

# Assessing Community Safety in the Governorate of Jenin



Human Rights & Democracy  
Media Center (SHAMS)



Jenin Governorate



**DCAF**

a centre for security,  
development and  
the rule of law



# Assessing Community Safety in the Governorate of Jenin

Ramallah & Geneva, June 2015



Human Rights & Democracy  
Media Center (SHAMS)



Jenin Governorate



**DCAF**

a centre for security,  
development and  
the rule of law

## **About DCAF**

The Geneva Centre for the Democratic Control of Armed Forces (DCAF) is an international organisation dedicated to assisting states – both developed and emerging democracies – in advancing good security sector governance, within a democratic framework and in respect of the rule of law. DCAF provides in-country advisory support and practical assistance programs to states that seek to strengthen governance of their security sector. DCAF works directly with national and local governments, parliaments, civil society, international organisations and defence and security forces.

## **About SHAMS**

The Human Rights and Democracy Media Centre (SHAMS) is an independent, non-profit, non-governmental organisation. It was established in 2003 in Ramallah, Palestine, by a group of Palestinian academics, teachers, journalists, lawyers, and human rights activists. SHAMS believes that human rights are protected by, and disseminated through the interdependence between civil, political, economic, social and cultural rights. SHAMS seeks to enhance the role of women and youth within the Palestinian society,, and to consolidate the culture of human rights and tolerance in the framework of the rule of law.

## **Editorial Board**

Mirvat Afeef  
Wafa' Afeef  
Sana' Badawi  
Hassan Fheid  
Peter Homel  
Fatima Itawi  
Regula Kaufmann  
Arnold Luethold  
Nicolas Masson  
Omar Rahhal  
Jane Rice  
Zoltan Venczel  
Rabee'Yassin  
Dia' Zgheibi

## **Design and Layout**

Wael Dwaik

## **Publisher**

Geneva Centre for the Democratic control of  
Armed Forces (DCAF)  
Chemin Eugène-Rigot 2E  
P.O. Box 1360  
1202 Geneva  
Switzerland

Tel: +41 (22) 741 77 00

Fax: +41 (22) 741 77 05

[www.dcaf.ch](http://www.dcaf.ch)

ISBN: 978-92-9222-342-7

© DCAF 2015 All rights reserved.

# Table of Contents

<b>Executive Summary</b>	5
• Key findings	5
• Summary of the participants' recommendations	6
• Acknowledgments and Disclaimer	7
<b>Introduction</b>	8
• Problem statement	8
• Response	8
• Methodology of the community safety assessment	8
• Process	9
• The purpose and structure of this report	9
<b>Chapter 1. Community Safety Perceptions and Key Concerns in Jenin</b>	11
1.1. Political insecurity	11
1.2. Socio-economic insecurity	11
1.3a. Insecurity in the public sphere	13
1.3b. Insecurity in the private sphere	13
<b>Chapter 2. Security and Justice Response Mechanisms</b>	15
2.1. Lack of communication and cooperation on community safety mechanisms	15
2.2. Institutional weaknesses of security and justice providers	16
2.3. Inefficient responses to violence against women	17
2.4. Tribal reconciliation mechanisms lack accountability	18
2.5. Education system does not promote community safety	19
<b>Chapter 3. Data Collection and Information Sharing</b>	20
<b>Chapter 4. Participants' Recommendations</b>	22
<b>Conclusion</b>	26
<b>Annexes</b>	27
Annex 1. Two questionnaires used for the semi-structured focus group discussions of the Community Safety Assessment	38
Annex 2. Mapping of the Jenin community safety data and information providers	32
Annex 3. Activities conducted as part of the Community Safety Assessment process	33



## Executive Summary

This report presents findings from six focus group discussions conducted by the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and the Ramallah-based Human Rights and Democracy Media Center (SHAMS) with Palestinian community safety stakeholders in the governorate of Jenin between March and May 2013. The preliminary findings of the focus groups were presented during a forum discussion in Jenin (June 2013) and a national conference in Ramallah (November 2013). These sessions allowed DCAF and SHAMS to gather additional remarks and recommendations that have been integrated in the present report.

The objective of the focus group discussions was to draw out the perceptions of key stakeholders regarding security in Jenin. Many of the participants in these focus group sessions are responsible for the implementation of a Strategic Plan developed by the Governor's Office in cooperation with DCAF and SHAMS in 2012.<sup>1</sup> These stakeholders include representatives of the Governor's office and the security forces, tribal reconciliation committees and civil society.

With this report, DCAF and SHAMS do not intend to provide their specific recommendations concerning community safety in Jenin. The report rather aims to highlight the key community safety issues and concerns as identified by the stakeholders themselves. Hence, the opinions and recommendations formulated in this report are those of the participants in the focus group consultations, and not of DCAF and SHAMS.

DCAF and SHAMS hope that the report will encourage community safety stakeholders to integrate the report's findings into existing crime prevention and community safety initiatives, such as the Community Safety Plan for Jenin.

---

<sup>1</sup> See *Developing a Community Safety Plan for Jenin*, Geneva: DCAF, 2012.

## Key findings

*Safety deficit:* Many people express concern about the lack of safety in the governorate of Jenin. They believe the main reason for this lack of safety is the unstable political and socio-economic situation in the governorate. The Israeli occupation's military incursions, settlements and road blockades deeply affect people's safety. In addition, the political tensions between rival Palestinian factions and the spread of weapons constitute immediate threats to people's physical integrity. Citizens in Jenin also believe that economic insecurity, youth unemployment and poverty are conducive to crime and insecurity.

*Absence of the rule of law:* Insecurity affects the public and the private sphere alike. Conflicts over landownership and property take place in the public domain in cities, villages and camps. Domestic violence affects women in proportions that are difficult to quantify given the taboos that reign over this issue. Children and young people are sometimes involved in illegal labour, drug trafficking and cyber-bullying.

*Accountability challenges of tribal reconciliation mechanisms:* For a large part of the community, tribal reconciliation mechanisms are seen as a solution to the delays that reportedly affect judiciary process in Palestinian courts. These means of traditional dispute settlement however lack predictability and are not accountable to anyone.

*Lack of coordination between formal and informal security and justice institutions:* The existing system greatly suffers from a lack of coordination and exchange of information between formal and informal security and justice institutions. This results in an absence of well-managed data on crime and insecurity which in turn seriously hampers the development of tailored and results-oriented measures to improve community safety.

