Adalci Project
“Niger Human Rights and Access to Justice Activity”

BASELINE REPORT

Region / Communes: Tillabéri (Abala, Damana, Sakoira, Simiri), Tahoua (Takanamat, Tebaram), Diffa (Gueskerou, N’guigmi, Toumour, Diffa)

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<td>CESER</td>
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<td>Non State Armed Groups</td>
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Our thanks go to the staff of the NGO Search for Common Ground, Mr. Frank Metohin, Manager of Monitoring and Evaluation, Mr. Julien Balamou, Regional Manager of Monitoring and Evaluation, and the regional coordinators of the Adalci project who helped the teams in the field for their support, facilitation, leadership, precise instructions, and valuable guidance, as well as the mobilization of the necessary logistics and means to conduct this mission under excellent conditions.

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The firm would also like to thank the investigators for their commitment and determination to overcome the difficulties associated with fieldwork in a particular context.

DISCLAIMER

“This baseline report is made possible by the generous support of the American people through the United States Agency for International Development (USAID). The contents are the responsibility of CESER consulting and do not necessarily reflect the views of USAID or the United States Government.”
EXECUTIVE SUMMARY

The security situation in Niger has become increasingly volatile for the past years, with the country facing significant spillover effects from the Boko Haram (BH) insurgency in the eastern region of Diffa, and the Malian crisis in the western regions of Tahoua and Tillaberi. This insecurity, and a lack of resources to address it, fuels mistrust and divisions between and within communities, making people more vulnerable to violent extremist groups that capitalize on fundamental grievances to exacerbate these divides. Since September 15th, 2020, Search for Common Ground (Search), in partnership with the American Bar Association Rule of Law Initiative (ABA ROLI) and Pact, is implementing a 4-year project, financed by Freedom House through the Human Rights Support Mechanism (HRSM) funded by the United States Agency for International Development (USAID).

The Adalci project aims to strengthen justice pathways to reduce vulnerability to violent extremism (VE) by improving tools to address the core grievances that fuel extremism, in the country’s three main hotbeds of instability: Diffa, Tahoua and Tillaberi.

In particular, the project supports the following theory of change: If traditional chiefs and other local conflict resolution processes in the target regions more effectively, equitably and transparently resolve disputes that either lead to violent conflict or create feelings of injustice; and if vulnerable populations in these regions are empowered to navigate formal and customary mechanisms to assert their rights and resolve conflicts; and if the Government of Niger and civil society actively address human rights violations by both state and non-state actors in the target regions; then the extent of core grievances in the target areas will decline and vulnerability to violent extremism in VE prone areas of Niger will be reduced.

The project’s baseline study has been been conducted by CESER consulting from February to March 2021 in the three regions. The baseline aims to:

- Inform Search on the relevance of the proposed approaches based on an analysis of the context, with a view to adapting the programming if necessary
- Inform Search on the baseline of the project indicators

In addition, the baseline was to conduct a short analysis of the major safety risks of project

To achieve its objectives, the baseline study combined quantitative and qualitative approaches. For the quantitative component, it was based on a representative sample of 1,297 people to whom a questionnaire was administered through an electronic medium. For the qualitative component, 347 people were interviewed through semi-structured interviews and focus groups.

MAIN RESULTS:

CONTEXT ANALYSIS

Different types of conflicts

The different types of conflicts cited in the three regions are: Those linked to Boko Haram (BH) (75% of respondents), terrorism, farmers / farmers (55% of respondents), farmers / herders (45% of respondents), conflicts between young people (these are conflicts of young people in fadas called palaces) (25% of respondents), armed conflicts linked to attacks by non-state armed groups (NSAG) (95% of respondents), etc. Farmer / farmer and herders / farmers conflicts are common to all municipalities. Conflicts related to BiH and youth conflicts are unique to the Diffa region. Finally, attacks by armed groups concern more the regions of Tillabéri and Tahoua. 59% of respondents say that armed conflicts (attacks by armed groups) started only two years ago, in the areas of Tillabéri and Tahoua. In the Diffa region, BH has been rife for more than 5 years. Conflicts between farmers / farmers and herders / farmers are conflicts that have always existed in the three regions.
Gender inequality and social exclusion
Niger recognizes equal access to justice for all. However, due to social constraints (place and role of women, misinterpretation of religion, etc.), which are the main causes of social inequalities, which are more acute in rural areas than in urban areas, certain categories of the population (women 55% of respondents) and young people (60% of respondents) do not always file a complaint with the judicial authorities. In addition to social constraints, we must consider the geographical and social distance (justice, gendarmes in rural areas) and the cost for the communities. Also, given the remoteness, cost and lack of knowledge of formal judicial service circuits, communities (65%) make much more use of traditional justice services (village and canton chiefs).

Reducing inequalities and promoting gender equality and social inclusion (GESI)
The interviews with key informants show that by acting on the factors that still maintain social inequalities, the project will help reduce their influence on the use of justice by communities, especially the most disadvantaged. This requires setting up mechanisms to circumvent or reduce both social burdens and the cost of transport by promoting the establishment of communal and community referral structures.

RELEVANCE OF THE PROPOSED APPROACHES

- **Identified communes for Adalci project implementation**
  A workshop to identify the five (5) communes for the pilot phase and five (5) for the scaling-up phase of the Adalci project was held on February 11, 2021 in the three regions of Diffa (4), Tahoua (2) and Tillabéri (4). Three main criteria were previously defined by the project team during the start up: the location is affected by VE (significantly or at risk); both urban and rural pilot locations are selected to be able to test the approach; Search and partners can access the pilot communes to implement the project without military escort. Additional criteria were put forward by workshop participants to select the 10 communes. These include communes where human rights associations record many complaints; levels of insecurity; communes bordering countries where there is insecurity; the presence of internally displaced persons and refugees; records of frequent cases of human rights violations; the absence/insufficiency of intervention partners in the same area; and the accessibility of the zone in terms of security. Finally, the identified communes are: Abala, Damana, Sakoïra, Simiri (in Tillabéri region); Takanamat, Tebaram (Tahoua); and Gueskerou, N’guigmi, Toumour, Diffa (in Diffa region). These are the communes where data collection was carried out, following this participatory identification.

- **Adapting the objectives to the context**
  Interviews with traditional authorities and leaders, as well as with communities in general, reveal that this project is of paramount importance to these three regions. For example, traditional leaders and community and local mediators recognize the need for support in addressing the communities' need for justice. Based on baseline results, particular attention should be placed on reinforcing the demand side for justice, especially formal justice where needed, by raising citizens’ awareness, building trust between citizens and formal justice actors. Indeed, other factors such as corruption¹ committed by actors in charge of delivering formal judicial services have impacted populations’ trust in the justice system.

- **The relevance of the project’s theory of change to the context and their adaptation to achieve the expected results**
  It emerged from numerous interviews that the theory of change of the Adalci project is relevant and adapted to the current context in the three regions in terms of the need for justice and human rights. Also, by strengthening local conflict resolution systems, the project tries not to break the link between traditional chieftaincy and the communities, thus strengthening the communities' trust in these structures. In addition, by focusing on local and community-based outreach mechanisms for sensitization and orientation at the community level and ensuring that they are not in opposition to traditional structures,

¹ Gender equality and social inclusion analysis and plan, Adalci Project, Search Niger. March 2021.
the project’s theory of change will support both traditional and modern structures to be more effective in improving the capacity of all judicial bodies.

✓ The scope, resonance, and response of Search planned media program in the areas of intervention of the two projects

Of the ten (10) project intervention communes, there are three (3) urban communes and seven (7) rural communes. It emerged that there are community radios in all these municipalities. In urban communities, people have the possibility of having private channels. It emerged from the interviews that the populations listen to radio broadcasts on justice issues. In rural areas, the highest rate of people listening to broadcasts is recorded in the over 35 age group for men (50%) and the 15-24 age group for women (52%). In urban areas, the 25-29 age group is 64% and in women, the 30-35 age group is 50%. The project can thus be based on the high enough audience rate (65%) to ensure a wide reach and resonance of its activities.

LEVEL OF BASELINE INDICATORS

Indicator 1: Proportion of the population that demonstrates an improvement in the level of satisfaction with the way their legal problems are resolved, disaggregated by sex, age, location and type of solution (informal / formal system).

