

Security and justice evidence mapping update

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About this report

This report was prepared for the UK Department for International Development. The views expressed in this report are those of the authors, and do not necessarily reflect the opinions of GSDRC, its partner agencies or DFID.

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Executive summary

This evidence mapping was conducted to identify the empirical evidence on the outcomes of security and justice (S&J) interventions ranging from security reform to training border guards (a full list is on page 9) and to update an original evidence mapping published in September 2015. The findings are presented in the form of an evidence gap map (p.15), which provides an accessible and visual representation of where the evidence for S&J programming is more abundant or limited.

The evidence mapping included a rigorous review of the existing S&J evidence base and identification of new evidence and material in an expanded search since 2015. Selected sources, including journal indices, online research and evaluation repositories, resource centres and experts were interrogated. Studies that explored interventions and results were selected for inclusion in a database (available to download) and coded according to the publication type, thematic focus, intervention, output and outcome categories.

Features of the evidence base

Research design: The majority of studies continue to be mostly observational in nature, with only a 1% differential compared to 2015 (94%). Most of these used the same techniques (interviews, focus groups, ethnography, historical analysis and political economy analysis). Fifteen experimental or quasi-experimental studies were identified, an increase on the eight from 2015, and twenty-eight secondary studies (up from fifteen) covering a mixture of literature reviews, and annotated bibliographies. Having mainly observational case studies means a lack of cross-country comparisons, but a depth of knowledge about specific countries. Additionally, the very small number of experimental studies, means there is limited information on the effectiveness of S&J interventions.

Publication form: The largest group (46%) of documents remain peer-reviewed journal articles. Thirty-five per cent of studies are classified as 'other' reports; these include analytical reports and case studies, and were mostly published by academic organisations, think tanks and non-governmental organisations. Whilst few evaluations (12%) continued to meet the inclusion criteria, this is double (6%) the previous 2015 map. Those that did meet the criteria include thematic evaluations of donor security and justice programming, synthesis programme evaluations and other individual programme or country evaluations. This suggests that evaluations may be improving in quality, but there is scope to improve this further.

Geographic scope: This has not materially changed since the 2015 map. Western Africa is by far the most studied region. South Asia and Eastern Africa are the next most studied regions. There are very few studies exploring Central Asia, East Asia, Eastern Europe and Northern Africa.

Thematic focus: Policing remains by far the most studied theme, followed by access to justice/legal empowerment, justice sector reform, legal reform and non-state actors. Individual studies often explore interventions that addressed more than one theme/sector. The evidence base on interventions aimed at, or including, non-state actors showed a relatively large increase. This seems to reflect an increased role for non-state actors in approaches like community policing and local justice. There is still a lack of evidence in some important areas like intelligence and border security. Within the 'access to justice/legal empowerment' theme most of the existing evidence is for the former and there is very little evidence on actual legal empowerment.

Gap map analysis

Evidence gaps and areas of strength appear where one would expect them, and more or less in line with the 2015 analysis. The gaps appear where the outputs and outcomes are less tangible, and more difficult to operationalise and measure (section 6). The evidence is scarce for a number of output and

outcome categories that are justice-specific, whilst stronger evidence can be found on outcomes and outputs that are more general and applicable across a wider range of intervention types. Detailed definitions for each of the intervention, output and outcome categories are tabulated on pages 45-51. In terms of the evidence, 'abundant' is coded in green on the tables on pages 21-23, whereas 'limited' is coded as red.

Short- and medium-term results, which are tangible, operational and directly related to intervention categories, are labelled 'outputs', while longer-term and more indirect results are labelled 'outcomes'. The distinctions were based on DFID's Security Sector Reform (SSR) Theory of Change (ToC).

Interventions

- The evidence is abundant for: capacity building of organisations; strategic/statutory frameworks and legislation; community-based approaches; and restructuring of the security and justice (S&J) sector. The evidence base on non-state actors has also improved since 2015. Many studies provide examples in which a combination of these interventions is used.
- The evidence is limited for: preventative interventions (integrated efforts to prevent violence and crime); Disarmament Demobilisation and Reintegration (DDR); and integrated political engagement/activities that promote political will. Evidence is also scarce for displaced/refugee interventions. There were zero impact evaluations of mutual legal assistance. This was discussed during the research period because it subsequently does not show up in the database but is clearly a gap.

Outputs

There have been no significant changes in the balance of where evidence is focused since 2015:

- The evidence is abundant for: the capacity of state and non-state organisations to deliver; strategic frameworks; confidence, trust or satisfaction on the part of citizens in providers; and roles, coordination and dialogue amongst organisations and agencies. These are considered to be key outputs for S&J programming, they are relatively tangible, and are directly related to intervention categories.
- The evidence is limited for: application, compliance with and interpretation of laws; and state/non-state linkages. These are both justice-specific outputs.

Outcomes

- The evidence is abundant for: ownership of reforms by national and local stakeholders; resource allocation/funding stability and sustainability; access to provision; stability and outbreaks of conflict or violence; and human rights measures implemented to improve compliance. These outcomes are considered core tenets of S&J and/or are relatively tangible.
- The evidence is limited for: incentives for improved service delivery amongst security and justice actors; actual crime rates; legal awareness and confidence; gender-based violence rates; and judicial redress to protect rights. The evidence is particularly limited for longer-term development outcomes such as: economic development (local or national); poverty reduction; access to land, inheritance and property rights; access to public services and economic resources.

Potential avenues for future research

Synthesis research focusing on those themes and interventions for which there is more evidence may help build a more rigorous evidence base. Importantly, there are still very few experimental or quasi-experimental studies in the database and thus analysis on the causal linkages between interventions and outputs or outcomes is lacking. Increasing the number of experimental, and even quantitative observational, studies could improve understanding of which interventions are effective.

Overall the results of the update to the mapping indicate only very limited changes in the thematic focuses, except in some specific areas, notably non-state actors and gender analysis, where there has been growth. The updated map has expanded the scope of the search to address some of the gaps identified in the 2015 map, although the overall findings remain similar.

- The evidence base is not as large for the ‘developing accountability’ intervention, but there is abundant evidence on the accountability output. One might have expected the depth of evidence for these directly related interventions and outputs to be similar. Studies comment on the impact of different types of interventions on accountability as a normative measure of success, even when interventions to develop accountability are not explicitly mentioned.
- The evidence for ‘integrated political engagement/activities that promote political will’ remains much smaller than for the other pre-determined intervention types, even though it is acknowledged more often. Studies generally do not discuss these types of activities, even if they might be happening in the background of other more tangible interventions. There is limited evidence that political engagement/political will interventions can affect the outcome ‘incentives for improved service delivery’, even though these would appear to be directly related. Another anomaly is that one might expect more evidence to appear in combination with the outcome ‘political will to enact reforms’.
- The 2015 map found that there was limited evidence for some types of intervention where one might expect the evidence base to be larger. In 2015 this included available evidence on gender-specific interventions. The 2019 map finds that this has improved considerably and is no longer such a gap, though there remains very little good quality data related to gender-based violence rates.
- Non-state actors is another area where the 2015 map found very little but the evidence in this area has significantly improved and is no longer a gap overall. However, the evidence base is still relatively small on the outcome of access to land, inheritance and property rights.
- Evidence on preventative interventions remains limited across all categories. One might have expected more evidence for the outcomes: stability and outbreaks of conflict or violence; actual crime rates; and gender-based violence rates.
- A significant area where there is a need for more research is around issues of migration, displacement and refugees.

1. Introduction

This rigorous evidence mapping exercise draws upon the existing security and justice (S&J) evidence map (<https://gsdrc.org/publications/security-and-justice-evidence-mapping/>) completed in 2015, bringing it up to date and extending it to cover new subjects of interest. The ultimate objective is to produce an evidence gap map, which illustrates where there is existing evidence on S&J programming and where there are gaps in the evidence base. The map does not provide information on what the evidence says, nor does it comment on the nature of linkages between interventions and outputs or outcomes. The map will provide a catalogue of reliable, rigorous evidence that DFID can draw upon to inform current thinking about how S&J programming can contribute towards reaching Sustainable Development Goal 16 ('Peace, Justice, and Strong Institutions').

This project built upon the existing catalogue compiled in 2015, retaining the existing data within it, by completing the following tasks:

- Checked and updated web links to all items already catalogued (386 items).
- Adjusted and tested the search keywords used to identify the literature that will be screened for inclusion.
- Where the search strings have not changed (see protocol in appendix), the project identified and catalogued new materials published for the period 2015-2019.
- Where the search strings have changed, the project identified and catalogued new materials published for the period 2008-2019.

The existing catalogue of evidence and visual evidence map, stored in an Excel spreadsheet, has been updated to incorporate the new material identified through this exercise and is available as a separate document.

We maintained compatibility with the methodology used to produce the 2015 evidence map to the fullest extent possible. A detailed description of the methodology is included in the Research protocol in Appendix 1. Some of the sources searched in 2015 no longer exist, or have made changes to their search engines and/or indexing methods, so the 2015 study was not replicated exactly, but consistency was maintained as much as possible.

2. Scope

The evidence mapping was based on a detailed search protocol (see Appendix 1). It included a rigorous review of the S&J evidence base, searching a number of databases, online sources and think tanks and other organisations. It also involved consultation with a group of experts in the area. Studies were selected for inclusion in a database and coded according to publication type, thematic focus, and intervention, output and outcome categories. This interactive database is available as a separate document.

2.1 Thematic scope

The search strategies focused on studies that explore interventions in the following thematic fields, which reflect some of DFID's core areas of interest in S&J:

- Defence
- Policing
- Intelligence
- Justice sector reform
- Access to justice and legal empowerment

- Prisons
- Border security
- Non-state actors
- Legal reform
- Security promotion
- Urbanisation
- Organised crime
- Counter-terrorism

The 2015 map added border security, non-state actors, legal reform, security promotion, urbanisation, organised crime and counter-terrorism during the coding stage. A number of limiting devices were introduced to keep the mapping manageable. The themes ‘transitional justice’ and ‘legal reform’ were originally included in the S&J search strategy. These were later removed in order to refine the focus after test searches generated a very large number of results. Documents focusing on commercial justice, juvenile and child justice, the war on drugs and drugs regulation, and environmental justice in fragile contexts were also excluded.

There have been a number of changes to the original proposal. Non-state actors has been updated to incorporate faith groups. Community has been split into two separate searches. The first, community, incorporates the non-gender searches and has added spiritual leaders. The second, gender, reflects the emphasis on gender-based approaches and gender-based violence. The emerging themes of mutual legal assistance and displacement have been added. The category of organised crime has been replaced by the mutual legal assistance category. The emerging theme of counter-terrorism has been expanded to reflect the emphasis on security forces as a potential source of animosity.

2.2 Intervention, output and outcome categories

Short- and medium-term results, which are tangible, operational and directly related to intervention categories, are labelled ‘outputs’, while longer-term and more indirect results are labelled ‘outcomes’.

The distinctions were based on DFID’s Security Sector Reform (SSR) Theory of Change (ToC)¹, and refined through further discussions with DFID advisors. The ToC assumes that outputs are more easily measurable and tangible than outcomes and so perhaps more easily conceptualised in terms of variables for evaluation. Detailed descriptions of specific outputs and outcomes were discussed with advisers, external experts and researchers as part of the protocol and subsequent process. Detailed definitions for each of the intervention, output and outcome categories are tabulated on pages 44-51. In terms of the evidence, ‘abundant’ is coded in green on the tables on pages 21-23, whereas ‘limited’ is coded as red.

In general terms, the evidence base is much larger for issues that are easily measurable; this is reflected in the abundant evidence for outputs like developing policy documents. However, this means the evidence base is much more limited on outcomes like affecting political will partly because it is difficult to measure. This is an underlying issue with the security and justice (S&J) sector in general and is reflected across all types of literature: researchers tend to concentrate on things that are measurable.

¹ Available on request

The 2019 update aimed to approach research design more rigorously, particularly with reference to secondary studies. The intervention, output and outcome categories are provided in Table 1 and detailed definitions provided in the research protocol (Appendix 1, p.43).

2.3 New and Expanded Areas

The Terms of Reference (TOR) outlines seven interventions, outputs or outcomes whose scope is to be expanded, and one additional category (illicit flows). There was initial testing for some of these and the searches were adapted to address the areas specified. This is set out below in Table 3.

Table 1: New and expanded research areas

Area	Proposed change	Additional search terms used
Interventions		
Non-state security and justice influencing reform and national level processes	Add in spiritual leaders	Spiritual leaders Religious groups Faith groups Religious leaders
Community-based approaches	Add in spiritual leaders Separating the 'community' search string into one based on 'community-based approaches' and gender. For long-form, the two strings were: 1) Community OR community-based approaches OR community policing OR community-based policing OR empowerment OR participation OR grassroots 2) gender-based approaches OR women's groups OR violence against women and girls OR VAWG OR gender based violence OR GBV In the short form, the map kept the current 'community' term and added a 'gender' term	Spiritual leaders Religious groups Faith groups Religious leaders
Gendered specific interventions and approaches to reform	Expand to VAWG and GBV	Using VAWG and GBV as base search terms widened the search considerably. This was

		incorporated to some extent, but much like 'transitional justice' the amount of literature would justify its own search.
Outputs		
Accountability, effectiveness and transparency	Slight expansion (unspecified)	Added to existing search terms and search strings.
Outcomes		
Provision is responsive to citizens' needs	Gender expansion	Access to service provision by gender Women's services Exclusion and access For gender, we had a gender category on the coding form to record whether outcomes/effects in studies have been differentiated by gender.
Equal access to provision	Slight expansion (unspecified)	Expansion of search terms to include equity.
Security and justice actors are a source of protection, not insecurity	Expansion to cover grievances and extremist narratives	The map added in extremist narratives as an addition to a base search term. We changed base searches to incorporate security AND oversight, for example.
Reduction in illicit financial flows	New category: Indicators can include total value of inward and outward illicit financial flows, or proportion of seized small arms and light weapons that are recorded and traced, in accordance with international standards and legal instruments	Wire/bank transfers Cash carried across borders Import/export of goods and services Transfers of financial assets Transfer of property ownership Cryptocurrencies Tax evasion Proceeds of crime Money laundering Proceeds of corruption Financing of terrorism and conflict Evading capital controls Sanctions busting Bribery
Displacement and refugee-related justice in post-conflict or fragile contexts	New category	This was incorporated across a number of searches and added to base search criteria.

