



PROJECT EVALUATION
2020



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TIME IS NOW

STRENGTHENING POLICE ACCOUNTABILITY AND ACCESS TO JUSTICE IN SOMALIA PROJECT

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Final Evaluation for

Time is now: Strengthening Police Accountability and Access to Justice in Somalia Project

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ACRONYMS

- | | |
|----------|---|
| - AMISOM | - African Union Mission In Somalia |
| - AS | - Al-Shabab |
| - CPDC | - Community Police Dialogue and Cooperation |
| - CSOs | - Civil Society Organizations |
| - DDG | - Danish Demining Group |
| - DFID | - Department for International Development |
| - DRC | - Danish Refugee Council |
| - FGDs | - Focus Group Discussion |
| - FGM | - Female Genital Mutilation |
| - HHQ | - Household questionnaires |
| - IDPs | - Internally Displaced Persons |
| - KAP | - Knowledge Attitude and Practice |
| - KIIs | - Key informant interviews |
| - SGBV | - Sexual Gender Based Violence |
| - S & J | - Security and Justice |
| - SNA | - Somalia National Army |
| - UNFPA | - United Nation Population Fund |

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EXECUTIVE SUMMARY

- This report reflects the results of an evaluation study conducted for Danish Demining Group (DDG) for the UK's Department for International Development (DFID) funded Time is Now: Strengthening Police Accountability and Access to Justice in Somalia project. The programme was implemented in 10 districts in Hirshabelle state, Jubaland state and South West state in South Central Somalia from September 2017 to July 2020. The objectives of the evaluation were to:
 - Assess police performance and the relationship between police and communities;
 - Assess community awareness of civilian oversight mechanisms;
 - Assess communal/inter-communal dispute resolution through traditional justice mechanisms;
 - Determine communities' preferred justice mechanisms;
 - Document key lessons learned, best practices, successes and challenges during programme implementation;
 - Propose any recommendations based on the findings to inform future programming.

FINDINGS

Police training to engender a human rights approach:

- The trainings were welcomed as relevant and sparked notable improvements in the arrest and detention of suspects in most districts. Respondents in Baidoa, Beletweyne, Jowhar, Xudur, Wajid and Warsheikh districts reported positive changes in the treatment and arrest of suspects and criminals prior to detention. Following these trainings, police were said to be treating suspects humanely and clearly communicating the charges against them instead of using excessive force and detaining suspects for days without informing them of their charges which had previously been the norm. Moreover, 75% of all respondents felt police protected their basic rights in their communities although there was no discernable gender difference.
- 69.4% of all respondents identified Al-Shabaab (AS) as the main threat to their security. 100% of respondents in Xudur district also cited AS. In addition, 35.4% of respondents in Belet-hawa reported political instability as their biggest threat followed by 36.7% in Dollow and 15.2% in Luuq districts. In Warsheikh, clan militia/clan fighting (55.7%) and criminality (30.4%) were both cited with no major differences with respect to gender. A comparison of the baseline findings showed that although the prevalence of security threats remained the same in most districts, the number of incidents increased in some locations following the emergence of new threats such as political instability, particularly in Belet-Hawa, Dollow, and Luuq districts.
- 75% of all respondents felt police treated men and women the same. This figure was 100% in Xudur district. However, 65% of respondents in Belet-Hawa district did not think this was the case. This is most likely because of the recent clampdown of mostly male loyalists aligned with President Madobe and the current Defence Minister. As a result, men were more likely to be targeted than women by police because of their active participation in the political process. Of the 25% of respondents who felt police did not treat men and women the same, 86% said police treated women better. In terms of gender, male respondents across the districts felt police treated men and women the same except in Belet-hawa (43%) and Beletweyne (49%) districts, this means that the majority of the male respondents in these districts had a contrary opinion. In addition, the results from women respondents showed that women respondents shared similar sentiments in terms of gender treatment across the districts. But, the results showed there was a fewer percentage of women particularly in Belet-hawa (28%) district compared to male respondents that felt police treatment was

the same. This also meant 72% of women felt there was a difference in gender treatment in the district. Despite these slight differences, the survey showed some significant improvement in police treatment of both men and women which increased from 54% of both men and women felt police treated well in the baseline to the 75% at the end-line.

- Interviews with CPDCs and police officers showed that the establishment of CPDC networks in villages and towns had been effective. According to respondents, these networks strengthened community cohesion and created linkages within communities which in turn complemented policing activities. Police station managers in Baidoa, Dollow, Luuq, Jowhar, Xudur and Wajid districts also noted that these networks improved information sharing and reporting. As a result, police were able to deal with crime, disrupt criminal networks and reduce spaces for AS to exploit all while safeguarding community cohesion.
- Interviews with focus group participants and key informants showed that oversight committees (a sub-committee under CPDC which handled complaints against security agencies) were viewed as effective police watchdogs. Interviews with police station managers also welcomed this collaboration which culminated in the signing of a Memorandum of Understanding between police and oversight committees in all districts, an important and symbolic move which signaled the willingness of police to remain transparent and accountable. These committees supported several initiatives through its oversight mechanism and rehabilitated doors, windows, roofs, latrines and water tanks in the prison cells in Warsheikh police station. In addition, these committees also initiated the successful construction of a local court in Xudur. However, due to security threats from Al-Shabab, the oversight committee in Belet-Hawa stopped their regular police visits for fear of reprisals.
- 71% of all respondents were aware that CPDCs were mechanisms for dealing with police complaints. This awareness was particularly high in Xudur (99%), Warsheikh (94%), Wajid (81%), and Luuq (80%). However, only 71% of respondents from Beletweyne district were aware of this mechanism. Overall, there was a significant increase in peoples' awareness of CPDCs compared with the baseline results which were mixed. Although Xudur respondents were most likely to know of its existence (70%), respondents in Baidoa, Luuq and Jowhar were not particularly aware of any mechanism. The increased awareness of these complaint mechanisms could also mean that the communities channeled their concerns to their respective communities.
- There were fully functional gender desks in all programme locations except Beletweyn and Xudur districts. This initiative has been welcomed as an alternative avenue to the *Guurti Plus* which was previously the only platform used to resolve SGBV, rape and domestic abuse cases. Interviews with gender desk officers confirmed their main clients were women reporting cases of sexual and domestic violence. FGDs with women showed that these gender desks were viewed as accessible and readily available to hear cases. Gender desks also offered quick assistance to victims of SGBV related cases. Despite the high expectations, the study found the level of awareness of gender desks was fairly limited in some districts compared to others. Overall, only 33% of participants indicated they were aware of gender desks, while 28% said they did not know and 39% indicated they never heard of it. In terms of districts, the awareness levels varied significantly with majority (84% of respondents came from Wajid district, 56% Kismayo, 51% from Dollow, 46% Xudur, 41% Luuq, 29% Baidoa, and 13% in Jowhar districts. Further, Majority of the respondents of who had lowest level of awareness came from Beletweyn with 57% and 43% saying there was no gender desk and didn't know respectively, while in Warsheikh 43% said there's no gender desk, while 47% said didn't know. In terms of gender, there was slight difference in the awareness level; 34% male and 32% female indicated they were awareness of gender desk while 26% male and 30% female said they were not aware of the gender

desk. The varied level of awareness especially in Wajid was attributed to the CPDC sensitizing communities at village and town levels meeting about the existence of gender desk as an opportunity for women who suffered any form of abuses report, remarked the committee members. This outcome serves as useful lesson that the CPDC is acting as an agent that promotes openness and building confidence of SGBV victims to come forward. The reasons for this could be due to the lack of awareness raising either by the programme or community platforms in the communities.

Building trust/collaboration through improved dialogue between community and police:

- The study found that citizen-police relations significantly improved although this varied across programme districts. This was largely attributed to the many platforms established through SSJP, including CPDCs, civilian oversight committees, security and justice forums and gender desks, all of which were intended to build trust and collaboration between police and communities. The survey results also showed that most respondents felt the relationship between police and their communities was very good (44%) and good (41%) with little difference between the districts. Interestingly, however, more men (48%) felt the relationship with police was very good compared to women (39%). It is not clear why this was the case although this could be attributed to women relying more on traditional systems such as the *Guurti Plus* or clan elders to seek redress. Often cases/disputes reported to the police were largely referred to elders.
- The programme strengthened engagement between the *Guurti Plus* and police when handling community disputes and conflicts. According to interviews with *Guurti Plus* in all the target districts, police boosted their capacity to respond and successfully resolve conflicts while also enforcing the verdict on communal disputes over ownership of farmlands, water pans and property rights and quell conflicts. The survey results were also corroborated by qualitative findings showing that 91% of respondents believed elders were working effectively with police. There was no discernable difference across the districts and between genders.
- The study found that most respondents ranked the level of trust in police as very good (35%) and good (50%). 78% of respondents felt police could be trusted to make the right decisions while 20% of respondents had little trust in them. There was no discernable difference between men and women and the various districts. Interviews with community platforms have been cooperative to handle community grievances and collaborated with local institutions in resolving community disputes and maintaining social order. Interviews with police station commanders in programme areas also underlined renewed trust in police, citing communities' increased willingness to share information with them, provide evidence, report suspicious activities and individuals and assist police in identifying and catching criminals. 51% of respondents were willing and 32% very willing to call police to report a crime. Overall, there was renewed trust and confidence in police capacity. 50% of respondents described police as very effective in responding to crimes in their districts. 100% of respondents in Xudur district and 81% of respondents in Dollow district cited the same.

Reinvigorating traditional justice mechanisms to ensure inclusivity and improve conflict resolution capacity:

- Somalia has three main justice systems: traditional justice system (customary law), religious system (sharia) and formal courts. The systems are complementary in nature and use distinct laws, and each of these systems have their own strength and weakness. However, public awareness of these systems varies. 81% of survey participants were aware of the formal government courts, 64% were aware of

traditional customary courts and 39% were aware of religious courts. Only 3% were aware of AS courts.

- The study found the focus of donor support on strengthening traditional justice system largely prioritized key issues such as capacity building, building offices-in some districts- and effectiveness to deliver fair justice. Whilst this support is essential, it has overlooked critical issues such as the inclusion of women and minority groups into membership councils. During FGDs with women, it was clear that the programme had gone some way towards bridging this gap by transforming the council's image and expanding representation to include women. This historic achievement, however, was not realized without resistance.
- Women respondents welcomed the expansion of the *Guurti* to include women and young women representatives as a milestone in promoting women's voices in community decision making. During interviews with women *Guurti* members, the inclusion of women changed communities' perception of the *Guurti* from being a male dominated institution to a relatively inclusive council albeit one with disproportionate male representation. Participants also expressed confidence that women played a critical role in the improved handling of SGBV related cases which are often too complex for elders to resolve. The male elders in the *Guurti* also acknowledged women's role as well as their contribution in helping resolve SGBV cases. Overall, the inclusion of women into the traditional elders' council improved investigations into SGBV cases and encouraged victims to come forward and report crimes.
- The programme has strengthened collaboration between civil society groups and empowered them to hold district administrations and police to account. The *Guurti Plus* members in Warsheikh fundraised for the expansion and rehabilitation of a prison facility. In Wajid, civil society groups successfully petitioned for the removal of the District Commissioner, citing incompetence and poor leadership after he failed to resolve longstanding communal conflicts.
- 56% of all respondents preferred using formal government courts as a justice provider with majority of respondents from Xudur 99%, 73% from Dollow and 71% from Baidoa districts. 42% of all respondents preferred traditional/religious systems. In addition, 73% of respondents from Warsheikh and 70% from Kismayo preferred traditional/religious systems. In terms of gender, there were more women (59%) that preferred formal government courts over men (52%) and correspondingly, there slightly fewer women (39%) that preferred traditional or religious courts compared to men (47%). The results showed both women and men have higher preference for using formal courts compared to traditional/religious systems for seeking justice although the degree of preference was higher among women. The results showed several reasons for respondents' preference to formal courts, 59% said the formal government courts were fair in its process. 19% felt they provided quick resolution and 12% believed them to be transparent. In addition, 5% said the community/family would respect and enforce the decision.
- The evaluation also explored respondents' attitudes towards justice providers. The results showed similarities between the baseline and end-line findings in which respondents identified police as their preferred institution to deal with most issues, excluding those related to marriage, inheritance and domestic violence. Nonetheless, the results underpin the legitimacy of police and underscores the need to build police capacity, including via functioning gender desks, in order to maintain public confidence.

Contribute to collective learning of S&J actors and inform policy and legislative development on policing:

- The study found that the creation of district security and justice forums and organised community platforms helped build trust between communities and police and enhanced social cohesion.
- There is some evidence that community support to police officers led to the disruption of local gang activity in Jowhar and Wajid districts. CPDCs have been particularly effective in highlighting the negative impact these local gangs have had on their communities through security and justice forums as well as in other community gatherings and forums in mosques.
- All CPDCs in programme districts signed MOUs with their respective police station managers which detailed their working relationship and gave them unlimited access to prison facilities.
- During KIIS with police station commanders in Baidoa, Dollow, Luuq, Jowhar, Xudur, Wajid and Warsheikh, renewed citizen-police engagement was said to have boosted police capacity. Respondents noted that the communities' support and willingness to share information and report suspicious activities had enabled police to respond quickly to community disputes and thwart any potential AS threats.
- The Ministry of Interior and Ministry of Justice of South West state registered CPDCs and the *Guurti Plus* with the respective ministries as critical bodies. Their registration was seen as a positive gesture which signaled the role these bodies have played to promote security and justice. Similarly, Kismayo, Belet-hawa, Dollow and Luuq district administrations signed endorsement letters recognizing the complementary role of the *Guurti Plus* in resolving communal disputes and strengthening justice mechanisms. The domestication of these entities underlines their important role in bolstering citizen-police relations and checking police excesses thereby guaranteeing their sustainability.

Recommendations

1. Although police trainings have had a positive impact on changing police attitudes towards people and encouraged police commanders to conduct internal reforms, many structural reforms are still needed to strengthen police capacity on the new policing model, improve service delivery and enhance their understanding of human rights issues.
2. The effectiveness of gender desks has been hampered by low visibility due to a lack of awareness and office space in most districts, including Beletweyne, Xudur and Warsheikh and absence in Belet-hawa district. As such, there is need to establish fully functional gender desks so that SGBV victims will be more likely to come forward and seek justice.
3. The linkages and complementary roles between justice systems needs to be strengthened.
4. Future investment should push for the inclusion of more women in the *Guurti Plus* to shore up their voice and influence within the council as a strategy to promote social justice and build women's confidence.
5. Despite their popularity in local communities, formal government courts are facing many challenges, including inadequate human resources, infrastructure and limited capacity. As such, there is a need to support the courts with capacity development so as to enhance the current justice system.
6. Although awareness raising of Xeer agreements was carried out by programme teams in South West state across different platforms, including CPDCs and S&J through broadcast media, the study noted that the level of awareness of Xeer agreements as well as the existence of gender desks in programme locations was low. There is therefore a need to incorporate the media in future investments so as to improve public awareness and promote its usage.
7. There is a need to bolster existing feedback mechanisms between community representatives and police by introducing toll free numbers. This will go some way towards improving information sharing and reporting.

8. Although the programme strengthened the capacity of formal government courts and traditional court systems, it overlooked the importance of religious courts which also work with other courts to arbitrate complex cases such as murder, injury, inheritance disputes and property. As such, future investments should extend similar support to religious courts.

1.0 BACKGROUND AND CONTEXT

1.1 Introduction

Since 2008, DDG has supported 200 local communities and district authorities in Somalia address public safety and security issues through funding from Denmark, the Netherlands, Norway, Sweden, the United Kingdom and the European Union. Through this work, DDG has built up an acute understanding of the challenges and complexities of operating in a dynamic and evolving context to successfully deliver quality programming improve stability and prevent and manage conflict through measured and context-specific programmes. As such, DDG is able to draw on its expertise in Somalia to develop civilian police oversight and bolster traditional dispute resolution through the Guurti and the Xeer by building trust, confidence and collaboration between communities and their security providers.

From September 2017 to July 2020, DDG implemented The Time is now: Strengthening Police Accountability and Access to Justice in Somalia programme in South Central Somalia. The programme sought to enable a more community-focused, effective and accountable police architecture in line with the new police model, make traditional conflict resolution mechanisms more representative and better aligned with the formal justice sector while also strengthening their capacity to solve civil disputes. The programme was implemented in the following 10 districts: Dollow, Belet-Hawa, Luuq, Kismayo, Baidoa, Xudur, Wajid, Jowhar, Beletweyne and Warsheikh.