This is the number of respondents who say they are satisfied with court decisions compared to the total number of affected respondents. The actors to whom the populations generally turn in the event of a legal problem are the traditional chiefs, in 32% of cases. People go there because it is at the level of these bodies that conflicts are resolved peacefully. However, despite this rate of appeal, the communities are not always satisfied with the decisions rendered, hence the appeal to the administrative authorities at 68%.

Indicator 2: Proportion of actors in customary conflict mediation and other local actors who consider themselves accountable to citizens, disaggregated by type, sex, age and location

This is the number of mediators who say that communities do not question the decisions they make for conflict resolution. Thus, in all the municipalities visited, 55% of the conflict mediation actors met feel responsible to the citizens, however, given the security situation and their inability to protect their communities against the NSAGs, their influence is starting to be brought to light. Indeed, the vulnerability of populations is important, it exposes them to the dynamics of conflicts.

Indicator 3: Inclusiveness and responsiveness of local conflict mediation decisions in localities.

The results of the interviews show that 42% of the respondents affirm the inclusive and receptive character of decisions relating to the mediation of local conflicts. The group discussions focused on the degradation of the environment of the communities with the resurgence of attacks, it is also necessary to place the conflicts related to natural resources in the context of poorly inclusive local governance mechanisms, which cause frustration. The testimonies gathered during the survey indicate that the lack, or even the absence of equity in the process of delimiting access to resources, according to some, constitutes an explanatory factor for the polarization of conflicts around their use in the project municipalities.

Indicator 4: Proportion of CTs and other community mediators who feel they are better equipped to resolve disputes in their community, disaggregated by type, sex, age and location.

25% of traditional leaders and other community mediators surveyed who claim to be better equipped to resolve disputes in their communities in relation to the number of people surveyed. The traditional leaders expressed the need for support in terms of tools to formalize the decisions made. Traditional conflict management structures seek the help of partners intervening in the field, both to be better listened to by communities, if they manage to defend their interests and to be good, leaders by rendering justice better. Thus, by helping them to carry out period missions in their localities, traditional leaders will be much better able to manage conflicts.
Indicator 5: Proportion of the population who demonstrate knowledge of local conventions in the communities where they exist as a tool for dispute resolution, disaggregated by sex, age and location.

It emerges from the interviews carried out that 19% of respondents demonstrate knowledge of local conventions in their communities as a tool for dispute resolution, all the same the interviewees confirmed that local conventions (dispute resolution procedures) are not better suited to settle some conflicts.

Indicator 6: Proportion of the population that demonstrates increased knowledge of community conflict mediation systems as a tool for conflict resolution, disaggregated by sex, age and location.

The results of the interviews show that 33% of respondents are aware of community conflict mediation systems as a tool for conflict resolution. Due to the ignorance of the majority of the population, they ignore the existence of mediation systems as a means of conflict resolution.

Indicator 7: Proportion of representatives of CSOs and targeted human rights defenders with increased capacity in human rights documentation, disaggregated by sex and location.

The results of the survey show that 25% of the respondents (CSO representatives) we met say they have a real need for documentation and office equipment to carry out their mission. They also express the need for logistical support for outreach missions. The lack of documentation and legal assistance service leads us to put the capacities of the actors into perspective. It is difficult to have the breakdown by sex.

Indicator 8: Proportion of CNDH staff who say they feel better equipped to carry out their mission, disaggregated by sex.

This is the number of CNDH personnel involved in the project who declare having the skills and tools to document human rights violations compared to the total number of personnel investigated. This indicator could not be measured, the project does not yet support these structures to have data on this, hence its baseline value is zero (0%).

Indicator 9: Proportion of the population of target communities who listen to the Activity media program, disaggregated by sex, age and location.

Interviews show that 30% of respondents said they had listened to a media program. This may be related to the overworking of women to have time to listen to shows. In urban areas, it is young people aged 25 to 29 who record a high score for listening to media programs, among women it is the age groups of 25-29 years and 30-35 years which records the rate of listen to the highest.

Indicator 10: Proportion of TCs and SIJs who report having a better understanding of their respective roles and responsibilities, and of their collaboration.

Interviews revealed that 28% of traditional leaders said they were aware of their roles, however, they need support to be more effective in their roles. The SIJs are not always functional or operational, for lack of resources and for fear of reprisals. It is difficult for the officials concerned to answer this question in the negative. The whole lack of legal aid services and the weak capacity of traditional leaders leads us to put the level of understanding into perspective.

Indicator 11: Proportion of the population that demonstrates increased awareness of their rights and how to obtain redress, disaggregated by sex, age and location.

It appears from the results of the interviews 37% of respondents have the rates are especially low among women compared to this indicator in both rural and urban areas. In men, it is relatively average, with men aged 29 to 35 in rural areas.
Indicator 12: Percentage of the population demonstrating increased awareness of legal rights
disaggregated by sex and age, and location.

It appears from the results of the interviews 40% of respondents demonstrating increased awareness of
d Legal rights.

KEY RECOMMENDATIONS

To Search for Common Ground

- Strengthen the capacities of customary and administrative authorities so that those subjected to
  trial are satisfied with the decisions made. Both customary and administrative leaders have
  expressed the need for materials to be more effective (conciliation minutes, registers for
  recording and archiving cases, capacity building, etc. for traditional leaders; office materials,
  rolling stock, support for assessors and court clerks, training and refresher courses on
  procedures, etc. for judicial personnel).

- Develop media outreach programs and ensure that these programs have a broad regional reach
  in each region of intervention. Radio broadcasts will be channels for reaching large populations.
  Radio stations that have a wide reach should be Adalci project partners in the interventions.

- Set up community awareness channels to relay information broadcast on the media. Community
  liaisons must be recruited to relay the information broadcast on the radios at the community
  level. This will allow a better appropriation of the information received and broadcasted. It is
  important when recruiting liaisons to include youth and women.

- Conduct awareness campaigns for community cohesion and against violent conflicts, with the
  involvement of religious and community leaders, women's associations, and judiciary actors.

- Support the establishment of local legal services, as the usefulness of these structures will be
  better recognized by the communities. Indeed, while raising awareness, building capacities of
  judiciary actors and building trust between them and citizens, it is important to set up local civil
  legal services to reinforce population’s access to justice (closer, more accountable, etc).

- In view of the situation of insecurity but also the weight of custom, it must be kept in mind that
  the evolution of society in the desired direction can only be the product of a long-term approach.

- Aim to promote dialogue within communities, i.e., participate in raising fundamental issues to
  establish a debate on questions of justice and human rights. Search is working on the position
  of women and their rights at the community level. Women are the most vulnerable groups, and
  the gender aspect must be considered in the community implementation of the Adalci project.
  This will facilitate the listening, orientation, and management of cases of human rights violations
  and judicial management.

To the administrative and customary authorities

- Assist Search for Common Ground in the establishment of community structures for awareness
  and guidance on justice and human rights issues, through the identification of intermediaries
  based on their integrity and the trust placed in them by the communities.

- Establish and/or strengthen regional consultation frameworks bringing together actors (national
  and international) working on justice and human rights issues to enable harmonization of
  interventions.
- Get involved to facilitate collaboration with the various stakeholders to ensure the sustainability of actions. The local authorities and traditional leaders are the representatives of the populations; they must assign respondents to facilitate Search's integration at the local and community level to promote ownership of the project to guarantee its sustainability.

- Take measures to ensure the safety of people and their property.

- Assist Search in the permanent monitoring of the implementation of Adalci at all levels (Search, region, communal and community level of implementation, etc.) with a greater involvement of the Departmental Directorates, their technical services as well as that of the local authorities.

To USAID

- Advocate with the government to facilitate the implementation of the project in the three regions.
I. CONTEXT OF THE PROJECT

1.1. About Search for Common Ground

Search for Common Ground (Search) is an international nonprofit organization that promotes conflict transformation based on the idea that conflict is normal and natural. Headquartered in Washington DC and Brussels and active since 1982, Search's mission is to transform the way individuals, organizations and governments deal with conflict - moving away from adversarial approaches and toward collaborative solutions. Search seeks to help parties in conflict understand their differences and act on their commonalities.

In the Sahel and Lake Chad Basin, Search's interventions aim to contribute to sustainable peace and promote the use of conflict transformation approaches. Search has been working in Niger since 2011 with programs focused on youth engagement and violence prevention. Since then, programming has shifted to work on confidence building and communication between populations and defense and security forces, as well as stabilization and sustainable peace efforts in border communities. Search has its main office in Niamey and three sub-offices in Diffa, Tahoua and Tillabéri. For more information, visit www.sfcg.org.