Commercial Justice: Evidence on commercial justice reform, or judicial reform focussed towards providing an enabling environment for economic activity, such as commercial training, commercial courts, contractual obligations, will not be included. Economic issues such as implementation of land or labour rights might be included as part of the evidence on legal empowerment or access to justice.	New category or expansion	This was included under the non-state approaches to justice and intervention. Land and labour rights are a big subject but the mapping exercise looked for this in relation to existing search terms.
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2.4 Inclusion criteria

The review covers two different timeframes -from 2015 onwards for those search terms that were already included in previous map and from 2008 onwards for the new search terms, as specified in the Protocol (Appendix 1). This is a pre-defined list of S&J interventions and relevant outcomes agreed as part of the process. Documents were selected for inclusion according to the following criteria (see further details in Annex A):

- Relevance: Studies that include information on both S&J interventions and outputs, or outcomes, irrespective of the nature of the relationship.
- Types of publication: Academic journals, peer-reviewed materials, working papers, grey literature, and book chapters that were available online at no cost to the reader.
- Date of publication: Materials published from 2008 onwards were included.
- Geographic focus: Low- and middle-income countries.
- Language: Only studies available in English were included.
- Research design: Primary empirical research, evaluation (quantitative or qualitative), and secondary reviews were included. Theoretical, thematic and conceptual literature was not considered.

Table 2: Coding Framework

<p>Table 1: Coding framework – intervention, output and outcome categories</p> <p>Intervention categories</p> <ul style="list-style-type: none"> • Developing accountability mechanisms (at national, regional and local/community level) • Non-state security and justice influencing reform and national level processes • Community-based approaches • Capacity building of organisations • Strategic/statutory frameworks and legislation • Restructuring the security and justice sector • Gender-specific interventions and approaches to reform • Investment in infrastructure and equipment • Integrated political engagement/Activities that promote political will • Demobilisation, disarmament and reintegration • Non-state justice forum and justice facilitator capacity building

- Legal services
 - Preventative interventions
 - Displacement related justice
- Output categories
- Accountability
 - Effectiveness and transparency
 - Non-state actor inclusion in reform processes or negotiations
 - Community participation and voice
 - Capacity of state and non-state organisations to deliver
 - Confidence, trust or satisfaction on the part of citizens in providers
 - Gender sensitivity and balancing
 - Roles, coordination and dialogue amongst organisations and agencies
 - Strategic frameworks developed
 - Application, compliance and interpretation of laws
 - State/non-state linkages
- Outcome categories
- Security and justice actors have incentives for improved service delivery
 - Provision is responsive to citizens' needs
 - Resource allocation / funding stability and sustainability
 - Political will to enact reforms
 - Ownership of reforms by national and local stakeholders
 - Citizens' perceptions of safety and security
 - Access to provision
 - Stability and outbreaks of conflict or violence
 - Security and justice actors are a source of protection not insecurity
 - Local or national economic development
 - Judicial redress to protect rights
 - Human rights measures implemented to improve compliance
 - Actual crime rates
 - Legal awareness and confidence
 - Gender-based violence rates
 - Poverty reduction
 - Access to land, inheritance and property rights
 - Access to public services and economic resources
 - Women's empowerment and gender equality

3. Methodology

3.1 Search strategy

The UK Department for International Development's (DFID) draft theory of change (ToC) for SSR provided the initial framework of intervention, output and outcome categories for the SSR mapping². The search strategy was based on this framework. It utilised a combination of base search terms relating to various thematic areas of SSR and search specifiers relating to the ToC's intervention categories. The S&J search strategy built upon this framework, but replaced the base search terms with a new set of justice-related themes.

² Available on request.

This mapping is not a full systematic review, and therefore cannot claim to capture all relevant research published in this area. However, the researchers applied a search strategy designed to capture peer-reviewed materials, working papers, grey literature (e.g. evaluations of donor-led interventions) and relevant meta-reviews. For each source examined, we recorded the number of initial search results and the number of these documents that met the inclusion criteria and are therefore included in the review. The project team searched the same sources that were searched in the 2015 map, except for one centre which has since closed and two that DFID has requested to be added to the list. The project also used literature within requested guidebooks, such as the Stabilisation Unit guidebook.

The scoping report was used to pilot search specifiers to identify the appropriate literature. The updated search specifiers reflect the increased emphasis within the project on a number of thematic areas. Two strategies were used, depending on the search capabilities offered by each data source. For research centres, independent resource centres and similar websites that offer free-text search capabilities, the project used a defined set of terms.³ Where independent resource centres have organised their document libraries into pre-defined categories, the relevant key terms or the closest synonyms to the column 1 search terms were selected. On some research institute websites it is not possible to search using free-text search terms, and in such cases, relevant documents listed on their security and justice publications pages were included. For databases like journal indexes that have the capability to conduct Boolean searches (using logical operators 'and' and 'or'), there was also a set list of terms.

3.2 Screening

The important element of the screening process is that it consists of two stages. First, the initial screening was carried out during the searches. The researchers based their judgement on the title and abstract, incorporating selected articles into a shared Zotero bibliography. The second screening used a checklist to ensure that items within the shared bibliography were relevant to the map goals. Further details on the checklist are available in the appendix. The researchers selected materials to be **included** in the spreadsheet according to the following criteria:

- **Date of publication:** For the topics that were covered in the 2015 map, we will restrict the search to materials produced from 2015 onwards. For new topics, or topics where the definition of the topic has changed, materials published from 2008 onwards will be included.
- **Types of publication:** Peer-reviewed journal articles and grey literature, working papers, evidence synthesis (including systematic reviews, rapid evidence reviews and meta-reviews) and edited book chapters that are available online at no cost to the reader. Book chapters will only be included where the text is available electronically directly from the publisher in PDF full text format. This excludes scanned copies and Google Book previews. Only materials whose primary purpose is to present empirical evidence will be included. Theoretical studies, policy statements, guidance notes, and advocacy-oriented materials will not be included.
- **Relevance:** Studies must explore the relationship between S&J interventions and a given set of outcomes, irrespective of the nature of the relationship (e.g. positive / negative / neutral). Donor, international, national government-led, and NGO/CSO level interventions will all be considered.

³ The Security and Justice Evidence Map Updated Project Protocol (Appendix 1) includes the lists of all terms used within the methodology.

- **Geographic focus:** Low- and middle-income countries.
- **Language:** Only studies available in English will be included.
- **Research design:** Primary, empirical research or evaluation (quantitative or qualitative) or secondary evidence synthesis (systematic reviews, rapid evidence reviews/assessments or meta-reviews). Secondary literature reviews that do not provide a clear methodology will be excluded. Purely theoretical and conceptual papers will also be excluded.

The following types of materials will be **excluded** from the catalogue:

- Juvenile and child justice
- War on drugs and drugs regulation
- Environmental justice in fragile contexts
- Probation and parole, except when specifically related to penal reform interventions
- EU's 'Area of freedom, security and justice'
- Counter-terrorism and extra-judicial cooperation and interventions

3.3 Coding

Flexibility was built into the coding for the mapping exercises. New intervention, output and outcome categories identified during the coding process were added progressively, and then back-coded. Additions and amendments to the coding categories were made during the S&J mapping to accommodate the justice-orientated literature. The documents selected during the SSR mapping exercise were recoded using the new S&J categories before the two databases were combined. Specific detail is provided in the project Protocol document.

Literature that is included after the completion of both screening processes will be coded using the methodology from the original evidence map. The coding will be based on the intervention, outcome and output definitions outlined in the appendix. Where relevant, new interventions, outcomes and outputs can be added throughout the project where agreed by the senior researcher.

3.4 Quality control

The coding was reviewed to ensure quality control. The peer review is also part of the process of defining and finalising new intervention, output and outcome categories. The review did not include existing documentation from the previous SSR evidence mapping exercise. There were two review stages: a sample of the first 40 tranche of documents were checked by lead researchers; a sample of documents from the full text stage were checked; a sample of the coded documents were checked; and any code reviews were checked and discussed with the project leads. Throughout, the project leads were involved in discussions and on hand to provide support to the team.

4. Search results

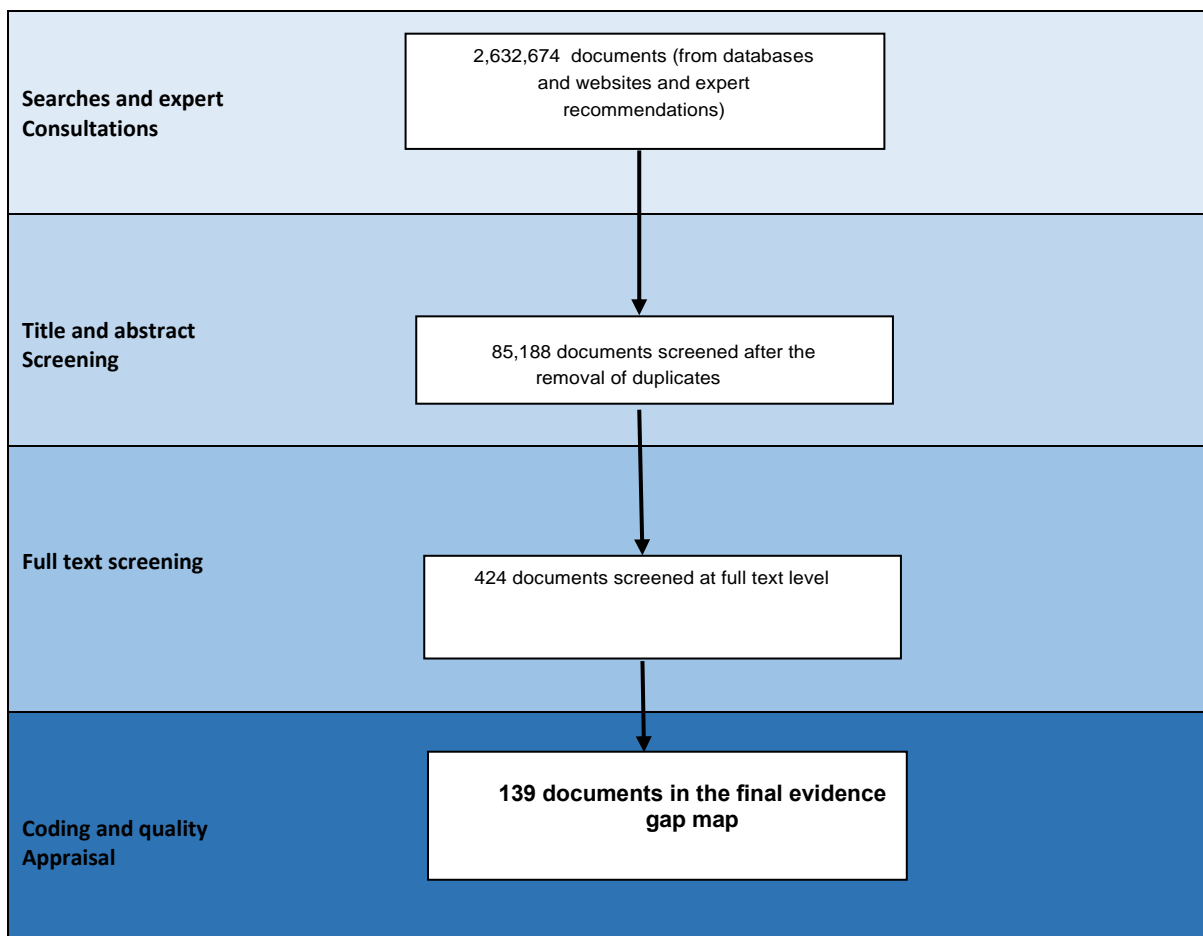
The updated S&J searches generated 2,632,674 articles, of which 85,188 were checked and 550 chosen for inclusion in the first screening. After duplicates were removed, the second screening then looked at 424 articles and 139 articles were then coded (including 16 duplicates from the 2015 map that were recoded). This is an inclusion rate of around 25%. For comparison, the 2015 mapping had an overall inclusion rate of 26% but covered two separate areas of literature. The very specific Security Sector Reform (SSR) literature had an inclusion rate of 39%, whereas the broader Security and Justice literature had an inclusion rate of 21%. We consider the inclusion rate of 25% to be quite high and in

line with what we would expect. The 2015 study had already identified 386 studies, which means that overall there are now 502 studies in the updated database.

Note that initial systematic searches of large databases tend to generate many results, of which only a portion are relevant due to not meeting the thematic, methodological or relevance criteria for inclusion. There is also a lot of generic and anecdotal or purely conceptual S&J literature that is not relevant to either outputs or outcomes and so falls outside the remit of this map. In addition, once these studies are excluded and then the initial screening criteria are applied this provides a much more focussed sub-set than the initial sample.