## **Summary of the participants' recommendations**

The participants in the DCAF-SHAMS focus group consultations made recommendations to improve community safety in the governorate of Jenin. These recommendations are directed at Palestinian decision-makers, local security governance structures (the Governor's Office and the security forces operating under the Governor's command) and other formal and informal security providers (civil society organisations, tribal reconciliation elders). The recommendations include:

### **1) Strengthening the political system:**

- Ending the occupation
- Promoting a culture of dialogue and tolerance between Palestinian political factions
- Launching awareness programmes for young people for the prevention of political violence

### **2) Enhancing socio-economic security:**

- Tackling unemployment and creating job opportunities for the youth
- Improving the citizens' capacity to reimburse their credits
- Improving the land registration and ownership system, in order to prevent conflicts related to ownership
- Promoting equal income opportunities for women and men
- Improving the rights of financially vulnerable citizens, such as divorced women

### **3) Fostering security in the public sphere:**

- Providing tailored responses to areas affected by conflict or economic disparities
- Creating safer public spaces for families and children to gather and play
- Raising parents' awareness about the sources of insecurity for children

### **4) Improving communication between community safety partners:**

- Circulating and implementing the Governorate's Community Safety Plan
- Activating the role of the Jenin Community Safety Steering Committee, in line with the objectives adopted in the Jenin Community Safety Plan
- Improving civil society and media's participation in decision-making processes related to security

### **5) Strengthening statutory security and justice providers:**

- Reactivating the role of the Palestinian Legislative Council (PLC) in overseeing and legislating for the security sector
- Clarifying the responsibilities of the security and justice providers involved in implementing measures for improving community safety

### **6) Promoting more efficient responses to violence against women:**

- Fostering the reform of laws that negatively affect women's security
- Avoiding that perpetrators of violence against women benefit from "mitigating circumstances" under out-dated laws



- Devising a social and financial assistance framework for women who are victims of violence
- Opening a shelter for women who are victims of violence

**7) Enhancing the accountability of tribal reconciliation mechanisms:**

- Making tribal reconciliation mechanisms more accountable to civil authorities. This involves encouraging tribal leaders to document and communicate the results of their work to the Governor's Office

**8) Promoting education for community safety:**

- Enriching the education curriculum in schools in a way that they include the principles of the rule of law and community safety

**9) Data and information sharing on crime and insecurity:**

- Establishing a community safety database at the Governor's Office, with a view to centralising and acting upon information related to crime and insecurity

**Acknowledgments and Disclaimer**

DCAF and SHAMS would like to thank all the participants in the community safety focus group consultation process. The members of the Jenin Community Safety Steering Committee, who have revised this report, also deserve a special mention.

DCAF and SHAMS would also like to warmly thank Professor Peter Homel, of Griffith University, Brisbane, Australia, for his practical and conceptual support.

**Disclaimer**

The opinions and recommendations formulated in this report are those of the participants in the DCAF-SHAMS focus group sessions and consultations in Jenin and may not necessarily reflect those of DCAF or SHAMS.

# Introduction

## Problem statement

In 2012, DCAF and SHAMS assisted community safety stakeholders in analysing community concerns with regards to security. The stakeholders, who included representatives of

the Governor's Office, the security forces, the tribal reconciliation committees and civil society institutions, identified key factors that contribute to insecurity and a lack of community safety in the governorate of Jenin.

### What are the key community safety concerns in Jenin?

**Unstable socio-economic and political environment**, characterised by: severe youth unemployment; absence of a strong culture of tolerance and respect among citizens; recurrent tensions between political factions.

**Insecurity in the public and private spheres**, characterised by: threats by Israeli soldiers and settlers; exposure to crime, bullying, harassment and victimization; conflicts between individuals or families on issues related to honour, land and property ownership and personal status issues.

**Inadequacy of security and justice mechanisms**, characterised by: a lack of knowledge-based strategies to prevent crime; absence of effective partnerships between law enforcement agencies and civil society; weakness of the legal framework for crime prevention; predominance of traditional (or 'tribal') reconciliation systems that are inconsistent with standards of the rule of law; lack of infrastructure and safe areas (such as shelters for female victims of abuse); lack of information strategies that are conducive to preventive behaviour.

Source: *Developing a Community Safety Plan for Jenin*, Geneva: DCAF, 2012, p. 9

The stakeholders' concerns served as a basis for developing the strategic Community Safety Plan for Jenin.<sup>2</sup> Among the Plan's key recommendations, stakeholders in Jenin agreed that a community safety assessment should be conducted in the governorate.<sup>3</sup> They acknowledged that such an assessment would help consolidate their perceptions and devise the appropriate evidence-based responses to the lack of community safety in Jenin.

## Response

In February 2013, in line with the recommendations formulated in the *Community Safety Plan for Jenin*, DCAF and SHAMS submitted a proposal to the Governor of Jenin for conducting a community safety assessment in the governorate.

<sup>2</sup> *Op Cit.*

<sup>3</sup> *Op Cit*, Recommendation 4.2, p. 19

Representatives of the Governor's Office, the security forces, tribal reconciliation committees and civil society in Jenin welcomed this initiative as they expect that the assessment would help consolidate their understanding of the root causes of insecurity. In their view, the results of the assessment would also contribute to the development of evidence-based responses to the community safety deficit in Jenin.

## Methodology of the community safety assessment

For the community safety assessment, DCAF and SHAMS adopted a semi-structured focus group approach. This approach encouraged discussions among participants and allowed them to introduce issues that were not mentioned by the facilitator. The discussions thus covered a variety of community safety issues in the governorate of Jenin.

Focus group participants belonged to three different stakeholder groups:

1. The Governor's Office and the security forces
2. Tribal reconciliation committees
3. Civil society

Each focus group comprised between 8 and 15 participants. The discussions lasted one and a half hour on average and were conducted in Arabic by a facilitator accompanied by a note-taker who tape-recorded the discussions for later transcription and translation into English.

The structure of the focus group discussions was based on two questionnaires. The two questionnaires were discussed separately with the three stakeholders groups. In most cases, participants in the general assessment discussions were different from the participants in the gender-specific assessment.

DCAF and SHAMS analysed the participants' answers and recommendations and gathered them in this assessment report. The recommendations were discussed with the Governor's Office and senior community stakeholders before publishing the report.

## **Process**

In March 2013, in preparation of the community safety assessment process, DCAF and SHAMS developed two questionnaires (see Annex 1) validated by international experts and endorsed by the Governor's Office. The first questionnaire served to assess general community safety perceptions in Jenin. The second questionnaire more specifically aimed to assess gender-related community safety perceptions, with a particular focus on responses to violence against women.

Between March and May 2013, DCAF and SHAMS facilitated six semi-structured focus group sessions to assess perceptions of community safety in Jenin:<sup>4</sup> three general consultations, and three gender-specific sessions.

In May 2013, the key issues affecting community safety were discussed during a forum session, which brought together approximately 100 participants. In June 2013, DCAF and

SHAMS informed the members of the Jenin Community Safety Steering Committee<sup>5</sup> of the preliminary outcomes of the assessment. In September 2013, the Community Safety Steering Committee reviewed in details these outcomes and presented them to the Governor's Office. Finally, in November 2013, the assessment findings and lessons learnt were discussed at a national community safety conference in Ramallah.

## **The purpose and structure of this report**

Based on the outcomes of the focus groups and the inputs provided by the Jenin Community Safety Steering Committee, DCAF and SHAMS have drafted the present report. The report has three objectives:

1. To provide a set of detailed recommendations to the Palestinian authorities in charge of developing and implementing crime prevention and community safety strategies at governorate and national level
2. To provide an informed input to stakeholders in Jenin who are involved in implementing the objectives outlined in the Jenin Community Safety Plan
3. To help Palestinian citizens and decision-makers better understand the challenges related to crime prevention and community safety, with a focus on specific issues such as violence against women.

The report contains the following four chapters and a conclusion:

Chapter 1 presents the concerns of the community<sup>6</sup> that resulted from the assessment process. They are mainly related to insecurity in the following four areas: political, socio-economic, public sphere and private sphere.

