



Maigatari Market Project

Jigawa State



Security, Justice and Growth





The mandate of the Maigatari Market Committee (MMC) was to address the problems of security, justice, and social and economic barriers to the community's greater development

DFID Nigeria's Security, Justice and Growth (SJG) programme worked to improve access to, and the quality of safety, security and justice for poor people and their livelihoods.

Through the SJG programme, the United Kingdom's Department for International Development (DFID) and Nigerian partners were working to realise the values, principles and goals contained in the United Nations Millennium Summit Declaration: peace, security, development, poverty eradication, human rights, democracy, good governance, protecting the vulnerable and meeting the special needs of Africa.

The SJG programme was organised into three components: security, access to justice and growth. It was rights based, working to enhance all rights, but especially equality rights (gender), and was supporting those combating corruption. It promoted inter-agency and state civil society co-operations and sector-wide activities.

INTRODUCTION

to the Maigatari Market Project

The Maigatari Market Project was an initiative conducted by the local IPS group in Maigatari local government. At the start of SJG intervention in Jigawa in 2002, IPS in the state was known as the Jigawa Vigilante Group. The group existed as a state-wide informal entity, lacking government recognition and support. As part of its early programmatic activities, SJG conducted capacity building programmes for IPS, focusing on management, leadership, human rights, safe arrest and physical exercise. The IPS group received skills that helped them to identify, plan and implement changes in their communities that would increase safety and security. The IPS group identified market security as an issue of concern for the state and initiated four market safety and security projects, which included Maigatari Market. The goal of the project was to create a safe environment in the Maigatari market and the surrounding areas, allowing traders and residents to safely conduct their business activities. The project was supported by SJG from 2005 to 2007. In an effort to complement this initiative, the state government enacted the Vigilante Law 2005, to regulate the group's activities and to include them in the state budget for funding and planning purposes.

Maigatari Market was established in 1929 and is located on Nigeria's northern border with Niger Republic. Maigatari town is a sparsely populated area (approximately 125,000 residents), located 2 hours away from Dutse. Thou-

sands of livestock traders from Nigeria and other West African countries patronize the market every Thursday; however, it is estimated that the numbers can reach almost a million people towards the end of every year (Christian and Islamic holiday seasons) and the turnover is estimated to be more than 1 billion naira. Maigatari town also serves as the base for Jigawa's Export Processing Zone. Basic infrastructure has been developed to support this initiative.

Low levels of literacy leading to traders being unable to conduct their transactions through the banks meant that the majority of business was conducted in cash. Maigatari Market and its environs became a haven for armed robbers, pickpockets and thieves, despite joint efforts of police and the IPS group to maintain safety and security in the area. Further hindrances to economic and social development included poor infrastructure, inadequate health and communication facilities, as well as a lack of an effective management structure. In light of the potential, as well as the limitations to economic growth of the area, SJG, the Justice Sector Reform Committee (JSRC), and the Maigatari community collaborated to establish the Maigatari Market Committee (MMC), whose mandate was the development of the area and to address the problems of security, justice, and social and economic barriers to the community's greater development.

AIM: The aim of this project was to create a safe environment in the Maigatari market and the surrounding areas, allowing traders and residents to safely conduct their business activities.



Background

Baseline Situational Analysis Pre-SJG Programme Intervention

Security

The large volume of cash transacted during each business day attracted thieves and armed robbers, resulting in a substantial loss of money, property and in some cases, loss of lives. Police records indicated an average of 10-15 reported cases of armed robbery, theft, deception and fraud of various types. There was no record available on unreported minor crimes that were dealt with through traditional institutions but survey reports showed an average of 30 cases of pick-pocketing a day. At the time of the project inception, the police station serving the market was inadequate and in a poor state of repair, lacked reliable transportation and communications and the IPS did not have an office in the market area. The lack of security and fear of crime led to traders being forced to close businesses earlier than normal, leading to millions of naira in revenue lost every year. Visitors to the area were also being warned to travel only during daylight hours. The police in the Maigatari area responded by setting up road blocks along the roads leading to the market to check for robbers. The end-result was that the trading population was no safer and they were now subject to extortion demands from the police.

