 80001010. The listening centre — the El Wafa Centre — has a team of advisors available 24 hours a day, 7 days a week. The AMSME hotline is part of Child Helpline International (CHI), a global network that includes 183 independent members in more than 140 countries.

AMSME helpline advisors are trained to be able to respond to a wide variety of situations. They are required to listen, understand, and respond to the caller. They also fill an information sheet with the date, name, surname, location, sex, age, geographical area, type of violation, subject of the call (legal advice, abuses, physical health, familial relationship, information request, etc.) This information is a useful starting point, for example when a legal aid provider is assigned to the case.

The collaboration between AMSME and Mauritel illustrates the positive results that can emerge from a successful public-private partnership. The agreement between the two entities allows the helpline services to be provided free of charge with Mauritel agreeing to absorb up to 990,000 MUR per year (approximately 25,000 EUR) for the helpline.

139. Avocats Sans Frontières.

140. Avocats Sans Frontières.

141. ABA-Rule of Law Initiative

#### **Free SMS services between legal aid service providers in Mali**<sup>140</sup>

Association DEME SO, which means “House of Help” in national language of Mali, has set up phone lines for its paralegal network that allows free text messages between paralegals, local relays, regional liaison offices and national offices. There are currently 776 phone lines provided by DEME SO, which facilitate communication between the field and headquarters, allow better monitoring of legal services, enable legal aid providers to submit their reports quickly, improve the fluidity and regularity of information flows, and can help to enhance the oversight and quality of legal services provided.

#### **Digital case filing system to facilitate information exchange in the Democratic Republic of Congo**<sup>141</sup>

In eastern DRC, for a majority of reported SGBV cases, by the time police reaches the scene, significant evidence has been lost or destroyed. Furthermore, cases that are investigated are rarely shared with the prosecutor’s office in Goma due to insufficient coordination. These challenges lead to infrequent prosecutions, and feed a culture of impunity whereby perpetrators are led to believe that they will not be held accountable.

To address the communications and collaboration breakdowns that hamper the investigation and prosecution of SGBV cases in eastern DRC, the Rule of Law Initiative of the American Bar Association partnered with the prosecutor’s office and the special police force dedicated to women and children to implement an innovative digital case filing system. The digital case filing system enhances police-prosecution collaboration, provides logistical transportation support and enables investigating officers to communicate with prosecutors from the crime scene in real-time through an SMS-based case filing application. Since October 2013, the SMS case filing system has facilitated the work between prosecutors in North Kivu (Masisi, Walikale and Kasai Oriental) and police officers, resulting in these cases being heard in courts. This work is part of a larger initiative that seeks to enhance local capacity to improve access to justice for victims of SGBV in eastern DRC, including legal education campaigns, psychological and medical assistance clusters and legal aid clinics.

<sup>3</sup> Sourced from UNDP & UNODC (2016). *Global Study on Legal Aid: Global Report*.



### **Virtual legal consultations in Ukraine<sup>142</sup>**

In Ukraine, the government has established free legal aid services through 125 regional centres for criminal, civil and administrative cases for specific categories of people (low-income, unemployed, etc.) Primary legal aid services (i.e. the provision of legal information, counselling and administrative assistance) are provided by 30 Community Law Centres (CLCs) across the country, which are supported by NGOs, local municipalities and other donors. The CLCs also provide legal information, advice and counselling services, including through Skype, a 'Legal Space' platform (which allows users to obtain legal information and access online chats and forums for legal consultation), and mobile services that provide direct access to a legal aid service provider.

### **Internet portal for legal information in Moldova<sup>143</sup>**

In Moldova, an internet portal ([www.parajurist.md](http://www.parajurist.md)) has been developed to facilitate access to legal information most commonly sought out by people including, for example, on inheritance, work, marriage, domestic violence, participation in the decision-making process, effective communication with local and central authorities, consumer rights, contracts, property, land, peaceful dispute resolution between neighbours, and many other issues. The information available on the portal is formulated by legal aid service providers in a way that is accessible to non-lawyers as well. Together with its social media pages, the website provides a space where people can find the latest developments in legislation, about work, welfare or any other opportunities they can benefit from, but also where they can contact a paralegal and receive a thorough consultation within just a few days.

### **Legal Aid tech start-up in Uganda<sup>144</sup>**

Barefoot Law is a Ugandan non-profit that seeks to facilitate access to justice by maximizing the use of technology to share legal information and provide counselling, including through email, Facebook, Skype, Twitter, SMS, radio and television. Volunteers provide information in an accessible manner where people can follow conversations, post queries, and seek advice on common questions in a variety of platforms. Most queries are related to inheritance, property or employment, and people want to understand the law and what their rights are. Approximately 50 queries are received per day. In addition, Barefoot Law provides legal advice and information through radio stations, thus reaching rural populations that may otherwise not be able to access a phone or the internet.

### **Accessing legal aid in the Netherlands through the online platform, legal services counters and telephone, e-mail and smartphone applications<sup>145</sup>**

The Dutch legal aid system is a good example of how modern information technology can allow people to use legal aid services in an accessible, efficient and cost-effective manner. *Rechtwijzer* is an online-based dispute resolution platform that enables users to resolve disputes without the help of a lawyer. Developed in 2007 and updated in 2012, it allows users to learn about their legal options regarding their legal problem and enables them to manage the process and outcome at their own pace.

Even those who are not eligible to receive other types of legal aid services can use the online platform. Various types of cases, such as family law, real estate, commercial affairs, conflicts with the government, employment issues, or debt-related problems, can be processed by *Rechtwijzer*. Upon submitting their case, users are encouraged to self-reflect on the dispute by answering a series of questions. At the end of the questionnaire, the parties are presented with a recommendation or a referral to a wider range of services that can further assist. *Rechtwijzer* is particularly helpful in the early stages of a conflict, when parties need to gain all the necessary legal information from a reliable source and consider the various ways to proceed with their conflict.

In addition to the online platform, legal aid is also provided at the *Juridisch Loket*, or the Legal Services Counters ("LSCs"), which are spread evenly across the country. At LSCs, clients can receive up to 60 minutes of legal consultation free of charge, regardless of their eligibility for legal aid. The LSCs generally provide services for issues that concern employment or family issues, social security, rent and housing, taxes, consumer rights, immigration, criminal and administrative law.

LSCs also use modern information technology in order to enable people to easily access legal aid services. Not only can people visit one of the office locations for a free consultation, but they can also simply call or send an e-mail with an explanation of their legal problem. Moreover, the *Juridisch Loket* smartphone application has been developed in order to assist people in their preparation for the consultations at the LSC. Smartphone users can download this application at no cost at smartphone application stores. The application contains the contact details of important legal aid institutions, enables users to make sound recordings and to scan necessary documents, and keeps track of a user's appointments at the LSC.

142. Delivering Community Justice Services at Scale: Community Law Centres in Ukraine, Open Society Justice Initiative

143. Legal Empowerment in Moldova, Open Society Justice Initiative

144. Fallon, Amy, "Ugandan Lawyer Revolutionises Access to Justice with Just an iPhone and Facebook," Inter Press Service, May 29, 2014

145. Raad voor Rechtsbijstand — Legal Aid Board of the Netherlands