

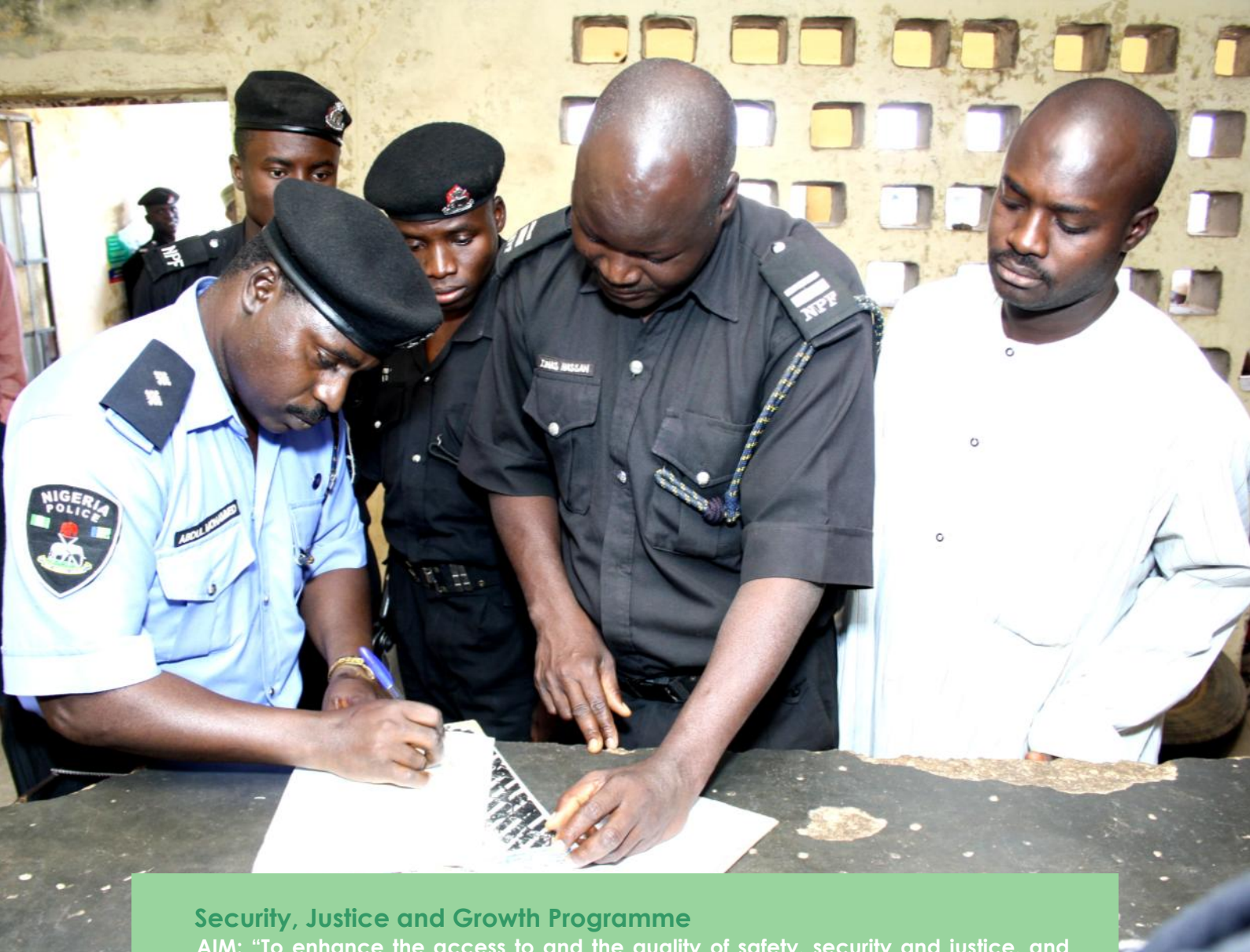
# Safety and Security

## Summative Review and Toolkit

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Security, Justice and Growth





### **Security, Justice and Growth Programme**

AIM: "To enhance the access to and the quality of safety, security and justice, and opportunities for livelihoods for the poor by supporting the development of Nigeria led justice sector reform so that pro poor policies are implemented."