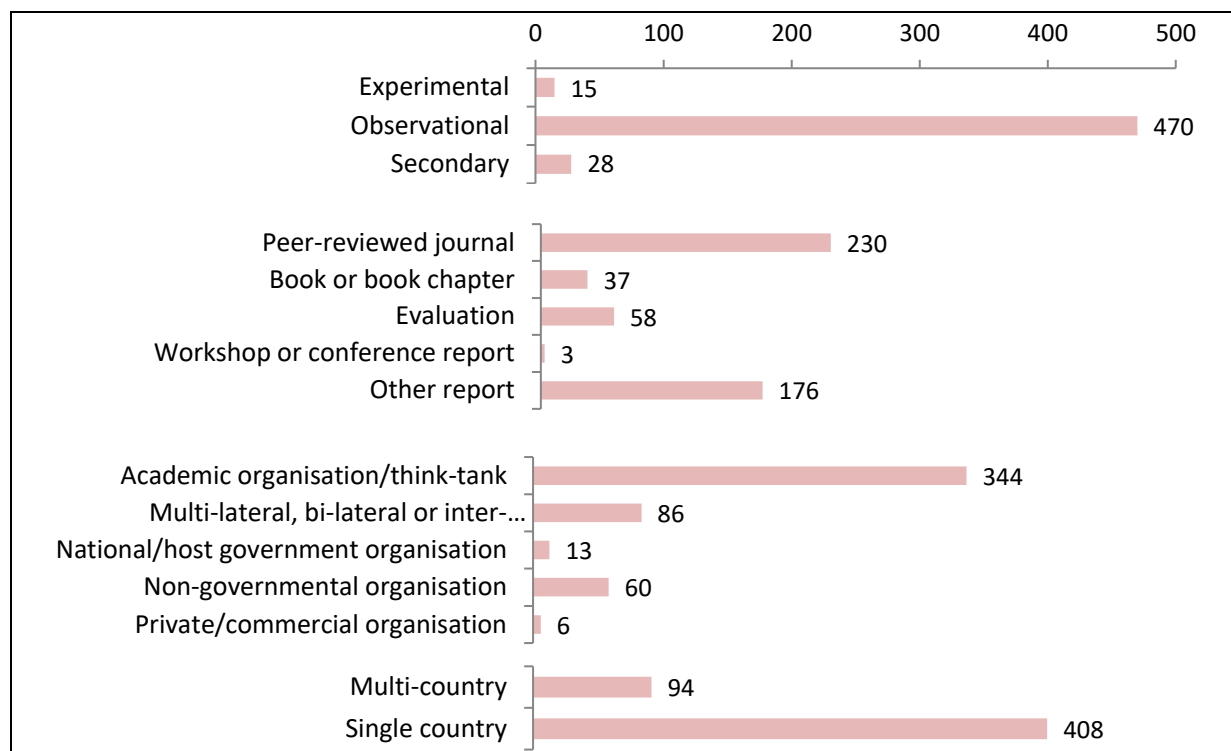
Reasons for the rejection rate remain the same for this updated map: broad search terms; the role of indices; duplicate results; and lack of relevance. The use of terms like 'justice' generate enormous numbers of hits that do not meet any of the criteria for inclusion. This is shown graphically below.

Figure 1: PRISMA Diagram



5. Features of the evidence base

Figure 2: Research design, publication form and geographic scope of the evidence base



5.1 Research design

Figure 2 provides data on the research design, publication form and geographic scope of the evidence base. 94 per cent of studies use observational research designs. These mainly combine a variety of qualitative techniques, including interviews, focus group discussion, ethnography, case map analysis, historical analysis and political economy analysis. Few use quantitative data collection and data analysis techniques.

The update included only twelve experimental studies and this seems to be a gap, although this may also reflect the nature of the subject area. The increase in the number of experimental pieces were largely around police efficiency (e.g. gender sensitivity or high-density patrolling). We are sure that this is not just a result of the expanded scope but of additional studies.

There are few studies of this type in S&J partly because so much work in this area involves interventions taking place in complex and politically sensitive environments, where the accessibility of accurate data may hamper data-based research. However, examples can be drawn from other fields like social protection where rigorous impact evaluations are being undertaken to explore the impacts of cash transfers on transient communities in humanitarian and emergency contexts. This shows that such research is possible if built in to the intervention design itself from inception. It may reflect the lack of creative thinking in how S&J interventions can be evaluated in the absence of conditions where 'gold standard' evaluations can be implemented.

Twenty eight secondary studies were also identified that as in 2015 largely consist of non-systematic literature reviews and annotated bibliographies. There are very few (2) systematic reviews. The most significant addition is Denney & Valters (2015) *Security sector reform and organisational capacity*

building, which is partly based on work related to the 2015 EGM and that focusses on the relationship between organisational capacity building and accountability, responsiveness and capacity to deliver security.

5.2 Publication form

The largest single group of documents were peer-reviewed journal articles (46%) and ‘other’ reports (35%). More evaluations (12% rather than the 6% in 2015) met the inclusion criteria in the 2019 map.

The nature of the publications has changed little since 2015. Studies classified as ‘other reports’ include analytical reports and case studies, the majority of which were published by academic organisations and think-tanks (such as the United States Institute of Peace and the Overseas Development Institute), followed by non-governmental organisations (such as Saferworld, the Geneva Centre for the Democratic Control of Armed Forces, and the Open Society Justice Institute). This also includes reports by multilateral organisations (such as the World Bank, the OECD-DAC and the International Development Law Organization), and national government organisations (such as the UK Government Office for Science and the American Bar Association).

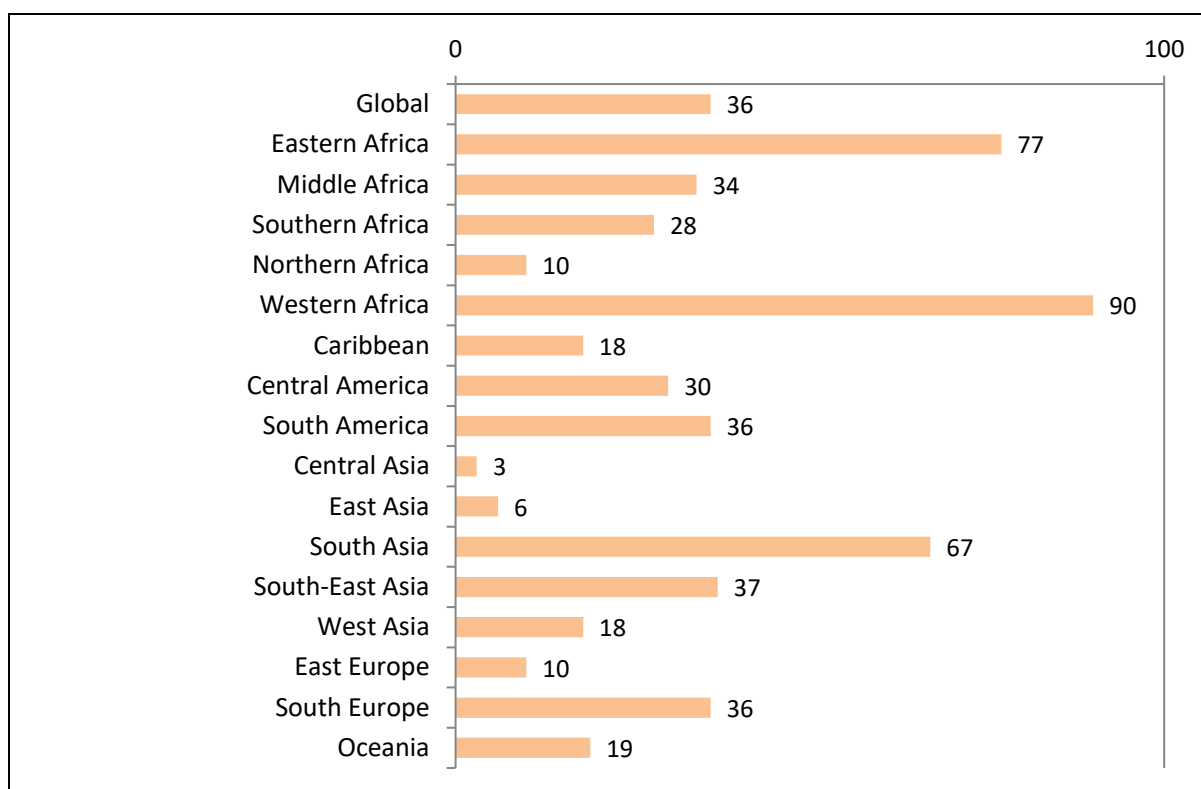
Relatively few evaluations have been included. Many of those rejected were evaluations of broader peacekeeping or fragile states programming, with little explicit detail on S&J. In other cases, evaluations explored very short timeframes (such as quarterly reports) or commented on progress against process and management indicators rather than actual results and impacts. More evaluations were included though relative to the 2015 map. These were mainly mid-term evaluations or final evaluations, mainly from USAID/DFID.

5.3 Publisher

This map covered a marginally lower percentage of academic journals (69% from 72% in 2015). 17% of material was from multi-/inter-/bi-lateral government organisations (i.e. higher number of evaluations/reports). The twelve per cent from non-governmental organisations suggests that the sample has slightly shifted away from academic studies and towards grey material, although some people may, of course, write in both camps.

5.4 Geographic scope

Figure 3 shows that Western Africa remains by far the most studied region. South Asia and East Africa are the next most studied regions. There are very few studies on Central Asia, East Asia, Eastern Europe or Northern Africa. It was necessary to use a standard means of classifying the geographic focus of documents. The UN classification system has been used for this mapping process. See <http://millenniumindicators.un.org/unsd/methods/m49/m49regin.htm> for further details. It should also be noted that the European Union’s ‘area of freedom, security and justice’ was excluded from the search which ruled out some (a small number) of studies on Eastern Europe, mainly focussed on the Balkans.

Figure 3: Number of studies by geographic region

5.5 The quality of evidence

Issues of the quality of evidence have not really changed since 2015 in that it remains relatively high although it should be noted that a critical appraisal of all of the literature is beyond the scope of this report so this cannot be entirely rigorous. . A good indication of quality is the fact that the majority of documents in the evidence base are peer-reviewed journal papers and so have been through a rigorous process of research review. Furthermore, many studies classified as ‘other reports’ have been published by academic institutions and non-governmental organisations that are renowned for publishing quality output. Prominent examples include Saferworld, the United States Institute of Peace, Namati, and the International Development Law Organization, amongst others.

A few features may count against the rigour of evidence. There are few experimental or quasi-experimental studies, and therefore limited coverage on the presence and nature of causal linkages between interventions and outcomes, although this may be counteracted by detailed historical studies looking at political change. Several political-historical studies around cases specifically use a process tracing methodology that is explicitly seeking to move beyond a historical narrative and to analyse political causality in decisions-making, i.e. why did people take specific decisions at specific times? In addition, single country studies are far more prominent than multi-country comparative studies. Whilst multi-country studies can provide significant insight, there are a number of high quality case studies that provide a rich basis for the analysis of interventions and results at country level that can aid understanding of mechanisms in specific contexts.

6. Evidence gap map

Figures 4 and 5 are the evidence gap map. It is presented in two parts for ease of viewing: Figure 4 maps the interventions against outputs, and Figure 5 maps the interventions against outcomes.

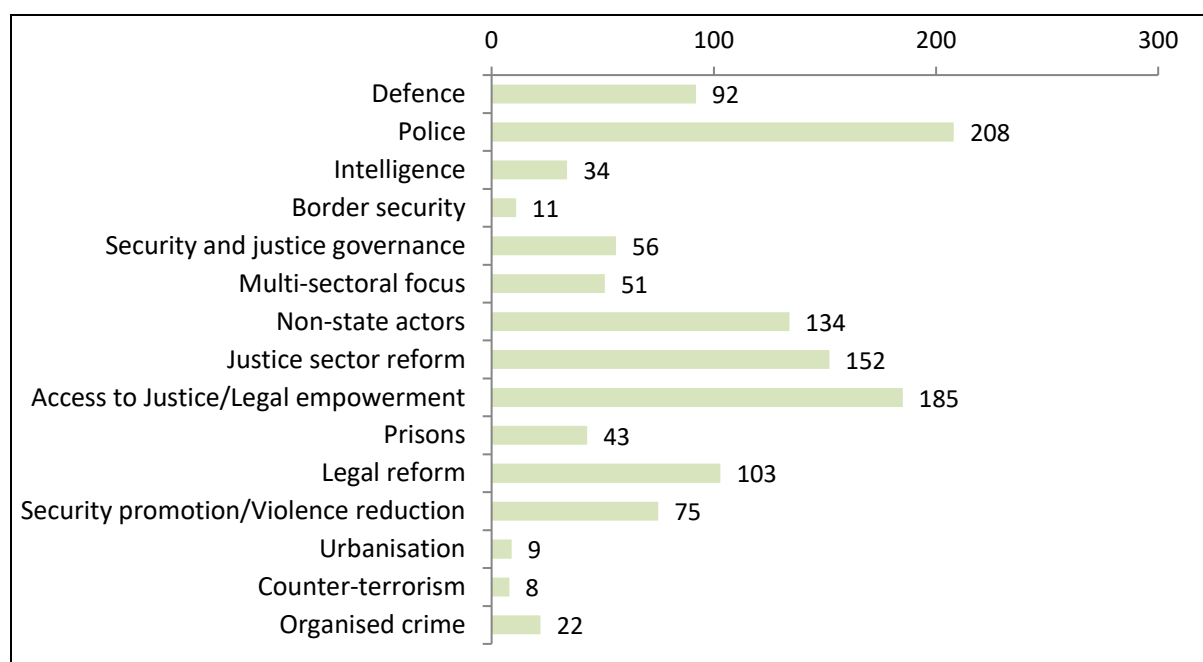
Individual cells show the number of studies that address each combination of interventions and outputs or outcomes. Green cells show where the review found a significant number of studies – darker shades of green indicate more studies found. Red cells highlight evidence gaps – darker shades of red indicate greater evidence gaps.