Chapter 2 gathers the participants' observations related to the existing security and justice response mechanisms and their practice.

<sup>5</sup> For a description of the structure and purpose of the Jenin Community Safety Steering Committee, see: *Developing a Community Safety Plan for Jenin*, Op. Cit.

<sup>6</sup> For the assessment in chapters 1-3, DCAF and SHAMS recorded where possible the stakeholder affiliation, function and gender of the focus group participants and attributed this information to their statements. For some statements, not all elements of information could be retained.

<sup>4</sup> See Annex 3 for an overview of the activities conducted.

Chapter 3 highlights the role of information and data sharing in the development of efficient community safety responses.

In Chapter 4, DCAF and SHAMS present the participants' recommendations.

The conclusion outlines next steps.

### **A vision for a safe and secure Jenin**

In September 2013, DCAF and SHAMS presented the main findings of this assessment report to the Community Safety Steering Committee members in Jenin. The members were also asked to develop their vision for a safe and secure Jenin. They agreed on the following vision statement:

#### **Community Safety Vision of Jenin**

*We, citizens of Jenin, will live in a safe and secure environment where poverty and unemployment rates are reduced, and incidents of violence and crime are curbed. We hope that a safe environment in Jenin will lead to the development of industry and agriculture. Jenin will become the breadbasket of Palestine, an industrial and commercial hub. Prosperity and stability will be provided for all. Our society will be based on the rule of law and social peace.*

# Chapter 1. Community Safety Perceptions and Key Concerns in Jenin

The participants in the DCAF-SHAMS focus group sessions discussed their main concerns related to security and the lack thereof in the governorate of Jenin (*answers to Question 1 and related follow-up questions of the General Assessment Questionnaire and the Gender Assessment Questionnaire, see Annex 1*). In the participants' view, in the governorate of Jenin suffers from three main security deficiencies:

- Political insecurity
- Socio-Economic insecurity
- Insecurity in the public and private spheres

The following is a summary of the participants' responses.

## 1.1. Political insecurity

Participants in the DCAF-SHAMS focus group sessions identified the Israeli occupation as the main source of political insecurity in the governorate of Jenin.

*The military occupation is our main concern. The lack of access to certain areas, the arbitrary closure of roads, the presence of settlers and the incursions of the Israeli army are sources of constant insecurity.*

Community Safety Steering Committee  
Member, male

*The occupation is our first, second and third main source of insecurity. All other considerations are secondary. As long as the occupation is here we will feel unsafe, and as long as we feel unsafe we cannot achieve our goals as a society and as individuals.*

Civil society representative

Participants held the Israeli occupation responsible for dividing Palestinian territory, hampering law enforcement operations and undermining community safety in urban and

rural areas alike. In the participants' view, the administrative division of the West Bank by the Oslo Agreements in three zones provides an opportunity for criminals to escape arrest and prosecution by Palestinian security and justice providers. This is the case, for instance, for holders and smugglers of illegal weapons.

*Areas B and C, which are not under full Palestinian control, have become a safe haven for those who flee law enforcement. For example, members of certain criminal groups, which possess illegal weapons, can flee to any place in Area C and escape arrest by the Palestinian security agencies. The availability of weapons in the society here in Jenin is our main security concern.*

Tribal reconciliation leader, male

Participants also pointed out that the on-going factional conflict between Fatah and Hamas affected community safety at the governorate's level. In the absence of political stability, participants stated that individuals and clans will continue to disregard the public interest and pursue their narrow objectives.

*Some families are split by political tensions. We may find in the same house members supporting different factions. When there are elections for instance, the problems inside the family or between two or more families also increase.*

Civil society representative, Qabatiya  
(Jenin governorate)

## 1.2. Socio-economic insecurity

Participants in the DCAF-SHAMS focus group sessions identified the lack of socio-economic development as a major source of insecurity. For decision-makers in Jenin, security and socio-economic development are closely linked. There can be no security without socio-economic development and no social-economic development without security.

*How can we attract foreign businesses and investments if we don't have peace and security? Some of the people may benefit from the chaos in the short term. In the long run, however, everyone will be affected by the lack of security. Therefore, we want to engage with all stakeholders to maintain community safety in Jenin.*

Brigadier-General Talal Dweikat, Governor of Jenin

Yet, some participants criticised the policies promoted by the Palestinian authorities to increase economic welfare. They see in some of these policies a trigger to further conflict between citizens and even inside Palestinian households.

*The policy of the Palestinian authorities and the facilities they provide to citizens to obtain loans enhance social conflicts. The economic factor is one of the main reasons leading to problems between spouses. When they take credits from the banks they tend to have more arguments, which sometimes lead to divorce. People feel forced to take credits from the banks in order to reach a certain economic status. They want to brag and show off in front of others. This is the human nature.*

Tribal reconciliation leader, male

Many participants consider rampant unemployment, economic disparities and the lack of solid revenues as factors that increase the likelihood of conflict between Palestinian citizens in Jenin.

*Many conflicts are caused by poverty and unemployment. The people are reaching the limits of what they can bear. Conflicts start between members of the same family, and then they grow out of control.*

Security officer, male

*Young people do not have job opportunities. The absence of employment opportunities leads to conflict and brings violence into the households and from the house into the street.*

Civil society representative, Qabatiya (Jenin governorate)

Participants noted that weak economic conditions can lead to a lack of engagement for the common

public interest, which is a crucial component of community safety.

*Individuals fail to make compromises between their own interests, those of their families and the public interest. Many of these individuals or their clans prefer to increase their personal benefits instead of working for the public good.*

Representative of the executive authorities, male

Among the worst consequences of socio-economic insecurity, participants identified the illegal exploitation of children in the labour market.

*Given the level of poverty, child labour has become a problem. Some children drop out of school and some are sent to work in Israel illegally. Some are also sent to remote areas in the West Bank in order to sell drugs or engage in other illegal activities. This is really dangerous.*

Security officer

*In 2012, a study commissioned by the Ministry of Social Affairs found that 70% of children in Jenin used to work for small business owners. We have taken custody of many parents who force their children to work.*

Police officer

Finally, a large number of participants also acknowledged that women are often the victims of economic insecurity in Jenin.

*Violence against women often has economic roots. Women are often the first victims of poverty. Women may be deprived of education because of the economic situation of the family. Fathers sometimes can't afford to send their daughters to university.*

Civil society representative, female

*Based on the complaints we receive there are three main types of violence against women based on economic reasons: 1) When the husband tries to take over his wife's inheritance; 2) When he tries to confiscate his wife's money; 3) When couples disagree about household finances.*

Sharia court judge, male

### 1.3a. Insecurity in the public sphere

Participants in the DCAF-SHAMS focus group sessions agreed that most of the issues related to insecurity in the public sphere affect all areas in the governorate of Jenin. Yet, they stated that the lack of safety affects cities, villages and refugee camps differently.

*In the cities there may be more cases of harassment in the street. This is because people do not know each other. In villages this is unlikely to happen, as the social control is tighter. As a result, young men from the villages often make troubles in the streets of Jenin. This happens because no one knows them in the city, and no one from their village is there to control them.*

Security officer

The participants agreed that the refugee camps are the areas that are most affected by insecurity and violence in the public sphere.