### **Safety and Security Intervention**

AIM: "To improve service delivery by formal and informal policing by establishing Community Policing as the core operating principle of the Nigerian Police Force; improving informal policing structures and closer working and cooperation with the NPF; and ensuring that policing processes integrate conflict management."

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.

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## Abbreviations

Each of the sections has an annex which contains core intervention 'products' and their supporting material. They are contained in the attached CD Rom.



# Introduction

# Section 1

## Introduction to the Safety and Security Intervention

**“Security is a pre-condition for development. Insecurity and conflict keep people poor...poor people want to feel safe and secure just as much as they need food to eat, clean water to drink and a job to give them an income. Without security there cannot be development.”**

- DFID, Making Governance Work for the Poor, London 2006, Chapter 4

# Introduction

The safety and security component of SJG has been working towards improved safety and security in Nigeria through a series of integrated interventions in support of key institutions such as the police, informal policing structures, civil society organisations and in conflict resolution. The interventions are aimed at enhancing safety and security, building the capacity of the key institutions to institutionalise and sustain the culture of respect for the rule of law, upholding the rule of law, monitoring institutional activities and ensuring a pro-poor approach to safety and security in Nigeria. The work covers community policing, informal policing structures (IPS), and conflict prevention and management. In this regard, it has been working with the police on community policing, providing capacity building for informal policing structures and strengthening institutional capacity towards conflict prevention, management and resolution.

**The objective of community policing is to provide the environment in which the police and law abiding citizens can work together to:**

- Prevent crime
- Promote inter-agency problem solving
- Bring offenders to justice
- Improve the overall quality of life

The work has been carried out in pilot divisions of the Nigeria Police Force (NPF) in 6 states and then into 12 additional states.

The programme has also been providing capacity building for informal policing structures (IPS). These groups take different forms depending on the nature and circumstances of the community, ranging from neighbourhood watch groups to more regimented groups. There is however, widespread concern and

criticism of these groups based upon their records of human rights abuses and extra judicial activities. The programme provides capacity building for informal policing structures in addition to integrating their activities into the formal policing plans and activities.

Conflict prevention in the wider sense includes monitoring and/or intervening to stabilise a potentially violent dispute/conflict before its outbreak by initiating activities that address the root causes and triggers of the dispute. We have been providing conflict management and resolution skills to the police officers in the Community Policing Management Team.

The Security, Justice and Growth (SJG) programme utilised the following definitions:

**Safety: ‘Safety of the individual’**

**Security: ‘Security of property’**

The interventions are within the justice sector, not the security sector. The work undertaken by the programme was in response to ‘rights’, and to the ‘community safety’ of people who live and work in Nigeria.

**SJG did not design or implement any interventions concerning issues relating to the safety or security of the state.**

# Section 2 About this Summative Review and Toolkit

## THE SAFETY AND SECURITY INTERVENTION

The SJG programme aims to support the development of Nigerian led justice sector reform through the establishment of community policing as a core operating principle of the NPF; together with the development of informal policing structures and closer cooperation between with IPS and NPF; and conflict management is integrated into the processes of the NPF.

## WHO IS THIS DOCUMENT FOR?

The work was implemented over a period of eight years from 2002 – 2010. The document seeks to capture all of the learning, approaches, methodologies, procedures, challenges and successes to enable formal and informal policing agencies, accountability organisations (such as the MOPA and PSC) to take aspects of this work forward, being equipped with all the necessary knowledge, tools and templates. This document is also developed for the information and attention of CSO's, universities, research centres, communities and opinion formers in Nigeria.