1.2. Social context

Armed attacks by Boko Haram in Nigeria and along the Niger-Nigerian border since 2013 have led to a significant influx of people into Niger. The incursions of this movement and the measures linked to the state of emergency have in turn contributed to massive displacements. Official figures show that, as of March 31, 2017, more than 242,000 people\(^2\) had left their place of living/residence. These people have fled, mostly with their families, fleeing from temporary settlement to temporary settlement, in the face of BH incursions and in a context of significant insecurity\(^3\). As a whole, the region is experiencing strong demographic dynamics and is characterized by a very young population.

In this context, young people are the most vulnerable demographic group. Poverty, weak social and community ties, lack of economic and social development opportunities and poor governance make young people particularly vulnerable to social marginalisation, exclusion and radicalisation. In addition, young people are largely excluded from local governance processes and existing community-based conflict mitigation systems, both of which are dominated by traditional leaders and other adult stakeholders. Women and girls are among the most marginalized members of the community. Women and girls are at greater risk of abduction, rape and sexual abuse, and have less access to basic rights such as food, housing, education and basic health care.

The insecurity situation in the Tillabéri and Tahoua regions follows the overall context of instability in Mali and Libya. The Libyan crisis and its ramifications throughout the Sahel and the Islamist criminal networks that have developed, as well as the fragility of our states, have destabilized the Niger-Malian border regions, particularly Tahoua and Tillabery. Indeed, these regions have become the epicenter of the Sahara-Sahel crisis that broke out in 2012. The rise in insecurity is attributed to the exacerbation\(^4\) of three phenomena: violent extremism, transnational organized crime and local conflicts. The populations of these regions face widespread violence and are victims of numerous abuses committed by various armed groups and defense and security forces\(^5\). Attacks are multiplying not only against civilians but

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\(^{2}\) These figures are reported by UN agencies, including OCHA. Source: file:///C:/NER_Diffa_Access_Insecurity_Displacements_%2013042017.pdf

\(^{3}\) Hamani, O; Caremel, J; Kiari Fougou, H, 2017, Fuites, accueils, solidarités et reconfigurations économiques en contexte d’insécurités et d’aide humanitaire dans la région de Diffa, LASDEL, Niamey.


also against representatives and symbols of the state, including defense and security forces, local authorities-administrative, religious, and customary, or even civil servants and merchants.

It is in this context that Search and its partners ABA-ROLI and Pact initiated the four-year Human Rights Access to Justice in Tillabéry, Tahoua and Diffa project, funded by Freedom House through the Human Rights Support Mechanism funded by the United States Agency for International Development (USAID).

1.3. The Adalci project

The overall objective of the Adalci project is to reduce vulnerability to violent extremism by strengthening tools to address key grievances that fuel violent extremism in VE-prone regions of Niger.

Specific objectives:
1. Improve the capacity of customary and other local conflict mediation mechanisms in the VE prone target areas to address grievances and resolve disputes
2. Empower populations in VE prone areas to navigate and access the formal justice system to resolve their disputes or assert their rights
3. Increase the capacity of the Government of Niger and civil society organizations to address human rights violations committed by state and non-state actors.

1.4. Scope of the Evaluation

Objectives of the Study

The objective of this baseline study is to establish a baseline situation on the indicators defined by the project. It consists of measuring the current state of access to justice and the level of knowledge of their rights by the populations of the region, and to provide information on the relevance of the approach to the context. Thus, the study relies primarily on data collected in the field through a survey with a quantitative and a qualitative component (focus groups, semi-structured interviews, specific interviews with technical services, political and traditional authorities, and civil society in Niger).

Specifically, it will
1. Inform Search on the relevance of the approach based on an analysis of the context, with a view to adapting the programming if necessary.
2. Inform Search on the baseline level of project indicators.

In addition, the baseline aims to conduct a short analysis of the security and safety risks for the project’s implementation.

This document describes the methodological process used to conduct the study, the results of the various interviews and the survey, the baseline situation of the project’s performance indicators, and finally the recommendations for better implementation of the project.

II. METHODOLOGY OF THE ADALCI PROJECT BASELINE STUDY

This study is based on a mixed methodological approach including two components: a quantitative component (use of a survey questionnaire to collect quantitative data) and a qualitative component based on qualitative research methods and techniques (use of an individual and group discussion guide) with the communities, the administrative and customary authorities, and the steering staff of the Adalci project. In more detail, the approach was based on the following phases:
2.1. The scoping meeting

The scoping meeting took place at the office of Search with the study management team and the consultants of CESER consulting. After the introductions, the regional manager and the Monitoring and Evaluation Manager of Search presented the Adalci project and the expectations for the success of the mission.

The consultants from CESER Consulting took turns asking questions and providing all related documentation for the review. During this meeting, it was also a question of agreeing in detail on the conduct of the study to discuss at length the objectives set, the expected results and the sampling to better consider the concerns of the sponsor. This stage corresponded to the contractualization of the mission. The meeting also provided an opportunity to review the preparations for the commune identification workshops and to schedule a second meeting between CESER Consulting consultants and the security manager to discuss security issues related to project implementation.

2.2. Literature Review and Inception Report

This step was used to identify and research all the documentation available from the Search for Common Ground team that commissioned the studies. It focused on the exploitation of the various key documents of the project, notably the project's narrative proposal, but also any other document related to the theme or the implementation of similar initiatives. This stage also focused on the development and validation of the inception report, including the data collection tools. An inception report was developed and commented on and validated with the Search for Common Ground baseline study management team. This report outlined how the baseline study would be conducted and the associated data collection tools.

Justice and Human Rights in Niger

Niger is defined as a pluralist State in terms of family and personal law because of the plural nature of the sources of this law. Indeed, there is the coexistence of customary law, Islamic law and so-called modern civil law inherited from French colonisation and kept applicable by the first Niger Constitution of 8 November 1960 at independence.

Three rights are all potentially applicable to the same situation. This legal pluralism is expressly consecrated by the Organic Law 2004-50 of July 22, 2004 on the organization of jurisdictions in Niger, which sets the fields and conditions of application of these different sources of law. Thus, article 63 (paragraph 1-19) of the law imposes custom or customary law in matters concerning the capacity of persons to contract and act in justice, the status of persons, the family, marriage, divorce, filiation, successions, donations, and wills.

The Nigerien constitution’s Title 2 is devoted to the "rights and duties of the human person". It contains the principle of equality indexed by positive discrimination (art. 10), the sacredness of the human person (art. 11), the right to life, health, physical and mental integrity, healthy food, freedom, and security (art. 12). The prohibition of torture, slavery and inhuman or degrading services or treatment are affirmed (art. 14). The prohibition of the execution of a manifestly illegal order (art. 15), the elimination of all discrimination against women, girls and persons with disabilities (art. 22) are stated. To ensure the effectiveness of these abundantly proclaimed rights, two paths seem to be traced by the constituent. Firstly, the absolute obligation of the civilian or military citizen to respect the Constitution and the legal order of the Republic in all circumstances (art. 39). Secondly, the State's responsibility to ensure the translation and dissemination in national languages of the Constitution, as well as the texts relating to human rights and fundamental freedoms, and their teaching at all levels of education (art. 43).

On a different note, human rights theory, in principle, advocates for the autonomy, integrity and empowerment of the human person in all possible aspects of their life. Applied to the Nigerien context and targeting people in our study areas, the human rights approach focuses on the rights of people living
in conflict zones. Thus, the human rights approach not only identifies rights and their holders, but also targets the person who is the guarantor and obligator of the implementation of the rights described above, in this case the state of Niger. The Search project, by focusing its interventions in the zones of Diffa, Tahoua and Tillaberi, intends to act on indicators to guarantee access to justice and human rights in these conflict zones.

**Definition of concepts**

For the purposes of this analysis, we have used the legal concepts below:

- **Law:** Legal rules in force in a state corresponding to custom, laws, and jurisprudence. It is also understood as a "set of rules organizing the State and its constituent parts, and governing relations between the public authorities and private individuals".6

- **Civil law:** Law dealing with persons, property and their non-commercial transmission. It is a "set of rules of private law normally applicable. It constitutes the law corresponding to special environments and which have been constituted as their own disciplines".

- **Human rights:** According to the conception of liberal democracy, "rights inherent to human nature, therefore prior and superior to the State and that the latter must respect not only in the order of the goals but also in the order of the means".