DDG's intervention is an integral part of FCDO1 (formerly DFID's) Somalia Security and Justice Programme and is in line with the Somalia Development Plan on strengthening police and access to justice institutions.

The programme has four main components:

- Strengthening the accountability, transparency and service delivery of police through capacity development support which is underpinned by a human rights-based approach to policing;
- Building trust and collaboration between police and communities they serve through structured and regular dialogue and creation of community-based police oversight mechanisms;
- Improving access to justice for all Somalis by re-invigorating traditional justice mechanisms to ensure greater inclusivity, representativeness and conflict resolution capacity;
- Contribute to the collective learning of actors working on security and justice development in Somalia to inform policy and legislative development on policing, police accountability and justice sector development at the national level and based on the lessons learned from community-based interventions.

¹ DFID merged with the UK's FCO earlier this month to form the Foreign, Commonwealth and Development Office (FCDO). Source: <https://www.gov.uk/government/news/prime-minister-announces-merger-of-department-for-international-development-and-foreign-office>

1.2 Purpose of the Evaluation

The main objective of the evaluation was to assess the performance of programme intervention and produce valuable lessons learned about the impact of rights-based policing training in order to inform the programme and wider SSJP. The evaluation sought to provide information and insights on programme activities, outputs and outcomes since inception and inform all other relevant stakeholders, including donors. The evaluation drew lessons on what worked and what needed to be done differently to ensure the security needs of women, girls and other marginalized groups were addressed with a view towards influencing decision making on security and justice. Specifically, the evaluation focused on the following:

1. Conducting a comparative baseline and end-line analysis of SSJP's key performance indicators to assess the project's impact on its targeted beneficiaries;
2. Assessing the project's impact on its targeted beneficiaries and the sustainability of interventions across age, gender and diversity;
3. Understanding the impact of rights-based and basic policing training and the capacity of district police to perform their duties and responsibilities in line with human rights standards;
4. Understanding how civilian oversight mechanisms have contributed to police accountability;
5. Documenting key lessons learned, best practices, successes and challenges;
6. Providing recommendations that will help to inform the implementation of similar ongoing programme as well as design of future projects.

EVALUATION QUESTIONS:

The evaluation was expected to answer the specific evaluation questions which were categorized under each of the four programme outputs as follows:

1.1. *Police training to engender a human rights approach:*

- a) To what extent has rights-based and basic policing training on the capacity of district police to perform their duties and responsibilities in line with human rights standards been effective?
- b) Was this training useful in helping police carry out their roles in line with a rights-based accountability framework?
- c) Did the intervention help police improve safeguarding procedures during arrests and detentions?
- d) Who was targeted (gender and ranks) for police trainings? Who was not and why?

1.2. *Building trust/collaboration through improved dialogue between community and police:*

-
- a) To what extent was the project's planned result to build trust and collaboration between the police and communities achieved through regular dialogue? Which of the project's interventions were effective in generating this desired change?
 - b) To what extent did the establishment of CPDCs integrate or mainstream various aspects of inclusivity, including gender, disability, governance, cultural sensitivity and other vulnerabilities? Are there any key findings relating to this?
 - c) Whose voices were heard and what priorities were taken forward during CPDC meetings? Whose were not and why? How was participation in meetings in terms of gender/marginalized groups etc.?
 - d) How have civilian oversight mechanisms contributed to police accountability?
 - e) How sustainable are civilian oversight mechanisms in relation to the capacity building initiatives provided?
 - f) To what extent will CPDC systems i.e. section & town levels put in place continue to hold meetings and used by beneficiaries?

1.3. *Reinvigorating traditional justice mechanisms to ensure inclusivity and improve conflict resolution capacity:*

- a) What was the role of the *Guurti Plus* in resolving disputes and addressing complaints? To what extent was it directly linked to SSJP inputs?
- b) Has the *Guurti Plus* provided more or less access to individual rights-based justice at the local level in the eyes of the public (disaggregated by clan, gender, age, economic status etc.)?
- c) How extensive and sustainable are the positive impacts that have been achieved through DDG's engagement with customary institutions in Somalia?
- d) To what extent did the establishment of the *Guurti Plus* integrate or mainstream various aspects of inclusivity, including gender, disability, governance, cultural sensitivity and other vulnerabilities? Are there any key learnings relating to this?

1.4. *Contribute to the collective learning of S&J actors and inform policy and legislative development on policing:*

- a) To what extent has the creation of S&J forums contributed to the collective learning of S&J actors and informed policy and legislative development on policing?
- b) What are the most effective methodologies and approaches that have brought about changes to people's lives? What has worked and what has not? What lessons have been learned?
- c) What key challenges (internal and external) were encountered and how effectively did the programme respond or manage these? What can the programme learn from these challenges?

- d) To what extent has the programme developed local capacities, linkages and plans to ensure the impact of these different interventions are sustained and that programme interventions are linked to longer-term recovery and development needs of the targeted areas?

2.0 METHODOLOGY

2.1 Approach

The evaluation adopted a mixed methods approach whereby researchers collected and analyzed both quantitative and qualitative data. This methodology provided more value when used together and enabled researchers to collate and analyze information that was more coherent and reliable. Although quantitative surveys provided essential data on whether or not the changes occurred as a result of a programme, qualitative methods improved survey design, identified hard to quantify social and institutional impacts, and uncovered unanticipated processes or outcomes.

Triangulation was used in all focus areas. A combination of primary and secondary sources and quantitative and qualitative methods were also employed. The research team used various methods, including household questionnaires (HHQ), interview guides for FGDs and KIIs and desk reviews.

Table 1 Data Collection Techniques and Tools

Data Collection Technique	Data Source	Tools
Household Surveys: Researchers systematically collected information from the community via HH questionnaires which were administered to a sample of households in programme areas.	Household members from the community	HH survey Questionnaire
Focus Group Discussions: Researchers convened small FGDs with 3-4 persons in each programme area. Interview questions were developed for the sessions and responses from these discussions complemented HH survey results.	CPDC committees, clan elders (<i>Guurti Plus</i>), women	Focus Group Discussion Guide
Key Informant Interviews: Researchers interviewed people with knowledge which would be particularly relevant to the study. These interviews were conducted in an open-ended or semi-structured fashion.	Community elders, police station managers, gender officers, districts authorities, youth leaders, court officials	KII Guide
Secondary data/Desk Review: In-depth literature reviews were carried out to gain an understanding of public perceptions of police, <i>Xeer</i> , and human rights based policing.	Previous studies and programme reports	Checklist of documents reviewed

2.2 Scope of the Evaluation

The evaluation was undertaken in 10 districts where the programme was implemented: Dollow, Belet hawa, Luuq and Kismayo in Jubaland state; Baidoa, Xudur and Wajid in South West state; Jowhar, Beletweyne and Warsheikh in Hirshabelle state. The study focused on the town center of each district as this is largely where programme activities took place.

2.3 Sampling procedure

The evaluation household survey was conducted using a sample of community members from each district. The survey covered topics such as safety, crime and violence, community-police relations and access to justice. In order to ensure representativeness, a multi-stage sampling method was used to ensure equity in household distribution and representation in the final sample. The population per district and sample were determined followed by the selection of household respondents. The study used UNFPA 2014 population estimates.²

In addition, a survey systems sample calculator was used to determine the sample size for each district households based on the districts' population in Table 2 (Cochran, 1963)³. 50% of respondents were male and the remaining 50% were female.

$n_0 = \frac{(Z^2 pq)}{e^2} \dots\dots\dots(\text{Step 1})$ $n_1 = \frac{1 + \left(\frac{n_0 - 1}{N}\right)}{1} \dots\dots\dots(\text{step 2})$ <p>Using the above formula, a sample of 79 households was generated from the target population of each district in Table 2.</p>	<p>Where</p> <p>n₀ = sample size n₁ = sample size for target population N = Target population =(refer to table 2 per district) z = confidence level (95% - 1.96) p and q = probabilities of success and failure respectively (p = 0.5; q (1-p) = 0.5) e = desired level of precision at 11%.</p>
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Table 2 Sample Size for the Evaluation

District	UNFPA 2014 Total population	Sample size per district
Belet-Hawa	83,116	79
Kismayo	162,733	79

² <https://somalia.unfpa.org/sites/default/files/pub-pdf/Population-Estimation-Survey-of-Somalia-PESS-2013-2014.pdf>

³ http://ec.europa.eu/economy_finance/db_indicators/surveys/documents/workshops/2013/pl-gfk_k._puszczak_-_sample_size_in_customer_surveys_v2_2.pdf

Dollow	41,245	79
Luuq	69,660	79
Wajid	87,869	79
Baidoa	315,679	79
Xudur	108,902	79
Warsheikh	42,452	79
Jowhar	179,097	79
Beletweyn	235,214	79
Total	1,325,967	790

The quantitative data was used for the project's end-line indicator. This data was then compared with baseline results so as to better understand whether the programme has had any impact. Below is the summary of the indicators and the quantitative questions.

Summary of the indicators		Questions in the household questionnaire
Impact Indicator 1.1	Confidence level in police ranked out of 5, including ability/trust, efficiency, accountability, accessibility, etc.	G11, G13, , G14, G15, G16,
Impact Indicator 1.2	Perceived level of violence (inter-communal, inter-clan, crime etc.)	D5, D7
Impact Indicator 1.3	Confidence level in justice mechanisms ranked out of 5, including ability/trust, efficiency, accountability, accessibility etc.	L13, L14, L15, L16, L17 & L18
Outcome Indicator 1.1	% of people that have used civilian oversight mechanisms and are satisfied.	F7
Outcome Indicator 1.2	% of communal/inter communal disputes that have reached an agreement through traditional justice mechanisms.	Programme reports (<i>Guurti</i> records)
Output Indicator 1.3	Level of satisfaction with police response to gender related crimes.	I8
Output Indicator 2.3	% of community members aware of existing civilian oversight mechanisms.	F7

2.4 Focus Group Discussions

A purposive sampling technique was used to select 3-4 participants for KIIs and FGDs. Groups were kept small in order to reduce the risk of contracting COVID-19. Interviewers also wore face masks, maintained a physical distance of 2 meters and didn't shake hands. This particular sampling technique facilitated the selection of informative participants with the knowledge, ideas or experiences which were of particular

relevant to the assessment. The research team also observed gender sensitivity. To maximize participation among selected respondents, separate FGDs for men and women were conducted with programme beneficiaries.

The research team used several strategies to support data collection. They established rapport with respondents by providing an explanation of the purpose of FGDs as well as the intended use of the information. In addition, the team gave assurances of confidentiality, phrased questions carefully to elicit detailed information and maintained a neutral attitude so as to avoid giving the impression of having strong views on the subject under discussion. A total of 30 FGDs, including with CPDCs, women and clan elders were conducted in the 10 districts.

Table 3 Number focus groups discussions per district

Type of FGDs	# FGD per district	# district	Overall
Community Police Dialogue and Cooperation (CPDC) committees	1	10	10
Clan elders (<i>Guurti Plus</i>)	1	10	10
Women	1	10	10
Total		3	30

2.5 Key Informant Interviews

For KIIs, the research team engaged knowledgeable participants from different backgrounds and groups in order to triangulate and enrich the data collected. The research team used a semi-structured key informant guide which was customized for each group of informants.

The research team prioritized in-depth face to face interviews. At the end of each interview, the interviewer prepared an interview summary sheet which categorized information into manageable themes, issues and recommendations. Each summary provided information about the informant's position, reason for inclusion in the list of informants, main points made during interviews, implications of these observations, and any insights the interviewer might have had. The information collected was then refined before submitted for further analysis. The research team conducted a total of 67 KIIs.

Table 4 list of key informants for local stakeholders

KII respondents	# KIIs per district	# district	Overall
Head of police stations	1	10	10
Female police/gender officers	1	10	7
District administration	1	10	10
Court officials	1	10	10

Youth representatives	1	10	10
Minority clan representatives	1	10	10
Programme field officers and programme managers	1	10	10
Total			67

2.6 Data collection process

The research team used the mobile based data collection system ONA for the community household evaluation survey. Data was collected using mobile and tablet devices and transmitted to secure online cloud servers on a daily basis. The research teams, in consultation with DRC/DDG's field team, were responsible for selecting, training and supervising data collection enumerators at the field level. After training the enumerators, the household questionnaire was pretested on a sample of 40 households (4 per district) with similar characteristics to the target households. This pretesting helped enumerators understand the tool better and offered an opportunity to clarify and review ambiguous, repeated or out of place questions.

2.7 Data analysis and quality assurance

The research team ensured completeness of data collection from the field. The use of mobile devices ensured all relevant and critical questions were answered. The team undertook a questionnaire cleaning to countercheck completeness. The research team, in collaboration with a DRC/DDG contact person, reviewed the data on daily basis as it was being transmitted to online servers. Any inconsistent information and errors were corrected before finalizing the field mission. Data was then exported to SPSS for analysis.

Once data cleaning was completed, data processing and analysis was undertaken using SPSS. Descriptive statistics was computed to examine the state of each variable studied. The findings from the quantitative data of the household survey were presented in the form of frequency distributions, cross-tabulations and socio-economic variables (age, gender, education etc.).

Both qualitative and quantitative data on gender equity and social inclusion was analysed. In this case, data was collected from all community stakeholders, including women, and youth and minority clan representatives. The evaluation questions also focused on how the programme included gender equity and social inclusion (GESI) aspect in its activities and how this impacted different community members.

3.0 FINDINGS AND RESULTS

3.1 Demographics

Age group of respondents

The evaluation was conducted through face-to-face interviews across 10 districts. 52% of all respondents were aged 26–40 years old, 24% were aged 18–25 years old, 21% aged 41–65 and 3% aged 65 years old and above. Over half (69%) of respondents were from the dominant clans and the remainder from minority clans.

Table 5: Age group of respondents

Age	District										Gender		Overall (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kisma yo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Female (n=395)	
18 - 25	24%	44%	34%	24%	18%	8%	23%	13%	28%	24%	21%	27%	24%
26 - 40	44%	53%	41%	62%	59%	68%	43%	51%	46%	54%	49%	55%	52%
41 - 65	27%	3%	16%	14%	20%	24%	29%	29%	23%	19%	26%	15%	21%
Above 65	5%	0%	9%	0%	3%	0%	5%	7%	3%	3%	4%	3%	3%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Level of Education

34% of all respondents had no level of education with participants from Dollow District having the highest proportion (63%) of those without attaining any formal education. 31% had studied at Madrassa level, 19% had primary level of education, 12% had secondary level of education and only 4% had studied beyond secondary school. 39% of female respondents had no level of education compared to 28% of male respondents.

Table 6: Respondents' level of education

Level of Education	District										Gender		Overall (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kisma yo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Female (n=395)	
None	63%	25%	27%	25%	23%	44%	42%	38%	18%	32%	28%	39%	34%

Only Madrasa	27%	23%	34%	20%	43%	41%	23%	24%	24%	48%	30%	31%	31%
Primary	10%	29%	25%	18%	21%	9%	26%	19%	18%	19%	20%	19%	19%
Secondary	0%	20%	13%	23%	9%	6%	6%	14%	29%	1%	17%	8%	12%
Above secondary	0%	3%	1%	14%	4%	0%	3%	5%	11%	0%	6%	3%	4%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Disability status of household members

The study found that only 5% of respondents had indicated they had household members with hearing difficulties and were using a hearing aid. Another 3% indicated they had members with other communication difficulties. In addition, 8% indicated they had a household member with mobility issues.

3.2 Police training to engender human rights approach

The police force in Somalia has only recently been reinstated. As such, most police officers surveyed were only recruited in the last five years. The reestablishment of police service has been slow because it remains heavily dependent on external support, including UN and other international organizations and much less on the federal government.

Safety and security context

To understand the security dynamics communities, police and traditional elders operate in; the evaluation examined existing security threats in programme districts as well as in communities in the cities. The target districts in this programme are all in South Central Somalia and share similar security and political challenges. The cities have a relatively effective administration which is dependent on a contingent of the SNA which is supported by AMISOM or Ethiopian forces (as is the case in Xudur) to help in the fight against AS. Respondents were asked questions about the security threats facing the districts as well as any personal safety concerns. The study explored whether there were any similarities or distinctions between these threats.

