

ANNEX 1

THE APPROACH AS AN ENABLER OF THE UNDP STRATEGIC PLAN, 2026–2029

The people-centred approach functions as a systems-based, inclusive and politically informed strategy that helps UNDP achieve its strategic objectives more equitably and sustainably.

It ensures that justice and security are not siloed or limited to traditional governance and rule of law areas, but are embedded in development pathways, in line with the transformative ambition of

Agenda 2030. The table below illustrates how the people-centred approach aligns with and can concretely support the achievement of UNDP’s four strategic objectives and three enablers.

Strategic Objectives			
Prosperity For All	Healthy Planet	Effective Governance	Crisis Resilience
<p>Enhancing legal empowerment so that vulnerable people, including women, youth and displaced populations, can claim their rights (e.g., land, employment, access to social services).</p> <p>Addressing barriers that prevent vulnerable and marginalized groups from entering the formal economy and accessing productive assets and services (e.g., obtaining legal identity to register businesses, apply for microfinance, access government support schemes).</p> <p>Supporting alternative dispute resolution and community-level justice mechanisms to reduce the economic and social costs of unresolved conflicts or injustices, enabling participation in local economies and contributing to social stability.</p>	<p>Promoting environmental justice mechanisms, including access to effective remedies for environmental harms, particularly for vulnerable and indigenous communities.</p> <p>Linking justice to climate resilience and climate security through systems that uphold rights and enable participation in decision-making (e.g., land tenure security, dispute resolution over natural resources).</p> <p>Strengthening inclusive, rights-based policies and institutions to ensure land and natural resource governance reflects people’s rights, needs and participation.</p>	<p>Ensuring accountable, people-centred and rights-based justice and security systems by prioritizing people’s rights, needs and experiences in the design and delivery of justice and security services.</p> <p>Embedding transparency, participation and fairness in justice and security institutions, including through digital solutions that expand access, responsiveness and accountability.</p> <p>Addressing legal and institutional barriers that reinforce exclusion and structural inequality (e.g., through measures such as legal aid for securing land rights and legal identity, and support for women’s economic empowerment).</p> <p>Supporting inclusive community security and peacebuilding mechanisms that address grievances, restore trust and lay the groundwork for legitimate, inclusive, rights-based justice and security systems.</p>	<p>Preventing conflict escalation by addressing root causes of injustice and insecurity; supporting accessible, legitimate and accountable local justice and security responses; and building trust in institutions.</p> <p>Enabling a development response during crisis by identifying sub-national entry points for engagement when national institutions are fragmented or contested.</p> <p>Restoring trusted, accountable and responsive justice and security services in crisis-affected areas that support trust-building, rule of law and social cohesion.</p> <p>Enabling the meaningful participation, voice and protection of women, girls and youth in identifying, shaping and responding to their justice and security priorities.</p> <p>Empowering oversight mechanisms (e.g., communities, NHRIs) to monitor rights violations as early indicators and predictors of conflict trends.</p>
Enablers			
Digital And Ai Transformation	Gender Equality	Sustainable Financing	
<p>Harnessing digital and AI tools for legal empowerment and more accessible, responsive and accountable justice and security systems.</p> <p>Ensuring technology supports rights and fair justice and security outcomes through context-specific innovation and community-led design.</p>	<p>Advancing women’s empowerment and leadership through meaningful participation in justice and security systems and processes at all levels.</p> <p>Promoting gender equality within justice and security systems by addressing legal, institutional and social barriers that prevent equal access, protection and accountability.</p>	<p>Mobilizing and aligning public and development finance to support inclusive, effective and accountable justice and security systems that people trust and use.</p> <p>Investing in equitable, cost-effective justice and security approaches that deliver long-term social returns and reduce costs of injustice and insecurity.</p>	



ANNEX 2

HOW THE APPROACH CAN REINFORCE THE HUMANITARIAN–DEVELOPMENT–PEACE NEXUS

The people-centred approach reinforces and complements programming across the Humanitarian–Development–Peace (HDP) nexus by anchoring immediate recovery efforts within a long-term vision of justice and security transformation.

It helps ensure that efforts to restore justice and security systems after conflict are not only responsive to people’s immediate needs, but also support systems to be inclusive, accountable and rights-respecting. By addressing both the symptoms and root causes of insecurity and injustice, the approach reduces the risk that recovery efforts unintentionally replicate institutional practices or power dynamics that excluded or harmed people in the past. Instead, it supports institution-building and community recovery in ways that are people-centred, rights-based and locally owned, laying the foundation for more resilient, fairer and more responsive systems over time.

This annex considers how the approach complements UNDP’s stabilization programming.

What is stabilization?

Stabilization programming delivers fast, localized results at speed and scale, helping to restore security and essential services in conflict-affected areas.

According to the [UNDP Guidance Note on Stabilization Programming](#), “programmes are implemented in conflict and post-conflict contexts, delivering time-bound, localised, integrated, civilian-led interventions that enhance security, rehabilitate social and productive infrastructure, and provide income support at speed and scale.”

Stabilization contributes to:

- Extending State authority to areas previously under control or threatened by armed groups.
- Rebuilding trust between communities and legitimate authorities.
- Restoring a sense of normalcy, enabling returns and preventing protracted displacement.

How can the people-centred approach support stabilization goals?

The people-centred approach helps ensure that stabilization gains are experienced as fair, inclusive and sustainable, strengthening the trust and legitimacy of authorities within affected communities. It can complement the aims of stabilization programming in the following ways:

1**Restoring trust and strengthening the social contract**

Both approaches recognize that restoring trust in institutions is critical for stability and sustainable peace.

- Stabilization focuses on restoring security and paving the way for the delivery of core state functions such as justice, security, local governance and basic services.
- The people-centred approach emphasizes that State legitimacy depends not only on the presence of institutions or services, but also on how institutions behave, including whether they are fair, participatory, transparent, accountable and rights-respecting.

2**Placing people at the centre**

Both approaches prioritize support to people and communities.

- Stabilization creates conditions for people to return and rebuild their lives by improving security, rehabilitating infrastructure and expanding access to livelihoods.
- The people-centred approach ensures that justice and security efforts are grounded in people’s actual needs and experiences. It uses participatory methods to identify local priorities and supports solutions that communities see as legitimate, accessible and relevant.