The gap map only illustrates where there is evidence. It does not provide information on what the evidence says, nor does it comment on the nature of linkages between interventions and outputs or outcomes. In particular, dark green cells do not indicate that there is a lot of evidence supporting a positive relationship between the intervention and output or outcome. Indeed, the evidence may show positive, neutral or negative effects or be inconclusive. Individual studies may appear in multiple cells because the majority explore multiple types of intervention, outputs and outcome.

6.1 Overview

Generally, as in 2015, the areas with large evidence bases and the evidence gaps appear where one would expect them. The gaps appear where the outputs and outcomes are less tangible, and more difficult to operationalise and measure. As a result, there is less coverage in the literature and less evidence that interventions make an impact in these areas. The evidence on longer-term development outcomes such as economic development, poverty reduction, and women’s empowerment and gender equality is particularly limited. This is also reflected in the secondary research that tends to draw on those areas where there is primary research. Thematic focus is shown in figure 4.

Figure 4: Number of studies by thematic focus



Evidence on outputs and outcomes is generally more abundant in combination with those intervention types that appear more frequently (i.e. ‘capacity building of organisations’, ‘strategic/statutory frameworks and legislation’, ‘community-based approaches’ and ‘restructuring the security and justice sector’).

As stated earlier, coding categories were added during the S&J coding process, and then back-coded. Evidence on many of the newer categories is sparse. Many of these new categories are more justice-specific, whilst many of the original outcomes and outputs are more general and applicable across a wider range of intervention types. A full set of definitions is provided as an appendix to the Protocol, which is on page 43 of this document.

Figure 5: Evidence gap map – interventions against outputs

Interventions	Outputs									
	Accountability	Non-state actor inclusion	Community participation	Capacity	Confidence/trust/satisfaction	Gender sensitivity/balancing	Roles/coordination/dialogue	Strategic frameworks	Application/compliance/interpretation	State/non-state linkages
Accountability interventions	126	59	71	124	87	46	83	86	28	15
Non-state actor interventions	103	100	99	123	88	63	86	70	34	46
Community-based	112	82	149	146	125	82	105	80	36	68
Capacity building	186	87	110	223	142	81	132	137	42	45
Strategic/statutory frameworks	153	88	101	167	97	74	117	171	57	50
Restructuring the security and justice sector	157	74	81	167	101	47	104	118	31	26
Gender specific interventions	67	55	74	101	59	102	61	54	34	35
Infrastructure and equipment	97	39	48	112	68	29	67	67	24	22
Political engagement/Political will	47	33	26	50	29	22	31	41	11	16
DDR	55	42	30	54	35	23	34	41	6	6
Legal services	62	41	68	105	68	59	60	43	36	53
Non-state/Justice facilitator capacity building	30	22	40	59	43	29	31	18	19	33
Displacement and refugee-related justice	2	0	4	5	6	1	2	0	1	1
Preventative interventions	17	12	27	24	23	11	14	9	4	8

Figure 6: Evidence gap map – interventions against outcomes (in two parts)

Interventions	Outcomes									
	Incentives	Responsiveness	Political will	Ownership	Citizens feel safe and secure	Access to provision	Stability/conflict /violence	Resources/sustainability	Security and justice actors protect	Judicial redress
Accountability interventions	21	54	85	68	30	47	35	71	39	14
Non-state actor interventions	15	73	67	79	40	77	65	65	35	32
Community-based	15	99	78	77	62	105	79	87	58	30
Capacity building	29	99	136	124	63	85	83	132	71	20
Strategic/statutory frameworks	22	80	114	95	36	81	76	104	54	22
Restructuring the security and justice sector	31	61	118	102	43	48	73	96	64	13
Gender specific interventions	8	68	50	62	27	80	43	61	33	25
Infrastructure and equipment	10	48	57	56	30	39	41	66	45	8
Political engagement/Political will	9	18	49	38	11	14	24	30	11	4
DDR	8	22	39	41	24	11	45	40	21	3
Legal services	7	61	38	49	18	110	38	59	25	37
Non-state/Justice facilitator capacity building	5	34	20	30	18	60	25	29	9	22
Displacement and refugee-related justice	2	4	2	3	4	6	3	1	0	3
Preventative interventions	2	18	12	18	15	10	22	13	8	1

Figure 7: Evidence gap map – interventions against outcomes (in two parts)

Interventions	Outcomes								
	Human rights	Actual crime rates	Legal awareness/confidence	Gender-based violence rates	Economic development	Poverty reduction	Access to land, inheritance and property rights	Access to public services and economic resources	Women's empowerment and gender equality
Accountability interventions	64	17	20	12	5	5	6	11	23
Non-state actor interventions	75	18	52	18	4	2	21	20	57
Community-based	84	41	61	30	9	8	25	26	59
Capacity building	114	36	36	30	8	6	14	17	30
Strategic/statutory frameworks	109	21	28	23	6	6	12	15	27
Restructuring the security and justice sector	94	25	14	12	3	3	7	6	17
Gender specific interventions	71	11	56	33	4	4	25	23	71
Infrastructure and equipment	60	20	12	10	6	5	3	9	10
Political engagement/Political will	37	3	4	3	0	1	3	5	6
DDR	34	9	1	5	3	2	3	8	3
Legal services	53	13	82	24	5	6	28	20	60
Non-state/Justice facilitator capacity building	25	6	57	11	1	2	21	7	44
Displacement and refugee-related justice	3	2	7	2	0	0	3	1	6
Preventative interventions	9	16	13	10	3	1	4	14	12

6.2 Analysis: interventions

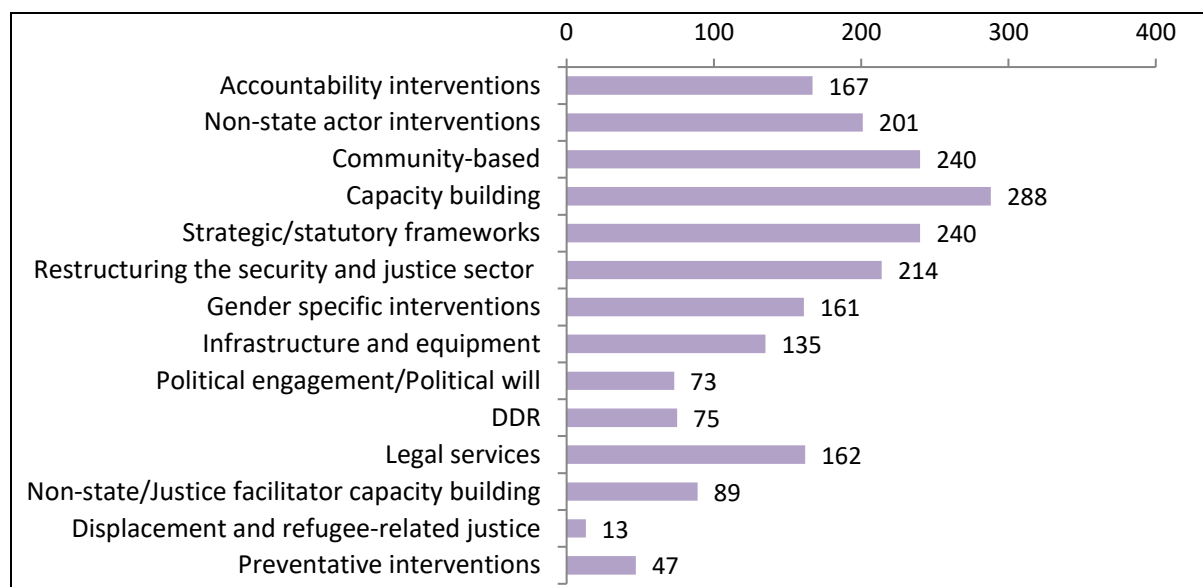
Figure 8: Number of studies by intervention type

Figure 8 displays the number of studies by intervention type. Evidence is abundant for the following interventions, and many studies provide examples in which a combination of these interventions is used:

- Non-state actor interventions
- Capacity building of organisations
- Strategic/statutory frameworks and legislation
- Community-based approaches
- Restructuring of the security and justice sector.

Evidence is scarce for the following intervention types:

- Preventative interventions: Few studies were identified that focus on the themes of security promotion and violence reduction and few include evidence on integrated efforts to prevent violence and crime, particularly in urban areas. This is not to say that there are few studies on crime and violence reduction in general. Rather, this means that there are few documents that our search strategy identified as being specifically and explicitly related to S&J.
- Integrated political engagement/activities that promote political will: This intervention was not covered significantly in the literature, perhaps because it is not something that is easily reported on or measured. Studies generally do not discuss these types of activities, even if they might be happening in the background of other more tangible activities.
- There was a lack of evidence regarding migration and displacement and security and access to justice. This is a clear area that requires more research.
- The evidence is no longer scarce on non-state justice forum and justice facilitator capacity building. This reflects an increase in the literature base on interventions aimed at traditional justice providers and, most frequently, the providers of paralegal services.
- Within the 'access to justice/legal empowerment' theme most of the existing evidence is for the former and there is very little evidence on actual legal empowerment.

6.3 Analysis: outputs

Figure 9: Number of studies per output

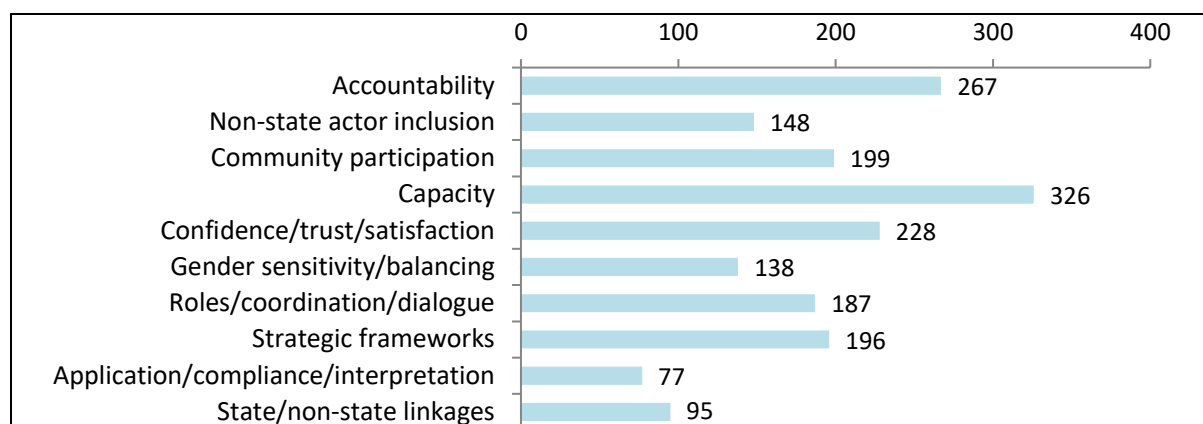


Figure 9 shows that evidence is abundant for:

- Accountability
- Capacity of state and non-state institutions
- Confidence, trust or satisfaction on the part of citizens in providers
- Roles and co-ordination
- Strategic frameworks
- Community participation

Accountability, the capacity of state and non-state institutions and confidence have all remained strong areas. In addition, roles and coordination and strategic frameworks remain from the 2015 map. The only (minor) change here is the inclusion of more discussion regarding the capacity of non-state institutions.

The literature on community participation in ongoing security & justice initiatives has increased to abundant since the 2015 EGM. Community participation is often seen in conjunction with interventions that include ‘community-based’, ‘capacity-building’ and ‘strategic frameworks’. At the same time, it may also be found in conjunction with outputs that include the terms ‘accountability’, ‘non-state inclusion’, ‘capacity’ and ‘confidence/trust’. This is typically demonstrated through links between local communities, and their leaders, and security institutions (such as through community policing initiatives) or initiatives supporting marginalised groups within communities

Figure 9 shows that evidence is scarce for the following outputs, which has not changed since 2015:

- Application, compliance and interpretation of laws
- State/non-state linkages

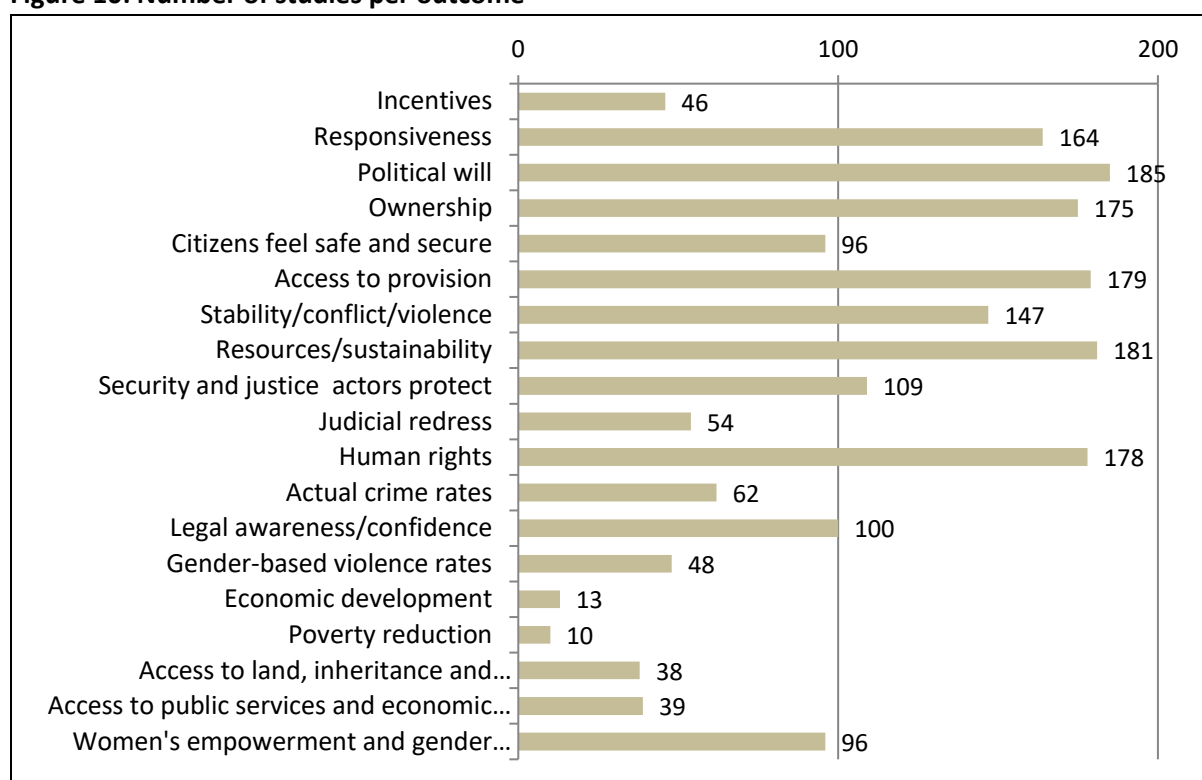
Application, compliance and interpretation of laws: This is a justice-specific output. Evidence appears most frequently in combination with the intervention ‘strategic/statutory frameworks and legislation’ followed by ‘capacity building or organisations’ and ‘legal services’. Studies commented on whether the adoption of new codes, norms and standards had resulted in the fair and consistent application and interpretation of law by judges and traditional or customary justice facilitators. Evidence on this

output was often demonstrated through subjective user perceptions or external analysis, and whether this is considered to be consistent and fair across different types of cases and for different types of users.