- **Justice:** It designates above all a value, a moral ideal, a philosophical concept whose characterization seems both instinctive and complex. To render justice consists essentially in saying what is just in the concrete case submitted to the court. Justice is said to be distributive when it aims at distributing goods, rights and duties, and honors among people, according to the value, abilities, and needs of each person and his or her role in society.

- **Formal system:** a system in which all norms obey only legal logic without the intervention of considerations outside the law.

- **Informal system:** the informal sector is formally defined as all legal activities that escape any legislation in force.

**2.3. Sampling**

Two (02) survey techniques were used to calculate the sample: a probabilistic choice for the population and a reasoned choice for the administrative and customary authorities and the defence and security forces. The sample of target groups proposed by CESER Consulting was presented and validated by the client. The following sample size formula can be used:

\[ n = \frac{t^2p(1-p)}{e^2} \]

→ **t**: Margin coefficient deducted from the confidence rate "s".
→ **e**: Margin of error given for the quantity to be estimated (in the case of this study the margin of error is 10%).
→ **p**: Proportion (known or assumed, estimated) of the elements of the parent population that have a given property. (When p is unknown, p = 0.5 is used). (Also called: Probability of success or probability of positive achievement).
→ **q = 1-p**: Probability of failure or probability of negative achievement

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6 Lexicon of legal terms, 17th edition, Dalloz
Table 1: Planned and achieved sample of the Adalci project

| Region | Department | Communes | Total Population M | Planned sample M | Achieved sample M | Total F | Planned sample F | Achieved sample F | Total F
|--------|------------|----------|--------------------|------------------|------------------|--------|------------------|------------------|--------
| Diffa  | N’guigmi   | N’guigmi | 2738               | 67               | 56               | 2715   | 67               | 58               | 114   |
|        | Diffa      |          | 2106               | 66               | 79               | 2088   | 66               | 53               | 132   |
|        | Bosso      | Toumour  | 437                | 59               | 76               | 433    | 59               | 62               | 138   |
|        | Diffa      | Gueskerou | 1412             | 65               | 75               | 1400   | 65               | 55               | 130   |
| Tahoua | Tahoua     | Takamanat | 1189              | 65               | 31               | 1190   | 65               | 115              | 146   |
|        | Tahoua     | Tebaram  | 1411              | 65               | 51               | 1413   | 65               | 56               | 107   |
| Tillabéri | Tillabéri | Sakoira  | 798                | 63               | 48               | 796    | 63               | 82               | 130   |
|        | Fillingué  | Abala    | 2260              | 66               | 29               | 2254   | 66               | 103              | 132   |
|        |           | Tondikandoya/Damana | 3324          | 67               | 101              | 3314   | 67               | 33               | 134   |
|        |           | Simiri   | 3072              | 67               | 100              | 3064   | 67               | 33               | 133   |
| Total  |           |          | 18747             | 650              | 646              | 18667  | 650              | 650              | 1296  |

Source: Baseline Study, Adalci project, February 2021

For the reasoned choice, in the ten (10) communes of intervention of the Adalci project, there were 40 Focus Groups which concerned homogeneous groups of men and women, 275 individuals and 71 individual interviews. Thus, a total of 347 people were interviewed for the qualitative phase.

Thus, 51% of women were interviewed compared to 49% of men. Among this population, 55% of the men interviewed were over 35 years of age compared to 48% of the women, 28% were between 30 and 35 years of age, 17% were between 15 and 24 years of age and 12% were between 25 and 29 years of age.

In addition, interview guides were administered by the Consultants to customary and administrative authorities, technical services and defense and security forces. Also, the Consultants conducted focus group sessions with men and women to deepen the understanding of communities' perceptions.

Table 2: Distribution of interviewers disaggregated by sexe and age

<table>
<thead>
<tr>
<th>Sex</th>
<th>Age in completed years</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>15 to 24 years old</td>
<td></td>
</tr>
<tr>
<td></td>
<td>25 to 29 years old</td>
<td></td>
</tr>
<tr>
<td></td>
<td>30 to 35 years old</td>
<td></td>
</tr>
<tr>
<td></td>
<td>More than 35 years old</td>
<td></td>
</tr>
</tbody>
</table>

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2.4. Baseline and Project Commune Identification

Prior to the actual field survey, a workshop to identify the communes that will serve as sites for the baseline study, the pilot phase, and the scaling-up phase of the Adalci project was organized on February 11, 2021 in each of the three regions of Diffa, Tahoua and Tillabéri.

The workshops, which lasted one day per region and brought together the authorities and key stakeholders (CSOs, local leaders), identified the 10 communes where the Adalci project will intervene, including 4 communes in Diffa, 4 communes in Tillabéri and 2 communes in Tahoua.

In all regions, the consultants conducted the workshops jointly with Search Staff. The projects' objectives and workshop objectives were clearly stated to the participants, before initiating discussions in groups to define how to select the communes. Three main criteria were previously defined by the project team during the start up: the location is affected by VE (significantly or at risk); both urban and rural pilot locations are selected to be able to test the approach; Search and partners can access the pilot communes to implement the project without military escort. Participants discussed them and added context specific ones, to finalize the communes’ identification, as described below.

Table 3: Main summaries of the workshops by region

<table>
<thead>
<tr>
<th>Regions</th>
<th>Summaries of exchanges</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diffa</td>
<td>Discussions on the main justice and human rights related issues in the communes:</td>
</tr>
<tr>
<td></td>
<td>The discussions of the workshop’s participants focused on the general problem of access to justice and human rights in Diffa. In addition, the contributions of the various participants, notably those of the Prefect of Diffa, the representative of the ANDDH, the CNDH, the representative of the Civil Society Organizations, or of the Mediator of the Republic made it possible to draw a synthesis of seven communes in the first instance (Bosso, Gueskerou, Diffa, Mainé, Chétimari, N'guigmi and Tournour).</td>
</tr>
<tr>
<td></td>
<td>Commonly agreed criteria for commune identification:</td>
</tr>
<tr>
<td></td>
<td>Main criterion used to identify this first list of seven communes was the number of complaints recorded by the actors (present at the workshop) involved in access to justice and human rights issues in the Diffa region.</td>
</tr>
<tr>
<td></td>
<td>From this list, the four communes of intervention of the Adalci project were chosen, after further reflection. From these four communes, the two communes for the pilot phase and the baseline survey were also chosen. The same criteria, i.e., the complaints recorded, were used to select the communes for the pilot phase and for the scaling-up phase.</td>
</tr>
<tr>
<td></td>
<td>Communes identified:</td>
</tr>
<tr>
<td></td>
<td>▪ Pilot phase : Tournour and Diffa</td>
</tr>
<tr>
<td></td>
<td>▪ Scale up: Gueskerou and N’guigmi.</td>
</tr>
<tr>
<td>Tahoua</td>
<td>Discussions on the main justice and human rights related issues in the communes:</td>
</tr>
<tr>
<td></td>
<td>The participants in this workshop exchanged broadly on the definition of violent extremism as a fundamental element in the identification of communes. It is retained that violent extremism is &quot;a way of imposing one's ideology through violence&quot;.</td>
</tr>
<tr>
<td></td>
<td>From this definition, eleven (11) communes were selected as implementation zones for the HRSM project in the Tahoua region: Tillia, Tassaara, Takanamatt, Tambarum, Bangui, Tchinta, Malbaza, konni, Bagaroua, Sabon guida, Alléla and Tsernawa.</td>
</tr>
<tr>
<td></td>
<td>Commonly agreed criteria for commune identification:</td>
</tr>
<tr>
<td></td>
<td>▪ Insecurity</td>
</tr>
<tr>
<td></td>
<td>▪ Communes bordering other countries where there is insecurity</td>
</tr>
</tbody>
</table>
- The presence of internally displaced persons and refugees
- Records of frequent cases of human rights violations
- Absence/insufficiency of intervention partners in the same area
- Accessibility of the area in terms of insecurity

The reflections based on the above criteria allowed to identify 2 communes as the implementation area of the project.

**Communes identified:**
- Pilot phase: Tebaram
- Scale up: Takanamat

### Tillabéri

**Commonly agreed criteria for commune identification:**
- Ability to travel unescorted,
- Existence of all mechanisms for access to justice,
- Remoteness from the departmental capital.