## HOW THIS DOCUMENT IS STRUCTURED

**Section 3** discusses the background to the intervention with a description of landscape in 2002. It highlights why we focused on formal and informal policing and then describes the key objectives of our work.

**Section 4** discusses the design and management of the work.

**Section 5** deals with improving service delivery (responsiveness) of formal policing through the development of community policing.

**Section 6** deals with formal policing and the development of internal and external accountability mechanisms in order to impact upon the police 'acting with impunity.'

**Section 7** deals with specific capacity building at federal, state and divisional levels within the NPF.

**Section 8** deals with the responsiveness, accountability and capacity building relating to informal policing, working in closer cooperation with the NPF.

**Section 9** deals with the interventions developing the demand side, working with CSO's and communities to raise their sensitisation and understanding of their rights and the quality of service and accountability that they have a right to expect from the NPF.

**Section 10** deals with the programme and project management and monitoring and evaluation of the work and describes the methodologies and approaches used; and beneficiary partnership arrangements and the role of the NPF Community Policing Management Team and trainers.

**Section 11** deals with the challenges faced in trying to achieve our objectives.

**Section 12** deals with the results and impact of the intervention.

**Section 13** deals with the lessons learned.

**Section 14** considers replication and sustainability.

# Section 3 Background to the Safety and Security Intervention

## THE STORY IN 2002

The following is a snapshot of the position in 2002 with regard to the **Nigeria Police Force (NPF)**:

- Police seen as an arm of government, not as a protector of the public
- Police corruption endemic, police inefficient and unreliable
- Frequent violation of human rights by NPF
- Police badly paid and poorly motivated
- Organisation managed through fear
- Little strategy for empowerment of officers
- Little partnerships between the police and the communities

The following is a snapshot of the position in 2002 with regard to **informal policing structures (IPS)**:

- Human rights abuses by IPS groups
- IPS groups used by states as political groups
- Widespread abuse of powers
- Low ethical or behavioural standards
- Majority of people in Nigeria use IPS rather than NPF

## WHY FOCUS ON FORMAL AND INFORMAL POLICING?

Despite the very many human rights abuses, ranging from assault to murder perpetrated by the NPF, the endemic levels of corruption; the poor quality of recruits and training, the large deficiency of basic policing skills and the very low levels of funding, many within the NPF want

to see root and branch reform but have neither the capacity, knowledge or experience to try and move towards that end. Leading and managing a huge organisation of some 377,000 officers, over a vast geographical area, brings with it significant complexity, uncertainty and risk. From the work of SJG with NPF officers on community policing, we have seen the changes in these officers on an individual and group basis. We do accept that these officers are very much in the minority, with many officers being openly opposed to community policing or paying only lip service to it. Nevertheless, a significant foundation has been laid over the last few years that can be built upon in the future.

Many Nigerians, especially the poor, do not report crimes to the NPF, but, because they have more confidence in them, take the matter to IPS groups. It was therefore essential, within the programme, that these groups be given assistance, with regard to their structures and as to their relationship with the NPF.

**Many Nigerians, especially the poor, do not report crimes to the NPF, but, because they have more confidence in IPS groups, they take the matter to them.**

**“Community policing is now at all levels – it has reached the officers on the ground and I have personally seen differences in their policing style. I am committed to continuing this progress – it is the only way forward.”**

*- Inspector General of Police O. Onovo*

# Section 4 Coherence of Programme Interventions and Key Objectives

Our work has **three specified outputs**:

1. That community policing is established as a core operating principle of the Nigerian Police Force
2. That informal policing structures are strengthened and that their relationship and cooperation with the NPF is improved
3. That policing processes are developed to include elements of conflict management

The implementation of interventions to achieve these outputs were planned through **seven bodies of work** dealing with:

- Development of community policing in an initial six states referred to as 'consolidation states'
- Development of community policing in a further 12 states referred to as 'expansion states'
- Federal level support to the NPF
- Improvements in IPS structures and cooperation
- Development of conflict management mechanisms