State/non-state linkages: This output is specific to access to justice and legal empowerment. The evidence is strongest in combination with the interventions ‘community-based approaches’ and ‘strategic/statutory frameworks and legislation’. This output was often expressed in terms of the level of coherence and linkages between official and customary justice through the recognition, regulation, institutionalisation or integration of non-state legal orders. This includes codification and the diversion of cases from state to non-state forums and vice-versa.

6.4 Analysis: outcomes

Figure 10: Number of studies per outcome



Evidence is abundant for:

- Political will to enact reforms: Evidence was mostly provided in the form of: opinion or perceptions on the political will amongst local and national stakeholders to enact reforms or support interventions; the perceived presence of motivation, commitment or consensus amongst stakeholders for change; and the presence or absence of spoilers. One would expect the strongest evidence to appear in combination with ‘integrated political engagement/activities that promote political will’. This perhaps reflects the fact that there is little explicit coverage on the intervention ‘integrated political engagement/activities that promote political will’. There is more coverage on whether other types of activities have impacted on ‘political will’ as an outcome. Evidence on political will appears more frequently in combination with the intervention types ‘capacity building for organisations’, ‘strategic/statutory frameworks and legislation’ and ‘restructuring the security and justice sector’.
- Ownership of reforms by national and local stakeholders: Ownership is a core tenet of S&J, and one would expect substantial evidence. The evidence base explores this outcome in terms

of: the extent of perceived ownership by national and local stakeholders; the extent to which reforms are internally initiated by national and local stakeholders; the involvement of a broad range of stakeholders (not just elites) in reform; and the extent to which donors take a controlling role in the planning and implementation of reforms.

- Resource allocation/funding stability and sustainability: The evidence base is particularly concerned with issues of sustainability after the implementation of interventions. This outcome was often explored in terms of the absence of resource shortfalls and the extent of dependency on donor funding.
- Access to provision: Evidence is most likely to be found in combination with the intervention types 'community-based approaches' and 'legal services', both of which are primarily concerned with local-level delivery and engaging citizens where provision might normally be lacking. Evidence is presented in terms of: the extent of provision across territories; the extent of access in rural areas; the impact of cultural, financial or gender-related issues upon access; and the extent to which legal services have enabled access to formal provision.
- Stability and outbreaks of conflict or violence: There is significant evidence on the impact of interventions on stability, conflict and violence. This output is often discussed in terms of: political stability or conflict between competing factions and actors; the ability of security and justice agencies to prevent outbreaks of conflict and violence amongst society; and reductions in local-level legal conflicts between disputing parties.
- Human rights measures implemented to improve compliance: Human rights are a core tenet of S&J. The relative strength of evidence for this outcome is perhaps explained by the relative tangibility of indicators such as: the adoption of relevant legislation, ethical codes or codes of conduct; human rights training; and vetting and certification and removal procedures to ensure that personnel are human rights abiding.
- Responsiveness is a new area of abundance since 2015, often in conjunction with interventions including 'community-based', 'capacity building', 'strategic statutory' and often focused on in response to gender-based interventions. This is typically demonstrated through increased representation in security institutions, gender responsiveness in police/justice institutions, and improved service delivery & customer orientation (e.g. a reduction in corruption).

Figure 8 shows that evidence is scarce for the following outcomes:

- Incentives for improved service delivery amongst security and justice actors
- Actual crime rates
- Legal awareness and confidence
- Gender-based violence rates
- Judicial redress to protect rights
- Economic development (local or national)
- Poverty reduction
- Access to land, inheritance and property rights
- Access to public services and economic resources

Incentives remains very difficult to identify in the literature and this is reinforced by a general lack of data across security and justice in general. In particular there is a shortage of data on actual crime rates and most of what does exist is not clearly correlated with areas of policing. Legal awareness and confidence is also scarce, but can be explained by the fact that it is quite specific to access to justice and legal empowerment. Evidence for this outcome appears most frequently in combination with the

intervention types ‘legal services’ and ‘community-based approaches’. There was no change in the other categories except for gender-related crime.

Gender-related crime has been removed from the weak category. More studies in this map focussed on women’s empowerment (largely through increased access to justice), but there is still not enough robust evidence on the tangible benefits of that empowerment. For example, the evidence base is limited on the longer term access to economic/public resources or a reduction in GBV rates that require social norms to change.

7. What has changed?

The updated map has expanded the scope to address some of the gaps identified in the 2015 map, although the overall findings remain similar. It should be noted that this is also not a simple update, but the search terms were also changed and expanded, so the differences are not directly comparable.

7.1 Areas of significant change

- The literature on ‘non-state security and justice influencing reform and national level processes’ has increased significantly. However, one might still expect more evidence on the intervention in combination with the outcomes ‘citizens feel safe and secure’ and ‘security actors protect’;
- The evidence for ‘integrated political engagement/activities that promote political will’ remains much more limited than for the other pre-determined intervention types, even though it is acknowledged more often. Studies generally do not discuss these types of activities, even if they might be happening in the background of other more tangible interventions. There is limited evidence that political engagement/political will interventions can affect the outcome ‘incentives for improved service delivery’, even though these would appear to be directly related. Another anomaly is that one might expect more evidence to appear in combination with the outcome ‘political will to enact reforms’.
- The 2015 map found that there was limited evidence for some types of intervention where one might expect the evidence base to be larger. In 2015 this included available evidence on gender-specific interventions. The 2019 map finds that this has improved considerably and is no longer an absolute gap. There remains limited good quality data related to gender-based violence rates, however, and it is frequently the case that literature is unable to disaggregate gender-related data on violence, for example.
- Non-state actors is another area where the 2015 map found scarce evidence but there has been significant change. The evidence in this area has significantly increased and is no longer a gap overall. However, the evidence is still relatively weak on the outcome of access to land, inheritance and property rights. There is also an evidence gap in terms of the political linkages between on-state and state approaches to S&J.

7.2 Areas related to expansion of search terms

The expansion of the searches also led to some additional areas that are a change from 2015 but perhaps more difficult to map because it is not clear how far this is a change in the literature or in the search terms themselves:

- The evidence is not as strong for the ‘developing accountability’ intervention, but there is abundant evidence on the accountability output. One might have expected the quantity of

evidence for these directly related interventions and outputs to be similar. Studies comment on the impact of different types of interventions on accountability as a normative measure of success, even when interventions to develop accountability are not explicitly mentioned.

- Evidence on preventative interventions remains limited across all categories. One might have expected more evidence for the outcomes: stability and outbreaks of conflict or violence; actual crime rates; and gender-based violence rates. This was very low in 2015 and remains a gap in 2019.
- A significant gap appears related to issues of migration, displacement and refugees. This was a specific set of search terms and was itself a difference from 2015. It is possible that these terms are not the right ones for getting at this specific area. The academic literature on migration, for example, is very well developed, but dislikes terms that securitize refugees. It is possible that looking for search terms based on security language may not be getting to some of this literature.

7.3 Detailed changes

Overall the database was updated and expanded by removing 8 articles and updating links for 72 articles as well as adding 123 new articles. Changes were made to make the coding more systematic. More emphasis on gender, empowerment, displacement and mutual legal assistance was added in the search process and the map placed additional emphasis on methodological rigour and transparency.

- This did lead to some changes within the overall data, as one might expect, and a 30% overall change in documents. However, the increase was uneven. Literature on interventions/outcomes to do with access to justice or non-state justice show a disproportionate increase. This is particularly clear in relation to gender.
- East and Middle Africa also showed particularly large increases. West Africa also showed a large increase, but from a higher starting point, as the most studied region in the 2015 EGM. West Asia and the Americas/Caribbean also shows significant increases. There were no additional studies in North Africa or East Asia.
- In terms of research design there was a big increase (88%) in experimental approaches and also in secondary analysis (87%) but these were from low bases and remain relatively small in absolute terms. Other increases were seen in smaller categories like evaluation (141%) but again these are relatively small numbers (24 total). Overall there was also an increase in publications from governments relative to academic research and a larger increase (33%) in single case rather than multi country studies (18%).
- In terms of thematic focus, intelligence increases by 70%, border security 83% and S&J governance 81% but this is misleading for two reasons. First, these increases are from relatively low levels (20, 6 and 31 respectively). Secondly, and more importantly, these are largely studied within analyses of wider SSR reforms. Very few, if any, pieces focus on these exclusively.
- Non-state actors (65%), access to justice/legal empowerment (53%), and security promotion/violence reduction (108%) have also increased. These are more accurate figures to use, reflecting a disproportionate increase of literature specifically on these subjects. In the same way as experimental approaches have increased from a low base, work on urbanisation (80%) and counter-terrorism (+0%) have also increased significantly but are still relatively small in absolute terms (5 to 9 and 10 respectively).

- Geographically, there has been a large increase in some areas: East Africa (51%), Middle Africa (42%), Southern Africa (33%), Caribbean (50%), Central America (+6%), South America (39%), West Asia (+4%), and Oceania (+6%). However, some of these are from a low base and there are still significant gaps in some important areas including North Africa (0%), East Asia (0%), East Europe (11%), and Southern Europe [Balkans] (13%).
- The interventions that have increased the most have been in non-state subjects (47%), gender specific (55%), legal services (50%), non-state/justice facilitator (112%) and preventative interventions (124%), although this has increased from a relatively low level (21 to 47). There is a significant gap here in work on migration and security and justice.
- The outputs have seen a fairly proportional change across the board with the highest change in confidence/trust/satisfaction (31%) and the lowest in Strategic frameworks (7%).
- Outcomes are more varied, however but include some very significant increases in: Incentives (35.3%), responsiveness (31%), ownership (45%), citizens feel safe and secure (35%), access to provision (41%), resources/sustainability (33%), judicial redress (50%), legal awareness/confidence (100%), access to land, inheritance and property rights (100%), access to public resources (39%), and women's empowerment (146%).
- The number of studies reporting on poverty reduction **reduces** by 17%, but this may be an anomaly of the methodology due to the removal of the 'no intervention' intervention and the removal of inaccessible documents.

8. Potential avenues for future research

The evidence base for security and justice programming is generally considered to be weak. 'Much of the literature is normative, presenting recommendations with little empirical evidence about what works. There is little in the way of rigorous evaluation on the effects of institutional reform programmes on security and justice provision' (Bakrania, 2014: p. 22). Whilst 386 documents in the original map plus a further 123 in the update is a substantial sample of evidence upon which to base assessments about evidence gaps, one could argue that our rates of inclusion (and the large number of documents rejected for coding) reinforce this widely held belief.

This is reinforced by the very few experimental or quasi-experimental studies in the database and thus analysis on the causal linkages between interventions and outputs or outcomes is lacking. This is particularly concerning given that little is known on the impact of S&J programming on broader development outcomes. Observational quantitative studies, for example, could provide evidence on correlation and complement the largely qualitative methods used in the majority of papers in S&J. They may also provide useful evidence on impact of interventions, which remains limited.

The analysis suggests that there is very limited evidence on the impact of S&J interventions on broader development outcomes such as crime rates, gender-based violence rates, economic development and poverty reduction. The updated map reinforces the findings of 2015 that diversifying the research to include more impact evaluations based on experimental and quasi-experimental approaches, and systematic or non-systematic reviews focusing on specific S&J themes and interventions, may help build a more rigorous evidence base. The Denney & Valters (2015) *Security sector reform and organisational capacity building* paper and the Jackson and Bakrania (2018) paper (see bibliography) based on the 2015 map would reinforce that since they both draw wider conclusions.

The nature of data available, where results are long-term and frequently intangible makes it very difficult to measure, as does the nature of gathering data in difficult and unstable environments. However, there has been an increase in impact evaluations within some of those environments. The

difficulty in reaching some of these is in getting hold of the grey literature that may exist outside public databases, e.g. within private companies and sub-contractors.

The following sections highlight areas of abundant evidence that may be suitable for synthesis research, and areas of limited evidence where further impact evaluation may be desirable.

8.1 Areas suitable for synthesis research

There are a relatively large number of studies in the thematic areas and these remain relatively stable in the 2019 map:

- Police
- Defence
- Access to justice/legal empowerment
- Justice sector reform.