*Cases of insecurity exist in the refugee camp in Jenin more than in the villages and in the city. This is related to the high population density in the camp.*

Representative of the executive authorities, male

*One cannot sleep in the Jenin refugee camp. There is shooting going on all the time. There is more chaos in the camp than there is in the city of Jenin or in the villages.*

Police officer, male

Men and women generally face different types of violence and have different experiences of insecurity. This has also been pointed out in smaller communities such as Qabatiya, a town South-East of Jenin, where boys and girls are likely to experience different types of violence.

*Physical violence affects boys and girls differently. Males between six and 20 years old are more exposed to violence in the street, while females are more exposed to domestic violence. Young males hang out in the streets and are quickly confronted with the social reality outside the home. Girls more often stay at home and have to deal with the domestic reality.*

Teacher, Qabatiya (Jenin governorate)

### 1.3b. Insecurity in the private sphere

Focus group participants mentioned insecurity in the private sphere as an issue that affects women in Jenin, but it was not raised as an issue for men. Domestic violence in particular is still seen as affecting women only. Because this type of violence is confined to the private sphere, and because it remains a taboo for women to file a complaint against their male relatives, it is scarcely reported. The same is true for violence against boys and men in the private sphere.

*Violence against women is a problem that exists in Jenin, but people try to hide it. They only complain when they reach a point of no return. I can assure you that it is not a systematic phenomenon, but there are cases, and they are increasing. This issue is very sensitive. People try to pretend that it does not exist. People in Jenin, especially women, should address this problem and talk more openly about it.*

Representative of the executive authorities, female

*Most of the violence against women occurs inside the homes. Yet, most organisations avoid addressing the problems because they think there if they start opening people's doors to enquire, they will face violent reactions from the community.*

Civil society representative, female

*Domestic violence is not reported because women risk to be killed by their brothers if they report such cases.*

Civil society representative, female

*Here in the governorate we receive many complaints related to violence against women. We don't have exact numbers, because we know that the cases we receive only represent a fraction of all the cases of violence against women, as women prefer not to file complaints against their families. Some women don't understand the concept of violence as abuse. They think that it is normal to be beaten by their husbands and they don't consider it as abuse.*

Representative of the executive authorities, female

Finally, participants noted that violence against women takes many forms. The focus group discussions enabled participants to suggest their own definitions and to give examples of violence and insecurity that affect women in Jenin.

*There is violence even if it is not always visible. Polygamy, divorce and many other factors affect women's lives. Do women easily obtain enforcement of the law? What about the allowances for women after divorce? We should increase the minimum age of marriage because many problems happen with child marriage. Another issue is that the religious courts don't consider a woman's testimony is equal to a man's.*

Representative of the executive authorities, female

*Our society doesn't necessarily consider the practices against women as violence. They think it is violence only when women are covered in bruises and taken to hospital. And this is a taboo in our society. Violence against women is much higher than violence against men. Men tend to release pressure on their wives. 90% of violence is silenced by society because it is a taboo to speak about it.*

Civil society representative, male

*Society exerts violence when girls are denied education, especially in rural areas where girls only have primary school education. Some families even intervene in the academic subject that the girls choose in high school (Tawjih). Inheritance rights are also often denied. If women want to study at university, they can only select courses to become teachers. They cannot freely choose their field of study.*

Civil society representative, female



## Chapter 2. Security and Justice Response Mechanisms

The participants in the DCAF-SHAMS focus group sessions discussed strengths and weaknesses of the security and justice response mechanisms in place to tackle insecurity and to promote community safety in the governorate of Jenin (answers to Questions 2.1. through 2.3, and related follow-up questions of the General Assessment Questionnaire and answers to Questions 2.1. through 2.3, and related follow-up questions of the Gender Assessment Questionnaire, see Annex 1). The participants identified the following five key weaknesses affecting the existing security and justice response mechanisms:

- Lack of communication and cooperation on community safety mechanisms
- Institutional weaknesses of security and justice providers
- Ineffective responses to violence against women
- Tribal reconciliation mechanisms lacking accountability
- Lack of education systems that promote community safety

The following is a summary of the participants' responses.

### 2.1. Lack of communication and cooperation on community safety mechanisms

Many participants in the DCAF-SHAMS focus group consultations were not aware of the existence of a strategic plan and a steering committee to enhance community safety in the governorate of Jenin. Apart from the members of the Jenin Community Safety Steering Committee, only few participants knew about the existence, role and purpose of this Committee. The participants criticised the absence of communication in this respect.

*I have heard that there is a strategy, but I have not seen a copy of it. In fact, if there is a plan, we do not have access to it.*

Tribal reconciliation leader, male

*We have heard about the strategy to enhance community safety but we have not read it. It has not been published or distributed. The community safety plan needs to be binding on all citizens. If there is a strategy, it has to be presented to the people.*

Civil society representative

Many participants also believe that the level of cooperation and communication between the different institutions in charge of safety issues is rather limited, which in turn leads to a lack of efficiency. They hope that strengthening of partnerships for community safety between security providers, tribal reconciliation committees and civil society would promote security. Among those partnerships, the participants welcomed the establishment of a community safety steering committee in Jenin and wished that it would play a more prominent role in the future.

*There is cooperation and coordination between the security forces, the Governor's Office and tribal leaders. However this partnership is only nominal.*

Tribal reconciliation leader, male

*The family clans, the Governor's Office, the security agencies and the judiciary do cooperate, but their cooperation with civil society organisations is weak.*

Civil society representative

Some service providers themselves noted that they do not systematically cooperate with other service providers and that the relevance of national plans and strategies is not always clear to them.

*Sometimes the Governor's Office receives cases we [other service providers] are not aware of and they are solved directly there.*

Representative of the executive authorities, female

*Some cases [of violence against women] are solved here in the Governor's Office without coordination with the police.*

Representative of the executive authorities, female

*Nobody in the community is convinced by the National Strategy to Combat Violence Against Women. It might contradict traditions and religion.*

Representative of the executive authorities, female

Many participants stated that partnerships between formal and informal service providers are key for preventing and addressing key community safety issues. This is particularly so for violence against women.

*Issues like honour killing and violence against women require the concerted effort of all service providers to address them and, whenever possible, prevent them.*

Representative of the executive authorities, female

*For women who are victims of violence, we need specialised centres and support from the government. For providing this support to the victims, we need to work together: civil society organisations, the state, and the security forces.*

Representative of civil society, female

Finally, many participants recommended the cooperation of all segments of the society in promoting a culture of community safety in the governorate of Jenin. In their view, they hope that this culture could first be encouraged within the nuclear family and then spread/extend to the society as a whole.

*Tactical security operations are important, but they are not sufficient to address and solve community safety issues. The promotion of*

*community safety requires a strong cooperation among all stakeholders. We want heads of families to play a role in building this culture. We want them to tell their children that security and respect for the law are important.*

Police officer, male

*About the culture, people say that women's awareness of violence should be raised. I think raising awareness should target men and women alike.*

Representative of civil society, female

## **2.2. Institutional weaknesses of security and justice providers**

The participants in the DCAF-SHAMS focus group sessions discussed the weakness of the institutions expected to provide security and justice to the citizens in the Jenin governorate. They said that the absence of a working legislative authority prevents the development of a comprehensive legal framework for tackling community safety issues. The participants do not think that the executive authorities are sufficiently independent and competent to fill this gap.