Economic Impact

As mentioned earlier, social and economic infrastructural barriers impeded the Maigatari Market's growth. Issues of poor communication resulted in traders being unable to communicate with other parts of the market to obtain information on pricing, transportation of goods and available services. Lack of adequate accommodation for traders resulted in a large number of people sleeping in open spaces, exposing themselves to security and health risks. Those who could afford to stay in neighbouring towns were exposed to risks of attacks and robbery, due to the large amount of cash they were carrying on their persons after the close of business. Lack of physical infrastructure resulted in severe floods during Nigeria's raining season, which resulted in the closure of shops, lack of access to roads, making the area uninhabitable and leading to a marked drop in transactions for several months of the year. Lack of suitable loading and off-loading facilities has caused further negative economic impact, leading to both human and livestock injuries, inefficient use of time and injured livestock being sold off at discounted prices. Further lack of infrastructure led to a deficiency of a number of spin-off activities that are normally pursued in market towns,



such as restaurants, potable water distribution, parking and transport facilities, etc. These activities were an untapped source of revenue for the people of the Maigatari area.

Basic Health Infrastructure

Maigatari Market lacked an Emergency First Aid facility, despite the health hazards associated with large gatherings of people and the millions of animals that pass through the market every year. The primary health centre in the local government was ill-equipped and residents and traders in the area were subjected to atrocious health hazards due to lack of sanitary conditions because of the absence of toilet facilities. In addition, the spread of HIV/AIDS has also become an issue for the area, because of the underground prostitution activities in which traders engage during market days. With respect to veterinary services, the market lacked in treatment, detection, and quarantine facilities, equipment, and personnel to deal with diseases affecting the livestock. Potable drinking water was also unavailable for both humans and animals, with fresh water being sold throughout the market in open containers. The area also suffered from a cholera

outbreak, leading thousands of traders to abandon business due to fear of infection. Those in need of medical attention in the area had to travel to other locations to seek treatment. Records indicated that revenue dropped heavily during the periods where infections diseases were an issue in the market.

Education and Gender Issues

It is common knowledge that low levels of literacy affect the development of business. Records indicated that 80% of Maigatari residents lack basic literacy skills. In addition to hindering business growth and new opportunities, traders were unable to conduct basic banking business, further contributing to an increase in the level of crime, because of the large number of cash transactions. Large numbers of girls do not attend post-primary education institutions. The women of the area, are further hindered in their business activities (small restaurants and trading of smaller livestock such as chickens, etc), by this lack of literacy due to the fact that they are unable to raise their voice and engage in economic discussions. Therefore, 50% of Maigatari's population was impeded from growing due to lack of literacy.



Justice Issues

The slow dispensation of justice also affects market transactions. Traders had little faith in the process, often taking matters of dispute into their own hands, leading to lynchings and violent conflict. Findings indicated that traders were not comfortable with the way justice was dispensed, and called for reforms to the system.

Market Administration

A weak market management structure had led to an inability for the area to harness revenue, maintain law and order, provide opportunities for expansion, provide basic services and improve infrastructures. Decisions affecting the market were taken in an uncoordinated way by the local government, the state government and at the federal level. Market administration was handled by traditional institutions, revenue generation and collection by the local council, maintenance, infrastructure and security services were handled by the state, while police services were managed by the federal government.



Strategy

In 2005, the Maigatari IPS command, in collaboration with the JSRC, sought SJG's help to develop the MMC. The MMC was comprised of government, NGOs, PSO representatives from the Ministry of Commerce and Cooperatives, Maigatari Local Government, the traditional institutions, the Traders Association, the banks, the women's group leader, the DPO, a representative from the Universal Basic Literacy Project, the IPS representative, and border and security officials, including Immigration, Customs, Civil Defence, and NDLEA.

The Committee addressed the basic issue of safety and security but later came to the conclusion that amendments in their approach to other social, infrastructural and economic issues would be critical to ensure that project's success in increasing levels of security in Maigatari. It was decided that crime prevention would have limited impact without basic literacy skills which would increase banking transactions leading to lesser usage of cash transactions. Increased education would also positively impact sanitation and health, while it was decided that telecommunication would be a necessity to positively impact all levels of business, health and reduce crime levels.

SJG assisted the MMC to draw up an action plan, and funded the research conducted to analyse security, social and economic issues, in order to make the case to attract state and donor funding. A group of indigenous lawyers volunteered their time to write the MMC's constitution and assist them to obtain legal status as a formal association through registering with the Ministry of Commerce and Cooperatives. SJG also provided IPS officials with public address systems, walkie-talkies for joint IPS and police patrol systems and constructed 3 observation towers to ease the monitoring of market activities, which were eventually turned over to the LGA. The government contributed to the effort by providing utility vehicles to Maigatari IPS and the police. The IPS groups used their new equipment to warn traders and buyers about the presence of pickpockets in the market and monitor security issues in the area.