There are also a relatively large number of studies for the intervention areas:

- Capacity building of organisations
- Strategic/statutory frameworks and legislation
- Community-based approaches
- Restructuring the security and justice sector.
- Non-state actor interventions

Since there has been a relatively limited number of studies in these areas since 2015, this area remains a useful one to consider for synthesis reports, particularly since so many comprise case studies.

8.2 Priority research areas

The research process for the 2019 update was broader than for 2015 and included a scoping report that included discussions around priority areas. It also reflects the changes outlined above. However, the updated map does still show a number of areas where there could be a primary research priority:

- **Developing accountability mechanisms** (at national and local/community level): the evidence is abundant on the accountability output, but remains not as strong on the ‘developing accountability’ intervention. Studies still seem to comment on the impact of different types of interventions on accountability as a normative measure of success, even when interventions to develop accountability are not explicitly mentioned.
- **Non-state security and justice influencing reform and national level processes**: the strength of evidence for combinations with the outcomes ‘citizens feel safe and secure’ and ‘security actors protect’ is limited. With the increase in work on non-state actors one might have expected more evidence for these combinations but there seems to be a lack of linkages between non-state actors and other mechanisms.
- **Integrated political engagement/activities that promote political will**. This is a very difficult area to measure and there are key areas where there is a lack of data even when normative claims are frequently made, like a political dividend in the form of legitimacy in return for service provision. ‘Political will’ is also something that lacks strong evidence and is either seen as a form of spoiler to external reform, or as something that is impacted as an outcome.
- **Displacement and refugee-related justice**: This is clearly a key area for contemporary S&J interventions but there is a clear lack of literature and evidence in this area that cuts across different approaches and links outputs to outcomes. This is a clear area of need.
- There were no studies that focused on **mutual legal assistance** or **direct bilateral judicial cooperation**. The only studies that focused on this that were found during the search process

were introductory or conceptual studies, or did not focus on a low- or middle-income country as a recipient.

The 2015 map also identified a number of areas where evidence was limited and the 2019 map finds some of these sub-areas remain relatively short of evidence:

- The quantifiable impact of gender-specific interventions, specifically the availability of gender-based data, including gender-based violence rates. However, the amount of gender-related evidence has increased since 2015.
- Infrastructure and equipment.
- Demobilisation, disarmament and reintegration: perhaps quite surprising but most evidence is descriptive and technical, and does not address important issues like long-term effects of demobilisation.
- For non-state justice forum and justice facilitator capacity building, the evidence has increased since 2015 but remains limited in some outcome categories. Land rights remain an issue for evidence, as does the ability of non-state actors to influence reform structures.
- Legal services and para-legal support.
- Preventative interventions remain limited across all categories.

All of these intervention types may serve as a basis for further impact evaluation.

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A searchable list of the documents included in the rigorous review is available in the accompanying database: <https://gsdrc.org/wp-content/uploads/2019/06/SJEvidenceMappingDatabase2019.xlsm>.

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Appendix 1

Security and Justice Evidence Map Updated Project Protocol

Updated after Scoping Report

Objectives

This rigorous evidence mapping exercise will expand upon the existing security and justice evidence map completed in 2015⁴, bringing it up to date and extending it to cover new subjects of interest. The ultimate objective is to provide a catalogue of reliable, rigorous evidence that DFID can draw upon to inform current thinking about how S&J programming can contribute towards reaching Sustainable Development Goal 16 ('Peace, Justice, and Strong Institutions').

This project will build upon the existing catalogue compiled in 2015, and will retain the existing data within it, by completing the following tasks:

- Check and update web links to all items already catalogued (386 items).
- Adjust and test the search keywords used to identify the literature that will be screened for inclusion.
- Where the search strings have not changed, the project will identify and catalogue new materials published for the period 2015-2019.
- Where the search strings have changed, the project will identify and catalogue new materials published for the period 2008-2019.

The existing catalogue of evidence and visual evidence map, stored in an Excel spreadsheet, will be updated to incorporate the new material identified through this exercise.

We will maintain compatibility with the methodology used to produce the 2015 evidence map to the fullest extent possible. It is likely that some of the sources searched in 2015 might no longer exist, or may have made changes to their search engines and/or indexing methods, so it might not be possible to exactly replicate the 2015 map, but we will attempt to maintain consistency as much as possible.

Project Outline

Sources to be searched

This mapping is not a full systematic review, and therefore cannot claim to capture all relevant research published in this area. However, the researchers will apply a multi-pronged and rigorous search strategy designed to capture peer-reviewed materials, working papers, grey literature (e.g. evaluations of donor-led interventions) and relevant meta-reviews. For each source examined, we will record the number of initial search results and the number of these documents that meet the inclusion criteria and are therefore included in the review. The project team will search the same sources that were searched in the 2015 map, except for one centre which has since closed and two

⁴ Shivit Bakrania, (2015) Security and justice evidence mapping. Governance and Social Development Resource Centre, University of Birmingham, Birmingham, UK

that DFID has requested to be added to the list. The project will also use literature within requested guidebooks, such as the Stabilisation Unit guidebook.

Citation indexes and bibliographic databases

- Google Scholar
- JSTOR
- IngentaConnect

Research institutes

- Bingham Centre
- The Danish Institute for International Studies
- The Geneva Centre for the Democratic Control of Armed Forces / ISSAT document library
- Harvard Kennedy Program in Criminal Justice
- The Hague Institute for Innovation of Law (HiIL) Innovating Justice
- INPROL
- International Development Department, University of Birmingham/GSDRC
- The Justice and Security Research Programme (LSE)
- Namati
- Open Society Justice Initiative
- Overseas Development Institute
- United States Institute for Peace
- Vera Institute of Justice
- IDRC Digital Library [on recommendation of expert]
- Centre of Law and Social Transformation [on recommendation of expert]
- IDLO [on recommendation of expert]
- Igarapé [on recommendation of expert]

Other websites

- AusAID/DFAT
- Eldis
- Knowledge Platform – Security and Rule of Law
- OECD-DAC
- Political Settlements Research Programme
- Research For Development (DFID)

- Saferworld
- SSR Resource Centre *[closed]*
- Stability Journal
- USAID
- World Bank

Expert Consultation

Consultation with experts will run alongside the online literature searches. Where possible, the same set of policymakers, practitioners and academics that were consulted for the 2015 map will be contacted. Other experts will also be identified and added to the expert list. These consultations will seek updated recommendations for literature. These experts' involvement will be on a voluntary basis and we cannot guarantee their participation.

Expert name	Institution
Peter Albrecht	Danish Institute of International Studies / UNSOM
Tom Carothers	Carnegie
Rachel Kleinfeld	Carnegie
Freddie Carver	SU
Lisa Denney	ODI
Deval Desai	World Bank
Pilar Domingo	ODI
Timothy Donais	Balsillie School of International Affairs
Heidi Hudson	University of the Free State, Bloemfontein
Robert Muggah	IGARAPE
Eric Scheye	Independent Consultant
Erwin Van Veen	Clingendael
Ilaria Bottigliero	IDLO
Peter Chapman	Open Society Foundation
Marcus Cox	Agulhas
Adrian Di Giovanni	IDRC
Deborah Isser	World Bank

Thematic Scope

The project covers not just the existing themes of interest but has expanded to cover a number of additional emerging themes. This section details the scope of the expanded area of research.

Community, Empowerment and Gender

The theme of community has been divided into the two themes of empowerment and gender. The increased emphasis on gender is designed to increase the amount of literature that focuses on gender-based interventions including those implemented by women-led organisations and interventions with a gendered purpose. This reflects the increased emphasis on issues such as gender-based violence and violence against women and girls. These approaches are already included under the existing intervention definitions.

Mutual Legal Assistance

The theme of mutual legal assistance is designed to identify literature that focuses exclusively on international legal cooperation, particularly in the context of transnational organised crime. This has developed out of the emerging theme of organised crime, which is being covered separately by DFID. The theme of mutual legal assistance, instead, focuses explicitly on bilateral or multilateral interventions aimed at improving judicial cooperation. This has been added as an intervention category. The theme of mutual legal assistance excludes topics such as counter-terrorism and extra-judicial cooperation, focusing on the capacity building and cooperation efforts instead.

Commercial Justice

The overarching theme of commercial justice is not within the scope of this research project. However, the sub-theme of land governance and rights is closely related to many access to justice and legal empowerment initiatives, often with an emphasis on increasing property, land and inheritance rights for women and other marginalised groups. Increased access to land, inheritance and property rights is already an outcome, however there was a question as to whether we should incorporate interventions tailored towards land rights as an intervention in their own right, even if it was not explored to the same extent as other categories. We argue that this would be inappropriate for the following two reasons.

First, as land rights interventions are closely related to a number of existing interventions, including gender, empowerment and legislation, we expect literature on land rights to be identified using the existing search terms. This is particularly the case given the increased emphasis on gender and empowerment within the EGM. As detailed below, empowerment and gender will both be studied in the short-form searches for the period 2008-2019 and gender will be studied in the long-form searches for 2008-2019. In the initial work on the search protocol in the scoping report, papers focused on land rights were present in the results, so we would expect the search methodology to identify an appropriate amount of literature on this subject.

Second, exploring one intervention using a tailored or reduced methodology would undermine the purpose of the evidence gap map, which is to explore and map the literature on specific thematic areas. Using multiple approaches within the methodology provides questionable value if the goal is to compare the evidence between thematic areas.

Displacement

The theme of displacement aims to identify literature that focuses on whether security and justice interventions influence the ability of internally and externally displaced individuals to access justice

mechanisms. In particular, this emphasises that displaced individuals are able to enjoy their rights; are not excluded from local and national justice processes; and, in the longer run, are able to access restitutive processes in both the restoration of housing, land or property and in justice for rights violations beyond transitional justice. Displacement and refugee-related access to justice has been added as an intervention. We may find distinct displacement-specific outputs and outcomes during the research project, which will be explored in the coding stage of research.

Non-Intervention

The discrete intervention of ‘Non-intervention’ has questionable contribution. In the original evidence map the non-intervention category was recorded just six times and we do not expect to uncover much further literature that comes under this category. As this evidence map is focused on the relationship between interventions, outputs and outcomes, we argue that this category can be removed to further streamline the process of screening and coding. This will involve the removal of 6 items from the original database.

Search Terms

The scoping report was used to pilot search specifiers to identify the appropriate literature. The updated search specifiers reflect the increased emphasis within the project on a number of thematic areas. The use of search specifiers will be flexible and adaptive in nature to make the most of the capabilities of each search engine.

Two strategies will be used, depending on the search capabilities offered by each data source. For research centres, independent resource centres and similar websites that offer free-text search capabilities, the terms in table 1 will be used. Where independent resource centres have organised their document libraries into pre-defined categories, the relevant key terms or the closest synonyms to the column 1 search terms will be selected. On some research institute websites it is not possible to search using free-text search terms, and in such cases, relevant documents listed on their security and justice publications pages will be included. For databases like journal indexes that have the capability to conduct Boolean searches (using logical operators ‘and’ and ‘or’), the terms in table 2 will be used.

Table 1: Search terms and synonyms for databases without Boolean search capability

For databases and websites that provide free-text searching without Boolean (AND/OR) capability, use each of the terms in column 1 in combination with each of the terms in column 2. This creates $2 \times 12 = 24$ terms to run on each source, such as “security and justice accountability” and “justice capacity building”.

There have been two changes to the original proposal. First, Community has been divided into empowerment and gender. Second, the three emerging themes of displacement and mutual legal assistance have been added to reflect the increased emphasis on these subjects by DFID. The original specifier of organised crime has been subsumed into the mutual legal assistance specifier to reflect the emphasis on legal cooperation.

Column 1: Base	Column 2: Search Specifiers
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Search Terms	
"Security and Justice" or "Justice"	Accountability
	Non-state actors
	Empowerment
	Gender
	Capacity building
	Legislation
	Evaluation
	Counter-terrorism
	Urbanisation/urbanization
	Displacement
	Mutual legal assistance

Table 2: Search terms and synonyms for databases with Boolean search capability

For databases that provide Boolean (AND/OR) search capabilities, such as journal indexes, use the term in column 1, 'AND'ed with each term in column 2 in turn. This produces 6 x 12 = 72 searches to run on each source, where each search contains two main clauses that are 'AND'ed together, with many 'OR' clauses to broaden the search.

There have been a number of changes to the original proposal. Non-state actors has been updated to incorporate faith groups. Community has been split into two separate searches. The first, community, incorporates the non-gender searches and has added spiritual leaders. The second, gender, reflects the emphasis on gender-based approaches and gender-based violence. The emerging themes of mutual legal assistance and displacement have been added. The category of organised crime has been replaced by the mutual legal assistance category. The emerging theme of counter-terrorism has been expanded to reflect the emphasis on security forces as a potential source of animosity.