*Until a few years ago, the PLC was working. So why have the laws not been amended? Now that the PLC is paralysed, why don't the Ministry of Social Affairs and the Ministry of Women's Affairs draft legislation to address violence? Rather than investing funds into small projects here and there, they should focus their resources and draft a new law to combat domestic violence.*

Security officer, male

Many participants were also concerned about the weakness and inefficiency of the Palestinian law enforcement agencies. In many instances, Palestinian citizens avoid calling the police when they face a situation of insecurity.

*The degree of implementation and promotion of the law is the yardstick by which Palestinian community safety should be measured. At the moment, we are at very low levels of law enforcement.*

Representative of the executive authorities, male

*The governorate and security forces play no active role in solving issues. They tell the family to solve them directly in the home.*

Civil Society representative, male

*The absence of deterrent law enforcement institutions gravely affects community safety. Confronted with the absence of the role of law, some people tend to take direct revenge or engage in [so called] honour disputes for reasons related to property and landownership. No one is able to intervene to solve these disputes and problems between the people.*

Security officer, male

Some participants are concerned about the inefficiency of the judiciary system. They explained that in many cases, Palestinian citizens preferred to solve their issues by their own means rather than filing their cases in court. The participants see this as a threat to community safety.

*Cases are delayed in courts. For example, I know the case of a thief from Jenin governorate that has been delayed since the year 2000.*

Tribal reconciliation leader, male

*There is no fair application of the law. This leads to a lack of confidence in the authorities. Citizens prefer to take the law in their own hands because the courts do not deliver justice.*

Civil society representative, male

*The weakness of the executive authorities and the absence of an effective law enforcement structure are sources of insecurity. The judiciary is mostly impotent in implementing the rule of law. The citizens do not trust the security and justice institutions, and this is a real problem.*

Civil society representative, Qabatiya  
(Jenin governorate)

### 2.3. Inefficient responses to violence against women

Many participants consider that the security and justice providers are particularly weak when it comes to protecting women from violence. Many participants stated that the Palestinian legal

framework for the protection of women is outdated and needs amending.<sup>7</sup>

*There is no legislation to protect women. I don't know what I should do if my boss is harassing me or my husband is beating me.*

Civil society representative, female

*The legal system is problematic too, because if for example my brother abused me sexually, he would be at the same time the only one entitled to complain on my behalf.*

Civil society representative, female

Some participants noted that despite a certain level of on-going cooperation, the police, the judiciary and the Governor's Office are often unable to solve cases of violence against women. Another challenge is related to the lack of infrastructure and resources and the vain procedures that women victims of violence need to follow when seeking justice.

*We at the police's family protection unit and the governorate are not capable of solving the issues of violence against women. When we need to protect a female victim of violence, we circle around in the whole governorate to find a safe house. But there is no safe house in Jenin.*

Representative of the security forces,  
female

*Even if there were a safe house or a hotline, what would be the next step? We need to think about the social stigma around women who go to safe houses. The question we should ask is how can I get my rights and remain in the society as woman, after I have been a victim?*

Civil society representative, female

<sup>7</sup> For a more detailed analysis, see the working paper, three policy briefs and a legal analysis published by DCAF and the Women's Centre for Legal Aid and Counselling (WCLAC) in May 2012: *Palestinian Women and Security, Promoting the Rights of Palestinian Women and Girls Through Legislation; Palestinian Women and Personal Status Law; Palestinian Women and Penal Law; Palestinian Women and Economic Security; Palestinian Women and Security: A Legal Analysis.*

*We face many challenges, some of them related to protection, like the fact that you need 24 hours to finish the procedure to take a victim to the shelter. And in the meantime we have no place to put her in, sometimes we put victims in prison [because we don't have other alternatives], which is a violation of their rights.*

Representative of the executive authorities, female

Most of the participants agreed that the women who submit complaints against their husbands face the risk of victimization and stigmatization. In their view, this is due to society's negative perspective on women who bring what is considered a private issue to the public sphere by going to the police or to court.

*Once I received a woman in the police station and she started to slam her head against the wall. She was collapsing psychologically because she didn't expect to ever be in a police station. She wanted to leave. I told her that her family might plan to kill her if she left the police station.*

Representative of the security forces, female

*When women complain against their husbands they face many problems. The community looks at these women differently. That is why a majority of women eventually prefer to solve issues in the family.*

Civil society representative

*The governorate and the security forces fail to solve issues of gender-based violence. Even if the case is taken to court, the procedure is very long. People prefer to solve their issues quickly.*

Civil Society representative

## **2.4. Tribal reconciliation mechanisms lack accountability**

Many participants in the DCAF-SHAMS focus group consultations stated that tribal reconciliation mechanisms were often seen as an alternative to weak security and justice providers. However, they pointed out that these tribal mechanisms generally lack accountability.

*I am with the notion of building a strong civil society and promoting the rule of law, which implies reducing the interference and influence of tribal leaders in delivering justice. However, the continued presence of tribal reconciliation mechanisms is also due to the weakness of the Palestinian authorities and the resulting lawlessness. As it stands, people resort to the tribal reconciliation mechanisms first. They turn to the courts only if the tribal leaders are unable to solve the disputes.*

Civil society representative, Qabatiya (Jenin governorate)

*Unaccountable conflict resolution mechanisms favour the spread of patronage and nepotism. In principle, I am supporting the rule of law. The law should rule over everyone. However, in our situation, citizens do not trust the executive bodies, and this creates a lot of problems.*

Civil society representative

Many participants raised the fact that they have the impression that women who are victims of violence are often left with no other choice than to resort to family or tribal reconciliation mechanisms for solving issues related to their safety and their family's honour. This is due to the taboo surrounding the cases of violence against women and to the lack of trust and reputation of the statutory security and justice providers.

*Consulting tribal leaders is easier for women and their families. If they go to the police, women who are victims of violence and their families risk to negatively impact their reputation.*

Civil society representative, female

*In our society, civil society organisations have a bad reputation. If a woman cannot trust these organisations, how can she turn to them for help? If I have problems, I resort to my family. They can protect me better.*

Civil society representative, female

A majority of the representatives of tribal reconciliation committees who participated in the DCAF-SHAMS focus group discussions expressed their wish to be increasingly involved in judiciary proceedings and be acknowledged for the

services they provide.

*The laws underpinning the judiciary system should be amended. Tribal reconciliation leaders should be increasingly involved in the cases that are brought to the courts.*

Tribal reconciliation leader, male

*In fact, there is cooperation between the judges and the tribal leaders. When conflicts occur, especially divorces, the judges call us, and we often immediately intervene to solve the problem.*

Tribal reconciliation leader, male, Qabatiya (Jenin governorate)

*Tribal leaders have to be given financial allowances to fulfil their tasks related to solving problems and conflict resolution between people. The tribal leaders and members of reconciliation mechanisms should be better supported from the side of the governorate and the security forces.*

Tribal reconciliation leader, male

## 2.5. Education system does not promote community safety

Participants in the DCAF-SHAMS focus group consultations, which included representatives of the Ministry of Education, recommend that public education should play a stronger role in promoting social peace and community safety. They expressed their concern that the existing curricula are not sufficiently developed and need to be amended.