Main security threats

The evaluation found that the main threats to security varied across programme districts. FGDs and KIIs underlined that participants were either experiencing a single or multiple security threats. These often included AS, political instability and inter-clan conflict. The survey results showed that 69.4% respondents reported AS as the main threat to security in their district. 100% of respondents in Xudur district identified AS as the main threat compared to other districts. Political instability was identified by respondents from Belet-Hawa (35.4%), Dollow (36.7%) and Luuq (15.2%) districts as the main threat to security compared to other districts. In Warsheikh District, clan militia/clan fighting (55.7%) and criminality (30.4%) were highlighted as the main threats to security. The evaluation results reveal that security threats in the districts remained the same across programme locations since the 2018 baseline. Notably, the political

changes witnessed in Gedo districts-Belet-hawa, Dollow and Luuq by the federal government has caused major security concerns within these communities. As a result, political instability was seen as the major security threat in the districts.

Table 7: What is the main threat to security in your districts?

Security threats	District										Gender		Over all (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luu q (n=79)	Kism ayo (n=79)	Baid oa (n=79)	Xud ur (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Mal e (n=395)	Fema le (n=395)	
Local authority	0.0%	2.5%	0.0%	0.0%	0.0%	0.0%	0.0%	2.5%	0.0%	0.0%	0.3%	0.8%	0.5%
Clan militia/clan fighting	2.5%	2.5%	1.3%	17.7%	5.1%	0.0%	2.5%	2.5%	25.3%	55.7%	8.9%	14.2%	11.5%
Criminality	8.9%	1.3%	0.0%	19.0%	7.6%	0.0%	0.0%	7.6%	3.8%	30.4%	9.9%	5.8%	7.8%
Police	0.0%	0.0%	0.0%	0.0%	1.3%	0.0%	2.5%	0.0%	0.0%	0.0%	0.0%	0.8%	0.4%
Political instability	35.4%	36.7%	15.2%	5.1%	2.5%	0.0%	1.3%	0.0%	0.0%	0.0%	10.6%	8.6%	9.6%
AS	53.2%	57.0%	83.5%	54.4%	83.5%	100.0%	93.7%	87.3%	67.1%	13.9%	70.1%	68.6%	69.4%
Violence against women and girls	0.0%	0.0%	0.0%	2.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	0.3%	0.3%
Other:	0.0%	0.0%	0.0%	1.3%	0.0%	0.0%	0.0%	0.0%	3.8%	0.0%	0.0%	1.0%	0.5%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Based on the qualitative findings, Warsheikh and Kismayo are considered as safe districts. However, recurrent clan conflicts over land and competition for charcoal by dealers during the dry season and grazing land during the rainy season have threatened district security and stability. Armed confrontations were also experienced in villages in Warsheikh in February 2020. Kismayo also witnessed bloody inter-clan conflict over farming and grazing land that went on for months before being resolved by the *Guurti Plus* and the Jubbaland state authority in June 2020. The survey results showed the level of inter-clan conflicts varied across programme districts although most respondents contend that inter-clan conflicts were either very low (33.8%) or low (37.8%). 12.7% of respondents in Jowhar and 11.4% in Kismayo also described the level of inter-clan conflict as high. 77% of respondents indicated that the level of inter-clan conflicts has significantly improved in the past twelve months. However, 72% of respondents in Kismayo districts felt that the level of inter-clan conflict remained the same in the last twelve months. 82% of male

respondents felt that the level of inter-clan conflict had improved in the last twelve months compared to female (73%) respondents.

Table 8: Do you consider the level inter-clan conflict to have worsened, remained the same, or improved compared to twelve months ago?

	District										Gender		Overall (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luu q (n=79)	Kisma yo (n=79)	Baid oa (n=79)	Xudu r (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Femal e (n=395)	
Worsened	0%	8%	0%	11%	1%	1%	0%	3%	5%	0	2%	4%	3%
Remained the Same	0%	27%	11%	72%	6%	0%	22%	8%	28%	25%	16%	23%	20%
Improved	100%	66%	89%	16%	92%	99%	78%	90%	67%	75%	82%	73%	77%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Respondents identified political instability as the key threat to security in Belet-hawa, Dollow and Luuq districts following the political entanglement between the FGS and Jubaland. Respondents spoke at length about the insecurity brought about by the change of district administrations, takeover by federal government forces and targeted arrest and alleged prosecution of individuals because of their political affiliation with Jubaland state and support for the former District Commissioner of Dollow Abdirashid Janan, the current Minister of Defence for Jubaland state. The political rivalry between Jubaland and the FGS has threatened the security of supporters of the ousted Minister of Defence for Jubaland, Abdirashid Janan as arrests and un-lawful detentions have been on the rise following the takeover of the district by the SFG. Loyal security personnel affiliated with the ousted minister have reportedly been persecuted against and unlawfully arrested. Targeting based on political affiliations has not been experienced recently by respondents although fears continue to exist.

Some respondents noted that the threat of AS often intensified during the dry season because the low water level in Jubba River provided an opening for AS militia to easily cross over. KIIs with traditional elders, youth and women representatives in Luuq and Belet-Hawa districts also underlined their fears of AS militia carrying out night time assassinations. As a result, some elders were forced to either flee towns or spend their nights in police stations. AS continued to launch sophisticated and asymmetric operations against government installations and assassinations in Kismayo during the period under evaluation. The group's potency increased during the disputed state election in 2019 where militants carried out a suicide bomb attack on a popular hotel which killed 26 people.

AS continues to remain a major security threat, despite losing strategic locations to joint government and AMISOM forces over the years, it continues to control villages on the outskirts of Kismayo. KIIs and FGD

respondents in Xudur, Baidoa and Wajid districts also underlined AS's reach in most of the villages and roads leading to the towns. SNM, AMISOM and Ethiopian forces have since set up checkpoints and carried out frequent operations in an effort to stop AS members from entering the towns. Nevertheless, the militant group continued to launch attacks and carried out sieges in Xudur and Wajid cities in retaliation for their refusal to pay 'taxes' or provide recruits to join their ranks. This resistance has had a huge impact on the local economy and reduced livelihood opportunities with the price of commodities increasing because access to the cities by road has become difficult without security escort.

Competition over natural resources, grazing rights, water points, farm land and property has either triggered or sustained conflicts in these communities. Land disputes have intensified in cities as diaspora returnees reclaim their properties which had either been illegally acquired or developed by other people. This issue has been further complicated by the lack of verifiable or genuine title deeds due to poor government records. Respondents in Wajid, and Beletweyne districts identified land disputes as a major cause of communal conflict, which in turn has created vacuum for AS and local criminals to exploit.

Respondents in Baidoa highlighted AS, political instability and inter-clan conflicts arising from land ownership and farm lands as major threats to security in the district. Large areas remain under AS control despite SNA, AMISOM, Ethiopian force and state force presence. The security situation in Baidoa is characterized by intra-clan competition for power that continues to fuel suspicion and mistrust. These tensions came to the forefront during the disputed presidential election of the current president of South West state Abdiiaziz Mohamed Laftagareen in December 2018.

Key threat to personal safety

56.8% of all respondents reported Alshabaab as a major threat to their personal safety. Interestingly, 100% of respondents in Xudur districts identified Alshabaab as a key threat. However, 41.8% of respondents in Belet-Hawa district and 34.2% in Dollow and 19.0% in Luuq reported political instability as key threats to their personal safety. 69.6% of respondents in Warsheikh district identified criminality as the key threat to their personal safety. In terms of gender, both male and female respondents reported the same threats.

Table 9: What is the key threat to your personal safety?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kisma yo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warsheikh (n=79)	Male (n=395)	Female (n=395)	
AS	38.0%	50.6%	65.8%	12.7%	82.3%	100.0%	94.9%	88.6%	35.4%	0.0%	55.4%	58.2%	56.8%
Local authority	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.3%	2.5%	0.0%	0.0%	0.8%	0.4%
Clan militia/cl	0.0%	0.0%	0.0%	30.4%	3.8%	0.0%	3.8%	2.5%	39.2%	1.3%	8.1%	8.1%	8.1%

an fighting													
Criminality	7.6%	0.0%	0.0%	44.3%	2.5%	0.0%	0.0%	7.6%	19.0%	69.6%	17.2%	12.9%	15.1%
Police	0.0%	0.0%	0.0%	0.0%	1.3%	0.0%	1.3%	0.0%	0.0%	0.0%	0.0%	0.5%	0.3%
Political instability	34.2%	41.8%	19.0%	5.1%	8.9%	0.0%	0.0%	0.0%	0.0%	1.3%	12.9%	9.1%	11.0%
Threats within the family	19.0%	7.6%	15.2%	6.3%	1.3%	0.0%	0.0%	0.0%	2.5%	26.6%	6.1%	9.6%	7.8%
Other	1.3%	0.0%	0.0%	1.3%	0.0%	0.0%	0.0%	0.0%	1.3%	1.3%	0.3%	0.8%	0.5%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

In Warsheikh, criminal incidents such as theft, robbery and break-ins were common threats to residents' personal safety. Similarly, in Dollow and Belet-Hawa, break-ins and robbery were also reported. In addition, a series of criminal incidents were reported to district security agencies although it is imperative to note that these incidents reduced significantly following increased information sharing and reporting and renewed cooperation between the community and police.

Most respondents from Xudur, Wajid and Baidoa felt safe while inside the town but indicated threats to their personal safety, especially from AS cells which carried out coordinated assassinations or explosions, were common. In Beletweyne, the district witnessed the targeted assassination of prominent figures, individuals with links to the government by unknown assassins as well as local gangs operating in the city. FGD respondents reported that although police arrested some gang members, these threats continued to persist. A comparison with the baseline study indicated similar results. The major threats identified by respondents were explosives, domestic violence, internal insecurity followed very closely by harassment by criminals or gangs.⁴ Nevertheless, the evaluation found remarkable improvements in the safety of the cities since 2018. This is attributed to strong citizen-government relations and the introduction of joint security initiatives which played a critical role in addressing internal insecurity threats, criminal harassment and domestic violence in most programme districts.

FGDs and KIIs respondents in all the districts reported AS, criminality, political instability, and inter-clan conflict as the main threats in their cities. However, some women respondents, particularly from Baidoa and Beletweyne, observed an increase in SGBV cases, including physical abuse, harassment, rape, domestic violence, family negligence and child abuse. There was also an increase in the number of traditional FGM practitioners knocking door to door in search of young females to perform female genital mutation (FGM) following the closure of schools and Madrassas due to COVID-19.

⁴ Baseline Assessment report: "The Time is Now", Strengthening Police Accountability and Access to Justice in Somalia. DRC/DDG and UKAID, March 2018.

The SSJP programme was launched in response to these security challenges. One of its main aims was boosting police capacity in terms of service delivery and inculcating human rights conscious policing practices. Although most police have had some training, this has tended to focus on basic police skills, literacy and information technology.⁵ The SSJP provided the opportunity for capacity building for a limited number of police officers (between 10 and 23) in programme locations. Both community representatives and police felt the programme trainings were relevant and impactful. Police station managers lauded DDG’s trainings on the new policing model, emerging basic policing doctrine and human rights. Moreover, these trainings deepened their understanding of their policing role and relationship with their communities and equipped them with new skills.

There was a notable improvement in the processing of arrests and detentions of suspects in most of the districts surveyed. Respondents in Baidoa, Beletweyne, Jowhar, Xudur, Wajid and Warsheikh reported positive changes. Initially, excessive force, threats and intimidation were common. In some instances, suspects were detained for weeks or months without being arraigned in court. Following the training, police adopted a more humane approach. They asked questions and told suspects of the reasons for their arrest and informed them of their right to seek legal representation before being taken to court within 48 hours. As a result, there was significant decline in reports of police brutality and infringements of peoples’ rights by police. These results are consistent with the survey results which showed 75% of police were said to protect the basic rights of people in their area. There was no discernable difference between men and women.

Table 10: Do the police protect the basic rights of people in your Area?

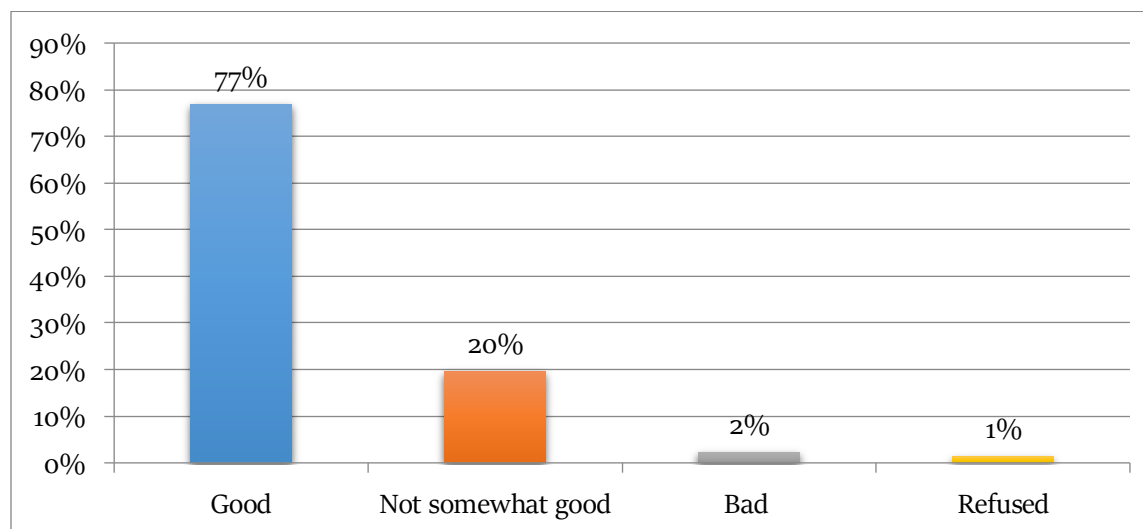
	District										Gender		Over all (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Belet weyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Female (n=395)	
Not at all	0%	1%	0%	0%	0%	0%	0%	6%	0%	0	0%	1%	1%
Just a little	23%	28%	29%	38%	27%	0%	30%	18%	22%	27.8%	25%	23%	24%
A lot	77%	71%	71%	62%	73%	100%	70%	76%	78%	72%	74%	76%	75%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Moreover, police treatment of community members has largely improved. The survey results revealed that only 28% of survey participants have either been or had any of their relatives stopped/searched/arrested by police in the last 12 months. Of these respondents 68% of respondents

⁵ Baseline Assessment report: “The Time is Now”, Strengthening Police Accountability and Access to Justice in Somalia. DRC/DDG and UKAID, March 2018.

were from Kismayo district and in terms of gender, there were more (30%) female as compared to male (26%). Of the 28%, over 77% reported that the police treated them/their friends or relatives good.

Figure 1: If yes, how do the police treat you/friend/relatives?



(n=220)

The survey results showed a slight variance in police treatment according to gender. Overall, 75% of participants felt police treated men and women the same. 100% of respondents in Xudur districts also indicated this. Interestingly, however, 65% of respondents in Belet-Hawa district indicated that the police did not treat them the same way. However, out of the 25% of respondents who indicated that the police did not treat men and women the same, 86% of participants reported that police treated women better than men. The evaluation results showed a significant improvement in police treatment according to gender, increasing from 54% in the baseline to 75% in the end-line. The results in Belet-Hawa, in which most respondents felt uneven treatment by police was related to the recent political changes in the district and clampdown of loyalists, particularly those closely affiliated with President Madobe and Defence Minister, has undermined police reputation.

Table 11: Do police treat men and women the same?

	District										Gender		Overall (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kisma yo (n=79)	Baido a (n=79)	Xudu r (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Femal e (n=395)	
Yes	56%	35%	77%	89%	89%	100%	92%	62%	57%	89%	76%	73%	75%
No	44%	65%	23%	11%	11%	0%	8%	38%	43%	11%	24%	27%	25%

TOT	100		100			100	100				100		
AL	%	100%	%	100%	100%	%	%	100%	100%	100%	%	100%	100%

Further the survey assessed the gender differences of police treatment towards women and men in each districts. The results revealed mixed opinion across the gender. Overall, male respondents across the districts felt police treated men and women the same except in Belet-hawa (43%) and Beletweyne (49) districts, this means that the majority of the male respondents in these districts had a contrary opinion. In addition, the results from women respondents showed that women respondents shared similar sentiments in terms of gender treatment across the districts. But, the results showed there was a fewer percentage of women particularly in Belet-hawa (28%) district compared to male respondents that felt police treatment was the same. This also meant 72% of women felt there was a difference in gender treatment in the district.

Table 12: Does Police treat men and women the same across districts?