By 2007, the MMC had attained enough capacity to petition for additional state and donor funding. Through visits to the State Commissioner on Education, MMC requested for the construction of a Girls' Secondary School and the Commissioner of Water Resources rehabilitated the town's water scheme. The Ministry of Commerce constructed access roads on the perimeter of the market, while the state government constructed an office block for the MMC and public toilet facilities. The LGA has promised to provide roads within the market under its 2009 budget, while UNICEF and PATHS assisted the community by improving education and public health. In addition, the MMC visited both Kano and Wudil markets, to learn best practices on how those markets were organized. Finally, the MMC was able to convince one of Nigeria's mobile phone service providers to extend their services to the community.

The women of Maigatari also received support from 5 different sources. Assisted by the European Union, the State Basic Education Board was able to introduce 20 literacy classes in the community, half of which were ring-fenced for female students. UNICEF donated sewing machines and instructional materials to provide functional literacy to the groups. Under SJG's growth component, representatives of newly formed cooperative groups were assisted with vocational skills training, in weaving, sewing and home economics. The graduates were

later linked to Zonal bank branches to obtain micro finance credit. The Minister of Education constructed a junior secondary school for girls and PATHS upgraded the local dispensary and introduced a drug revolving scheme.

In addition to the improvements mentioned above, a number of other activities have led to increased economic growth and social development opportunities for the area. Bank managers from Maigatari and Gumel Local Governments were highly involved in the MMC and introduced an investment consultant to the traders' association in hopes of developing an investment package for the community, which included the construction of overnight accommodation to ease the security issues that out of town traders faced. In addition, mobile banking concepts, including account managers coming to the market to collect deposits from traders were introduced. Improved literacy levels in the community led to improved service delivery by street vendors, such as porters who were able to assign numbers to their carts, leading to an organized system of serving clients, increasing their earnings and reducing the level of harassment normally experienced by markets' clients because porters were scrambling to offer their services. The MMC continues to develop ideas for an improved business environment in the market and to search for development partners that can help the growth of local businesses.



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Impact Summary

The Maigatari Market Project is an excellent example of improvements that can take place in a community, when successful partnerships between local communities, government, civil society, private sector and donors, are in place.

The project had the following impacts in the Maigatari **security sector**:

- Creation of an effective partnership between government, CSOs and PSOs
- IPS patrols, through their awareness campaigns have ensured that traders are more enlightened and watchful of security threats, leading to a reduction in crime, including levels of pickpocket incidences
- The human rights situation has improved, as the rights of suspects have been recognised, through awareness training for IPS groups and police
- The number of police road blocks has been reduced to 1 from 10 prior to the intervention

- Highway robbery has almost stopped entirely and as a result of improved security in Maigatari, traders are now open for longer hours, raising revenue earned

In the **justice sector**, the project delivered a number of noteworthy achievements, including:

- An effective and strengthened legislative framework under which the MMC now operates
- Increased access to justice for the community through the introduction of ADR for dispute settlements, without recourse to the courts and the participation of Magistrate and Shari'ah courts who offered legal advice to the MMC
- Improved human rights for the community through public awareness campaigns leading to increased understanding of rights issues





Results

The Maigatari Market Project has contributed highly to enabling social and economic growth for the area. The formal MMC structure presented an opportunity for the committee to formally approach and work with the state and local governments, as well as donors, to improve the market's physical environment and facilities, attracting more economic activity.

As mentioned, improvements included:

- Better access roads and improved drainage
- Water supply schemes constructed
- Improvements to the local dispensary
- Public toilet facilities constructed
- Hygiene awareness campaigns conducted by local health employees
- Construction of a girls' secondary school, provision of 20 literacy classes and provision of literacy and vocational materials by donors, under the Women and Youth Empowerment project

Banks in the area have also modified their procedures for traders, and improved literacy and numeracy skills have increased the levels of banking transactions, reducing cash transactions and therefore crime. The status of Maigatari Market has changed in the laws of Jigawa, and the legal framework is being reviewed to provide greater cooperation between the community, the local government and the state.

The activities of the MMC have led to a change in perceptions and increased confidence in the MMC. Revenue collection is no longer exclusively left up to politicians, as the organised MMC has increased perception of accountability due to improvements in service provision, maintenance and 100% increase in revenue generation.

OUTCOME:

The activities of the MMC have led to a change in perceptions and increased confidence in the MMC.



Launched in 2002, the SJG programme aimed to contribute to the achievement of the Millennium Development Goals:

- By promoting strong partnerships among governments, civil society organisations and the private sector in pursuit of security, justice, the rule of law, development and poverty eradication
- By promoting gender equality and the empowerment of women as effective ways to combat poverty and hunger
- By promoting a legal and regulatory framework that encouraged non-oil economic growth to give young people a real chance to find decent and productive work rather than become lost in a life of crime

The SJG programme, supported by DFID Nigeria and implemented by the British Council, successfully came to a close in 2010.