*The teachers and the persons in charge of education underestimate subjects such as civic education, democracy and the rule of law. Even Islamic studies are being neglected. Yet, these topics could help spread a culture of tolerance in the society.*

Civil society representative

Many participants expressed their wish to enhance the situation in the schools in Jenin to create a more conducive environment for learning. They stressed the importance of improving the reputation of the schools as a public institution. Furthermore, they shared their concern that violence in the schools is widespread and must be curbed.

*The students in Jenin do not receive the education they deserve. Strikes that recently took place in Jenin schools are a sign of people's increasing discredit of the school as a public institution. This has created more cases of drop-outs from schools, which in turn negatively influenced community safety as suddenly many more children were found in the street with no occupation.*

Tribal reconciliation leader, male

*Violence by teachers against children is widespread. There is also violence by students against teachers and of course violence between students. We heard that it has happened that a teacher entered a class and hit a child to tell the children be quiet.*

Representative of the executive authorities, male

Finally, the participants noted that new forms of violence, such as cyber bullying on social media networks, increasingly affect boys and girls in schools and universities.

*Cyber bullying has a direct impact on community safety. The widespread use of Facebook and mobile phones creates new tensions and problems in the relationship between male and female students. The use of these means of communication sometimes takes on unhealthy patterns.*

Civil society representative, male

*In the past, most problems concerned young people from one village fighting against young people from another village. Today, it is more about a male student who gets to know a girl through the social media. They chat with each other for some time, and then problems occur between the two. These problems are very visible at university.*

University teacher, male

## Chapter 3. Data Collection and Information Sharing

The participants in the DCAF-SHAMS focus group sessions discussed the importance and usefulness of existing and potential future data collection systems concerning community safety in the governorate of Jenin (*answers to Question 2.4. and related follow-up questions of the General Assessment Questionnaire and answers to Question 2.4. and related follow-up questions of the Gender Assessment Questionnaire, see Annex 1*). They mapped the key sources of data and information available in the governorate (*for more details on the results of this mapping exercise, please refer to Annex 2*).

Many participants agreed that in the current system the exchange of information and data concerning community safety in Jenin is insufficient. There is currently no centralised institution in charge of aggregating the data on crime and insecurity, and coordination between those organisations which possess data is almost inexistent.

In the view of many participants, the various specialised institutions that follow up on community safety issues, such as civil society organisations, ministries and the Governor's Office, have in fact their own information and data collection system related to community safety. Yet, in many cases, that information is not shared with other actors. This absence of communication is particularly striking between the security and judiciary bodies. While they are not expected to share information on individual cases, they could share aggregate data with each other to allow for a more informed policy formulation process. However, this is often not the case.

*The Governor's Office could play the role of centralising information on crime and insecurity but for the time being it is not. There is no central database related to crime and community safety at the Governor's Office, nor anywhere else.*

Representative of the Community Safety Steering Committee, male

*The Police and the Ministry of Social Affairs do have statistics about violence against women for instance, but their statistics are not unified. Both may solve different issues without coordination. Sometimes the Governor's Office receives cases that we at the Ministry are not aware of. Some of these cases are solved directly there. To get statistics here is very difficult because cases are confidential.*

Representative of the executive authorities, female

*The Palestinian Civil Police used to publish their statistics on crime, but this is no longer the case. In any case, we do not have access to their statistics, nor the authority to request such access.*

Civil society representative

*Regular courts and sharia courts do have statistics and documentation, but this data remains confidential.*

Tribal reconciliation leader, male

Representatives of the Ministry of Education stated that statistics about violence in schools and university are collected and acted upon.

*The board of education in cooperation with the schools issues a monthly report. The report contains statistics of injuries that occur in schools and school drop-outs. Based on these statistics we are able to set up cooperation programmes with civil society organisations that help address the problems.*

Representative of the executive authorities, female

However, some participants involved in tribal reconciliation processes support the idea that information related to traditional conflict resolution meetings ('sulh') should remain secret.

*The tribal leaders have to solve the problems without making them public. Our function is to hide the mistakes and wrongdoings in the society, rather than publicising them.*

Tribal reconciliation leader, male

Finally, a large number of participants agreed that for certain topics, such as violence against women and girls, domestic violence or so-called 'honour' crimes, data and information collection is particularly difficult. This is not only due to the poor data collection systems, but also to the reluctance of the victims to submit complaints.

*We don't deny that violence against women in form of verbal, physical or sexual violence occurs with a certain frequency. According to statistics of the police, it is prevalent. But only a small percentage is reported or reaches the police.*

Civil society representative, male

*The statistics related to crimes against women are not consolidated and there is no process for doing so.*

Police officer, male

## Chapter 4. Participants' Recommendations

The participants in the DCAF-SHAMS focus group sessions were asked to formulate recommendations on how to improve community safety in the governorate of Jenin (*answers to Question 3 and related follow-up questions of the General Assessment Questionnaire and answers to Question 3 and related follow-up questions of the Gender Assessment Questionnaire, see Annex 1*).

The following is a summary of the recommendations which participants formulated during the DCAF-SHAMS focus group sessions. These recommendations are directed at Palestinian decision-makers, local security governance institutions (the Governor's Office and the security forces operating under the Governor's command) and other formal and informal security providers (civil society organisations, tribal reconciliation elders), in addition to local and international organisations which support community safety initiatives.

### 1) Strengthening the political system:

- **End the occupation**

*An end should be put to the occupation. There shouldn't be areas that we can't access and that offer protection to criminals. We need the international community and organisations to say that the occupation is contributing to violence.*

Tribal reconciliation leader, male

- **Promote a culture of dialogue and tolerance between Palestinian political factions**

*We need to promote a culture of political dialogue and tolerance between the conflicting factions. There is a lot that remains to be done in order to reach our national unity again. Political stability will lead to community safety in Jenin.*

Member of the Jenin Community Safety Steering Committee, male

- **Launch awareness programs for young people**

*There should be a special focus on teenagers who are affected by the political and security chaos. The young people are the ones capable of establishing community safety. Media and awareness programmes should aim at improving their resilience to conflict and chaos.*

Security officer, male

### 2) Enhancing socio-economic security:

- **Reduce youth unemployment**

*Young people suffer from economic problems. We have to work on providing job opportunities for them. Economic problems disrupt the youth's education. These problems undermine the education system and create insecurity.*

Civil society representative, Qabatiya (Jenin governorate)

- **Support the citizens' capacity to repay credits**

*The courts have to follow methods to make it easier for the citizens to repay their debts. They should intervene in the conflicts that arise from the people's financial issues.*

Tribal reconciliation leader, male

- **Prevent conflict through improved land registration**

*Landownership problems cause tensions and violence. The Palestinian authorities have to intervene and promote land registration. This registration process is very expensive. International organisations could support this process.*

Tribal reconciliation leader, male



- **Promote equal income opportunities for men and women**

*For the time being, men's wages are higher than women's. This economic violence should end. There should be equal opportunities for men and women based on qualifications. Women should have equal opportunities of earning a living.*

Civil society representative, female

- **Protect the rights of financially vulnerable citizens**

*There is a need for strict laws regulating the work of the Sharia Canonical Courts to guarantee the financial rights of women who are divorced.*