District	Male	Female	Overall
Dollow	62%	50%	56%
Belet Hawa	43%	28%	35%
Luuq	87%	68%	77%
Kismayo	93%	85%	89%
Baidoa	87%	90%	89%
Xudur	100%	100%	100%
Wajid	95%	90%	92%
Jowhar	65%	59%	62%
Beletweyne	49%	65%	57%
Warsheikh	85%	92%	89%

The programme established a functional CPDC, oversight mechanism, security and justice forums and gender desks. The creation of CPDC networks in village and towns has proven to be particularly effective. Respondents reported that CPDCs strengthened community cohesion and created linkages within communities which complemented policing activities. This is evidenced by the registration of CPDC members as an institution by the Ministry of Interior of South West state in recognition of their continued support to police to safeguard Baidoa. CPDCs also enhanced service delivery by building citizen-police engagement which has improved information sharing and reporting of incidents. They survey respondents ranked polices’ ability to perform their roles and responsibilities as good (45%) and very good (26%). However, 28% rated police performance as average which suggests there is more work that needs to be done to meet peoples’ expectations. According to respondents, the trend has remarkably improved in many of the programme areas except in Kismayo and Gedo districts where police were accused of using excessive force and intimidation against citizens.

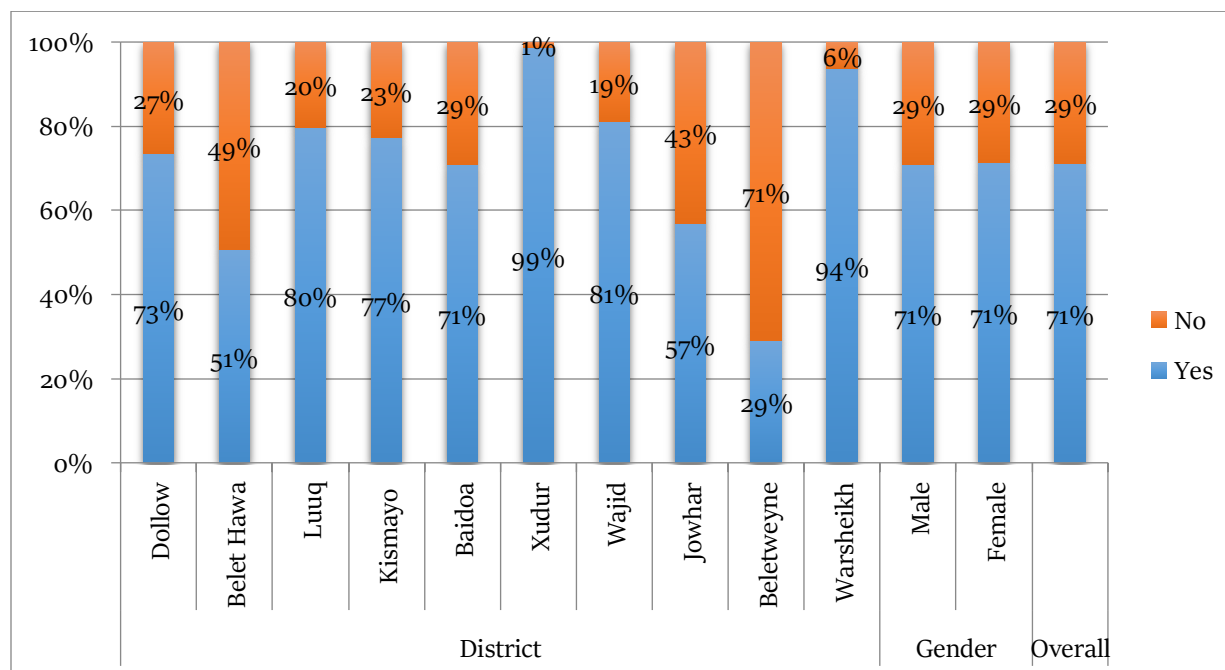
Table 12: How do you rank the ability of police to perform their roles and responsibilities well and quickly?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismaayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warshikh (n=79)	Male (n=395)	Female (n=395)	
Poor	0%	1%	0%	3%	6%	0%	0%	4%	1%	0%	2%	1%	1%
Average	38%	32%	8%	43%	65%	0%	30%	29%	32%	3%	28%	28%	28%
Good	39%	66%	63%	24%	29%	32%	37%	37%	61%	62%	41%	49%	45%
Very Good	23%	1%	29%	30%	0%	68%	33%	30%	6%	35%	29%	23%	26%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

The creation of a civilian oversight committee as a CPDC subcommittee has enhanced police accountability and transparency. The committee monitors and assesses the condition of prison facilities and inmate welfare and documents and shares these findings with police station managers for action. The committee also has the mandate to escalate the matter to the District Commissioner as a way of compelling police to address these concerns during security and justice forums. The oversight committee was seen by respondents as an effective police watchdog which handled complaints against security agencies. The committee, through its oversight mechanism, has yielded several initiatives which included the expansion and rehabilitation of prison facilities. They also preserved the rights of inmates to worship freely and initiated the successful building of a local court to improve the justice system in Xudur. The study noted the popularity of civilian oversight committees varied. 71% of all respondents were aware of a mechanism such as CPDCs existed for dealing with complaints against the police. However, 29% of respondents from Beletweyne district were not aware of this mechanism.

In addition, there was no discernible difference between men and women on the awareness of this mechanism. The evaluation results showed that peoples' awareness increased across programme districts compared with the baseline. In Baidoa, the level of awareness level increased from 20% to 71%, 60% to 73% in Dollow, 10% to 57% in Jowhar, 65% to 99% in Xudur, 10% to 80% in Luuq. This increase has been attributed to renewed police engagement.

Figure 2: Are you aware of a mechanism such as CPDC for dealing with complaints against the police?



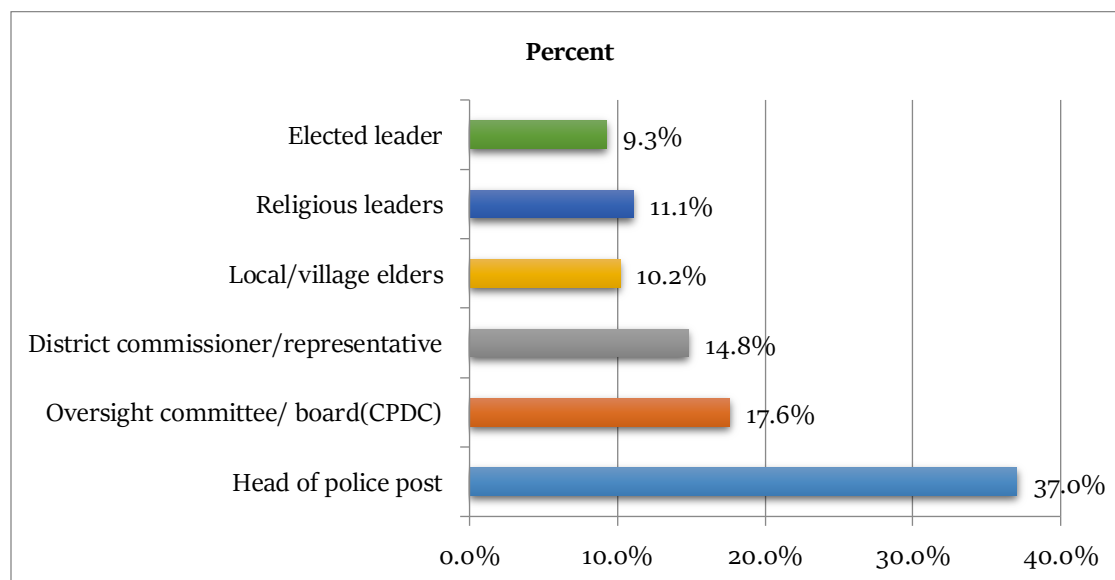
The study also noted that police abuse against citizens was reported more commonly in some districts than others. However, improved citizen-police relations have also expanded the avenues in which citizens can launch complaints against police, including directly to police station heads. The survey results showed that 11% of respondents had made a complaint against a police officer. Interestingly, a large proportion of respondents from Belet-hawa (24%), Luuq (18%) and Kismayo (16%) districts had complaints against police officers compared to other districts.

Table 13: Have you ever made a complaint against a police officer?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warsheikh (n=79)	Male (n=395)	Female (n=395)	
Yes	9%	24%	18%	16%	4%	3%	5%	11%	14%	9%	13%	9%	11%
No	91%	76%	82%	84%	96%	97%	95%	89%	86%	91%	87%	91%	89%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Of the respondents who had made complaint against a police officer, 37% had reported the complaint to the head of the police post, 17.6% to the oversight committee/board (CPDC), 14.8% to the District Commissioner/representative, 10.2% to the local/village elders, 11.1% to religious leaders and another 9.3% to elected leaders. 90% of those who reported complaints indicated they were satisfactorily resolved. This also indicated that respondents have different options if they intend to lodge a complaint against police.

Figure 3: If yes whom have you reported to? (n=89)



The programme created fully functional gender desks in all programme locations except Beletweyne and Xudur where the female police were trained but did not have an office and Belet-hawa that did not have trained female police officers. Respondents viewed gender desks as an alternative avenue to *the Guurti* which was previously the only platform that arbitrated SGBV, rape and domestic abuse cases. Interviews with gender desk officers confirmed their main clients were women who reported sexual and domestic violence. During FGDs with women, respondents said that gender desks had improved access to justice for women, especially those from the minority clans. However, the study found the use of these gender desks was dependent on peoples’ level of awareness. Only 33% of participants indicated they were aware of a gender desk. Of this figure, 84% were respondents from Wajid. 39% of all respondents did not know whether gender desks were available at the local police station of which 71% were from Belet Hawa district. 98% of respondents who were aware of gender desks indicated that they were able to access it during the day with 96% expressing satisfaction.

Table 14: Is there a gender desk at the local police station?

District	Gender
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	Dollo w (n=79)	Belet Hawa (n=79)	Luu q (n=79)	Kisma yo (n=79)	Baid oa (n=79)	Xudu r (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Femal e (n=395)	Overa ll (n=790)
Yes	51%	9%	41%	56%	29%	46%	84%	13%	0%	4%	34%	32%	33%
No	28%	20%	9%	10%	28%	38%	10%	30%	57%	49%	26%	30%	28%
Don't Know	22%	71%	51%	34%	43%	16%	6%	57%	43%	47%	39%	38%	39%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Interviews with CPDCs indicated that the continued collaboration, particularly between civilian oversight committees and police, has had a positive impact. The security and justice forums inspired the signing of Memorandum of Understanding (MOU) between police heads and civilian oversight committees in CPDCs across the targeted districts. The MOU, which outlined the role of oversight committees and guaranteed their unlimited access to prison facilities, also safeguards their oversight role from police in case of changes in police personnel and redeployment of a new team.

The security and justice forums have inspired police heads and district administration to undertake reforms based on community feedback. Interviews with CPDCs and *Guurti Plus* in Jowhar showed how they launched complaints through the security and justice forum following increased security threats in the city despite the presence of security agencies (both police and military). The committee then proposed the need to streamline the security sector to create a distinction between police and military units to clear channels for citizen-police engagement. As a result, the District Commissioner of Jowhar, Governor and heads of the security units, implemented security reforms that led to the separation of police and military units and subsequent relocation of the military from the city center to the barracks on the outskirts of town.

Furthermore, these forums paved the way for several security reforms, including restrictions on vehicle and auto rickshaw (*TUK TUK*) movement, particularly in Belet-hawa, Luuq and Xudur districts and increased security patrols and checkpoints in Kismayo, Dollow and Jowhar. These forums also inspired the formation of community neighborhood watchdogs in many programme areas, including Baidoa, Dollow, Jowhar, Xudur, Warsheikh and Wajid. The study noted that increased citizen-police engagement significantly reduced security threats in the cities although this varied across districts with little change in some locations, particularly in Beletweyne and Jowhar.

In addition, the study also found some correlation between improved police accountability and transparency and police service delivery. As a result of this renewed trust, information sharing and reporting has enhanced police response. According to police station commanders and as corroborated by community respondents, this notable improvement is largely attributed to the programme thus indicating

that the programme achieved its intended output to deepen police knowledge and understanding on the rights protocol to uphold, protect and promote the rights of people subject to arrest, police custody and pre-trial detention.

3.3 Building trust and collaboration between the police and the communities

The study found that citizen-police relations have significantly improved although the degree of this varied across the programme districts. This was largely attributed to the diverse number of platforms established through SSJP, including community police dialogue committees, civilian oversight committees, security and justice forums and gender desks. The programme also supported district administrations organize weekly meetings with community representatives and civil society groups to discuss security issues and concerns requiring government intervention. The study found that these platforms remain fully functional since programme completion.

CPDCs remain one of the key platforms which strengthened community-police engagement. Interviews with CPDC members indicated that the committee consisted of diverse civil society groups such as *Guurti Plus*, women, youth groups and court officials, local administration and police personnel. CPDCs also have representatives at village and town segments who are expected to share and report information on security incidents to police. Interviews with CPDC members showed that the platform bolstered community coordination and safeguarded their safety and security in their neighborhoods.

Moreover, FGDs and KIIs showed that SSJP contributed to the enhanced collaboration between communities and police in programme districts in several ways. The establishment of CPDCs, both at the village and town level, improved community policing activities. These networks acted as a link between communities and police. They reported incidents of suspicious activities or person or crimes which threatened the peace and security thus enabling police to respond faster. Interviews with respective heads of police stations acknowledged that their police personnel were limited in number and lacked the capacity to effectively secure their cities. CPDCs therefore complemented their policing efforts and this close relation was underlined by respondents who indicated they had the telephone numbers of police officers.

The study also found that the weekly and monthly security forums enhanced community-police engagement. Interviews with CPDC members showed that these meetings were used as platforms for participants to share information, concerns and propose recommendations and action points on the way forward. The action points agreed were reviewed regularly in terms of what had been achieved and what else could be done.

This robust, collaborative and open engagement between security and justice actors also resulted in the adoption of security measures and proposals. Xudur, Luuq and Belet-hawa districts imposed restrictions on the movement of vehicles and *TukTuks* at night. Kismayo, Jowhar, Baidoa, and Warsheikh increased the number of security checkpoints at night in a bid to control local crimes and reduce opportunities for

AS cells to carry out assassinations or explosions. In Jowhar, the District Commissioner directed the separation of police and military, introduced distinct uniforms and ordered the relocation of military personnel to barracks in the outskirts of the city as a strategy to curb the growing abuses linked to security forces. The findings are consistent with the survey results that most respondents described the relationship between police and the community as very good (44%) and good (41%) with little difference across districts. In terms of gender, more men (48%) described this engagement as very good compared to women (39%).

Table 15: How is the engagement or relationship between police and the community?

	District										Gender		Overall (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kisma yo (n=79)	Baid oa (n=79)	Xud ur (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Femal e (n=395)	
Very good	57%	32%	38%	41%	28%	63%	46%	37%	22%	73%	48%	39%	44%
Good	30%	63%	44%	51%	47%	16%	29%	54%	57%	15%	39%	42%	41%
Poor	6%	5%	15%	1%	25%	10%	11%	5%	15%	0%	8%	11%	9%
Very poor	6%	0%	3%	6%	0%	10%	14%	4%	5%	11%	5%	7%	6%
No engagement	0%	0%	0%	1%	0%	0%	0%	0%	1%	0%	1%	0%	0%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

The increased collaboration has strengthened the capacity of the *Guurti Plus* to respond effectively to communal disputes over ownership of farmlands, water pans and communal conflict over pasture and water. Interviews with *Guurti Plus* indicated they have successfully resolved various communal disputes with the help of police which provided logistical support, including escorts, whenever they travelled to locations outside the city to resolve clan conflicts. Traditional elders also reported that communal conflicts have significantly reduced as a result of this collaboration. The survey results corroborated the qualitative findings which showed that 91% of respondents felt elders were working effectively with police. There was no discernable difference across districts and between genders.

Table 16: Are the elders working effectively with the police?

	District										Gender		Overall (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kisma yo (n=79)	Baid oa (n=79)	Xudu r (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Femal e (n=395)	

Yes	96%	96%	85%	94%	87%	90%	80%	94%	92%	91%	91%	90%	91%
No	4%	4%	15%	6%	13%	10%	20%	6%	8%	9%	9%	10%	9%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Increased community-police collaboration also improved trust levels across programme districts. The qualitative results showed communities' willingness to share information with police on crimes, provide evidence, report suspicious activities and individuals, and assist police with identifying and catching criminals. The continued collaboration has incrementally restored trust in police although this varied across districts. The survey results showed that most respondents ranked the level of trust in police as very good (35%) and good (50%).