Thus, the participants reviewed the 45 communes of the Tillabéri region according to the criteria of unescorted accessibility. This first criterion resulted in the selection of 27 communes that were accessible without escort.

In a second step, these communes were also analyzed according to the presence of all justice mechanisms by assigning a scale ranging from 1 to 5 (1= if all justice mechanisms exist in the commune, 5= if no justice mechanisms exist in the commune). The reflections based on the above criteria allowed to identify 4 communes as the implementation area

**Communes identified:**
- Pilot phase: Abala and Sakoira
- Scale up: Tondikandoya/Damana and Simiri

### 2.5. Training of interviewers and data collection agents

**Interviewers**
The interviewers of the Tahoua and Tillabéri axes were trained by the consultants in Niamey from February 8 to 9, and those of Diffa on February 12. The interviewers all have a university degree, at least three years of study in sociology and psychology, and speak the languages of the communities, mainly Hausa, Djerma and Kanuri.

**Training of data collection agents**
12 field agents, including 5 women, were selected. The selection was made from the database available to the firm. The choice was based on the level of training of the candidates and their experience in terms of data collection (including electronic data collection) while taking into account the linguistic diversity of the areas to be surveyed.
The training was held in Niamey for the Tahoua and Tillabéri agents and in Diffa for the Diffa team. The training in Niamey took place on February 5 and 6 in Niamey for the Tahoua and Tillabéri teams at the Palais des Sports in Niamey. As for the team of Diffa, the training took place on February 12, 2021 in the meeting room of Search in Diffa. Both were held in compliance with COVID 19 guidelines (social distancing, wearing of masks, use of hand sanitizer). During the training, the agents practiced extensively on the quantitative questionnaire and on the qualitative survey tools. At the end of the training, simulations were done to test the questionnaires on the tablets and certain expressions were translated in Hausa, Djerma, Kanuri, and Tamashek, to allow the interviewers to have the same understanding of the words and expressions.

2.6. Data collection

Data collection began simultaneously in the three regions (Diffa, Tahoua and Tillabéri), from February 15 to March 1st.

In all regions, the actual field phase was organized in collaboration with Search's regional managers. The working sessions made it possible to develop the itinerary while considering the realities of the field (road conditions, security, COVID, etc.). Also, to facilitate the mobilization of actors in the field, the contacts of the representatives of the administrative and traditional authorities were made available to the teams in the regional capitals and then completed later during the exchanges with local actors.

The quantitative component

After the literature review, the consultancy team developed the questionnaire which was sent to Search for comments. Once the questionnaire was validated, the team digitalized the questionnaire via KoboCollect. The administration of the questionnaires concerned essentially the quantitative surveys and the sample carried out is of 1296 interviewed persons of which 650 women, (50%) in the ten communes of intervention of the Adalci project in the regions of Diffa, Tahoua and Tillabéri.

In addition, every evening after the quality control of the data collected by the interviewers, the consultants authorized them to synchronize the informants via the
KoboCollect server. The quantitative data collection system is based on the collection of data via Smartphone terminals.

On the other hand, the associate consultant, a Statistical Engineer Specializing in Evaluation and Research and General Manager of CESER Consulting, ensured the quality control of the data on ONA with instructions given to the interviewers each day and to make up for the shortcomings for the next steps.

The qualitative component
The interview guides were administered at the level of the project steering team, other stakeholders, local authorities, and focus groups by the consultants. These guides were administered by the Principal Consultants, as was the risk analysis tool and the community infrastructural needs.

The main targets for these guides are programme beneficiaries: community leaders; officials of implementing NGOs at the regional level; administrative and political authorities; and government technical services (regional and communal levels). The socio-anthropological approach for this baseline study has the objective of measuring the current state of the project indicators and using textual data in the empirical phase of the research allows the team to apprehend the processes and dynamics at work in the study of human beings, their experiences, and their societies.

This analysis proposes firstly to present the qualitative results in relation to the indicators, and secondly to understand, describe and analyze the perceptions of the actors with regard to the components of the said indicators. This qualitative approach is carried out through the analysis of the experience of the populations in the target communes and the interactions between the various actors involved in the issues raised in the communes concerned by the project, in order to formulate recommendations that will enable the project to achieve convincing results.

To this end, in addition to the quantitative component, several qualitative tools were combined to adapt the research to local contexts.

These are:
- Exploratory interviews;
- Semi-structured interviews with the populations;
- Focus groups by age group;
- Diagnosis of the needs of the populations.
At the end of each day, the consultants produced a summary of the main information gathered from the various actors they met. The triangulation of these summaries made it possible to bring out the main qualitative data that allowed us to answer the research questions. It should also be noted that the focus groups were conducted in pairs and the other tools were administered by a single agent.

The Challenges faced
All the difficulties faced in connection with this data collection have been overcome.

The security situation in some of the study areas: The insecurity in some areas in Diffa, Tahoua and Tillaberi reduced the daily working time (the teams were obliged to suspend everything around 1:00 p.m. in the communes of Toumour and Gueskerou). The number of interviewers had to be increased to make up for the lost time.

- The reactions of the populations to an investigation team: The logic of aid is so internalized by the populations that the distinction between investigators and humanitarians/projects is not always made initially by our interlocutors. This is a frequent reality in Niger and is particularly important, for example, in Diffa with displaced and refugee populations who depend on aid. Despite multiple explanations and the help of customary authorities in the main town of Toumour, one of our interviewers was attacked by women, each of whom wanted to be interviewed. They mistook our survey for a project targeting to provide aid.

- The poor condition of the roads, which made it difficult to access some of the survey sites.
III. RESULTS OF THE BASELINE STUDY

The main results of this study revolve around the analysis of the dynamics of existing conflicts in the areas of intervention of the project; gender inequality and social exclusion in the project's target areas; the appropriateness of the objectives and their relevance to the project's theory of change and their adaptation to the context; the scope, resonance, and reaction of our media program in the areas of intervention of the project; and an analysis of the indicators of the Adalci project.

3.1. Analysis of the dynamics of existing conflicts in the areas of intervention of the project

The surveys in Diffa, Tahoua and Tillabéri made it possible to understand the current dynamics of conflicts in these regions, to know their causes and effects on the communities and to identify a typology. The surveys also allowed us to specify the conflicts according to their importance and their regularity by region. Thus, the different types of conflicts cited are: Linked to Boko Haram (BH), terrorism, farmers / farmers, farmers / herders, conflicts between young people (these are conflicts between young people of fadas called palaces), armed conflicts linked to attacks by non-state armed groups (NSAG), etc. Farmer / farmer and herders / farmers conflicts are common to all municipalities. These conflicts, it must be remembered, are the result of several factors. We can cite the two main ones, including human pressure, climate change which results in the lack of arable land and the crumbling of pastoral areas.

"People identify much more with their ethnicities, which reinforces the herders / farmers divide over the control of resources" (A prefect, 02/22/2021)

Conflicts related to BH and youth conflicts are unique to the Diffa region. At this level, it is important to note the magnitude this phenomenon is beginning to take. This situation is due to the lack of economic opportunities for young people according to our interlocutors. Another factor that worsens the situation are the restrictive measures that limit the movement of young people and reduce the friendly spaces for gathering young people (fadas). Finally, respondents noted the kidnappings which accentuate the mistrust between the communities.

"The current context of insecurity has favored the emergence of new types of conflict. We already knew about the conflicts between farmers / breeders, farmers / farmers, but in recent years, we have been facing new phenomena. Our big concern is Boko Haram, with everything they do like killings, kidnappings, hijacking minors, etc. for 6 to 7 years it took the region by the throat. Then there are the conflicts between the young people, with the death of a man. Before we heard the palace phenomena in Zinder, now it’s home and it’s a real headache. In refugee reception sites, there are also conflicts between communities, for many reasons, access to infrastructure, exclusion, during targeting, etc." (SG town hall, February 2021).

"Here, we see a lot more attacks by armed groups, and for two years, they have become quite recurrent, it is a real problem" (a notable in Tillabéri, February 2021)

The general situation of insecurity is generating, in the municipalities targeted for project intervention, new conflict dynamics which are developing thanks to the fertile ground available to them. As we have seen, some conflicts are common to the target areas of the project (farmers / herders, farmers / farmers conflicts) some are specific to certain regions, attacks by armed groups in Tahoua and Tillabéri, BH and the palace phenomenon in Diffa. Overall, most municipalities experience situations of insecurity that make populations vulnerable and exposed to all kinds of problems in general and on recourse to justice and human rights, in particular.