Column 1: Base Search Term	Column 2: Search Specifiers
Security and Justice Justice Judicial Reform Legal Empowerment Access to Justice Penal Reform	Accountability OR grievance mechanisms OR ombudsman OR oversight OR parliamentary committees OR financial management OR complaints commissions OR victim support OR dispute resolution Non-state actors OR informal OR multi-layered OR customary OR traditional OR civil society OR non governmental organisations OR human rights organisations OR women's organisations OR religious organisations OR media OR non-state armed groups OR rebel groups OR warlords OR militias OR vigilantes OR criminal groups OR faith groups

	Community OR community policing OR community-based policing OR empowerment OR participation OR grassroots OR spiritual leaders OR tribal OR elders
	Women's services OR gender exclusion OR gender-based approaches OR women's groups OR violence against women and girls OR gender based violence
	Capacity building OR train OR organisational development OR technical OR professionalism OR leadership OR ministry of internal affairs OR ministry of justice OR ministry of finance OR budgets OR human resources OR databases OR [demobilisation/demobilization] OR salaries OR mentoring OR skills OR incentives
	Legislation OR regulation OR statutory frameworks OR strategic frameworks OR planning and coordination OR review commission
	Evaluation OR monitoring OR indicators OR review OR results OR outcome OR impact
	[Emerging theme] Mutual legal assistance OR judicial cooperation OR transmission of information OR letters rogatory OR transfer of proceedings OR recognition of judgement
	[Emerging theme] Counter-terrorism OR extremist narrative OR grievances
	[Emerging theme] External displacement OR internal displacement OR refugee hosting
	[Emerging theme] Urbanisation/urbanization

Based on the experience of the 2015 map, the following search terms were not used, and will not be used in this project:

- Transitional justice was removed as a base search term, as it is a broad theme in its own right, and although related to S&J, covers a number of different areas. This decision was confirmed during the scoping report.
- Commercial justice was considered too broad for the scope of the project. As argued above, an additional focus on land rights, above what will already be uncovered through the existing methodology, would also be outside of the scope of the map.
- Legal reform was removed as a search term because it is a large and complex thematic area and covers many sub-themes not related to S&J.
- 'Legal services' did not generate relevant results.
- 'Migration' and 'Climate Change' did not generate many relevant results.

Search Process

In order to ensure that the research project is both thorough and delivered on time, the scope of research is the following. Where there have been no changes, or only minor alterations, to the original search terms, the map will update the original database for the period 2015 – 2019. Where existing articles in the database are found during the screening stage of the expanded categories, these will be included for re-coding. The literature searches will be used with the following time restrictions:

Type of search	Search terms	Search period
Short Form	Accountability, non-state actors, capacity building, legislation, evaluation, counter-terrorism, urbanisation	2015 - 2019
	Empowerment, gender, displacement, mutual legal assistance	2008 - 2019
Long form	Accountability*, capacity building, legislation, evaluation, counter-terrorism, urbanisation, non-state actors, community*	2015 – 2019
	Gender, mutual legal assistance, displacement	2008 - 2019

Inclusion / Exclusion Criteria

The researchers will select materials to be **included** in the spreadsheet according to the following criteria:

- **Date of publication:** For the topics that were covered in the 2015 map, we will restrict the search to materials produced from 2015 onwards. For new topics, or topics where the definition of the topic has changed, materials published from 2008 onwards will be included.
- **Types of publication:** Peer-reviewed journal articles and grey literature, working papers, evidence synthesis (including systematic reviews, rapid evidence reviews and meta-reviews) and edited book chapters that are available online at no cost to the reader. Book chapters will only be included where the text is available electronically directly from the publisher in PDF full text format. This excludes scanned copies and Google Book previews. Only materials whose primary purpose is to present empirical evidence will be included. Theoretical studies, policy statements, guidance notes, and advocacy-oriented materials will not be included.
- **Relevance:** Studies must explore the relationship between S&J interventions and a given set of outcomes, irrespective of the nature of the relationship (e.g. positive / negative / neutral). Donor, international, national government-led, and NGO/CSO level interventions will all be considered.
 - The relevance criteria will be applied in a two-stage screening process. First, the initial screening will be carried out during the searches. The researchers will base

their judgement on the title and abstract, incorporating selected articles into a shared Zotero bibliography.

- The second screening will use a checklist to ensure that items within the shared bibliography are relevant to the map goals. Further details on the checklist are available in the appendix.
- **Geographic focus:** Low- and middle-income countries.
- **Language:** Only studies available in English will be included.
- **Research design:** Primary, empirical research or evaluation (quantitative or qualitative) or secondary evidence synthesis (systematic reviews, rapid evidence reviews/assessments or meta-reviews). Secondary literature reviews that do not provide a clear methodology will be excluded. Purely theoretical and conceptual papers will also be excluded.

The following types of materials will be **excluded** from the catalogue:

- Juvenile and child justice
- War on drugs and drugs regulation
- Environmental justice in fragile contexts
- Probation and parole, except when specifically related to penal reform interventions
- EU's 'Area of freedom, security and justice'
- Counter-terrorism and extra-judicial cooperation and interventions

Data to be Recorded in the Catalogue

- Bibliographic data (authors, publication date, source)
- Hyperlink to the publication
- Abstracts/summaries (NB: Abstracts or summaries will be included where readily available and exportable into the database. Not all documents will have abstracts or summaries).
- Research characteristics (see table 3 below)
- Intervention, output, and outcome categories as specified in the terms of reference
- Geographic focus by region
- Sub-sector addressed by the intervention (e.g. police / military / non-state actors / intelligence / border control / holistic or sector-wide / governance/ access to justice / legal empowerment etc.).

It would be impossible to undertake a thorough quality assessment of all of the materials selected for inclusion in the database. However, we will record certain characteristics of the studies which provide some information about quality and relevance, and which can be easily determined. Database users will be able to use this information to judge the size and quality of the evidence base.

Table 3: Research characteristics

<i>Characteristics</i>	<i>Possible classifications</i>
Publication form	<ul style="list-style-type: none"> ○ Peer-reviewed journal article ○ Book chapter ○ Evaluation ○ Workshop or conference report ○ Other report
Publisher	<ul style="list-style-type: none"> ○ Academic organisation or research institute ○ Multilateral or inter-governmental organisation ○ National government organisation ○ Non-governmental organisation
Geographic scope	<ul style="list-style-type: none"> ○ Multi-country comparative analysis ○ Single country studies
Research design ⁵	<ul style="list-style-type: none"> ○ Experimental or quasi-experimental ○ Observational ○ Secondary review (systematic and other literature reviews with a clear methodology)

Coding

Literature that is included after the completion of both screening processes will be coded using the methodology from the original evidence map. The coding will be based on the intervention, outcome and output definitions outlined in the appendix. Where relevant, new interventions, outcomes and outputs can be added throughout the project where agreed by the senior researcher.

Quality Control

The coding will be reviewed to ensure quality control. The peer review is also part of the process of defining and finalising new intervention, output and outcome categories. The review will not include existing documentation from the previous SSR evidence mapping exercise. There will be two review stages:

⁵ Based on DFID *How-to Note Assessing the Strength of Evidence, 2014*

1. The first 40 documents screened at title and abstract stage will be checked by the lead researchers. Any discrepancies or inconsistencies will be discussed, and amendments will be made.
2. The first 40 documents screened at full text stage will be checked by the lead researchers. Any discrepancies or inconsistencies will be discussed, and amendments will be made.
3. The first 20 documents coded and entered into the database will be checked by the lead researchers. Any discrepancies or inconsistencies will be discussed, and amendments will be made.

Any new intervention/output/outcome codes added during the cataloguing process will be reviewed and recoded after both review stages.

Evidence Mapping

This assessment will produce both a series of graphical outputs and a narrative report commenting on the evidence trends. Graphical outputs will include:

- An evidence map: this will compare interventions to outputs/outcomes, providing an easily accessible illustration of the number of studies and their characteristics indicative of quality.
- A series of charts comparing interventions to outputs/outcomes illustrating the quantity of evidence occurrences, disaggregated by methodology, focus, or region.

The narrative report will provide an analysis of the characteristics of the evidence base, including:

- Commenting on the nature of the evidence base.
- An assessment of the scope of the evidence base – disaggregated by methodology, focus, region, country interventions, and outcomes/outputs.
- A description of where evidence is abundant, patchy, or missing – referring to the evidence map and commenting on the characteristics of evidence available for different category types.
- A clear and accessible summary of the key evidence gaps as a means of highlighting potential areas for future research.

Personnel

<i>Role and name</i>	<i>Duties in the project</i>	<i>Relevant experience</i>
Principal investigator: Paul Jackson	Design project and search methodology; guide and train the research assistants; coordinate support from other project team members; monitor and manage the project; review research assistants' work throughout the project; lead the drafting of the final report.	Professor of African Politics, University of Birmingham. More than twenty years' experience in high-profile research and policy development. Senior Security and Justice Adviser to the UK Government Stabilisation Unit and adviser to the UK Government's Head of Profession (Conflict). Significant senior research management and participation roles at the national and international level.

Research Fellow: Shivit Bakrania	Assist in designing the project and search methodology; train and guide research assistants; assist in drafting the report.	Research consultant and social research methods specialist with 15 years' experience in international development. Specialised in producing research and evidence tools to support evidence-based policy and programming, including experience producing evidence maps for DFID and Unicef.
Research assistant: Joe Bell	Search through source databases following to identify and select materials for inclusion; classify and catalogue materials correctly; assist in drafting final report.	Joe Bell is a doctoral researcher with a very strong academic background, having received distinctions in his postgraduate degrees and a full ESRC scholarship for his PhD work.
Database/analysis tools & project support: Brian Lucas	Assist in designing the project and search methodology; assist in training research assistants and in quality-checking their work; set up database and data analysis tools.	Project manager specialising in research communication and knowledge management. Twenty-seven years of professional experience including extensive experience working with metadata catalogues and delivering products presenting and communicating information.

Appendix 1: Intervention, Output and Outcome Category Definitions

Intervention

In line with ToR requirements, studies should be selected that explore the relationship between S&J interventions and a given set of outcomes, irrespective of the nature of the relationship (e.g. positive / negative / no evidence of a relationship found). The coding of outputs and outcomes should follow this logic.

Intervention	Definition
Developing accountability mechanisms (at regional, national and local/community level)	Interventions directed at enhancing and developing accountability mechanisms and democratic oversight, to ensure that security and justice agencies meet expected standards of behavior and performance, including the prevention of abuses and violations by personnel. At the local community-level, this includes interventions to develop the capacity of civil society organisations to actively monitor security and justice policies and practices. This may also include legal empowerment initiatives, which aim to make the law more responsive to the needs of the poor and the vulnerable, and to assist them in protecting their rights and demanding accountable governance. At the national level, this includes interventions to develop and strengthen oversight mechanisms at the executive level. It also includes supporting independent oversight institutions, including the legislature (parliament), the judiciary, and other independent bodies with specialised mandates in the governance and accountability of the security and justice sectors.
Non-state security and justice influencing reform and national level processes	Interventions directed at legal or statutory non-state actors (including spiritual leaders) to support their engagement in the reform process at a national level. This includes supporting the engagement of diverse groups in dialogue on security and justice, supporting confidence building between the security and justice sectors and civil society, or supporting civil-society to undertake outreach and awareness raising programmes. This includes interventions initiated by non-state actors, such as nongovernmental organisations and non-state or informal armed groups, to influence national-level processes. This category also includes interventions directed at extra-legal or non-statutory non-state actors who may influence security and justice processes at a national level in different ways through DDR, integration, transitional justice and peace processes.
Community-based approaches	Interventions directed at local-level developments and actors, including spiritual leaders where appropriate. This includes interventions to support the engagement of marginalised and vulnerable groups, and to promote formal interaction between communities, customary justice mechanisms, local officials and authority, and security and justice agency representatives. This also includes legal empowerment initiatives, which aim to use the law to benefit the disadvantaged, in terms of assisting people to protect their rights, pursuing their economic interests and demanding accountable and responsive governance. This also includes attempts to communicate information about the functioning of security and justice institutions and respective reforms to the wider public.

Organisational capacity building interventions	Interventions to improve the institutional and organisational capacity of state security and justice institutions and agencies. This will typically be technical assistance comprised of training and organisational development interventions focussed on agencies and the appropriate ministries governing them. Capacity building interventions include those focussing on increasing capabilities, professionalisation and leadership, as well as in areas such as improving human rights compliance, access to redress and gender equality. This includes the development of professional legal education and qualifications.
Strategic/statutory frameworks and legislation	Interventions focussed on national security and justice policies and strategies, and the statutory and legal frameworks to address the security and justice needs of citizens and the state. These laws, standards, policies, strategies, plans and frameworks are typically based on a country's constitution and legislation. They concern the relationship between security and justice providers and the public, and clarify behaviours, roles and responsibilities of state institutions in providing security and justice. This includes interventions towards the adoption and/or reform of legal codes, norms and standards, with the aim of improving clarity, to specify the legal position of non-state legal orders in relation to official law, and to ensure compliance with international standards of fairness, due process and human rights norms. At another level, this includes efforts to provide strategic national guidance to S&J programmes, ensure that spending is driven by inclusive national priorities, and are cost-effective and sustainable.
Restructuring the security and justice sector	High order interventions focussed on restructuring the security and justice sector or specific institutions and agencies. This includes structural reforms of existing institutions and interventions to create or establish new organisations and agencies, for example, as part of state-building efforts in fragile or conflict affected contexts where they do not exist or have broken down.
Gendered specific interventions and approaches to reform	This includes efforts towards gender balancing, or ensuring equal representation of men and women in institutions and oversight bodies. This also includes gender-specific interventions such as, VAWG/GBV programming, training and capacity building, creating gender units within the police, and raising awareness of women's rights within security and justice institutions.
Investment in infrastructure and equipment	Interventions that focus on the provision of physical infrastructure (e.g. buildings, police stations, training centres) or equipment (e.g. law enforcement equipment, uniforms, information technology)
Integrated political engagement/Activities that promote political will	Activities that promote political will, focusing on support that makes the case for change, rather than on-going pressure. This includes activities such as bringing politicians/heads of agencies to meet counterparts in country (e.g. guest of government visits), or sustained lobbying from donor/international community in country, or support to government commissions/task forces.
Demobilisation, disarmament and reintegration (DDR)	DDR typically involves dismantling the command structures of armed groups and reducing the size of fighting forces and the number of weapons in circulation. Ex-combatants are either assisted to return to civilian life, with reintegration packages including cash or non-monetary benefits such as vocational training or counselling, or merged into new national security forces

Legal services interventions to provide or broaden the range of legal services available to citizens	Interventions to provide or broaden the range of legal services available to citizens as part of access to justice or legal empowerment programmes. This includes alternative dispute resolution, legal aid, para-legal services, mediation and legal education.
Non-state justice forum and justice facilitator capacity building	Interventions to build the capacity of non-state justice forums (including the full spectrum of traditional and customary justice providers), and local justice facilitators (those individuals working with communities to provide legal aid, dispute resolution, para-legal or mediation services).
Preventative interventions	Integrated efforts to prevent violence and crime, particularly in urban areas. These are often described as integrated development and governance strategies that combine elements of public health, education and employment, voluntary arms collection (demobilisation), community reintegration and urban environmental design programmes.
International mutual legal assistance	Specific mutual legal assistance interventions designed at increasing judicial and legal cooperation across borders. This includes efforts at gathering and exchanging information and evidence, the transferral of proceedings and recognition of judgements.
Displacement and refugee related justice in post-conflict or fragile contexts	Specific justice interventions designed to improve the access of internally or externally displaced persons to justice systems including, but not limited to, in the process of restoration of housing, land and property and in the resolution of human rights abuses relating to displacement.