Tribal reconciliation leader, male

### 3) **Fostering security in the public sphere:**

- **Develop tailored solutions for areas affected by conflict**

*We should clearly identify those areas where conflicts arise, no matter if it is in the Jenin refugee camp or in villages. Some suffer from the separation wall, others of economic problems. We have to see where these places are and what we can do to improve them.*

Security officer

- **Create safe public space for families and children**

*Many villages and cities lack recreation areas where families can relax and children play. We need to develop such places. Once they are built, we also need to maintain them and avoid that they derelict.*

Community safety committee member

- **Begin security awareness with child education**

*Fathers and mothers and those who affect the social upbringing of the children should be told not to resort to violence in the children's education. This will limit*

*the number of problems and particularly delinquency and violence among children.*

Tribal reconciliation leader, male

### 4) **Improving communication between community safety partners:**

- **Circulate and implement the Governorate's Community Safety Plan**

*The Jenin community safety plan should be implemented and its implementation should be monitored. The public should be informed of the plan and participate in its successful application.*

Representative of the executive authorities, male

- **Activate the role of the Jenin Community Safety Steering Committee**

*The Jenin Community Safety Steering Committee has been established following recommendations of the Governor. The committee represents all the relevant institutions that play a role in promoting community safety. The Committee should be able to start working, and to centralise and exchange information on community safety in the governorate.*

Community Safety Steering Committee member, male

- **Improve civil society and media's participation in security decision-making processes**

*Civil society organisations should work in partnership to address community safety issues. There are many organisations in Jenin, but they don't coordinate with each other. Their methods rely only on raising awareness.*

Civil society representative, male

5) **Strengthening statutory security and justice providers:**

- **Reactivate the Palestinian Legislative Council**

*We need to have a parliament that is able to revise and amend the old laws in order to adapt them to the current security situation of the communities.*

Police officer

- **Clarify the responsibilities of the security and justice providers**

*There should be a sense of responsibility among all institutions involved in promoting community safety. The Governor should be the main stakeholder in this regard as he is the representative of the President and coordinates the security forces. The security forces can coordinate with the tribal leaders and support them. Finally, the judiciary system and the courts should play a role in solving community safety issues, especially the Sharia' canonical courts.*

Tribal reconciliation leader

6) **Promoting more efficient responses to violence against women:**

- **Reform laws which negatively affect women's security**

*We call for updating laws dealing with women's security. We want the Palestinian Legislative Council to be reactivated in order to enact laws for the protection of women.*

Civil society representative, female

- **Do not allow perpetrators of violence to benefit from so-called "mitigating circumstances"**

*Our main problem is that we implement out-dated laws. Women need the penal law to be amended. This should bring an end to the mitigating circumstances, which are currently given to perpetrators of so-called 'honour killings'. I know too many cases of people who killed female relatives and*

*used the penal law to obtain mitigating circumstances.*

Civil society representative, female

- **Offer assistance for women who have become victims of violence**

*A special social fund should be created for women victims of violence. This would help them and the society overcome the lack of funds for the protection they need.*

Tribal reconciliation leader, male

- **Open a shelter for women victims of violence**

*We need support to open a shelter for women victims of violence. This also means that police will patrol all the time by the shelter. This is because relatives of the concerned women might come and try to get them back by force.*

Representative of the security forces, female

7) **Enhancing the accountability of tribal reconciliation mechanisms:**

- **Render tribal reconciliation mechanisms more accountable to civil authorities**

*The work of the tribal reconciliation committees could be placed under the Governors' scrutiny.*

Tribal reconciliation leader

8) **Promoting education for community safety:**

- **Include rule of law and community safety in education curricula**

*It is important to enrich the teaching curriculum in place in schools by adding new subjects such as civic education. The teachers should also be trained in the most appropriate methods of teaching concepts such as community safety and the rule of law.*

Civil society representative, male

9) **Data and information sharing on crime and insecurity:**

- **Establish a community safety database at the Governor's Office**

*There is no doubt that information and data about crime and insecurity should be better collected and shared. It would be crucial to set up a centralized system at the Governor's office.*

Community Safety Steering  
Committee member, female

*The purpose of gathering data and running a data collection system should be to analyse information and to work on solving the related problems based on solid evidences.*

Civil society representative

## Conclusion

Citizens in Jenin have a vision for establishing community safety in their governorate. According to this vision, safety and security will promote political stability and economic growth under the rule of law.

Participants in the DCAF-SHAMS focus group consultation process conducted between March and May 2013 highlighted what they believe are the main obstacles in achieving this vision. The key issues include political and economic insecurity, as well as the lack of safety for women and men in the private and public spheres.

In order to tackle these problems, the participants in the DCAF-SHAMS assessment process formulated a number of recommendations to the attention of Palestinian formal and informal security providers. Their recommendations, which are presented in this report, should provide a solid

basis for the Jenin Community Safety Steering Committee members to devise medium- and long-term steps against insecurity. The steps and objectives to be developed should be consistent with the framework presented in the Community Safety Plan for Jenin, which the Governor's Office developed in cooperation with DCAF and SHAMS in 2012.

DCAF and SHAMS hope that the members of the Community Safety Steering Committee appointed by the Governor of Jenin will be able to draw practical conclusions from this report and devise informed actions.

DCAF and SHAMS reiterate their continued availability to support local and national efforts to promote community safety in line with democratic principles and standards of the rule of law.

### What are the objectives of the Community Safety Plan for Jenin?

#### Long-term objective (by 2020):

Community safety in Jenin is improved through community partners' initiatives aimed at solving key issues affecting citizens' safety under the rule of law, in a spirit of tolerance for everyone's beliefs and traditions and without resorting to violence

#### Medium-term objectives (by 2015)

1. Community safety partners' interventions are consistent with standards of the rule of law and principles of community safety
2. Community safety partners' interventions provide results-oriented responses to insecurity and victimisation according to identified priorities
3. Community safety partners' work is based on, and produces solid quantitative and qualitative evidence related to insecurity and victimisation
4. Community safety partners promote and report preventive behaviour among community members
5. Key principles of community safety and the rule of law are taught in primary and secondary schools

Source: *Developing a Community Safety Plan for Jenin*, Geneva: DCAF, 2012.

## **Annexes**

Annex 1. Two questionnaires used for the semi-structured focus group discussions of the Community Safety Assessment

Annex 2. Mapping of the Jenin community safety data and information providers

Annex 3. Activities conducted as part of the Community Safety Assessment process

# **Annex 1. Two questionnaires used for the semi-structured focus group discussions of the Community Safety Assessment**

## **A. General Community Safety Assessment Questionnaire**

### **1. What are the key safety issues affecting citizens in the governorate?**

- 1.1. What are the main types of safety issues affecting citizens in the governorate? And how common are they?
  - Is insecurity / violence in domestic settings a major concern?
  - Is insecurity / violence in public spaces a major concern?
- 1.2. What are the main vulnerable populations at greatest risk of becoming the subject of victimization?
  - Is insecurity / violence in detention and institutional care/shelters/health institutions a concern?
  - Is insecurity/violence in camps a concern?
- 1.3. Which different types of safety issues affect the city and rural areas?