3 Moving from infrastructure to systems that work

Both approaches recognize that infrastructure alone is not enough. Systems must function and deliver.

- Stabilization supports the return of civil servants, police, justice actors and other public officials to resume basic governance functions.
- The people-centred approach focuses on the quality and integrity of those functions. It promotes justice and security services that are not only present but also trusted, rights-based and accountable even in fragile or transitional contexts.

4 Enabling participation of women and youth

Both approaches acknowledge that inclusive participation strengthens peace and cohesion.

- Stabilization incorporates context-specific inclusion, such as support to returnee women, youth at risk of recruitment by armed actors, and other vulnerable groups.
- The people-centred approach ensures that women, girls and young people are not just beneficiaries but active agents in shaping justice and security responses. It supports their participation in local decision-making, dispute resolution and oversight processes.

5 Bridging humanitarian, development, and peace responses

Both approaches serve as enablers of the HDP nexus.

- Stabilization bridges emergency response with longer-term development.
- The people-centred approach strengthens this link by anchoring short-term gains in longer-term transformation, ensuring justice and security-related responses reflect people's rights, needs and expectations.

6 Promoting adaptive, politically informed, and conflict-sensitive approaches

Both approaches promote context-driven, responsive programming.

- Stabilization emphasizes political awareness, conflict sensitivity, risk management and the importance of local context.
- The people-centred approach complements this by applying systems thinking, power and political economy analysis, and iterative learning. It supports adaptive strategies that reflect local dynamics, respond to feedback and continuously evolve to build trust and legitimacy.

When combined, these approaches:

- Make stabilization not only fast but also fair.
- Shift focus from presence to performance, and from infrastructure to legitimacy.
- Prioritize people's voice, agency and trust at all stages.
- Embed justice and security lenses into transitions from crisis to peace.

Sources:

- UNDP, [Guidance Note on Stabilization Programming](#) (2025).
- Independent Evaluation Office, [Stabilization and Development](#), IEO Reflections Series (2025).
- UNDP, The UNDP Approach to [People-Centred Justice and Security](#) (2025).



ANNEX 3

THE BENEFITS OF THE APPROACH

Benefits for people

The approach improves people's access to justice and security and strengthens their ability to exercise rights, resolve problems and live in dignity.

In particular, the approach:

- Expands access for marginalized and underserved groups by addressing barriers such as cost, distance, language, discrimination and legal exclusion.
- Empowers individuals and communities to understand and claim their rights and participate in shaping justice and security solutions.
- Helps people resolve disputes early, avoiding crises such as homelessness or family breakdown.
- Improves well-being and mental health by reducing the stress of unresolved problems and helping people feel safer, more secure and protected under the law.
- Strengthens protection from violence, exclusion and discrimination, including gender-based violence and rights violations affecting children, minorities and displaced people.
- Builds trust in institutions by making services more responsive, inclusive and accountable to people's needs and rights.
- Supports early and peaceful resolution of disputes through accessible mechanisms (e.g., paralegals, mediation, village courts) that safeguard rights and prevent escalation.
- Enhances social cohesion and economic participation by resolving justice problems that limit mobility, livelihoods and local development.
- Increases access to services through improved civil documentation or legal identity (e.g., birth registration), enabling people to access healthcare, education and social protection.

Benefits for governments

The approach helps governments strengthen legitimacy, improve service delivery and build resilience. In particular, the approach:

- Improves the functioning and fairness of justice and security systems by aligning services, policies and outcomes with people's needs, rights and experiences
- Restores trust and legitimacy by demonstrating responsiveness to public needs and delivering fair, accessible and quality justice and security services.
- Improves service delivery and policy design through evidence-based analysis grounded in people's rights, needs and experiences, enabling better prioritization and resource allocation.
- Reduces the economic and social costs of unresolved justice and security problems, including loss of productivity, public health burdens and community tensions.
- Increases efficiency in justice processes by addressing factors that drive case backlogs, prison overcrowding and over-reliance on lengthy formal proceedings.
- Builds resilient, adaptive institutions by grounding services in people's needs, strengthening inclusive decision-making and using continuous learning to maintain fair, legitimate and accountable services during crises.
- Advances national development goals, including social protection, gender equality and inclusive governance, by ensuring justice and security are integral to broader development.
- Strengthens compliance with international frameworks, including Agenda 2030 and SDG 16, human rights treaties and peacebuilding commitments, and improves coordination with development and humanitarian actors.
- Enables data-driven decision-making through participatory monitoring, local feedback loops and real-time learning that enhance accountability and adaptive governance.



Benefits for international partners

For international partners, the approach supports risk reduction, effective aid delivery and alignment with global strategies. In particular, the approach:

- Reduces risks to investment and development gains by addressing root causes of instability such as injustice, exclusion, impunity and unresolved grievances.
- Supports resilient, investment-ready societies by strengthening accountable governance and public trust in institutions.
- Aligns with global donor strategies (e.g., EU Global Gateway, Team Europe, Compact with Africa) that balance economic goals with governance, rights and inclusion.
- Delivers value for money through scalable, cost-effective models (e.g., legal empowerment, community mediation, paralegal services) that sustain results locally.
- Strengthens prevention and system resilience, reducing future humanitarian and security spending by resolving disputes (e.g., over land, natural resources or family disputes) before they escalate, which helps maintain social cohesion and mitigate conflict risks.
- Improves aid effectiveness and accountability through strong local engagement, transparency and results tracking that enable better targeting, monitoring and evaluation.

Benefits for UNDP

The approach strengthens UNDP's ability to deliver on its mandate while enhancing its strategic positioning and programme quality. In particular, the approach:

- Reinforces UNDP's mandate to promote human development, dignity, rights, inclusion and agency in justice and security work.
- Enhances programmatic impact and sustainability by embedding justice and security into development pathways that address both root causes and immediate needs.