Table 17: How do you rank the level of trust in police?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismaayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warshikh (n=79)	Male (n=395)	Female (n=395)	
Very Poor	5%	0%	0%	5%	0%	0%	1%	1%	0%	1%	1%	2%	1%
Poor	0%	0%	0%	1%	6%	0%	1%	0%	3%	0%	1%	1%	1%
Average	30%	16%	13%	11%	8%	0%	15%	15%	11%	1%	13%	12%	12%
Good	41%	67%	47%	47%	63%	15%	57%	41%	61%	61%	48%	52%	50%
Very Good	24%	16%	41%	35%	23%	85%	25%	43%	25%	37%	37%	33%	35%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Interviews with respondents in programme locations acknowledged there was an enormous shift in peoples' perception about police. Police maintained informant confidentiality to safeguard their security and motivate the larger community to report more. Overall, 78% of respondents reported that police could be trusted a lot to make the right decisions for people while 20% of respondents indicated just a little trusted them to make the right decisions for people. There was no discernable difference between men and women and across districts.

Table 18: Can police be trusted to make decisions that are right for people in your area?

	District	Gender
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	Dollo w (n=79)	Belet Hawa (n=79)	Luu q (n=79)	Kism ayo (n=79)	Baid oa (n=79)	Xud ur (n=79)	Waji d (n=79)	Jow har (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Mal e (n=395)	Fem ale (n=395)	Over all (n=790)
Not at all	0%	4%	0%	0%	3%	0%	0%	11%	3%	0%	2%	2%	2%
Just a little	23%	24%	22%	18%	32%	0%	19%	24%	25%	10%	19%	20%	20%
A lot	77%	72%	78%	82%	66%	100%	81%	65%	72%	90%	79%	78%	78%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

The formation of civilian oversight committees was largely welcomed as an important body that checked police excesses towards communities and upheld the rights of inmates and suspects. The oversight mechanism was used as a corrective measure on police actions and ensured the appropriate handling of people and reporting of cases of violations against police. The committee also conducted visits to prison facilities and pointed out any negligence. Any abuse was flagged immediately to the station manager and was taken forward to the security and justice meetings for the District Commissioner’s intervention. The civilian oversight catalyzed several changes which included the expansion of Warsheikh prison facility and construction of a court building in Xudur through community initiatives.

The community-police dialogue forums were seen as an opportunity for police to receive public feedback on policing practices they did not approve of and would like changed. Interviews with police commanders, particularly in Xudur, Beletweyne, Wajid, Warsheikh, Jowhar and Baidoa acknowledged that the feedback received in these forums informed them to better understand the negative impact of police actions and led them to undertake reforms with regards to arrest and detention procedures, access to police stations, handling of cases, operating hours and responding to queries and concerns. These reforms were also corroborated by respondents who reported that police were now friendly, approachable, accessible and responded faster to distress. The qualitative findings are also consistent with the survey results which showed that 30% of respondents felt police accessibility was very good and 44% good with an average of 24%.

Table 19: Easy to find, liaise with community & ask for opinions & advice

	District										Gender		Over all (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luu q (n=79)	Kisma yo (n=79)	Baid oa (n=79)	Xudu r (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Femal e (n=395)	
Poor	0%	1%	0%	3%	6%	0%	1%	5%	1%	0%	2%	2%	2%

Average	28%	35%	4%	39%	44%	0%	28%	22%	37%	5%	23%	25%	24%
Good	51%	54%	52%	30%	46%	30%	34%	37%	56%	52%	43%	45%	44%
Very Good	22%	9%	44%	28%	4%	70%	37%	37%	6%	43%	32%	28%	30%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

The study also found the existence of community-neighborhood watchdogs or surveillance groups in Belet-hawa, Dollow, Luuq, Kismayo and Warsheikh districts which reported any suspicious activities to police. Interviews with police commanders in programme locations observed that the existence of these platforms had significantly improved the police-community relations, citing the expansion of CPDC forums which had helped curb crime and bolster law and order. Previously, the disconnect between police and communities due to poor relations and trust often created space for criminals and AS to exploit, wage assassinations and attacks and disrupt livelihoods. This created a legacy of mistrust between police and the community. However, this new collaboration has significantly boosted police capacity to disrupt local criminal networks, resulting in a reduction in the level of security threats. This finding is consistent with the survey results which showed 51% and 32% of respondents were either willing or very willing to call police to report a crime. In contrast, 19% of respondents in Belet-hawa reported they were not willing to call police to report a crime. This could be attributed to fear of reprisals from AS and weak relations between communities and police due to the regular redeployment of security personnel, including station commanders, to other areas.

Table 20: How willing would you be to call police to report a crime?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warsheikh (n=79)	Male (n=395)	Female (n=395)	
Willing	53%	48%	48%	56%	81%	30%	43%	32%	81%	35%	49%	52%	51%
Very willing	34%	1%	41%	39%	1%	70%	39%	28%	10%	61%	35%	30%	32%
Some what willing	5%	14%	4%	5%	15%	0%	13%	18%	5%	4%	8%	9%	8%

Not at all	4%	19%	4%	0%	0%	0%	1%	9%	3%	0%	6%	2%	4%
Refused	1%	13%	4%	0%	0%	0%	4%	5%	0%	0%	2%	3%	3%
Unwilling	3%	5%	0%	0%	3%	0%	0%	9%	1%	0%	1%	3%	2%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Moreover, FGDs and KIIs showed police were seen as effective in their response to crimes in the cities. These results are consistent with the survey which showed 50% of respondents felt that police were very effective at responding to crimes in their district with 100% of respondents in Xudur district and 81% of respondents in Dollow district citing the same. However, 89% of respondents in Baidoa district, 81% in Beletweyne district and 77% in Kismayo district indicated that police were somewhat effective at responding to crime in their districts. This is due in part to the inadequate vehicles and limited security personnel in some areas which slowed their responsiveness. 52% of women reported that police were very effective at responding to a crime compared to 49% of men.

Table 21: Are the police effective at responding to crime in your district?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warshikh (n=79)	Male (n=395)	Female (n=395)	
Very Effective	81%	42%	58%	23%	6%	100%	67%	47%	15%	62%	49%	52%	50%
Somewhat	14%	56%	18%	77%	89%	0%	23%	46%	81%	37%	45%	43%	44%
Not at all	4%	3%	16%	0%	5%	0%	9%	5%	4%	0%	5%	5%	5%
Refused	1%	0%	8%	0%	0%	0%	1%	3%	0%	1%	2%	1%	1%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

The effective police response crimes increased communities' satisfaction. The survey results showed that 91% of respondents were satisfied with polices' handling of crimes with no discernable difference across the districts and between men and women.

Table 22: Are you satisfied with police in handling crime?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warshikh (n=79)	Male (n=395)	Female (n=395)	
Very Effective	81%	42%	58%	23%	6%	100%	67%	47%	15%	62%	49%	52%	50%
Somewhat	14%	56%	18%	77%	89%	0%	23%	46%	81%	37%	45%	43%	44%
Not at all	4%	3%	16%	0%	5%	0%	9%	5%	4%	0%	5%	5%	5%
Refused	1%	0%	8%	0%	0%	0%	1%	3%	0%	1%	2%	1%	1%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Yes	91%	95%	91%	99%	85%	95%	85%	80%	91%	97%	91%	90%	91%
No	9%	5%	9%	1%	15%	5%	15%	20%	9%	3%	9%	10%	9%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

The high level of satisfaction with police has empowered communities' willingness to support police not only in reporting of incident, but also solving criminal cases through information sharing despite the enormous risks. Respondents in Xudur, Wajid, Warsheikh and Dollow districts shared testimonies of prompt police investigations into criminal cases and disputes while acting on information received from community platforms which led to the successful prosecution of criminals and resolution of disputes. 50% and 32% of respondents were either willing or very willing to provide police with information.

Table 23: How willing would you be to help police with information to solve a crime?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismaayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Belet weyne (n=79)	Warsheikh (n=79)	Male (n=395)	Female (n=395)	
Willing	56%	42%	57%	58%	82%	32%	44%	24%	71%	34%	48%	52%	50%
Very willing	35%	1%	25%	35%	0%	68%	38%	28%	19%	65%	33%	30%	32%
Some what willing	3%	25%	9%	5%	16%	0%	14%	25%	9%	1%	10%	11%	11%
Unwilling	3%	10%	4%	2%	1%	0%	1%	13%	1%	0%	4%	3%	3%
Not at all	1%	11%	1%	0%	0%	0%	1%	6%	0%	0%	3%	2%	2%
Refused	3%	10%	4%	0%	0%	0%	1%	4%	0%	0%	2%	3%	2%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Despite improved trust between police and communities, there were notable external challenges which sometimes affected relations within the community and between the community and police that could potentially undermine this fragile relationship. This includes political changes that took place in some

programme locations, including in Gedo region which saw the replacement of District Commissioners and security chiefs and the appointment of a new team by the federal government. The administrative changes were largely seen as politically motivated and directed to curb the influence of Jubbaland state President Ahmed Madobe whose re-election in August 2019 was widely disputed and opposed by the federal government. These changes affected the operation of CPDCs, weekly and monthly meetings and civilian oversight mechanisms, as the new team took time to adjust to their new positions. Respondents noted the frequent changes and deployments of new security forces in the district coupled with the threat from AS limited the number of citizens reporting incidents directly to police stations.

Recurrent communal conflicts, especially in Beletweyne, Jowhar, Kismayo, Wajid and Warsheikh districts, have affected community cohesion and deepened mistrust. This fraught relationship has eroded inter-clan relations and undermined their cooperation with police personnel. KIs showed that inadequate clan representation in the police force also had a bearing in their relations, especially by minority clans who were often suspicious.

The looming threat of Alshabaab continued to remain a major challenge affecting communities' collaboration with police due to fears of reprisals. In the past, the militant group targeted elders and individuals seen to be working with government agencies. Interviews with CPDCs and *Guurti Plus* members in Belet-hawa, Beletweyne, Jowhar, Luuq, Xudur and Wajid reported that threats on their lives had increased. Civilian oversight reduced significantly in Belet-hawa due to fear of AS attacks while in Jowhar city some prominent elders fled and delegated their responsibilities to junior elders and coordinated activities from Mogadishu. The response rate of elders to community conflicts, especially in areas outside the city has been slowed by the lack of security escorts. As a result, these communities have borne the brunt of AS for seeking elders' intervention as opposed to AS's own courts.

3.4 Improving access through Traditional justice mechanisms

According to the baseline report, a variety of justice providers were available in programme districts, but knowledge of these providers, or at least acknowledgement of the providers, varied in each community. These justice providers exist under three main justice systems that have been applied and referred to cases for decades; traditional justice system (customary law), religious system (sharia) and formal courts. The uniqueness of the systems is that they are complementary in nature, use distinct laws, and they each have own strength and weakness. However, the level of awareness of these systems varies. This is highlighted in the survey results which showed 81% of participants were aware of formal government courts, 64% aware of traditional customary courts and 39% aware of religious courts. Only 3% were aware of AS courts.

Table 24: Which of the following courts are you aware of in your region?

	District										Gender		Over all
	Doll ow	Belet Hawa	Luu q	Kism ayo	Baid oa	Xud ur	Waj id	Jow har	Belet weyn	Wars heikh	Mal e	Fem ale	

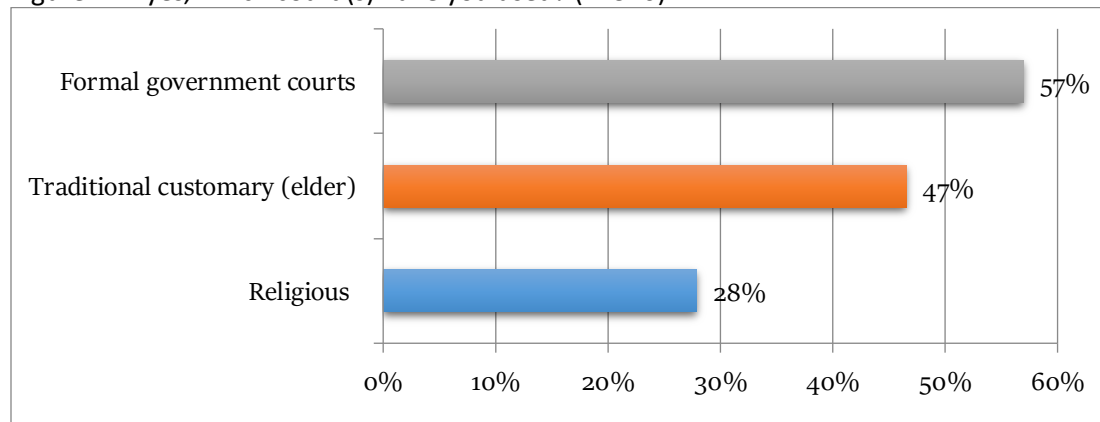
	(n=79)	(n=79)	(n=79)	(n=79)	(n=79)	(n=79)	(n=79)	(n=79)	e (n=79)	(n=79)	(n=395)	(n=395)	(n=790)
Formal government courts	65%	100%	87%	61%	77%	100%	82%	86%	48%	100%	78%	84%	81%
Traditional customary (elder)	29%	95%	61%	91%	24%	68%	58%	62%	49%	99%	66%	61%	64%
Religious	19%	92%	25%	43%	15%	56%	19%	46%	13%	65%	39%	39%	39%
AS courts	0%	0%	4%	8%	0%	9%	0%	9%	0%	0%	3%	3%	3%

The traditional justice system is one of the oldest institutions in Somalia and has been used to resolve disputes since pre-independence. Traditional justice is anchored on *Xeer* (customary relations) that exist among clans and sub-clans which have been designed and agreed informally by clans. The institution is largely adjudicated by influential clan elders locally known as Guurti/Malaaqs/Nabadoons. The traditional justice system has evolved over the years and become the foremost justice institution. It gained particular prominence following Somalia’s collapse because it was relied upon to arbitrate numerous disputes. Traditional elders often collaborate or refer cases to religious leaders for Islamic interpretations of complex cases such as inheritance, murder and rape.

The use of the courts also varied across districts. The survey showed that only 40% of respondents had used various court systems in the past one year of which 68% were from Kismayo district and 65% from Jowhar district. However, 97% of respondents in Xudur, 77% in Baidoa and 73% in Wajid districts had not used any of the court systems.

The study noted there is no single preferred court that respondents used to seek arbitration due to the diverse nature of cases. However, peoples’ preferences could be gauged from their frequency to report cases to formal courts compared to others although this did not mean the courts had the capacity to arbitrate all their cases. The courts often referred particular cases to traditional courts or religious courts because formal courts had limited capacity to handle complex and sensitive cases. 57% of respondents indicated they had used formal government courts while 47% traditional elders and 28% religious courts. Moreover, the cases presented before the courts were also diverse in nature although land disputes were the majority (49%) followed by family matters (21%), theft (13%), property issues (9%), debt (3%) and murder (3%).

Figure 4: If yes, which court (s) have you used? (n=316)



The need for traditional leaders to maintain peace and resolve disputes is unquestionable and the overriding trust in their abilities is demonstrated by respondents' strong belief that traditional elders have the ability to resolve conflict fairly. In addition, traditional elders' role has transcended social matters to include political and security matters following the introduction of federalism in Somalia. In post-reconstruction Somalia, elders gained a prominent role after they became major actors in the state building process. Moreover, the lack or absence of a reliable electoral system in Somalia saw traditional elders take a central role in the governance process, including the formation of parliament which involved the nomination of MPs based on a clan quota system, formation of federal member states and also influenced appointments to state institutions.

The formal state justice system collapsed during the decades-long conflict in Somalia. The revival of state institutions led to the formation of formal courts although this is still at a nascent stage and continues to be a slow process, especially in rural areas lacking adequate human resource and infrastructure. The FGS and FMS have been heavily dependent on donor support, especially UN and other international organizations on the revival of the justice system although this support has been somewhat uncoordinated.

Whilst the traditional justice system is largely popular and recognized for its contribution in the state building process for maintaining social order, its rulings and conduct has not been above reproach. The major concerns leveled against traditional courts are its structure and composition which is often male dominated. The absence of women and minority group constituencies was seen as major gap which affected the efficacy of their rulings because they were often seen as biased against women and minorities.

The focus of donor support on strengthening traditional justice system has largely prioritized key issues such as capacity building as well as its structure and effectiveness to deliver fair justice. Whilst this support was critical, it has somewhat overlooked critical issues such as the inclusion of women and minority groups

into its membership council. During women FGDs, respondents stated that the launch of DDG/DRC programme has helped bridge this gap and transformed the image and expanded the representation of traditional elders by including women into the council. However, this historic achievement was not realized without resistance.