### **2. What initiatives are underway to address these issues?**

- 2.1. Who are the main stakeholders in charge of preventing and responding to safety issues?
- 2.2. What exists already in terms of components of a strategic approach, e.g. policies, departmental responsibility, funding, programmes, training and monitoring systems?
  - [For governorate only] What are the governorate's priorities for preventing insecurity? Does the governorate apply a national strategy to prevent crime and insecurity? If the governorate has a strategy for preventing insecurity, how is it funded and supported?
  - [For civil society and tribes] Are you aware of the governorate's community safety plan? If yes, what do you think about it?
- 2.3. Are there partnerships between government/security forces and civil society to address community safety issues?
- 2.4. Do you have/use data about the numbers of crimes reported to the police?
  - Do you have/use data about the numbers of crimes reported to the police?
  - Do you have data about the incidence of domestic violence in the governorate?
  - Is the information analysed, communicated and used? How?
  - What are the roles of the police/other security forces/the governorate/civil society organisations/tribes in responding to safety issues?
- 2.5. Are there any gaps in the prevention and response to insecurity in the governorate? Which ones?

**3. What further actions are required?**

- 3.1. What actions should be taken to solve the key safety problems you have identified? And how would you prioritize them?
- 3.2. What would you recommend to strengthen partnerships between civil society, tribes and the governorate on these issues?
- 3.3. How can data collection on these issues be strengthened?

**4. Where should the leadership in addressing such issues come from?**

- 4.1. Who should take the lead in solving these issues?
- 4.2. Who are the other actors who should be involved in the process?
- 4.3. What should this process look like?

## **B. Community Safety and Gender Assessment Questionnaire**

### **1. What are the key safety issues affecting women and girls in the governorate?**

- 1.1. What are the main types of insecurity/violence against women in the governorate? And how common are they?
  - Is violence against women and children in domestic settings a major concern?
  - Is violence against women and children in public spaces a major concern?
- 1.2. Among women and girls, what are the main vulnerable populations at greatest risk of becoming the subject of victimization?
  - Is violence against women and children in detention and institutional care/shelters/health institutions a concern?
  - Is violence against women and children in camps a concern?
- 1.3. Which different types of insecurity/violence against women and girls affect the city and rural areas?

### **2. What initiatives are underway to address these issues?**

- 2.1. Who are the main stakeholders in charge of preventing and responding to violence against women?
- 2.2. What exists already in terms of components of a strategic approach, e.g. policies, departmental responsibility, funding, programmes, training and monitoring systems?
  - [For governorate only] What are the governorate's priorities for preventing violence against women? How does the governorate apply the National Strategy to Prevent Violence Against Women? If the governorate has a strategy for preventing violence against women, how is it funded and supported?
  - [For civil society and tribes] Are you aware of the governorate's community safety plan? If yes, what do you think about it?
- 2.3. Are there partnerships between government/security forces and civil society to address community safety and gender issues?
- 2.4. Do you have/use data about the numbers of crimes reported to the police?
  - Do you have/use sex-disaggregated data about the numbers of crimes reported to the police?
  - Do you have data about the incidence of domestic violence in the governorate?
  - Is the information analysed, communicated and used? How?
  - What are the roles of the police/other security forces/the governorate/civil society organisations/tribes in responding to insecurity/violence against women?
- 2.5. Are there any gaps in the prevention and response to insecurity/violence against women in the governorate? Which ones?

### **3. What further actions are required?**

- 3.1. What actions should be taken to solve the key safety problems you have identified? And how would you prioritize them?



3.2. What would you recommend to strengthen partnerships between civil society, tribes and the governorate on these issues?

3.3. How can data collection on these issues be strengthened?

**4. Where should the leadership in addressing such issues come from?**

4.1. Who should take the lead in solving these issues?

4.2. Who are the other actors who should be involved in the process?

4.3. What should this process look like?

## Annex 2. Mapping of the Jenin community safety data and information providers

Core Security Providers	Executive Oversight Bodies	Legislative Bodies	Judicial Bodies	Civil Society and the Media
<ul style="list-style-type: none"> <li>• Palestinian Civil Police</li> <li>• Preventive Security Organisation</li> <li>• General Intelligence Agency</li> <li>• Military Intelligence</li> <li>• National Security Forces</li> <li>• Customs Police</li> <li>• Civil Defence</li> </ul>	<ul style="list-style-type: none"> <li>• The Governor's Office</li> <li>• Municipalities and local councils</li> <li>• The Ministries, including:               <ul style="list-style-type: none"> <li>- Ministry of the Interior</li> <li>- Ministry of Education</li> <li>- Ministry of Social Affairs</li> <li>- Ministry of Health</li> </ul> </li> <li>• The Anti-Corruption Commission</li> <li>• The Palestinian Central Bureau of Statistics</li> <li>• PCHR</li> </ul>	<ul style="list-style-type: none"> <li>• PLC</li> </ul>	<ul style="list-style-type: none"> <li>• Civil Courts</li> <li>• Sharia canonical courts</li> <li>• High Judicial Council</li> <li>• Public Prosecution</li> <li>• Military courts</li> </ul>	<ul style="list-style-type: none"> <li>• Political parties</li> <li>• Tribes and reconciliation committees</li> <li>• Universities</li> <li>• Civil society organisations and social service providers, including:               <ul style="list-style-type: none"> <li>- The Palestinian Red Crescent Society</li> <li>- Women's rights organisations</li> </ul> </li> <li>• Healthcare Centres:               <ul style="list-style-type: none"> <li>- Medical Relief</li> <li>- Hospitals</li> </ul> </li> </ul>

## Annex 3. Activities conducted as part of the Community Safety Assessment process

	<b>Date</b>	<b>Place</b>	<b>Session</b>
1	26.02.2013	Jenin	Initial meeting with Major General Talal Dweikat, Governor of Jenin
2	11.03.2013	Jenin	DCAF-SHAMS Focus Group session: Community Safety and Gender Assessment: The View of Tribal Reconciliation Committees in Jenin
3	11.03.2013	Jenin	DCAF-SHAMS Focus Group session: Community Safety and Gender Assessment: The View of Civil Society in Jenin
4	19.03.2013	Jenin	DCAF-SHAMS Focus Group session: Community Safety Assessment: The View of Tribal Reconciliation Committees in Jenin
5	19.03.2013	Qabatiya	DCAF-SHAMS Focus Group session: Community Safety Assessment: The View of Civil Society in Jenin
6	27.03.2012	Jenin	DCAF-SHAMS Focus Group session: Community Safety Assessment: The View of the Security Forces and the Governor's Office in Jenin
7	27.03.2013	Jenin	DCAF-SHAMS Focus Group session: Community Safety and Gender Assessment: The View of the Security Forces and the Governor's Office in Jenin
8	07.05.2013	Jenin	DCAF-SHAMS Forum Session: Community safety and Gender in the Governorate of Jenin
9	16-18.06.2013	Jenin	DCAF-SHAMS Training Course: Training the Community Safety Steering Committee on Principles of Community Safety and Crime Prevention
10	07.09.2013	Jenin	DCAF-SHAMS-Community Safety Steering Committee Workshop to review the draft Community Safety Assessment Report
11	26.11.2013	Ramallah	National Community Safety Conference, during which the outcomes of the assessment process were presented
12	18.05.2014	Jenin	DCAF-SHAMS Workshop to discuss the recommendations of the Community Safety Assessment Report with the participation of an international expert