- Increases UNDP's relevance and influence with governments and development partners through a proven, locally anchored approach that responds to complex challenges and supports long-term transformation.
- Improves strategic coherence across peace, development and humanitarian efforts by integrating justice and security into systems change.
- Strengthens UNDP's role as a convener between State and civil society actors, especially in politically sensitive contexts where trust-building is essential.
- Promotes adaptive, integrated programming by grounding decisions in people's priorities and experience, generating data that captures diverse needs, and using these insights to design rights-based, context-specific solutions that draw on UNDP's comparative advantage across sectors.
- Supports learning and innovation by grounding interventions in local realities, using evidence to refine strategies, and scaling what works in diverse contexts.
- Aligns with global agendas—including the Agenda 2030, the United Nation's Our Common Agenda, the Secretary-General's Call to Action for Human Rights, and the New Vision for Rule of Law—that prioritize justice, inclusion and accountable institutions.



ANNEX 4

THE STAKEHOLDER INFLUENCE TOOL

The Stakeholder Influence Tool, developed by Leanne McKay, helps teams assess how different actors are likely to support or resist a proposed change, and how much influence they have over its success.

Stakeholder mapping and political economy analysis help identify who holds power (formally and informally), what interests shape their behaviour, how they are positioned in relation to change and what alliances or resistance may arise.

The Stakeholder Influence Tool helps teams to map how different stakeholders are likely to respond to a proposed intervention and how much influence they have over its success. It focuses on stakeholders' alignment (support, resistance, neutrality) towards a specific change intervention. It builds on stakeholder mapping and draws from power and political economy analysis (PPEA) to support strategic engagement, risk navigation and adaptive programming. The tool can be used at any stage of the programme cycle. It is especially useful when:

- Identifying programming entry points
- Anticipating resistance or risks
- Adapting engagement strategies during implementation

How the tool works

The tool maps stakeholders across two dimensions:

- Level of influence over a justice or security issue (high or low)
- Position on change (supportive, resistant, or neutral)

This allows teams to identify:

- Champions or potential allies (high influence, supportive)
- Stakeholders to engage or manage carefully (high influence, resistant)
- Marginalized actors to empower (low influence, supportive)
- Actors with limited impact (low influence, resistant)

The tool supports PPEA analysis by:

- Translating PPEA insights into practical decisions by clarifying where influence lies and how different actors relate to a proposed change.
- Supporting adaptive programming by helping teams reassess relationships and engagement strategies as actors' positions and influence shift.
- Identifying entry points and strategic actors that may otherwise be overlooked.

How to use the tool

Refer to your stakeholder mapping. Place each stakeholder into one of the four quadrants based on:

- Their level of influence over the issue (e.g., agenda-setting, gatekeeping, resource control)
- Their position regarding the proposed change (actively supportive, passively supportive, resistant, or neutral)



The quadrants are color-coded:

- The green quadrant is for champions and drivers of reform. Actively engage them and build coalitions.
- The orange quadrant is for emerging allies. Consider empowering them.
- The red quadrant is for active resisters. Consider whether and how to engage or negotiate with them.
- The blue quadrant is for peripheral resisters. Monitor them but be aware that they may not warrant major investment.

Use this analysis to identify:

- Who to engage, when and how
- Who are the champions of change and who are the spoilers
- Where to invest in trust-building, where to offer incentives and where to find shared interests or overlapping goals that allow actors to support the change
- How to monitor shifting alliances or interests

Examples of strategic allies in resistant contexts:

- A technocrat focused on efficiency and institutional performance
- A judge or police officer frustrated with impunity or dysfunction
- A government department seeking international legitimacy or foreign funding

These actors may not share people-centred goals, but their interests may partially align with justice and security reform. Mapping and engaging them can help to expand opportunities for change.

Things to consider when undertaking the analysis

Stakeholders' positions and power:

- What are their interests?
- What potential losses or gains do they associate with change?
- Who do they influence—who could they persuade to support or oppose change?
- What resources or capacities do they have that could be harnessed for change?
- What incentives might shift their position?

Enablers of change:

- Who are the enablers—who has skills, funding or institutional access?
- Who are the influencers—who are the power and authority holders?



The Stakeholder Influence Tool

Axes

X-axis: Position on Change → Ranges from Resistant (left) to Supportive (right)

Y-axis: Level of Influence → Ranges from Low Influence (bottom) to High Influence (top)