The SSJP programme has made significant contributions to enhancing traditional justice mechanisms in programme locations. Based on KIIs and FGDs, there are notable contributions that were achieved through the project. According to women respondents, the expansion of the *Guurti* to include women and youth women representatives was resisted by a section of elders who saw the proposal as an affront aimed at tainting the image of the institution. However, their position changed after DDG/DRC intervened and led to the adoption of a new name, *Guurti Plus*, to signify the revamped institution.

The inclusion of women into the influential traditional elders' council was seen as a positive contribution which could create social equity. Women respondents welcomed the *Guurti Plus* as a milestone which promoted women's voices in community decision making while others saw it an opportunity to change the image and structure of the *Guurti* from being a male dominated institution to a more inclusive outfit. Moreover, women *Guurti* members reported that since joining the council, they have been involved in the investigation of many sensitive cases (mostly against women), including sexual violence, rape and domestic violence. During FGDs with women, respondents expressed confidence in the ability of women *Guurti* members to contribute to the fair arbitration and handling of abuses against women in a society that often resorted to informal settlements popularly known as 'Maslah' which often left women at a disadvantage. This shift has given women the confidence to come forward to report their grievances unlike in the past where women victims were sometimes represented by a relative. Male elders in the *Guurti Plus* acknowledged women's contribution to boosting the councils' ability to resolve complex cases, especially abuses against women, by improving their investigation process and producing credible evidence.

The SSJP also strengthened the collaboration between *Guurti Plus* and government agencies to resolve numerous communal disputes. This close coordination has seen district administrations resolve potential conflicts that threatened to undermine peace and security. Interviews with district administrations in Xudur, Wajid, Warsheikh, Kismayo and Luuq districts showed how *Guurti Plus* was instrumental in resolving inter-clan disputes over land and property. Interviews with traditional elders welcomed the cordial relations with district administrations and security agencies. These close relations between district government and *Guurti Plus* have often led to domestication of the *Guurti* as a key pillar in the peace building framework. An example of this is in Baidoa district where the Ministry of Interior and Ministry of Justice in South West state registered *Guurti Plus* and CPDC in the respective ministries as a way of strengthening the justice system. Similarly, the Dollow district administration issued accreditation letters to *Guurti Plus* members mandating them to lead conflict management and peace building processes.

These gestures indicate the growing recognition and appreciation of the good work carried out by *Guurti Plus* thus guaranteeing its sustainability.

In addition, *Guurti Plus* respondents welcomed the documentation and revision of the *Xeer* (customary laws). The revised *Xeer* consists of customary laws that have been applied in disputes and adjudication of cases among communities. The documentation of customary laws was also lauded by some respondents as a form of preserving knowledge because some elders were either getting too old or had died. As such, preserving historical relations and practices among communities was seen as incredibly important.

Furthermore, the programme strengthened collaboration between civil society groups and empowered them to hold district administrations and police to account. Traditional elders in Beletweyne, Belet-hawa, Dollow and Luuq cities reported their contributions to upholding human rights through their sustained defence of the rights of individuals who had previously been arrested on flimsy grounds. In Wajid, civil society groups led by the *Guurti Plus* successfully petitioned the removal of the District Commissioner. This indicates the commitment of these groups to prevent potential conflict that could worsen the already dire situation.

Interviews with traditional elders indicated the critical role the traditional justice system has had in Somalia. Since its formation, *Guurti Plus* members have resolved a diverse number of cases, especially in the last six months, although the study could not verify the actual number of cases resolved by traditional elders in each district due to a lack of proper recording. Nevertheless, traditional elders applauded the DDG programme for enhancing their capacity to mitigate conflict and handle SGBV related cases. They also explained the knowledge and skills gained through this programme deepened their capacity to resolve cases and showed the benefits of having women *Guurti* members assist them with some sensitive disputes related to gender violence. However, elders acknowledged numerous logistical and security challenges as a consequence of their social and political roles (which many of their peers have paid the price for with their lives) as well as their limited capacity to resolve all cases. In such instances *Guurti* members either worked with religious leaders or handed over cases to the district government.

The programme used different approaches that were deemed sensitive and consistent with the Do No Harm principle. This was demonstrated by the DDG/DRC response to resistance from traditional elders over the establishment of the *Guurti Plus*. This also helped ensure gender mainstreaming and conflict sensitivity was considered during the revision of *Xeer* agreements so as to accommodate previously excluded groups. The inclusion of these groups has therefore been critical to realizing improved access to justice for vulnerable and marginalised community members.

Despite these gains, there were a number of challenges which impacted the efficacy of the traditional justice mechanism as a dispute resolution system. Interviews with respondents highlighted several concerns that needed to be addressed in order to enhance the capacity of elders to improve its decision

making. Women respondents in all locations noted that some of the rulings under the customary system still had flaws and failed to deliver fair justice, especially for sexual gender based violence and domestic violence cases. Respondents pointed out that the use of customs favors maintaining clan relations over delivering amicable justice to victims. They also questioned the use of *Xeer* to advance restorative justice.

Moreover, some women FGD respondents also noted the participation of women in *Guurti Plus* did not translate to improved justice for women victims because women *Guurti* members were limited in number thus reducing their influence to challenge an elders’ decision. They also added women’s direct involvement in conflict resolution was also limited. This was often because women *Guurti Plus* members could not travel to distant locations due to logistical challenges and the impact this would have on their household duties. The demands on their time were largely one of major reasons which affected women’s participation in conflict management and mediation activities.

The flawed nature of the traditional justice system has been attributed to traditional elders prioritizing clan interests in complex cases such as property disputes. Elders also lacked enforcement mechanisms to implement their rulings and depended on the goodwill of the conflicting parties to honor the results. Allegations of favoritism and corruption were some of the reputational issues which undermined their legitimacy and confidence. In some instances, people would seek alternative justice in AS courts, especially in Baidoa, Jowhar, Beletweyne and Kismayo, as these courts are often billed as fair in their rulings because the judgment is viewed as free from external interference, favoritism and corruption. The rulings are often binding and the consequence of defying the ruling is punishable by death. The qualitative findings were consistent with survey results that showed over half (56%) of respondents preferred formal government courts as a justice provider. Of this, 99% were respondents from Xudur 73% from Dollow and 71% from Baidoa districts. Overall, 42% of survey respondents preferred traditional/religious systems. Disaggregated results according to districts revealed that 73% of respondents from Warsheikh and 70% from Kismayo preferred traditional/religious systems. In terms of gender, more than 59% women preferred formal government courts compared to men (52%) while 47% of men preferred traditional/religious systems compared to women (39%).

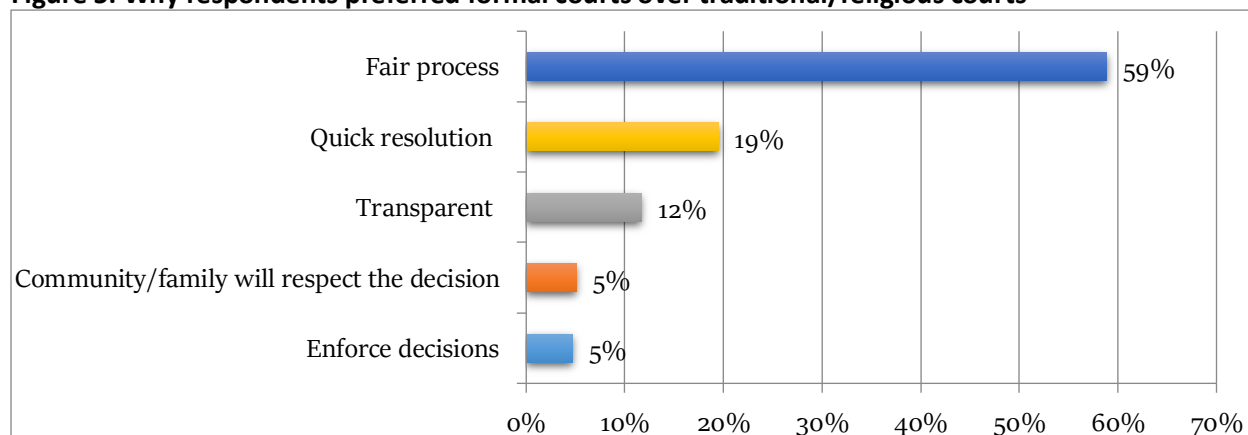
Table 25: Which is your preferred justice provider?

	District										Gender		Overall (n=790)
	Dollow (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kismayo (n=79)	Baidoa (n=79)	Xudur (n=79)	Wajid (n=79)	Jowhar (n=79)	Beletweyne (n=79)	Warsheikh (n=79)	Male (n=395)	Female (n=395)	
Formal government courts	73%	38%	53%	30%	71%	99%	61%	58%	48%	27%	52%	59%	56%
Traditional / Religious Systems	27%	62%	35%	70%	28%	1%	39%	39%	52%	73%	47%	39%	42%

None	0%	0%	12%	0%	1%	0%	0%	3%	0%	0%	1%	2%	2%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

The study also revealed that formal government courts were popular among respondents compared to traditional and religious courts combined. Whilst formal courts are still in the nascent stages of its formation in most of districts, there’s groundswell support for its revival and its capacity as an alternative justice system. In terms of gender, there were more women (59%) that preferred formal government courts over men (52%) and correspondingly, there slightly fewer women (39%) that preferred traditional or religious courts compared to men (47%). The results showed both women and men have higher preference for using formal courts compared to traditional/religious systems for seeking justice although the degree of preference was higher among women. The popularity of formal courts is attributed to the many shortcomings of traditional justice systems. 59% indicated that formal government courts were seen to be fair in its process, 19% said it provided quick resolution, 12% transparency, 5% of the community and 5% of family would respect and enforce the decision made by the courts.

Figure 5: Why respondents preferred formal courts over traditional/religious courts



Whilst the study found limitations with the traditional justice mechanism, there is no doubt that traditional elders are major arbiters in conflict management. The need for traditional leaders to maintain peace and resolve disputes is unquestionable and the over-riding trust in their abilities is demonstrated in survey responses. Despite the presence of formal courts in every district, most disputes (including a high proportion of criminal cases) continue to be dealt with by traditional leaders. The process of justice is characterized by a high level of fluidity and flexibility with the ability to resolve issues without destabilizing the community. In practice, this means that a case may be taken to the police, who in turn may move the case to traditional leaders for resolution. The traditional leaders are known to take on the most complicated cases, leaving police and formal courts to resolve issues of theft or more straightforward criminal cases. Sensitive or complex cases, including rape, clan violence or land disputes were often handled by traditional leaders. The survey results showed that 94% of participants said they trust

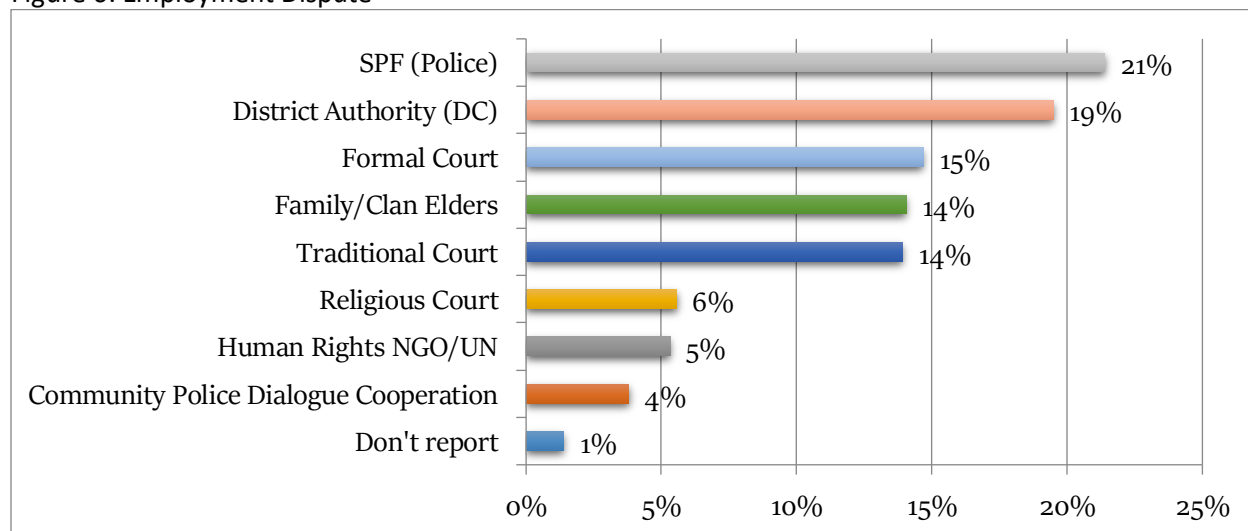
the ability of the *Guurti* to manage disputes based on established agreements with no discernable difference across the districts and between men and women.

Table 26: Do you trust in the ability of the traditional elders / Guurti to manage disputes based on established agreements?

	District										Gender		Overall (n=790)
	Dollo w (n=79)	Belet Hawa (n=79)	Luuq (n=79)	Kisma yo (n=79)	Baido a (n=79)	Xudu r (n=79)	Waji d (n=79)	Jowh ar (n=79)	Beletw eyne (n=79)	Warsh eikh (n=79)	Male (n=395)	Femal e (n=395)	
Yes	100%	96%	87%	100%	89%	81%	94%	90%	100%	100%	94%	93%	94%
No	0%	4%	13%	0%	11%	19%	6%	10%	0%	0%	6%	7%	6%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

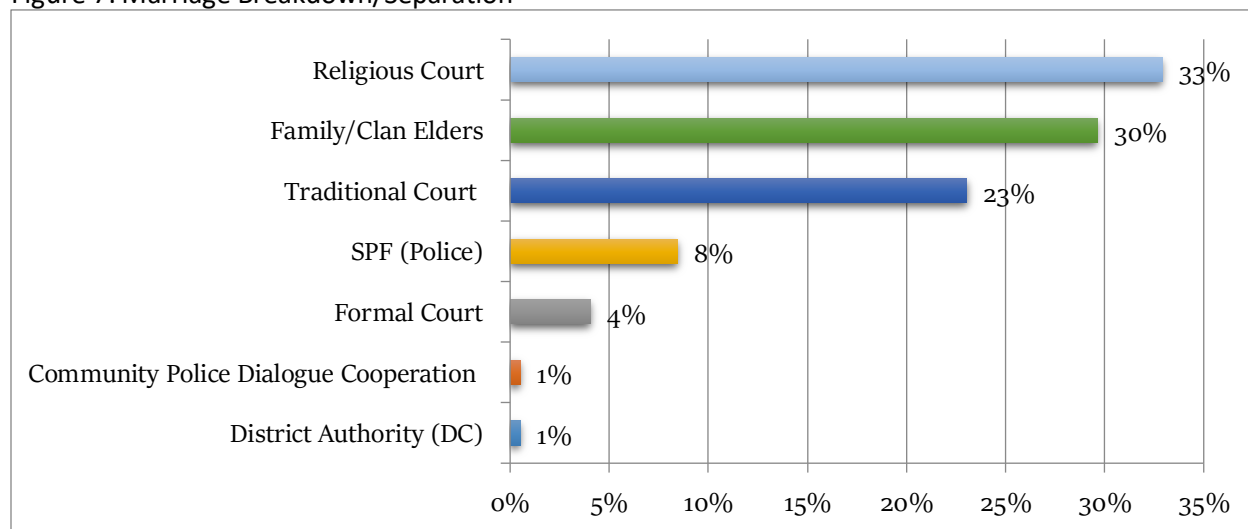
The evaluation also explored respondents’ attitudes towards preferred justice providers for different types of crimes and disputes. The results showed similarities between the baseline and end-line findings in which respondents selected police as the preferred institution for dealing with most incidents with the exception of marriage, inheritance and domestic violence. Nonetheless, the results underpin the legitimacy of police in the process. A look at the secondary institution selected for each incident could provide a clue to alternative systems considered ideal to manage the issue once police have initiated the case. For disputes over employment, 21% of participants reported that they would like police to manage such disputes. This was followed by district authority (19%), formal court (15%), family/clan elders (14%), traditional court (14%), religious court (6%), human rights NGO/UN (5%) and CPDC (4%). Only 1% would not report employment disputes to police.

Figure 6: Employment Dispute



A third (33%) of respondents said they would like religious courts to manage their divorce/separation. This was followed by family/clan elders (30%), traditional court (23%), police (8%), formal court (4%) and CPDC and district authority (DC) at 1% each.