Outputs

The ultimate aim of this review is explore links between interventions and outcomes, but because it is anticipated that few studies will rigorously explore these links, any intermediate output and outcome measures should also be coded.

Outputs	Definition
Accountability, effectiveness and transparency	Are the security and justice sectors perceived as effective, accountable and transparent (Global goal 16.6)? Key indicators include: the level of politicisation; the extent of judicial independence; the presence and functioning of internal and external oversight mechanisms; the extent of democratic control; whether security and justice actors behave in a manner accountable to citizens and up to expected standards of behaviour. In addition, indicators could include: primary government expenditures as a proportion of original approved budget for the S&J sector, proportion of the population satisfied with their last experience of S&J service provision.
The inclusion of non-state actors in reform processes or negotiations	Have non-state actors been included as part of reform efforts? This includes the involvement and engagement of legal and statutory actors, (including traditional leaders, civil society organisations and non-governmental organisations), and extra-legal and armed non-state actors in national decision-making processes, agreements, and in the planning and implementation of reform efforts.
Community participation and voice	Have citizens, communities and traditional leaders (including customary justice ‘elders’) had opportunities to participate and voice their opinions and needs with regard to the delivery of security and justice? Key indicators include: whether citizens, communities and traditional leaders

	have been involved in community-based initiatives; whether initiatives have supported the engagement of marginalised and vulnerable groups; whether interactions have occurred between communities, traditional leaders, local officials/ authority/security and justice agency representatives.
Demonstrable capacity of state and non-state organisations to deliver	Have state or non-state actors' capacities to deliver security and justice been impacted? What is the overall quality of institutions, organisations and customary justice or alternative dispute resolution mechanisms? Key indicators include levels of operational capability, performance, effectiveness, skills, professionalisation and leadership; the ability to plan; the presence of management and performance systems, including recruitment and management and human resource processes. This includes evidence provided on the ability of justice actors to resolve, settle cases and disputes, and the ability to enforce judgements and prosecute cases. It also includes evidence on rates of pre-trial detention.
Citizen confidence, trust or satisfaction in providers	Do citizens or communities report confidence or trust, or are they satisfied with levels of service? This is normally demonstrated through perception surveys or anecdotal evidence. In addition to confidence, trust and satisfaction, a key indicator is whether citizen or communities perceive providers as legitimate. Another aspect of this is whether interventions have led to behaviour change amongst citizens, which means they are more confident of accessing justice
Gender sensitivity and balancing	Have interventions affected the responsiveness of actors and institutions to gender-based violence? Have reform efforts impacted the equal representation of men and women? Key indicators include: perception of how security and justice actors respond to gender-based violence; the implementation of gender related legislation; equal representation through recruitment policies.
Roles, coordination and dialogue amongst organisations and agencies	Are the roles and responsibilities of different actors within the security sector clearly defined? Is there dialogue and coordination amongst different security and justice organisations? Key indicators include: the presence of legislation or frameworks that clearly define the roles and responsibilities of different security and justice actors; the extent of cooperation and lack of conflict between different security and justice actors.
Strategic frameworks developed	Have strategic frameworks been developed by national governments to set out resource allocation and inform implementation decisions? The key indicator is whether frameworks - in the form of strategies, plans, reviews, or legislation – actually exist.
Application, compliance and interpretation of laws	Have legal reforms or the adoption of new codes, norms and standards affected the fair and consistent application and interpretation of law by judges and traditional leaders? This is demonstrated through user perceptions or external analysis of the application of law by different official and non-state justice forums, and whether this is considered to be consistent and fair across different types of cases and for different types of users, especially women and other disadvantaged groups.
State/non-state linkages	Have interventions had any impact upon the level of coherence and linkages between official and customary justice? Have interventions resulted in linkages and coordination between state agencies and non-governmental organisations advocating for security and justice reform? This could be through recognition, regulation, institutionalisation or

	integration of non-state legal orders, including codification. It could also be through the clarification of boundaries between state and non-state jurisdiction, through the diversion of cases from state to non-state forums, or the creation through legislation of hybrid forums
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Outcomes

Outcomes	Definition
Security and justice actors have incentives for improved service delivery	Has political engagement resulted in political incentives for improved service delivery? The key indicator was where the literature directly referred to impacted incentives for security and justice actors to participate in processes or reforms. This relates to whether there is political or economic benefit for stakeholders to pursue or enact reforms.
Provision is responsive to citizens' needs	Is provision reflective of citizen concerns and responsive to their needs and priorities? Key indicators include: whether service delivery has been informed by citizen perceptions; the extent to which provision is centred on the needs of citizens and society rather than those of the state or political elites; whether service delivery is responsive to the needs of marginalised and vulnerable groups; whether provision is culturally appropriate; the extent of customer orientation in service delivery; perceptions or evidence of improved service delivery. Have reform efforts improved the responsiveness of actors and institutions to gender-based violence? Have reform efforts increased the equal representation of men and women? Key indicators include: perception of how security and justice actors respond to gender-based violence; the implementation of gender-related legislation; equal representation through recruitment policies.
Political will to enact reforms	Has political engagement resulted in the political will amongst local and national stakeholders to enact reforms or support interventions? Key indicators include: the perceived extent of political will amongst stakeholders; the perceived presence of motivation, commitment or consensus amongst stakeholders for change; the absence of political resistance or spoilers for change.
Ownership of reforms by national and local stakeholders	Do national and local stakeholders demonstrate on-going ownership in the planning or implementation of reforms or interventions? Key indicators include: the extent of perceived ownership by national and local stakeholders; the extent to which reforms are internally initiated by national and local stakeholders; the involvement of a broad range of stakeholders (not just elites) in reform; the extent to which donors take a controlling role in the planning and implementation of reforms.
Citizens feel safe and secure	Do citizens feel safer and more secure during or after interventions have been implemented? This is demonstrated by subjective citizen perceptions or anecdotal accounts of safety and security. This also includes subjective feelings of legal empowerment. This might relate to the perceived ability of citizens to protect their rights or the perception of fewer legal problems in resolving legal conflicts and disputes.
Equal access to provision	Have interventions impacted access to provision for citizens– at a variety of levels, from state to customary? Key indicators include: proportion of victims of violence who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms, or unsentenced detainees as a proportion of overall prison population.,

	<p>whether provision exists in significant numbers across territories; the extent of access in rural areas; whether cultural, financial or gender related issues prevent access to provision; whether legal services interventions including legal accompaniment have affected access by citizens to the formal justice system (Global Goal 16.3).</p> <p>Other key indicators include the existence of appropriate customary justice or alternative dispute resolution mechanisms, which engage with dispute resolution and adjudication, reparation measures that aim to redress past wrongs and provide compensation or rehabilitation for victims of abuses.</p>
Stability and outbreaks of conflict or violence	<p>Have interventions impacted stability and/or conflict and violence, including local-level conflicts? Have interventions contributed to peacebuilding, political stability and community reconciliation? This is demonstrated by: the absence of political instability or conflict between competing factions and state agencies; and the ability of security and justice agencies to prevent outbreaks of conflict and violence amongst society; and reductions in local-level legal conflicts between disputing parties. Key indicators include recorded instances of violence or political instability between competing factions or cases of local-level community reconciliation.</p>
Resource allocation / funding stability and sustainability	<p>Have reforms contributed to resource allocation, funding stability, or sustainability? Key indicators include: whether funding has been strategically allocated; the absence of resource short-falls; the extent of dependency on donor funding to continue funding the security and justice sectors or reforms after donor interventions have ended.</p>
Security and justice actors are a source of protection, not insecurity	<p>Do security and justice actors, in all of their variety, protect citizens after reforms have been enacted? This is demonstrated by the absence of criminality, grievances, human rights violations, intimidation, exploitation, abuse, extra-legal methods, extremist narratives and violence by security actors against citizens.</p>
Judicial redress to protect rights	<p>Have interventions impacted the ability for citizens to seek redress? Key indicators include the existence of appropriate customary justice or alternative dispute resolution mechanisms, which engage with dispute resolution and adjudication, reparation measures that aim to redress past wrongs and provide compensation or rehabilitation for victims of abuses.</p>
Measures implemented to improve compliance with human rights standards	<p>Have measures been implemented to ensure the compliance of the security and justice actors with international human rights standards? Key indicators include: the adoption of relevant legislation, ethical codes or codes of conduct; human rights training; vetting, certification and removal procedures to ensure that personnel are human rights abiding.</p>
Actual crime rates	<p>Have crime rates altered as a result of reforms, or after reforms have been implemented? This is demonstrated through measuring crime in locations where reform initiatives have been implemented.</p>
Legal awareness and confidence	<p>Has the provision of legal services affected awareness amongst citizens of their legal rights? Key indicators include the implementation of activities designed to increase citizen's knowledge of the law, procedures and available resources for accessing justice, and about how their legal rights are being violated. This could include awareness raising sessions, advocacy and educational campaigns and open forums. The literature may also contain evidence of behaviour change whereby citizens are more confident</p>

	in applying the knowledge and skills they have acquired to access justice or other public services.
Rates of gender-based violence rates	Have interventions had any impact on rates of GBV, including domestic violence? This is demonstrated through explicit analysis on the levels of GBV in locations where initiatives have been implemented.
Local or national economic development	Have reforms contributed to local or national economic development? Key indicators include: impacted GDP; confidence of businesses and entrepreneurs to invest due to security or laws that promote economic activity; the confidence of businesses to operate and/or return to previously insecure locations.
Poverty reduction	Have interventions led to poverty reduction? The key indicator is where the evidence presents poverty reduction as an explicit outcome of interventions. This could be through increased incomes or through other human development indicators, such as increased education rates or improved health indicators, where the intervention has taken place.
Access to land, inheritance and property rights	Have interventions affected access to land, inheritance or property rights? Many legal empowerment and access to justice initiatives claim this as a key goal, especially in the case of women and other marginalised groups.
Access to public services and economic resources	Have interventions impacted access to education, health or public utilities, or to services that may help increase incomes, such as employment services, livelihood materials and credit facilities? This could be through making citizens more aware of their rights with regard to accessing public services and/or making public service delivery more responsive.
Women's empowerment and gender equality	Have interventions influenced gender equality within communities or perceptions of women's empowerment? This could be through changing attitudes within local communities on the rights of women or their overall standing in relation to men.
Reduction in illicit financial flows	Indicators can include total value of inward and outward illicit financial flows, or proportion of seized small arms and light weapons that are recorded and traced, in accordance with international standards and legal instruments (Global Goal 16.4)

Appendix 2: Screening Checklist

SCREENING QUESTIONS: TITLE AND ABSTRACT	Yes	No	Unclear
<ul style="list-style-type: none"> - Make quick judgements to exclude documents based on the following screening questions - If you cannot exclude, or if you're unclear after checking against all criteria, then it should be included for full text screening. 			
1. Was the map or review published before 2008 (or 2015 for existing searches)?			
If yes then exclude			
2. Is the map written in English?			
If no then exclude			
3. Is security and justice, broadly defined, the thematic focus of the map? Security and justice is defined as the "values and goals (e.g. freedom, fairness, personal safety) as well as to the various institutions established to deliver them (e.g. defence forces, police, courts). An environment where the rule of law is respected and security bodies are under the control of civilian authorities will help people feel safe and secure and encourage them to claim their rights as citizens. Conversely, where there is no effective and accountable national security structure, violence can permeate society and injustice can prevail" ⁶			
If no then exclude			
4. Is the map a peer-reviewed journal article, edited book chapter, evaluation, workshop or conference report, working paper, systematic review or meta-review? a. Only materials whose primary purpose is to present empirical evidence will be included. Policy statements, guidance notes, and advocacy-oriented materials will not be included. Theoretical or conceptual studies will also not be included.			
If no then exclude			

⁶ DFID., (2007) Explanatory note of security and access to justice for the poor, DFID Briefing April 2007, London: DFID

5. Is the geographic focus a low- or middle- income country?			
If no then exclude			
6. Is the research design a primary, empirical research or evaluation, or a secondary evidence review?			
If no then exclude			
7. Does this map focus on an INTERVENTION? a. For our purposes, an intervention could be a local project, a broader programme or the implementation of a policy. The intervention may be implemented by any of a range of actors, including donors, host governments, local governments, non-governmental organizations and/or local civil society organizations. b. Exclude all theoretical or conceptual studies, or those that mention the impact of any phenomenon other than an intervention, policy and/or programme			
SCREENING QUESTION: FULL TEXT Repeat questions 4 to 7 and then move onto question 8			
8. Does the map have a clear and transparent methodology?			
If no then exclude			
9. Does the map concern one our included intervention areas? Refer to Appendix 1 interventions and cross-reference.			
If no then exclude			