Quadrant labels

High Influence

Resistant to change ● Strategic opponents

Supportive of change ● Champions / allies

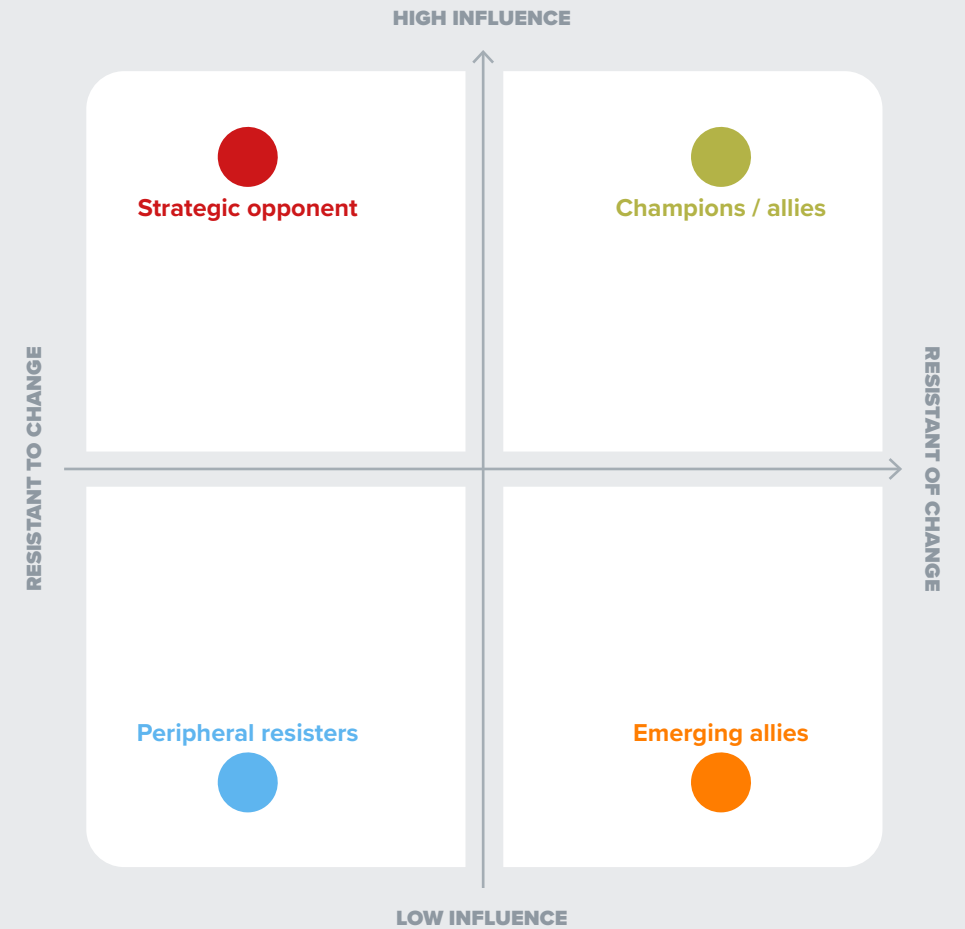
Low Influence

Resistant to change ● Peripheral resisters

Supportive of change ● Emerging allies

Key visual features

- Use a horizontal arrow left-to-right for resistant → supportive
- Use a vertical arrow bottom-to-top for low → high influence
- Label each quadrant in simple terms (champions, blockers, etc.)
- Use colour cues (green = allies, red = blockers) in each quadrant





ANNEX 5

APPLYING THE SIX DIMENSIONS TOOL TO NON-STATE JUSTICE AND SECURITY ACTORS

Deciding whether and how to engage non-State or hybrid justice and security actors requires careful analysis. The Six Dimensions Tool, developed by Leanne McKay, provides a structured way to navigate this challenge. See section 5.3.1 for a full description of the tool.

In many contexts, especially those affected by conflict, fragility or exclusion, people rely more on non-State or hybrid (neither fully State nor fully non-state) actors than on formal institutions. These may include customary leaders, community-based groups, women's associations, religious authorities, local security or vigilante groups, or informal mediators.

Engaging with these actors can bring opportunities, but also raises political, legal, operational and ethical challenges.

The people-centred approach starts with understanding who these actors are, what roles they play in people's justice and security outcomes, and how they relate to people's needs and rights. It calls for contextual, politically informed and rights-based analysis. These actors may play constructive, harmful or ambiguous roles. Their roles and risk profiles can shift over time. Regular reflection helps teams reassess whether engagement is appropriate and feasible.



See **Section 6.2**: Reflect and learn.

Decisions to engage should:

- Be based on an understanding of actors' actual roles and legitimacy, not on assumptions or state-centric biases
- Be informed by people's experiences, preferences and safety
- Consider how engagement advances or undermines human rights, gender equality, and trust-building

Engagement must not reinforce exclusion, impunity or harmful practices. The aim is to support system shifts towards fairness, accountability and people-centred outcomes. In some cases, the Six Dimensions Tool may support a decision not to engage—for example, when actors lack legitimacy, pose high risks or undermine rights.

The table below guides teams through a structured decision process to determine if, when and how to engage non-State justice and security actors in people-centred programming. Each dimension includes a short takeaway that highlights the implications for engagement.



Dimension	Key questions and considerations
1. Readiness and ripeness	<p>Are there shifts (e.g., peace agreements, decentralization or local innovation) that create space for engagement?</p> <p>Are actors seeking reform, legitimacy or support?</p> <p>Is the State open to plural justice or hybrid arrangements?</p> <p>Could these be institutionalized?</p> <p>Are communities and non-State actors demonstrating collective will for demilitarization or reintegration?</p> <p>Are there signs of inclusion (e.g., women leaders or norm change) that suggest readiness for rights-based engagement?</p> <p>→ If any or all of these conditions exist, the moment may be ripe to explore constructive engagement.</p>
2. Receptiveness of actors	<p>Are actors willing to engage on rights-based terms, improve inclusion or collaborate with the State?</p> <p>Do people, especially women, youth or marginalized groups, trust these actors or want reform?</p> <p>Are there existing trusted and legitimate structures (e.g., community councils) that could be strengthened?</p> <p>Can people speak openly about these actors and their performance?</p> <p>Are change agents positioned to influence others, build networks or model practices that can shift wider dynamics?</p> <p>→ Receptiveness is a key precondition for engagement. Look for readiness not only among the actors themselves, but also among the communities they serve and key institutional counterparts who would be part of any engagement process.</p>
3. Resistance to change	<p>Could engagement be seen as undermining the state or legitimizing controversial actors?</p> <p>Might backlash come from powerful elites, religious institutions or traditional authorities?</p> <p>Could political sensitivities among donors or government actors block support, or could formal institutions resist sharing authority?</p> <p>Are there legal or bureaucratic barriers (e.g., internal processes) to collaboration?</p> <p>→ Resistance may require careful political analysis, quiet diplomacy or indirect engagement (e.g. convening dialogues, joint problem-solving or training through neutral platforms).</p>
4. Risks of engaging	<p>Is there a risk of legitimizing rights-violating practices (e.g., gender discrimination, vigilante justice)?</p> <p>Are safety, reputational or political risks for partners, communities or UNDP manageable?</p> <p>Are safeguards and accountability mechanisms in place?</p> <p>→ High-risk contexts may require alternative strategies, such as supporting oversight mechanisms, state regulation or community-based monitoring. UNDP's Human Rights Due Diligence Policy (HRDDP) must be applied to all planned engagement with State and non-State security actors.</p>
5. People's priority needs	<p>Do people, especially women, youth or marginalized groups, use and trust these actors?</p> <p>Do these actors have community legitimacy?</p> <p>Do they meet people's justice and security needs, or do they reinforce exclusion or coercive norms?</p> <p>Would engagement with these actors help fill urgent justice and security service gaps?</p> <p>→ Engagement is only warranted if actors are seen as relevant, accessible and capable of improvement. Otherwise, UNDP risks reinforcing exclusion and entrenched power.</p>
6. Organizational feasibility	<p>Is engagement technically or politically feasible?</p> <p>Can UNDP engage directly or indirectly through partners (e.g., civil society, universities, oversight bodies)?</p> <p>Does engagement align with UNDP's mandate and comparative advantage?</p> <p>Can UNDP engage in a way that is principled (rights-based), politically smart and within its mandate?</p> <p>Could it catalyse positive change (i.e., shifting norms, strengthening accountability or supporting system transformation)?</p> <p>Does UNDP have the trust, neutrality or partnerships to play a constructive role?</p> <p>→ UNDP must ask not just whether to engage, but how to engage in a way that is principled and rights-based, effective and catalytic.</p>