In addition, the populations in the project intervention communes express their frustration with the role of the state, as guarantor of the freedom and protection of populations and their property. As a result,
the nature of the conflicts and their dynamism begin to affect the relations of the authorities / populations in the sense that the latter increasingly lose confidence in the state. This of course has implications for the scale of conflicts in the areas, with the possibilities of recruiting among civilian populations, especially young people. According to interviews, this situation creates a climate of generalized mistrust in the areas. Beyond that, the impunity of the armed groups reinforces the climate of insecurity in the areas and provides a favorable ground for armed banditry.

Attacks by armed groups concern more the regions of Tillabéri and Tahoua. Indeed, the incursions of the NSAG are, more and more, frequent and violent. While initially the groups attacked only symbols of the state, for the past two years they have attacked the civilian population.

Figure 1: Existence of armed conflicts in the surveyed zones

Finally, the results of the interviews show that 59% of the respondents confirmed that armed conflicts have existed for more than two years in their environment, 21% for one to two years, and 20% for less than two years.

3.2. Gender inequality and social exclusion in the project's target areas

Niger recognizes that everyone has equal access to justice, i.e., everyone has the right to go to court. However, due to social constraints, certain categories of the population (women and youth) do not always file complaints with judicial authorities. In the project's regions of intervention, the environment of residence accentuates the influence of social constraints on the use of justice. In fact, depending on whether one lives in an urban or rural area, these constraints are much more pronounced. Thus, in urban areas (urban municipalities), there is no significant difference in access to justice.

Interviews with institutional actors and focus groups revealed that in rural areas, women are socially labeled or have a bad image when they decide to file a complaint, especially against their husbands, especially in the case of gender-based violence (GBV). In urban centers, just like men, women and young people file complaints for theft, fraud, etc. Young girls are also afraid that their names will be "spoiled" if they report rape. Thus, to remain within the social dynamics of a "good woman," they either refer the matter to the nearest judicial authority (in this case the village or district chief), who conciliates, or remain silent with the complicity of their parents. It was found that, for other types of prejudice, given the distance, cost and lack of knowledge of the formal judicial system, young girls have much greater recourse to traditional justice services (village and canton chiefs).

In addition to social constraints, there is the geographical and social remoteness (justice, gendarmes in rural areas) and the cost for the communities. Because of their financial poverty, many litigants prefer to make do with conciliations made by the customary chieftainships and avoid the travel costs that would be incurred by referring to the formal courts. In this respect, the plurality of sources of rights is a good thing, as it allows young people and women to file complaints through traditional systems. In fact, in
rural areas of Niger where the state has little presence, communities are governed by customary law (Search, 2021): "You know, formal justice is far away for our rural communities, even for men. It is even less familiar to women. Because traditionally, for example, it is not allowed for a woman to file a complaint against her husband." (Key informant in Diffa, 13/02/21).

In addition to the social constraints, there are:

- Geographical and social remoteness (justice, police officers in rural areas)
- The cost for the communities.

Because of their financial poverty and the distance between their homes and the jurisdictions, many people prefer to make do with conciliations made by the customary chiefships and avoid the travel costs that would be incurred by going to the formal jurisdictions. "It is important to know that for a long time, the gendarmes have served as police, maintaining order, managing, and settling social conflicts, and in this respect, they are perceived as repressive. This means that the population avoids them a lot" (focus group in Tahoua, 14/02/21). "People go back and forth several times, it goes from one postponement to another and it's money, you have to travel, etc." (Chief in Diffa, 14/02/21).

3.3. Approaches to reducing gender inequalities and social inclusion in access to justice

In rural areas, the weight of custom and gaps in family and personal law are already a handicap for women, and this aggravates the inequality of access to justice for women. "When a woman wants to file a complaint in certain rural areas, she always has to be accompanied by a man, which tells you how difficult access is for them" (local authority in Tillabéri, 15/02/21). But in urban centers, this discrimination is increasingly rare. Women have as much access as men to all forms of justice (formal and informal).

However, it emerged from the interviews with key informants that by acting on the social constraints that still maintain social inequalities, the project will contribute to reducing their influence on access to justice by the communities, especially the most disadvantaged groups. It is more clearly a question of putting in place mechanisms that will make it possible to circumvent or reduce both social burdens and the cost of mobility by promoting communal structures and by setting up community referral structures. Awareness raising aimed at changing the representations and perceptions of the justice system must be emphasized. "We must continue to explain that women have the same rights as men in matters of justice. We must continue to raise awareness to show another face of justice to those subjects going to trial, that of help, etc." (Civil society actor, Diffa, 18/02/21).

Like certain national and international structures, notably the ANDDH, CNDH, AFJN and certain international NGOs, which intervene in the field by organizing integrated awareness sessions in certain project intervention zones. In the communes visited, 61% of the people interviewed said they were aware of these services.

![Figure 1: Access to justice between men and women](image)
In addition to being known, the services are also used and appreciated by the populations in the communities. Indeed, 51% of the respondents say they use these services and 52% of those who say they use them are satisfied, compared to 4% who say they are not satisfied and 44% who are not very satisfied.

3.4. Adequacy of the objectives and their relevance to the project's theory of change and their adaptation to the context

The Adalci project, by improving the capacity of customary conflict mediation mechanisms and other local mechanisms in the areas targeted for its intervention, will make it possible to promote the handling of grievances and the resolution of disputes in these communes. This will enable traditional leaders and other local conflict resolution mechanisms in the target areas to more effectively, equitably, and transparently resolve disputes that lead to violent conflict or create a sense of injustice. Indeed, interviews with both traditional authorities and leaders, as well as with communities in general, reveal that this project is of paramount importance to these three regions.

Traditional leaders and community and local mediators recognize the need for support to address the communities' need for justice. This support need is reflected in their difficulty in quantifying the number of cases handled peacefully. This means that by strengthening local conflict resolution systems, the project is trying not to break the link between the traditional chieftaincy and the communities, thus strengthening the communities' trust in these structures. “In the villages, most cases are dealt without any paperwork; all that is needed are witnesses and the presence of the parties involved or their representatives. If they can be provided with documents to formalize the rulings rendered, this can help avoid disputes later” (Chief in Tillabéri, 20/02/21).

On a different level, by intensifying awareness-raising among those subject to the law and by setting up local and community structures to provide guidance in the event of a need for justice and human rights, the Adalci project will blend into the overall context of the areas and will be able to contribute to changing the behavior of its targets. The project is not operating on virgin ground; other associations and NGOs are working in the field in some of the communes of intervention. Adalci must create a framework to optimise all interventions and intensify integrated awareness-raising actions and media awareness-raising. To do this, the project can rely on community structures set up in the communes and neighborhoods in the three regions by other actors working on the same issues or set up new ones where necessary. “There is a need to recruit focal points who can report information or problems to the justice system. Women and children are the most vulnerable, but they are afraid to report cases of abuse or violent extremism for fear of reprisals.” (ANDDH, Diffa, 13/02/21).

In addition to supporting traditional and community-based mechanisms, Adalci believes it is important to provide the population in areas of influence of violent extremism with the means to orient themselves and access the formal judicial system to resolve their disputes or assert their rights. This is done, according to several interlocutors, by emphasizing local and community-based mechanisms of sensitization and orientation at the community level and by ensuring that they are not in opposition to traditional structures. “The traditional chieftaincy must not be set aside, otherwise people will misinterpret the project and think that this moral authority is being pushed aside” (Chief Komadougou, 15/02/21).

The Adalci project’s theory of change will provide both traditional and modern structures with the support they need to be more effective in improving the capacity of all judicial bodies. “The traditional structures do not have the tools to be effective, for example, they do not have conciliation minutes, even if they render justice, there is no paper to record this. And here at the justice system, when people come, they have a problem of orientation, they don't know where to go and there are not enough public defenders to help them, the assessors are still not present because they themselves do not have the means to be always present at the court” (judiciary authority in Diffa, 18/02/21).
Increasing the capacity of the government of Niger and civil society organizations to address human rights violations committed by state and non-state actors will ultimately enable state and non-state structures to actively address human rights violations committed in targeted communes. Therefore, it is important for Adalci to build the capacity of all stakeholders to improve the handling of cases by both state structures and CSOs working in the field. “You saw for yourself during the workshop that CSOs are able, despite financial difficulties, to intervene on justice issues and accelerate procedures, to guide and accompany communities in their quest for justice” (administrative authority in Diffa, 22/02/21).