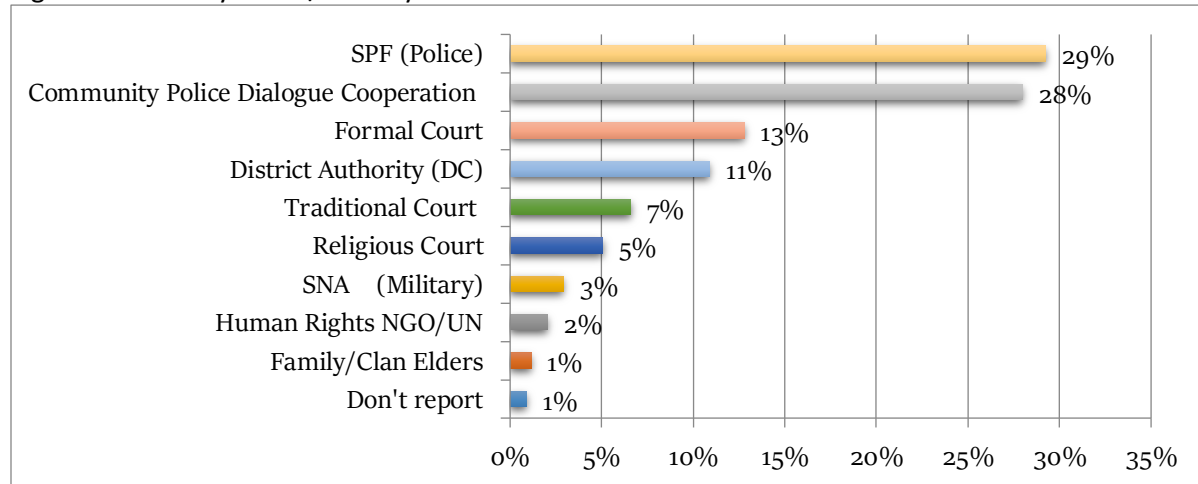
Figure 7: Marriage Breakdown/Separation



Moreover, respondents preferred that police and military forces handle theft/burglary/robbery cases and terrorist attack because they are mandated to do so. The results showed that 84% of respondents would like police to manage theft/ burglary/robbery. 50% of respondents would like SNA to manage the response to terrorist attacks, followed by police (36%), AMISOM (4%) and district authority (DC) at 3% among others.

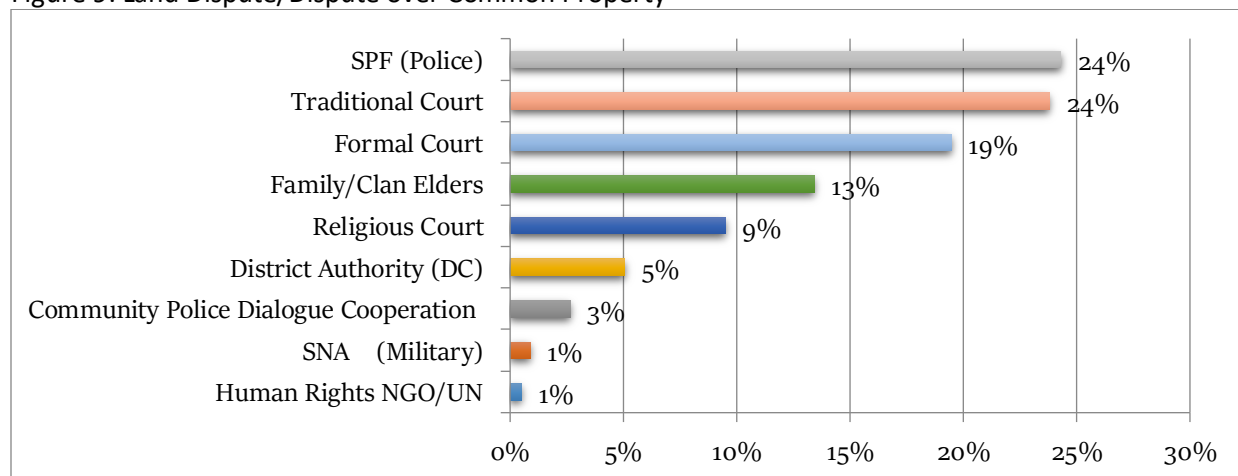
The study also revealed that 29% of respondents would like police, and in particular the station manager, to handle cases of abuse by police/security personnel. This was followed by CPDC (28%), formal courts (13%), district authority (11%), traditional court (7%), religious court (5%), SNA (3%), human rights NGO/UN (2%) and family/clan elders (1%). Only 1% would not want to report abuse by police/security personnel.

Figure 8: Abuse by Police/Security Personnel



The study also found there was a tie between the police and traditional courts as the institution favored by respondents to deal with land disputes and disputes over common property at 24% respectively. This was followed by formal court (19%), family/clan elders (13%), religious courts (9%), district authority (DC) (5%), CPDC (3%) and SNA and human rights NGO/UN (1% each).

Figure 9: Land Dispute/Dispute over Common Property

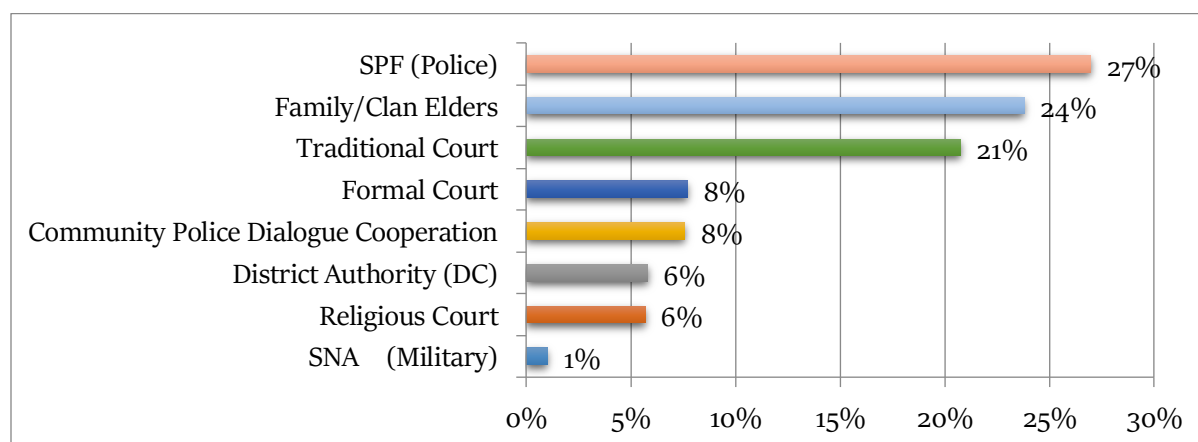


The religious courts were the preferred institution for dealing with inheritance disputes with 58% of respondents indicating they would prefer religious courts manage inheritance disputes. This was followed

by formal courts (12%), traditional courts (11%), police (11%), family/clan elders (6%) and district authority (DC), CPDC and SNA (1% each).

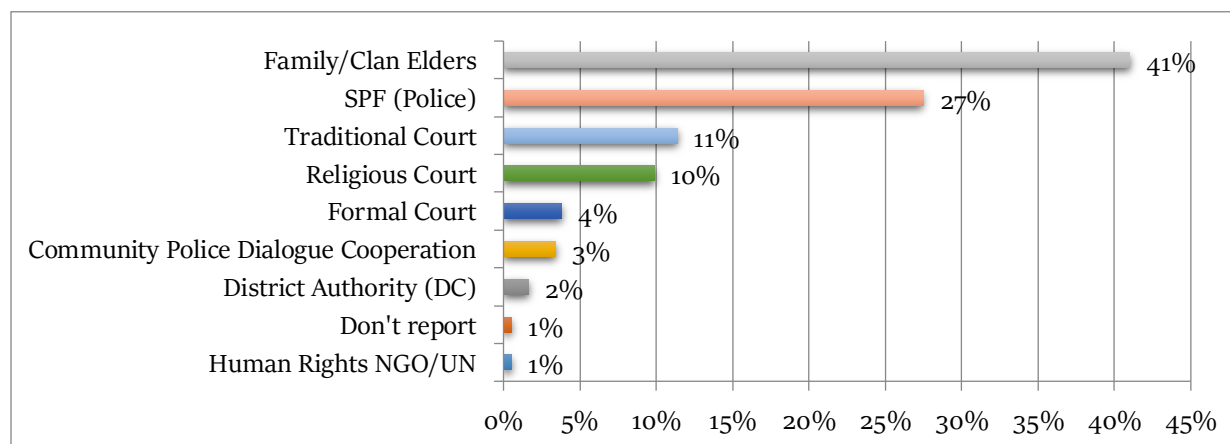
27% of respondents would like SPF to manage aggression/violence between clans. This was followed by family/clan elders (24%), traditional courts (21%), formal court and CPDC (8% each), district authority (DC) and religious court (6% each) and SNA (1%).

Figure 10: manage aggression/violence between clans



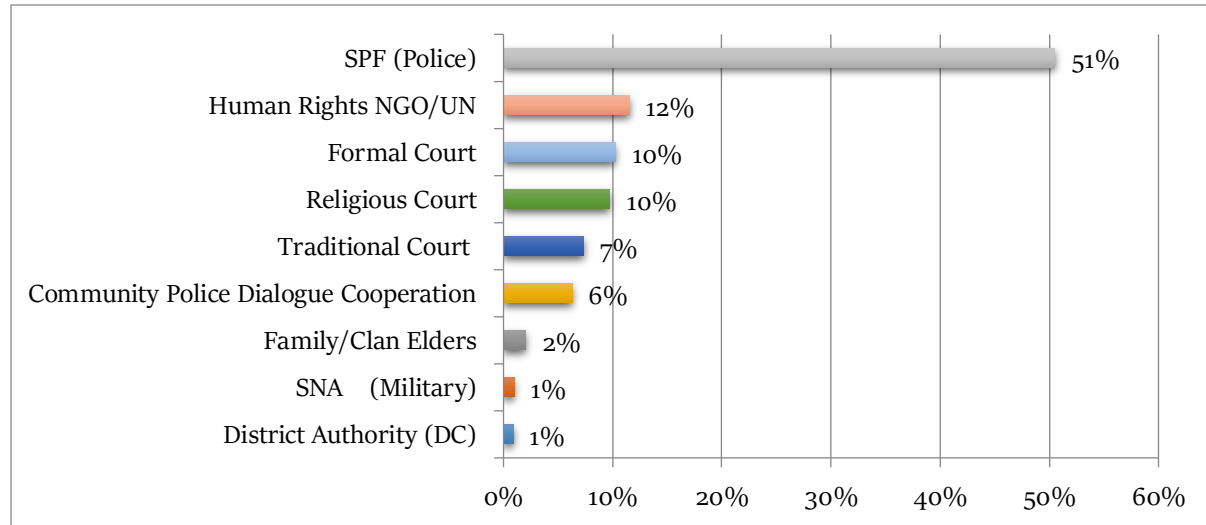
On managing domestic violence, the study also found that 41% of respondents preferred family/clan elders manage domestic violence cases. This was followed by police (27%), traditional courts (11%), religious court (10%), formal courts (4%), CPDC (3%), district authority (2%) and human rights NGO/UN (1%).

Figure 11: Preferred system to manage domestic violence



The results showed that over half (51%) of respondents would like SPF to manage SGBV-related cases. This was followed by human rights NGO/UN (12%), formal courts and religious courts (10% each), traditional courts (7%), CPDC (6%), family/clan elders (2%) and SNA and district authority (DC) (1% each).

Figure 12: preferred to handle sexual attacks over other institutions



A comparison of the functionality, capacity and complementarity of the various justice systems across the districts in the last 12 months revealed that their influence within the communities varied significantly. All these institutions successfully handled, collaborated or referred complex and sensitive cases to another for arbitration. During interviews with *Guurti Plus* representatives, court officials and gender officers reported on the number of the cases resolved/referred by each institution. One of the major limitations of the data is a lack of accurate/consistent records of the cases resolved by the various institutions. As such, respondents shared estimates on the number of cases handled in the last 12 months.

Table 27: Table 30: Comparison of cases resolved or referred by the justice systems in the last 12 months

District	Guurti Plus	Court	Gender Desk
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<p>Warsheikh</p>	<ul style="list-style-type: none"> - The <i>Guurti Plus</i> resolved cases such as land conflicts over farmlands and grazing lands, charcoal burning areas, fights over water wells, murder cases, SGBV and domestic violence. - In the past 12 months, they resolved about 36 cases involving clan disputes over grazing lands and domestic violence. - The committee referred 5 unintentional murder cases to the local court that also referred these cases to the regional court in Jowhar. 	<ul style="list-style-type: none"> - Court officials reported inheritance, unpaid debts, cases of loaning boats and fishing nets, SGBV and divorces as the main cases. - In the past 12 months, the courts successfully resolved 20 cases involving disputes over unpaid debts of fishing nets hired, divorce, and inheritance. - Out of this, 4 cases related to bad debts incurred on hired fishing nets were referred to the <i>Guurti Plus</i> while 2 murder and SGBV cases were referred to the regional court in Jowhar. 	<ul style="list-style-type: none"> - The respondent noted they handled SGBV cases from the district. - Only 5 SGBV related cases were recorded in the past 12 months - All cases were referred to the court.
<p>Belet-hawa</p>	<ul style="list-style-type: none"> - The <i>Guurti Plus</i> noted they resolve clan disputes over land, domestic violence, rape, murder, theft and robbery. - The committee successfully resolved 35 cases involving domestic violence, accidental murder, family disputes over land and theft. - 11 cases were referred to the courts, including land disputes that needed documentation, 1 	<ul style="list-style-type: none"> - The court handled domestic violence, child abuse, rape (in coordination with the <i>Guurti Plus</i>), child custody and family negligence, inheritance and land disputes cases. The court also handled cases requiring documentation and verifications. - The court successfully resolved 25 cases in the last 12 months. - Court official reported they referred cases that were sensitive and cases that might trigger armed confrontations and intra-clan conflicts. This included SGBV (in coordination with the <i>Guurti Plus</i>) and murder. The court referred 5 cases to the <i>Guurti Plus</i>. 	<p>There is no gender desk and therefore no records of SGBV related cases handled by police.</p>
<p>Kismayo</p>	<ul style="list-style-type: none"> - The committee handled clan conflicts, land conflicts, murder, blood money, domestic violence and rape cases. 	<ul style="list-style-type: none"> - The local court resolves land ownership disputes, murder cases, SGBV and domestic violence 	<ul style="list-style-type: none"> - The gender desk handles SGBV cases and domestic violence

	<ul style="list-style-type: none"> - The council successfully resolved 29 cases in the past 12 months. - They referred about 15 cases to the courts. These included SGBV and domestic violence cases as well as ones where parties were unsatisfied with the judgments made. 	<ul style="list-style-type: none"> - They successfully resolved 15 cases. - They referred 5 disputes all involving land disputes 	<ul style="list-style-type: none"> - They received 16 cases of domestic violence in the past 12 months - They referred 5 cases to the court.
Dollow	<ul style="list-style-type: none"> - The committee handled family and intra-clan disputes and conflicts, debts/lent money, land disputes and murder cases. - The committee successfully recorded 40 major cases. The <i>Guurti Plus</i> members noted they don't record minor cases, however, they have resolved over 100 cases in the past 12 months. - They referred 15 cases to the court, including custody and divorce cases. 	<ul style="list-style-type: none"> - The court official recalled recording approximately more than 100 cases. - The court resolved cases involving marriage disputes, divorces, domestic violence, and physical violence, GBV, debts and custody cases. - The court referred about 23 minor cases about marriage disputes, debts and family disputes. 12 major cases on land dispute were also referred. 	<ul style="list-style-type: none"> - The gender desk recorded 15 cases in the past 12 months: 6 rape cases in IDPs centres and 9 SGBV cases. - Referred the cases to the police commissioner in collaboration with the <i>Guurti Plus</i>. 10 out of 15 perpetrators were jailed with some awaiting their trial in the court. 5 attempted rape cases were being resolved by family/clan elders together with the <i>Guurti Plus</i> as they were from the same sub-clan.
Baidoa	<ul style="list-style-type: none"> - The cases mainly handled were clan conflict, land conflict, murder, blood money, and domestic violence and rape cases. - The <i>Guurti Plus</i> recorded 126 cases in the last 12 months. They successfully resolved 95 cases. - They referred 18 to the district courts and 13 cases are still pending. 	<ul style="list-style-type: none"> - The court mainly handles: cases such as domestic violence, child abuse, rape, land dispute and clan conflict. - The court recorded 110 cases in the last 12 months and successfully resolved 79 cases. - They referred 15 cases to the <i>Guurti Plus</i>. - There are 16 cases that are still pending. 	<ul style="list-style-type: none"> - The gender desk recorded 25 cases in the last 12 months mainly on SGBV cases. - They referred all cases to the district court.
Hudur	<ul style="list-style-type: none"> - The main cases handled were intra-clan disputes and clan conflict, blood money, land dispute and SGBV cases. 	<ul style="list-style-type: none"> - They resolved cases about inheritance, marriage disputes, divorce, domestic 	<p>There is no gender desk.</p>