Programming tip

Engagement with non-State and hybrid actors can take many forms, including public forums, quiet diplomacy, capacity-building or policy dialogue. Engagement should be tailored to the actor, context and risk profile. Examples of types of engagement include:

- ➔ Direct or indirect engagement: Directly training customary leaders on mediation skills, or working through legal aid partners who already engage with community leaders and groups.
- ➔ Public or quiet approaches: Convening public forums that include customary authorities alongside formal actors, or holding closed-door meetings to build trust between State and traditional leaders.
- ➔ Partnership or convening roles: Partnering with trusted intermediaries, facilitating dialogue between police and local security groups, or supporting government frameworks that regulate and monitor informal justice providers.



These resources offer guidance on context-sensitive strategies to advance people-centred justice by engaging non-State and hybrid actors. Working Group on Customary and Informal Justice and SDG16+, [*Diverse Pathways to People-Centred Justice: Report of the Working Group on Customary and Informal Justice and SDG16+*](#) (2023). This report offers practical examples of the spectrum of engagement options possible. ODI, [*Taking People-Centred Justice to Scale: The Role of Customary and Informal Justice in Advancing People-Centred Justice*](#) (2023). This policy brief explores how to navigate challenges of engaging customary and informal justice and security actors.



ANNEX 6

THE PEOPLE-CENTRED CAPACITY AND INTEGRITY FRAMEWORK

The People-Centred Capacity and Integrity Framework (PCCIF) helps teams assess institutions across four dimensions and identify strategic entry points for strengthening people-centred capacity and integrity.

Use this tool during institutional assessments, strategy development or stakeholder dialogue to guide reflection on capacity and integrity. It complements tools such as the Six Dimensions Tool and participatory co-design methods.



See **Section 5.2**: Co-creation and local ownership.

The PCCIF was developed by Leanne McKay and builds on the original Capacity and Integrity Framework in UNDP’s [Vetting Public Employees in Post-Conflict Settings: Operational Guidelines](#) (2006), adapting it to focus on strengthening institutions in ways that are inclusive, accountable and grounded in people’s rights, justice and security needs, and experiences.

To capture these dimensions, the framework looks at two core dimensions of any institution:

- The individuals who work within it
- The organization as a whole

It also examines two qualities that are essential across both dimensions for a people-centred approach:

- Capacity—the ability to do the job well
- Integrity—the ability to do the job fairly and in line with human rights and rule of law principles

The result is a 2x2 matrix covering individual and organizational dimensions of both capacity and integrity, summarized below:

The People-Centred Capacity and Integrity Framework





Individual capacity encompasses the knowledge, skills, competence, experience and well-being of personnel.

Individual integrity encompasses the behaviour, ethics, human rights commitment and inclusive mindset of personnel.

Organizational capacity encompasses the institution's structure, systems, resources and information flows for effective service delivery.

Organizational integrity encompasses how institutions uphold public trust through representation (e.g., gender, ethnicity, geographic origin, religion); accountability (e.g., disciplinary and complaint procedures, oversight mechanisms); independence; transparency; and the provision of responsive, quality services.

The PCCIF is designed to support strategic, people-centred interventions. It helps teams:

- ➔ Diagnose an institution's current status, strengths, weaknesses and priority areas for change
- ➔ Facilitate dialogue with institutional personnel, government actors, civil society and development partners on opportunities for change
- ➔ Identify entry points and design practical, people-centred interventions by using the PCCIF alongside the Six Dimensions Tool
- ➔ Track progress over time

It promotes a holistic view of institutional transformation, strengthening both the technical and public-facing sides of justice and security systems so they work better for the people they serve.

The matrix can be used to:

- ➔ Understand where strengths and weaknesses lie across technical and normative dimensions
- ➔ Identify whether bottlenecks are rooted in people, systems, values or resources

- ➔ Prioritize change efforts that improve both functionality and fairness in service delivery
- ➔ Align institutional strengthening with people's expectations and rights
- ➔ The following breakdown unpacks each quadrant of the framework, providing definitions to guide assessment and reflection.

Capacity × Individual

- ➔ **Knowledge and skills:** Practical and technical abilities to perform a role effectively.
- ➔ **Competence:** Applying knowledge, skills and judgment to meet professional standards.
- ➔ **Experience:** Accumulated practical exposure that enhances insight, problem-solving and contextual awareness.
- ➔ **Well-being:** Mental, emotional and physical health to support sustainable, ethical and effective work.

Capacity × Organization

- ➔ **Structure:** Institutional setup, roles and mandates that define how the organization functions.
- ➔ **Infrastructure and resources:** Physical facilities, staffing and financing needed to deliver services.
- ➔ **Internal systems:** Policies and mechanisms for internal coordination, management and decision-making.
- ➔ **Information flows:** How information is generated, shared, received and acted upon within an organization and with the public.



Integrity × Individual

- **Human rights:** Commitment to uphold dignity, equality and rights of all people.
- **Conduct:** Ethical behaviour and professionalism in how one exercises power and interacts with others.
- **Service orientation:** A mindset focused on meeting people's needs fairly and effectively.
- **Empathy and inclusion:** Understanding diverse experiences and engaging all people fairly and respectfully, especially the vulnerable and excluded.

Integrity × Organization

- **Representation:** Reflecting the diversity and perspectives of the population.
- **Accountability:** Mechanisms for public oversight and participation, and accountability (e.g., complaint handling).
- **Independence:** Freedom from undue political or external influence, upholding fairness and impartiality.
- **Transparency:** Openness and public access to institutional information, processes and decisions.
- **Responsive, quality services:** Delivery of timely, fair, accessible and effective services that meet people's needs.



ANNEX 7

PEOPLE-CENTRED OUTPUT AND INTERMEDIATE OUTCOME INDICATORS

This annex presents a sample set of output and intermediate outcome indicators for common justice and security interventions supported by UNDP. Grounded in the people-centred approach outlined in the Guide, the indicators help teams move beyond activity-based metrics to track tangible changes in people’s experiences, agency and outcomes.