3.5. The reach, resonance, and response of our media program in the areas of intervention of both projects

The community approach, based on information, sensitization, and orientation, is the most appropriate option to ensure the achievement of the objectives of the project's media program. The communities in the various communes mentioned several radio stations, ranging from community radio stations to international radio stations and the national radio station. In the ten (10) communes of the project's intervention, it was found that the populations listen to radio programs. The main radio stations mentioned are Bango FM, Sala tondo Sakaora, Albaharou, Moubarak, Albaharou, Malibero. Alternatives are ORTN, ENFANI, DOUNIA, BOUCLIER, FM Darassalam, FM Liptako, Gommialher, HASKE FL, IP taco darsalam, RFI, community TVs, Tchintchia and Sinsiya alfaljiri.

![Figure 2: Existence of community radios in community areas](image)

The results of the study show that 92% of respondents stated that there are community radio stations in their localities that broadcast programs on justice and human rights issues. The receptivity of these programs is reflected in the populations' use of the referral channels indicated during the broadcasts. Indeed, according to one of our interlocutors, the fact that the population hears him on one of the local radio stations talking about his structure and the role it plays in access to justice and mediation led him to be called upon to intervene in a case of rights violation. “I intervene a lot on the radio to talk about cases of violation of rights, access to justice and what our structure does. One day, a lady came to see me in Nguigmi to talk about her problem. We are currently in the process of taking care of her” (regional mediator, 19/02/21). Thus, Adalci can rely on the existence of radios in all communes and their accessibility to citizens to ensure a wide reach and resonance of its activities.

However, it must be remembered that Search is not operating on virgin ground in terms of projects and programs focused on justice and human rights issues. Other actors are working on these issues, and in the same areas. These include: ANDDH, CNDH, SDO (Relief of the Forgotten Ones), IRC (International Rescue Committee), Plan Niger and HACP (High Authority for Consolidation of Peace). These actors are involved in social protection, the promotion of women and the protection of children, human rights, etc.

3.5.a: The scope, resonance and reaction of our media program in the areas of intervention of the two projects:
When it comes to the scope of awareness programs on the peaceful resolution of disputes and conflicts, 51% of people say they have not heard of such programs. These figures can be explained by the irregularity in the broadcasting of the programs. Indeed, the fact that there is no room for broadcasting programs reduces the reach of the programs.

3.6 Assessment of the indicators before the start of the Adalci project’s activities

**Indicator 1:** Proportion of the population that demonstrates an improvement in the level of satisfaction with the way their legal problems are resolved, disaggregated by sex, age, location and type of solution (informal / formal system).

This is the number of respondents who say they are satisfied with court decisions compared to the total number of affected respondents. The actors to whom the populations generally turn in the event of a legal problem are the traditional chiefs, in 32% of cases. People go there because it is at the level of these bodies that conflicts are resolved peacefully. However, despite this rate of appeal, the communities are not always satisfied with the decisions rendered, hence the appeal to the administrative authorities at 68%.

**Figure 3: Assessment of the resolution of legal issues by customary authorities**

The plurality of sources of rights allows communities to lodge complaints at the level of traditional systems. But there is, all the same, a gap between recourse and satisfaction. Indeed, 32% of respondents say they are satisfied with the use of customary authorities. Thus, as mentioned above, customary authorities are the first resort for settling legal problems for communities, but the latter are not always satisfied with the decisions rendered.
Thus, for the measurement of indicator 1, a bivariate analysis of the data related to the level of community satisfaction with the management of problems by the formal informal authorities was carried out. As for administrative authorities, 37% of respondents say they use them for legal problems. But it is, nonetheless, important to stress that respondents say they are not completely satisfied with the remedy either.

Figure 5: Level of satisfaction with recourse to administrative authorities for legal problems

The time taken to dispense justice is also found slow by 12% of respondents against 58% expressing that justice is served quickly. It is at the level of justice and the gendarmerie that there is this slowness according to these investigations.

98% of respondents believe that they are listened to before the final decision and 52% of respondents say that decisions resulting from mediations are sometimes accepted by stakeholders, 46% say that they are always accepted and only 2% say that decisions are not at all accepted.
**Indicator 2**: Proportion of actors in customary conflict mediation and other local actors who feel they are accountable to citizens, disaggregated by type, sex, age and location.

**Figure 6: Conflict mediation and other local actors who feel they are accountable to citizens**

This is the number of mediators who say that communities do not question the decisions they make for conflict resolution. Thus, in all the municipalities visited, 55% of the conflict mediation actors met feel responsible to the citizens, however, given the security situation and their inability to protect their communities against the NSAGs, their influence is starting to be brought to light. Indeed, the vulnerability of populations is important, it exposes them to the dynamics of conflicts.

**Indicator 3**: Inclusiveness and responsiveness of local conflict mediation decisions in localities

**Figure 7: Inclusiveness and responsiveness of local conflict mediation decisions**

The results of the interviews show that 42% of the respondents affirm the inclusive and receptive character of decisions relating to the mediation of local conflicts. The group discussions focused on the degradation of the environment of the communities with the resurgence of attacks, it is also necessary to place the conflicts related to natural resources in the context of poorly inclusive local governance mechanisms, which cause frustration. The testimonies gathered during the survey indicate that the lack, or even the absence of equity in the process of delimiting access to resources, according to some, constitutes an explanatory factor for the polarization of conflicts around their use in the project municipalities.
Indicator 4: Proportion of traditional leaders and other community mediators who feel they are better equipped to resolve disputes in their community, disaggregated by type, sex, age and location

Figure 8: Leaders and other community mediators who feel they are better equipped to resolve disputes in their community

25% of traditional leaders and other community mediators surveyed who claim to be better equipped to resolve disputes in their communities in relation to the number of people surveyed. The traditional leaders expressed the need for support in terms of tools to formalize the decisions made. Traditional conflict management structures seek the help of partners intervening in the field, both to be better listened to by communities, if they manage to defend their interests and to be good leaders by rendering justice better. Thus, by helping them to carry out period missions in their localities, traditional leaders will be much better able to manage conflicts.

Indicator 5: Proportion of the population who demonstrate knowledge of local conventions in the communities where they exist as a tool for dispute resolution, disaggregated by sex, age and location

Figure 9: The population who demonstrate knowledge of local conventions in the communities where they exist as a tool for dispute resolution

It emerges from the interviews carried out that 19% of respondents demonstrate knowledge of local conventions in their communities as a tool for dispute resolution, all the same the interviewees confirmed that local conventions (dispute resolution procedures) are not better suited to settle some conflicts.
Figure 10: Listening to awareness programs on the peaceful settlement of disputes and conflicts
Raising people's awareness of their legal rights: This is the number of people who say they are aware of their rights and the procedures of the justice mechanism in relation to the total number of people surveyed.

The 49% of those interviewed who heard about it retained the following points: peace, how to settle conflicts; let young girls go to school; soothe internal conflicts with good advice; social cohesion without ethnic discrimination; avoid violence between farmers and herders and ban drug consumption.

But despite the fact that they are not aware of awareness-raising programs on conflict resolution, it appears that 51% of those interviewed are aware of legal rights to conflict resolution.

Indicator 6: Proportion of the population that demonstrates increased knowledge of community conflict mediation systems as a tool for conflict resolution, disaggregated by sex, age and location.

Figure 11: Population that demonstrates increased knowledge of community conflict mediation systems as a tool for conflict resolution

The results of the interviews show that 33% of respondents are aware of community conflict mediation systems as a tool for conflict resolution. Due to the ignorance of the majority of the population, they ignore the existence of mediation systems as a means of conflict resolution.

Indicator 7: Proportion of representatives of civil society organization and targeted human rights defenders with increased capacity in human rights documentation

Figure 12: Representatives of civil society organization and targeted human rights defenders with increased capacity in human rights documentation
The results of the survey show that 25% of the respondents (CSO representatives) we met say they have a real need for documentation and office equipment to carry out their mission. They also express the need for logistical support for outreach missions.

The lack of documentation and legal assistance service leads us to put the capacities of the actors into perspective. It is difficult to have the breakdown by sex.

**Indicator 8:** Proportion of national commission of human rights staff who say they feel better equipped to carry out their mission, disaggregated by sex.