	<ul style="list-style-type: none"> - The <i>Guurti Plus</i> recorded 45 cases in the last 12 months; 35 cases successfully solved. - The committee referred 5 cases to the district court and 5 cases are pending. 	<ul style="list-style-type: none"> - violence, physical violence, and SGBV. - The court recorded 25 cases in the last 12 months of which 10 cases were solved. - They referred 8 cases to the <i>Guurti Plus</i> with 7 still pending 	
Wajid	<ul style="list-style-type: none"> - The <i>Guurti Plus</i> committee received 106 cases in the last 12 months, mainly land disputes and family conflicts. They successfully solved 90 cases. - The committee referred 5 cases to the formal court. - 11 cases that are still pending. 	<ul style="list-style-type: none"> - Court officials recorded 87 cases in the last 12 months, mainly on land disputes and family conflicts. They resolved 45 cases. - The court referred the rest to the <i>Guurti Plus</i>. 	<ul style="list-style-type: none"> - The gender desk recorded 23 cases in the last 12 months: 9 SGBV cases and 7 family conflicts. - They referred 4 to the <i>Guurti Plus</i> and 3 to the court.
Beletweyn	<ul style="list-style-type: none"> - The <i>Guurti Plus</i> resolved inter clan conflicts, blood money, land disputes and any other conflicts. - The <i>Guurti Plus</i> recorded 45 cases in the last 12 months, and solved 35 cases. - They referred 5 cases to the court and 5 cases are still pending. 	<ul style="list-style-type: none"> - Court officials resolved theft, murder, clan disputes, land disputes and inheritance cases. - The court received 34 cases in the last 12 months and successfully resolved 16 cases. - They referred 8 cases to the <i>Guurti Plus</i>, and 10 cases are still pending. 	
Luuq	<ul style="list-style-type: none"> - The <i>Guurti Plus</i> recorded 46 cases in the last 12 months and successfully resolved 28 cases. - The committee referred 16 cases to the court. - 8 cases that are still pending. 	<ul style="list-style-type: none"> - The courts handled theft, murder, inheritance disputes, SGBV cases and land disputes. - They recorded 38 cases in the last 12 months of which 22 cases were solved. - 12 cases referred to the <i>Guurti Plus</i>. - 4 cases are still pending. 	<ul style="list-style-type: none"> - The gender desk recorded 16 SGBV cases. - They referred 12 cases to the <i>Guurti Plus</i> and 4 cases to the court.
Jowhar	<ul style="list-style-type: none"> - The <i>Guurti Plus</i> recorded 70 cases in the last 12 months although there were other minor cases that were not recorded. The <i>Guurti Plus</i> successfully solved 42 cases. - The committee referred 12 cases to the court. - 14 cases are still pending. 	<ul style="list-style-type: none"> - Court officials recorded 46 cases and successfully solved 34 cases. - 6 cases referred to the <i>Guurti Plus</i> which were mainly on land disputes. - There are 6 cases that are still pending. 	<ul style="list-style-type: none"> - The gender desk recorded 12 cases and solved 2 cases. - The desk referred 8 cases to the court and 2 cases are still pending.

The study noted that another output under the programme was to ensure traditional justice mechanisms peacefully resolved disputes and ensured access to justice in an inclusive manner while allowing space for formal justice structures to increase its relevance. Based on the qualitative results, the programme has strengthened the capacity of traditional justice system mechanisms through sustained conflict management training and mediation. Interviews with *Guurti Plus* respondents showed that the training was useful and enabled them to learn new ways of resolving and mediating conflict thereby enhancing their ability to collaborate with formal courts and religious courts to resolve complex cases. The *Guurti Plus* was seen as more inclusive and more effective approach that improved access to justice, especially for women. Consequently, the programme boosted the image of elders as impartial and legitimate. In this regard, the programme has achieved output 3.

3.5 Collective learning of actors working on security and justice development

The security and justice forum is among the notable platforms established by DDG/DRC in collaboration with the district administrations and civil society groups across programme locations. The security and justice forum consist of community stakeholders, including representatives from district administrations, formal government courts, *Guurti Plus* representatives and police. The forum held monthly meetings to discuss the security situation, threats as well as community concerns and initiatives. The forum often produced action points that are agreed by participants and reviewed in the next meeting.

KIIS and FGDs showed that the meetings were being held consistently during programme implementation. On average, 12 sessions were held annually, thus proving sustainable. The security and justice forum was also seen as a learning platform for stakeholders to safeguard the security while upholding accountability and justice against potential police excesses against citizens.

The continued collaboration between various stakeholders has largely contributed to peace and security mainly in the cities. The establishment of the security and justice forum in respective districts has helped build trust between communities and police and created social cohesion and more secure cities. First-hand accounts by respondents, including communities and police officers in the respective districts showed incremental change in the security situation in their cities which is largely attributed to the increased citizen-police collaboration.

Interviews with the respective police commissioners, particularly in Baidoa, Jowhar, Xudur, Wajid and Warsheikh districts, lauded the security and justice forums as an opportunity to hold police to account in a bid to enhance relations with community stakeholders as well as a mechanism to strengthen law, order and justice. They also acknowledged that despite working with limited personnel, the communities' support and willingness to share and report information of suspicions activities enabled the police to respond quickly to disputes and thwart any potential AS threats.

The coordination between security and justice forums has provided useful lessons that could only be achieved through community engagement. Police officers interviewed during the study explained the

continued support of community representatives has been critical to responding to external threats. Respondents shared accounts of security operations which led to the arrest of AS suspects and sympathizers in Wajid, Xudur, Beletweyne, Jowhar and Dollow and Luuq in 2019. The continued citizen-police coordination also significantly improved the investigation process by security agencies. This close working relation is exemplified in Xudur and Wajid, cities that have experienced AS sieges over the years but communities had remained steadfast against the group's intimidation and threats. Interviews with CPDCs and police commissioners observed that a series of AS attacks were prevented due to information sharing. In March 2020, the police in Xudur arrested 17 suspects who were allegedly involved in supporting AS cells to detonate an improvised explosive device at a security checkpoint that injured over a dozen security officers.

Social cohesion has often been threatened by disputes over land, water resources, farm lands, murder cases and inheritance issues which are often rife, particularly in cosmopolitan cities like Kismayo, Beletweyne, Baidoa, Jowhar and Dollow. Complex land disputes could also potentially a trigger conflict. Furthermore, the lack of records in municipalities to resolve ownership disputes coupled with the limited capacity of the courts has compounded the security issues district administrations have been grappling with. The study found numerous land disputes cases that were often presented in security and justice forums were so complex that the district administration referred them to the *Guurti Plus* for adjudication. Interviews with *Guurti Plus* acknowledged that major security concerns discussed in the security and justice forums involved land disputes, communal conflict and the arrest of suspects. Interviews with local administrations admitted that the establishment of security and justice forums enabled them to resolve numerous land disputes in Xudur, Wajid, Beletweyne, Warsheikh and Baidoa.

The study notes that the effective use of the security and justice forums has also contained local crime. The rise in local crimes and gang violence in cities like Baidoa, Beletweyne, Kismayo, Jowhar and Warsheikh had become increasingly common. Local criminals were reportedly engaged in various activities, ranging from petty crimes to more serious crimes such as rape, drug trafficking and assassinations. These crimes undermined businesses and often forced business owners to close up earlier than usual and disrupted people's movement, especially at night. Interviews with some respondents in these cities noted that local criminals were sometimes hired to carry out assassinations. Most of these security crimes were eventually quelled – although not eliminated – after the security and justice forum discussed the growing threats and adopted raft of security measures such as curfews, police raids, and arrests of drug peddlers and their ring leaders. In Jowhar and Wajid districts, police officers successfully disrupted a criminal network of local gangs involved in growing and trading cannabis.

In addition, there was notable community initiative which was complementary to the DDG/DRC investment. Interview with the *Guurti Plus* respondents observed the residents of Xudur felt the need to build a fully-fledged court because the district did not have a court room and court officials conducted their activities under a tree. The completion of the court is expected to change the image and operation

of the formal court. These community initiatives demonstrate their willingness and determination to invest in the justice system.

The study also notes the success of the DRC/DDG intervention in programme districts has been determined by a number of factors. Community engagement from the inception to the closure of the programme has been instrumental in understanding the community’s priorities and realizing community ownership and sustainability. Throughout the programme locations, the *Guurti Plus*, CPDC and the community oversight mechanisms have all undertaken their duties to collectively ensure and improve the security of their respective districts.

A crucial and an effective approach was the provision of capacity building trainings and workshops to the community and S&J actors. This has built the capacity and increased the knowledge of the larger community of security as well as how to access justice. The increased awareness of their role in improving the security of the district and maintaining peace has improved information sharing and reporting. The trainings on conflict management and skills on policing models have also improved the capacity of police to handle citizens. Better treatment, improved relations and legal procedures of arrest by police have been reported across the districts.

The expansion and strengthening of the *Guurti Plus*, formation of the CPDC and the civilian oversight mechanism have all resulted in better relations between the community police. The monthly security and justice forums have enabled S&J actors to monitor district security. Sector level and district meetings on security and justice issues were also held in programme locations. Overall, the civilian oversight mechanism has heavily contributed to police accountability and reduced police brutality. As such, there is a need for similar programme to improve and build on the successes achieved thus far so as to ensure sustainability.

3.6 Comparative analysis of SSJP’s key performance indicators

The evaluation study compared the indicators at the baseline and end-line to understand the impact of the investment in the key thematic areas that it planned to contribute to. A summary of the results showed significant improvement in the target areas since the programme implementation.

Table 28: Comparative analysis of SSJP’s key performance indicators

Summary of the indicators		Baseline	Endline	Questions in the household questionnaire
Impact Indicator 1.1	Confidence level in Police ranked out of 5, including ability/trust, efficiency, accountability, accessibility etc.	Total: 3.2 (Male: 3.13, Female: 3.2)	Total: 3.96 (Male: 3.98, Female: 3.94)	G11, G13, G14, G15, G16,

Impact Indicator 1.2	Perceived level of violence (inter-communal, inter-clan, crime and violence)	Inter communal: total 2.5 (Male: 2.5, Female: 2.4) Inter clan: total 2.5 (Male: 2.5, Female: 2.4) Crime and Violence: total: 2.6 (Male: 2.7, Female: 2.4)	Inter communal: total 4.0 (Male: 4.02, Female: 3.99) Inter clan: total 3.95 (Male: 3.96, Female: 3.94) Crime and Violence: total: 2.74 (Male: 2.79, Female: 2.69) ⁶	D5, D7
Impact Indicator 1.3	Confidence ;level in justice mechanisms ranked out of 5, including ability/trust, efficiency, accountability, accessibility etc.	Total: 3.5 (Male: 3.5, Female: 3.5)	Total: 4.00 (Male: 4.03, Female: 3.98)	L13, L14, L15, L16, L17 & L18
Outcome Indicator 1.1	% of people that have used civilian oversight mechanisms and are satisfied.	Total: 76.3% (Male: 80.5 %, Female: 70.7%)	Total: 71.1% (Male: 70.9%, Female: 71.4%)	F7
Outcome Indicator 1.2	% of communal/ inter communal disputes that have reached an accord through traditional justice mechanisms	Total: 46.5%	Total: 48%	Interviews with <i>Guurti Plus</i> members in the respective districts. The information is based on estimates for lack of records
Output Indicator 1.3	Level of satisfaction with police response to gender related crimes	0%	Total: 85.9% (Male: 87.3%, Female: 84.46%)	I8

⁶ The level is measured on a scale of 1- 5 where 1 is the highest level of Perceived level of violence

Output Indicator 2.3	% of community members aware of the existing mechanisms for civilian oversight	Total: 20.7% (Male: 25% Female: 16.5%)	Total: 71.1% (Male: 70.9%, Female: 71.4%)	F7
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4.0 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusion

The evaluation study found the DDG/DRC programme *Time is now-Strengthening Police Accountability and Access to Justice in Somalia* has contributed the peace and stability in the programme districts. Overall, the programme has largely achieved its intended objectives. Although political dynamics have had a negative impact and reversed some of the gains, particularly in Belet-hawa, Dollow and Luuq and Kismayo districts, the programme has been a success. The evaluation examined security threats both at the personal and district levels, police performance and citizen-government relations. The evaluation findings showed significantly improvements in police performance and the enforcement of law and order. KIIs and FGDs revealed that there were notable improvements in police responses to crimes as well as the fight against AS (although this varied across districts). The establishment of CPDCs, civilian oversight committees, gender desks as well as the strengthening of the *Guurti Plus* and security and justice forums greatly improved police service delivery and enhanced transparency and accountability.

The study found there was a correlation between improved police accountability and transparency and police service delivery of. As a result of this renewed trust of citizen, citizens were more willing to come forward with information which in turn enhanced police response. This was corroborated by KIIS with police station commanders and community respondents. This success is largely attributed to this programme which has achieved its intended objectives.

However, the threat from AS remained a major challenge that undermined communities' collaboration with the police. The militant group has continued to target elders and individuals seen to be working with government agencies. Interviews with CPDCs and *Guurti Plus* members, particularly in Belet-hawa, Beletweyne, Jowhar, Luuq, Xudur and Wajid, reported the threats on their lives had increased. As a result of this sustained threat, civilian oversight significantly reduced in Belet-hawa for fear of AS reprisals. Some prominent elders even fled Jowhar and delegated their authority to junior elders and coordinated activities from Mogadishu. The response rate by elders to community conflicts, especially in areas outside the city, has been further delayed due by the lack of security escorts. Communities have therefore borne the brunt of AS for seeking elders' intervention as opposed to AS's own courts.

The threat of AS was identified as a key safety issue in Kismayo, Belet-hawa and Luuq. CPDC and *Guurti Plus* members reported fears of executions and assassinations. Their engagement with the programme activities, relations with the government officials and police personnel have also increased their visibility. Several assassinations were also carried out by militants, including in Belet-hawa.

The evaluation found that gender desks were effective in Dollow, Warsheikh, Kismayo and Luuq in recording and handling GBV cases. However, the visibility of gender desks in police stations still remains limited. In addition, a large number of SGBV cases are still handled by family elders with few cases being handled by the *Guurti Plus*. As such, their limited capacity to apprehend criminals and put them to justice has undermined their influence. KIIs with gender officers in Warsheikh also showed that they referred most cases to elders.

Based on the qualitative results, the study concludes that the programme strengthened the capacity of elders to resolve disputes and ensure access to justice in an inclusive manner while allowing space for formal justice structures to increase its relevance. The programme established an inclusive traditional council to include women – although fewer in number than men – which improved access to justice for women. The programme also boosted the image of elders who were now seen as impartial and legitimate.

4.2 Recommendation

1. Although police trainings had a positive impact on police attitudes towards people and encouraged police commanders to undertake internal reforms, a lot of structural reforms are needed to strengthen police capacity on the new policing model, service delivery and human rights issues and are essential in bolstering citizen-police relations.
2. There is a need to establish fully functional gender desks in police stations in order to improve access to justice for women and excluded communities, particularly in Belet-hawa where there is no trained female officer and dedicated gender desk, and in Beletweyne and Xudur districts, where female police officers were trained but did not have dedicated gender desks.
3. There is a need to strengthen the linkages and complementary roles between justice systems instead of focusing on traditional courts and formal courts.
4. Future investments should push for the inclusion of more women in the *Guurti Plus* to shore up their voice and influence in the council as a strategy to build their confidence and promote social justice.
5. The study found that formal government courts were popular among local communities. However, the courts face many challenges, including inadequate human resources, poor infrastructure and limited capacity. As such, there is a need to step up support to the courts and capacity development.
6. Whilst programme teams in South West state conducted awareness raising on *Xeer* agreements across different platforms, including CPDCs and S&J, and also through broadcast media, the study noted the level of awareness about *Xeer* agreements and existence of gender desks in programme locations was low. As such, there is a need to incorporate the media in future investments so as to improve public awareness and promote its usage.
7. There is currently a strong feedback mechanism between community representatives and police although the feedback mechanism could be further strengthened via the introduction of toll free numbers to improve information sharing and reporting.
8. The programme strengthened the capacity of the formal government and traditional court systems and overlooked religious courts which often worked with other courts to arbitrate complex cases. Future investments should therefore extend similar support to religious courts.