The nine dimensions of change introduced in Step 2 support teams to define and measure the types of change that matter for people-centred outcomes: shifts in people’s participation, inclusion, agency and access, as well as in institutional behaviour, responsiveness and accountability.

By focusing on what matters to people, such as whether they can access justice, feel safe, are treated fairly and can act when their rights are at risk, these indicators support more meaningful measurement and more accountable people-centred programming.

Intervention Area	Result type	Indicator	People-Centred Dimensions
Legal aid/legal empowerment	Output	% of legal aid services accessed by women, youth, persons with disabilities, internally displaced persons or ethnic minorities	Inclusion, Access
Legal aid/legal empowerment	Output	# of legal aid clients referred by community-based or frontline actors (e.g., paralegals, health workers, social workers, teachers, traditional leaders)	Access, Inclusion
Legal aid/legal empowerment	Output	# of legal aid delivery points (e.g., help desks, university clinics, mobile units) co-designed or revised through direct community consultations	Participation, Access
Legal aid/legal empowerment	Output	# of awareness sessions conducted by community paralegals	Access, Agency
Legal aid/legal empowerment	Intermediate outcome	% of community members who report improved understanding of their rights after awareness sessions	Access, Agency
Legal aid/legal empowerment	Intermediate outcome	% of people who report paralegal support helped them understand options and make decisions to resolve a justice problem	Access, Agency
Legal aid/legal empowerment	Intermediate outcome	% of people who report taking specific action to resolve a justice problem within [X period of time] of attending an awareness session/receiving legal advice	Access, Agency
Legal aid/legal empowerment	Intermediate outcome	% of legal aid clients who report overall satisfaction with the legal aid service, regardless of case outcome	Access, Service orientation
Legal aid/legal empowerment	Intermediate outcome	% of legal aid clients who report that their view of the justice system improved after receiving support	Service orientation, Accountability
Legal aid/legal empowerment	Intermediate outcome	% of legal aid clients who report understanding the advice or process after receiving legal aid services	Access, Agency



Community engagement/policing	Output	# of officers trained in community engagement, trauma response or conflict sensitivity	Shifting mindsets and behaviour, Service orientation
Community engagement/policing	Output	# of police-community dialogues held per quarter where community priorities are jointly defined and documented	Participation, service orientation
Community engagement/policing	Output	# of joint police-community action plans that include priorities raised by women, youth and other excluded groups	Participation, Inclusion, Accountability
Community engagement/policing	Output	# of co-designed (community and police) safety initiatives tailored to women's or youth concerns implemented within X months	Inclusion, Access
Community engagement/policing	Output	# of local/national policy documents that incorporate community policing principles	Embedding in systems
Community engagement/policing	Intermediate outcome	% of local governments or police stations with dedicated budget lines for implementing community policing strategy by end of Financial Year X	Embedding in systems
Community engagement/policing	Intermediate outcome	% of community members who report improved communication and trust with police as a result of police-community collaboration	Service orientation, Accountability
Community engagement/policing	Intermediate outcome	% of community members from vulnerable groups who report having a voice in local safety decisions (disaggregate by group type)	Inclusion, Agency
Community engagement/policing	Intermediate outcome	% of police officers who report increased understanding of community needs after participating in engagement activities	Shifting mindsets and behaviour, Service orientation
Community engagement/policing	Intermediate outcome	% of community members who report being treated with fairness and respect during their most recent interaction with police	Service orientation, Accountability
Institutional reform (justice or security)	Output	# of functional feedback or complaints mechanisms established or improved in justice/security institutions within project period	Accountability and oversight, Embedding in systems, Service orientation
Institutional reform (justice or security)	Output	# of frontline service facilities redesigned to integrate justice, legal aid and social services (e.g., police stations, one-stop centres, justice houses)	Service orientation, Embedding in systems
Institutional reform (justice or security)	Output	# of institutional reforms that incorporate feedback or priorities identified by women, youth or marginalised groups during consultations	Participation, Inclusion, Shifting mindsets and behaviour
Institutional reform (justice or security)	Output	# of inter-agency coordination mechanisms established or strengthened to address justice or security bottlenecks (e.g., justice coordination committees, multisectoral taskforces)	Embedding in systems, Accountability and oversight
Institutional reform (justice or security)	Output	# of staff trained in people-centred service delivery, including trauma-informed, victim-sensitive and inclusive practices (disaggregated by institution and gender)	Shifting mindsets and behaviour, Service orientation
Institutional reform (justice or security)	Intermediate outcome	% of users who report being treated with empathy and respect when interacting with justice/security staff	Service orientation
Institutional reform (justice or security)	Intermediate outcome	% of trained staff who actively participate in formal peer support or mentoring initiatives to promote people-centred practices	Shifting mindsets and behaviour; Embedding in systems
Institutional reform (justice or security)	Intermediate outcome	% of institutions that have adopted performance review systems incorporating people-centred service standards	Accountability and oversight, Service orientation
Institutional reform (justice or security)	Intermediate outcome	% of complaints received by oversight mechanisms that are acknowledged and responded to within 30 days	Accountability and oversight
Institutional reform (justice or security)	Intermediate outcome	% of justice or security institutions that publish annual user satisfaction results for service improvement planning	Accountability and oversight, Embedding in systems, Service orientation



Programming Tip: Using quantitative and qualitative data together

Quantitative indicators are essential for tracking trends, comparing results and demonstrating progress. But in people-centred programming, numbers alone rarely tell the full story. Qualitative methods, such as focus groups, interviews or open-ended survey questions, help uncover how people experience justice and security systems, why certain outcomes occur and what changes matter most to them. Together, these approaches provide a more accurate and actionable picture. Teams should:

- ➔ Use quantitative data to track reach, access, satisfaction or perceptions across different groups.
- ➔ Use qualitative insights to understand how trust is built, what makes people feel safe or why some groups still face barriers to justice and security.

Combining quantitative data and qualitative insights can help teams adjust programming in real time, ensure relevance and strengthen accountability to vulnerable and marginalized people. For example, quantitative data can show the percentage of users who report being satisfied with the mediation process, while qualitative data offers users' descriptions of what made the mediation process feel fair or unfair.