These are the number of CNDH personnel involved in the project who declare having the skills and tools to document human rights violations compared to the total number of personnel investigated. This indicator could not be measured as the project does not yet support these structures to have data on this, hence its baseline value is zero (0%).

**Indicator 9:** Proportion of the population of target communities who listen to the Activity media program, disaggregated by sex, age and location

**Figure 13: The population of target communities who listen to the Activity media program**

Interviews show that 30% of respondents said they had listened to a media program. This may be related to the overworking of women to have time to listen to shows. In urban areas, it is young people aged 25
to 29 who record a high score for listening to media programs, in women it is the age groups of 25-29 years and 30-35 years which records the rate of listen to the highest.

**Indicator 11:** Proportion of traditional leaders and SIJs who report having a better understanding of their respective roles and responsibilities, and of their collaboration.

**Figure 14:** Traditional leaders and SIJs who report having a better understanding of their respective roles and responsibilities

Interviews revealed that 28% of traditional leaders said they were aware of their roles, however, they need support to be more effective in their roles. The SIJs are not always functional or operational, for lack of resources and for fear of reprisals. It is difficult for the officials concerned to answer this question in the negative. The whole lack of legal aid services and the weak capacity of traditional leaders leads us to put the level of understanding into perspective.

**Indicator 12:** Proportion of the population that demonstrates increased awareness of their rights and how to obtain redress, disaggregated by sex, age and location.

**Figure 15:** Population that demonstrates increased awareness of their rights and how to obtain redress

It appears from the results of the interviews that 37% of respondents have the rates are especially low among women compared to this indicator in both rural and urban areas. In men, it is relatively average, with men aged 29 to 35 in rural areas.
Indicator 13: Percentage of the population demonstrating increased awareness of legal rights desagreted by sex and age, and location

It appears from the results of the interviews 40% of respondents demonstrating increased awareness of legal rights.

3.7. Community Needs for Justice Infrastructures

This baseline study was used to gather information on the needs of the various communities in terms of access to justice. This was done as part of the diagnosis of the needs of the populations of the 10 communes in the regions of Diffa, Tahoua and Tillabéri, the target zones of the Adalci project. The data collected reveals disparities but also similarities in the needs expressed by the populations in the project’s target communes.

✓ Public services provided

In the urban communes, there are almost all avenues of recourse (justice, police, department for the protection of children and the advancement of women, customary authorities). The government has taken steps to improve access to legal remedies. Most rural communes do not have access to these formal channels of appeal. In addition, in the rural communes (targeted the most by the project), the coexistence of indigenous people and refugees/displaced persons has significantly increased the ratio of people to services, and even more so to the need for justice services. The situation in rural communes that experience NSAG incursions is more alarming.

Thus, in terms of access to justice services, the target communes have a great need for formal channels of recourse. In most of the communes that suffer NSAG and BH incursions, the group or canton chiefs as well as the mayors have left their places of residence, making it even more difficult to access these authorities for conflict resolution. “In Toumour, it is the representative of the groupement chief who is on site; the chief and the mayor live in Diffa. It is the same for the mayor of Gueskerou” (prefect, 21/02/21).

This situation also creates a lot of slowness in the handling of judicial cases. In addition, the informal justice mechanisms set up by other structures have difficulty working for two reasons. The first is related to the generalized fear in which the inhabitants of these two communes live. Indeed, a denunciation can be badly perceived, and reprisals can result from it. The second is related to the lack of awareness, which also addresses the first difficulty. In other words, if the communities are well sensitized on the merits of these structures and their importance, the work can be done. Awareness must, however, be motivated. “You know, people are afraid, when you denounce, you can be seen as a traitor, but all this is because people have not understood the usefulness of these structures, so we need to know about them in order to accept their work.” (ANDDH, 13/02/21).

At the level of urban communes, the difficulties are centered, among other things, on the means of travel to see the cases to be treated. “When there was a fire in Toumour, the president of the court could not...
have gone if he had to rely on our vehicles, because we do not have a vehicle for this kind of field visit. We had to go with other structures.” (Judicial authority, 21/02/21).

Beyond logistics, according to the president of the court, there is no referral service within the justice services, whether in Diffa or in N’guigmi. When users come, if they do not know how the service works, they will get lost. It is necessary to have a referral service for those subjected to trial. It is also necessary to increase the number of public defenders to facilitate assistance at the level of judicial services. Our interlocutors expressed a need for capacity building of the actors of justice (magistrates, clerks, etc.), both formal and informal. It will also be necessary to strengthen the capacities of customary assessors because the State has difficulties in taking charge of them. “The capacities of customary assessors must be strengthened because they are indispensable for all customary cases, because without their presence the judges cannot render justice.” (Judicial authority, 21/02/21).

IV. MAIN CONCLUSIONS

The main objective of the Adalci project is to reduce vulnerability to extremism by strengthening the tools to address the core grievances that fuel extremism in regions of Niger prone to violent extremism. The project is aligned with national justice and human rights priorities.

Issues of justice and human rights in insecure situations are currently of interest to many stakeholders, both national and international. Several national and international actors are also active in the regions targeted by the Adalci project. However, despite the proliferation of these actors on these issues, the needs in terms of justice are more expressed by this project, as revealed by this baseline study. Thus, it appears that there is still a lot of work to be done to achieve satisfactory scores on several aspects:

→ The need to strengthen local referral systems.
→ The need to explain the importance of legal services.
→ The reinforcement of the sensitization of proximity but also that on the media.
→ The need to equip and strengthen traditional leaders to be more effective in delivering justice.

V. KEY RECOMMENDATIONS

To Search for Common Ground

- Strengthen the capacities of customary and administrative authorities so that those subjected to trial are satisfied with the decisions made. Both customary and administrative leaders have expressed the need for materials to be more effective (conciliation minutes, registers for recording and archiving cases, capacity building, etc. for traditional leaders; office materials, rolling stock, support for assessors and court clerks, training and refresher courses on procedures, etc. for judicial personnel).

- Develop media outreach programs and ensure that these programs have a broad regional reach in each region of intervention. Radio broadcasts will be channels for reaching large populations. Radio stations that have a wide reach should be Adalci project partners in the interventions.

- Set up community awareness channels to relay information broadcast on the media. Community relays must be recruited to relay the information broadcast on the radios at the community level. This will allow a better appropriation of the information received and broadcasted. It is important in recruiting relays to include youth and women.
Conduct awareness campaigns for community cohesion and against violent conflicts, with the involvement of religious and community leaders, women's associations, and judiciary actors.

Support the establishment of local legal services, as the usefulness of these structures will be better recognized by the communities. Indeed, while raising awareness, building capacities of judiciary actors and building trust between them and citizens, it is important to set up local civil legal services to reinforce population’s access to justice (closer, more accountable, etc).

In view of the situation of insecurity but also the weight of custom, it must be kept in mind that the evolution of society in the desired direction can only be the product of a long-term approach.

Aim to promote dialogue within communities, i.e., participate in raising fundamental issues to establish a debate on questions of justice and human rights. Search is working on the position of women and their rights at the community level. Women are the most vulnerable groups, and the gender aspect must be considered in the community implementation of the Adalci project. This will facilitate the listening, orientation, and management of cases of human rights violations and judicial management.

To the administrative and customary authorities

- Assist Search for Common Ground in the establishment of community structures for awareness and guidance on justice and human rights issues, through the identification of intermediaries based on their integrity and the trust placed in them by the communities.

- Establish and/or strengthen regional consultation frameworks bringing together actors (national and international) working on justice and human rights issues to enable harmonization of interventions.

- Get involved to facilitate collaboration with the various stakeholders to ensure the sustainability of actions. The local authorities and traditional leaders are the representatives of the populations; they must assign respondents to facilitate Search's integration at the local and community level to promote ownership of the project to guarantee its sustainability.

- Take measures to ensure the safety of people and their property.

- Assist Search in the permanent monitoring of the implementation of Adalci at all levels (Search, region, communal and community level of implementation, etc.) with a greater involvement of the Departmental Directorates, their technical services as well as that of the local authorities.

To the donor

- Advocate with the government to facilitate the implementation of the project in the three regions.
VI. APPENDICES

Appendix I: Analysis of safety risks
Appendix II: Data Collection Tools
Appendix III: Reference Value of Adalci Indicators
Appendix IV: Inception Report – Adalci Baseline
Appendix V: List of Key Informants
Appendix VI: M&E Plan for Adalci (in French)