ANNEX 8

TIPS ON HOW TO RUN REFLECTION SESSIONS

Reflection sessions provide an opportunity to pause, step back and assess whether your programming is on track. They allow teams and partners the space to think differently, to make sense of what's happening, surface assumptions and adapt to context shifts in order to improve outcomes.

Reflection sessions are not the same as formal consultations or validation meetings. Their purpose is structured learning and adaptation. Depending on the objective, they may involve only UNDP personnel or also include partners and stakeholders, but the focus remains on making sense of evidence and context to inform programming decisions.

These sessions help answer strategic questions:

- Are we seeing the change we hoped for?
- What is emerging in the context?
- Are we still doing the right thing, in the right way, for the right people?

When to hold a reflection session

- Regularly—for instance, every six months during implementation (or annually for multi-year projects).
- After major shifts—such as political changes, security incidents or community feedback.
- At least once in the project life cycle—for shorter initiatives, a session should be held to generate learning for future programming or to course-correct if held during implementation.

Tips for running a reflection session**1 Define a clear purpose**

Keep it simple and focused. Examples:

- “To reflect on the last six months and identify what’s working or not.”
- “To understand emerging risks and shifts in context.”
- “To decide whether and how to adapt our approach going forward (in consultation with relevant partners).”

2 Create a safe space for honest dialogue

- Set the tone: leaders or managers should model openness and curiosity.
- Focus on learning, not blame.
- Encourage participants to speak candidly about what is really happening, not just what is in the project or donor report.
- Go beyond describing activities or events to explore how and why things happened the way they did.

3 Include diverse voices

- Bring together personnel from different roles, regions or levels.
- Include partners, such as local authorities, civil society or community representatives, where appropriate.



4

Use simple guiding questions

Questions could include:

- “What are we learning from how people are responding to our intervention?”
- “Are we seeing the outcomes we expected? If not, why?”
- “What could be done now to change the outcome?”
- “What has changed in the context?”
- “What resistance or unexpected results have we encountered?”
- “What assumptions no longer hold?”

Tools such as the [What So What Now What](#) model can help teams think about an experience, its implications and what that means for the future.

5

Look beyond activities

Encourage discussion not just on what was delivered, but on deeper change. Explore questions such as:

- “Are people’s experiences of justice or safety improving?”
- “Is trust or participation increasing?”
- “Are we reinforcing or disrupting harmful norms?”

6

Document and follow up

- Assign someone to capture key insights and recommendations.
- Tools such as the [Start, Stop, Continue](#) matrix can help structure discussion and prioritize actions. For example:
 - Start: What should we begin doing to address emerging needs or opportunities?
 - Stop: What is no longer effective or appropriate?
 - Continue: What is working well and should be sustained?



Share outcomes with decision-makers and reflect changes in workplans or strategies.



Let session participants know what was acted upon.



Where appropriate, share back relevant insights or programming changes with partners and communities.

7

Keep it light but purposeful

A full- or multi-day workshop is not always necessary. A focused short reflection session may suffice.



Use flipcharts, sticky notes or online tools (e.g. [Mural](#)) to keep the session interactive.



Avoid formal presentations; promote conversation instead.



Repeat regularly to embed learning into your way of working.



ANNEX 9
PEOPLE-CENTRED EVALUATIONS

UNDP evaluations typically apply the six [OECD-DAC criteria](#): relevance, coherence, effectiveness, efficiency, impact and sustainability. These criteria can fully accommodate a people-centred lens by focusing on whether interventions align with people’s rights, needs and experiences, and whether they are contributing to more just, inclusive and accountable systems.

Evaluations are also guided by key UNEG (United Nations Evaluation Group) documents, including the [Norms and Standards for Evaluation in the UN System](#), the guidance on [Integrating Human Rights and Gender Equality in Evaluations](#), and the [Ethical Guidelines for Evaluation](#). These frameworks ensure that evaluations are conducted with rigor, ethical integrity, and attention to human rights and gender equality, while the OECD-DAC criteria provide the structure for assessing performance.

The table below presents examples of how a people-centred lens can be integrated into each OECD/DAC criterion.



Programming tip

When planning evaluations, involve people affected by the intervention in shaping evaluation questions, interpreting findings and identifying lessons. Doing so enhances relevance, accountability and learning.



BetterEvaluation, [“Participatory Evaluation”](#).
BetterEvaluation, [“Empowerment Evaluation”](#).

Oecd-dac criteria	People-centred lens
Relevance: Is the intervention doing the right things?	<div>→ Does the intervention respond to justice and security problems as people experience and define them?</div> <div>→ Is it aligned with the needs and rights of those most at risk of exclusion?</div>
Coherence: How well does the intervention fit?	<div>→ Does it connect with other efforts across sectors (e.g., rule of law, stabilization, livelihoods, gender, prevention of violence) to address both symptoms and root causes of injustice and insecurity?</div> <div>→ Are deliberate efforts made to coordinate across sectors, mandates and institutions to strengthen accessible, accountable and legitimate justice and security systems?</div>
Effectiveness: Is the intervention achieving its objectives?	<div>→ Has the intervention improved people’s experiences of justice, sense of fairness, sense of safety, or trust in institutions?</div> <div>→ Are there observable shifts in participation, power dynamics or access for marginalized groups?</div>
Efficiency: How well are resources being used?	<div>→ Does the intervention support locally led, inclusive and cost-effective solutions?</div> <div>→ Has it built capacity among institutions and communities to sustain results?</div>
Impact: What difference does the intervention make?	<div>→ Has the intervention contributed to change in systems (e.g., behaviours, institutional culture, norms)?</div> <div>→ Are institutions becoming more inclusive, accountable and rights-respecting?</div> <div>→ Have there been changes in people’s lives—for example, changes in how they experience justice and security systems in terms of access, fairness and trust, or how these outcomes have affected their well-being?</div>
Sustainability: Will the benefits last?	<div>→ Is there shared ownership by communities and/or institutions?</div> <div>→ Are systems in place for ongoing community engagement, feedback and adaptation?</div> <div>→ Is political and institutional commitment likely to continue?</div> <div>→ Are the positive changes people have experienced, such as being able to access support to resolve disputes or feeling safer, likely to be maintained over time?</div>



ANNEX 10

THEMATIC SPOTLIGHTS FOR PEOPLE-CENTRED PROGRAMMING

This annex presents thematic spotlights on three UNDP programming areas—Digitalization and E-Justice, Environmental Justice, and Business and Human Rights—that highlight how the people-centred approach informs analysis, design and implementation. Each spotlight provides concrete examples, entry points and additional resources for how UNDP integrates the approach.

Thematic spotlight 1: Digitalization and E-justice

E-justice is more than a tool for efficiency. It is a strategic tool for transforming justice systems to be more effective, accessible and responsive to people’s rights and needs, especially the rights and needs of those most at risk of being left behind. A people-centred approach to e-justice means co-designing digital tools with users, ensuring digital inclusion (especially for women, rural communities and persons with disabilities), and embedding safeguards around data privacy and due process. UNDP supports governments and communities to ensure that digital transformation delivers more accessible, fair and accountable justice. For example:

- In [Malawi](#), UNDP partnered with the Malawi Judiciary and Airtel Malawi to roll out an e-court platform that expands access to justice in rural areas and improves coordination between prisons and courts. The digital solution removes geographic and financial barriers that previously delayed justice, enabling timely, local resolution of cases, particularly for vulnerable people. It has reduced operations costs for courts and prisons and improved efficiency, [ensuring that individuals no longer wait years](#) for a hearing due to logistical constraints.
- In [Kenya](#), the [E-Judiciary mobile application](#) allows people to track case progress, access judgments or receive court notifications. Linked to the roll out of Small Claims Courts, the solution supports the judiciary’s efforts to [bring justice services closer to people](#) through simplified procedures, expedited proceedings and low-cost access for disputes under 1 million Kenyan shillings. By mid-2024, the courts had resolved over 68,000 cases, releasing approximately US\$100 million back into the economy.

- In [Syria](#), a virtual legal aid platform provides Syrians inside and outside the country with access to legal information and advice.
- Across contexts, from Palestine and the Democratic Republic of the Congo to Indonesia and Uzbekistan, judiciaries and government entities are using digital technologies to gather and analyse data to detect gaps and improve justice service delivery. For a snapshot of these country examples and lessons learned, see the Independent Evaluation Office’s [Evaluation of UNDP’s Support to Access to Justice](#) (2023).

For resources, toolkits and updates on UNDP’s support to digitalization and e-justice, see <https://www.undp.org/rolhr/justice/digitalization-and-e-justice>.

Thematic spotlight 2: Environmental Justice

Environmental harm disproportionately affects marginalized groups, who often face barriers to legal redress. The people-centred approach amplifies their voices, supports communities in claiming environmental rights, strengthens grievance mechanisms and promotes participation in environmental governance.

UNDP’s global strategy advances accountability and protection of environmental rights through legal and policy reform, people-centred institutions and legal empowerment. It emphasizes a multidisciplinary approach across sectors, including justice, human rights, environment and climate, and business and human rights.

Examples of UNDP’s environmental justice work include the following:

- In [Mongolia](#), a comprehensive approach combined legal reform with community-led action. The government adopted a National Action Plan on Business and Human Rights, mandating “human rights due diligence” across sectors, including mining. The national mining association reinforced this step by requiring all member companies to comply with the Responsible Mining Codex. Locally, participatory environmental monitoring committees [empowered herder communities](#), especially women, to jointly monitor mining impacts



with companies and authorities. Communities uncovered unapproved mining activities, restored 3.2 hectares of pastureland degraded by mining and enabled community participation in the renewal of environmental impact assessments. Herders gained legal knowledge, built trust with companies and secured commitments to rehabilitate sacred sites, strengthening accountability and delivering tangible justice outcomes.

- In Georgia, environmental rights are protected by the Constitution. To support the realization of these rights, UNDP conducted the country's first [Baseline Assessment on Access to Environmental Justice](#), mapping legal and institutional barriers to redress for environmental harm, especially for marginalized groups. Broad stakeholder engagement informed actionable recommendations to strengthen environmental accountability. A complementary [awareness campaign](#) reached over 326,000 people through online and in-person events. By engaging youth, journalists, activists and human rights defenders, the initiative raised legal awareness and promoted citizen participation, laying a foundation for advancing environmental justice in the country.

For UNDP's strategy and guidance note on environmental justice, see <https://www.undp.org/rolhr/justice/environmental-justice>.

Thematic spotlight 3: Business and Human Rights

Businesses have a responsibility to respect human rights under the United Nations Guiding Principles on Business and Human Rights (UNGPs), a global standard built on three pillars: protect, respect and remedy. These pillars define the respective duties of states and businesses in upholding rights. UNDP engagement includes supporting participatory policymaking processes to advance implementation of the UNGPs, integrating human rights due diligence into public and private sector practices, strengthening non-State grievance mechanisms and improving access to remedy. The people-centred approach enables affected communities to shape how policies and accountability mechanisms are designed and monitored, while addressing practical justice needs—such as secure land tenure, safe working conditions and legal identity for small enterprise registration.

Examples of UNDP's activity in the area include the following:

- In Sri Lanka, awareness-raising led to increased reporting of business-related rights violations and policy changes. Community sessions targeting women-headed households, women-led enterprises and war widows exposed the harms of unregulated microfinance. As a result, over 100 complaints and 1 public interest litigation were filed, and nearly 280 women submitted appeals to the Central Bank. Engagement with the Human Rights Commission, government officials and the Microfinance Practitioners' Association mobilized political support to address illegal practices. A documentary on rural women entrepreneurs supported advocacy that led to new regulations protecting women from exploitation. Over 400 women were trained and organized into a network sustaining advocacy efforts beyond the project.
- In the Asia-Pacific, the [Routes2Remedy](#) digital toolkit was developed in response to rising threats by the State or businesses against those reporting business-related rights abuses. The toolkit provides practical guidance and legal resources to help users access remedies and navigate risks. It also supports defenders in documenting abuses, engaging with grievance mechanisms, and advocating for stronger protections against corporate and State reprisals.

For resources, tools and updates on UNDP's support to Business and Human Rights, see <https://www.undp.org/rolhr/business-and-human-rights>.