An **additional two areas of work** were added:

- Assisting the Ministry of Police Affairs in developing the accountability of the Nigerian Police Force

- Assisting the Police Service Commission in developing the accountability of the Nigerian Police Force

From these areas the following **objectives** were identified:

### OBJECTIVE 1

To improve the **responsiveness (quality of service)** of formal policing to the communities they serve

### OBJECTIVE 2

To improve the internal and external **accountability** of formal policing in Nigeria

### OBJECTIVE 3

To improve the **capacity of formal policing** in Nigeria

### OBJECTIVE 4

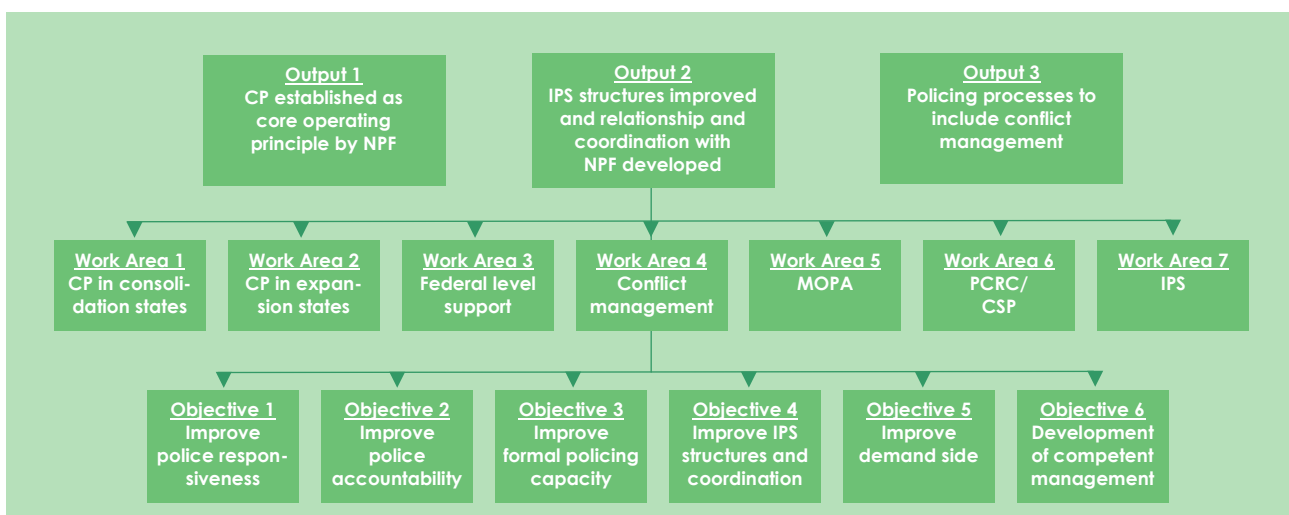
To improve **informal policing structures** (IPS) and their structures and coordination with the NPF

### OBJECTIVE 5

To improve the sensitisation, understanding and involvement of communities as to their 'right' to be served by formal and informal policing organisations

### OBJECTIVE 6

To develop competent **management** within the NPF





# Interventions — Supply Side

# Section 5 Objective 1: Improving Formal Policing - Responsiveness

**Community policing is the principle operating philosophy and methodology for developing the responsiveness (service delivery) of front line policing. SJG has sought over the duration of the programme the adoption of community policing by the NPF.**

## WHAT IS COMMUNITY POLICING?

Since community policing is open to various definitions based upon the context where it is being used, it is necessary to consider exactly what it encompasses. Community policing takes the view that the police and citizens are co-producers of police services, jointly responsible for reducing crime and improving the quality of life in local neighbourhoods.

According to the philosophy of community policing, local police should provide citizens with formal access to the department's decision- and policy-making process. Neighbourhood residents are encouraged to voice their concerns to the police, and it is the responsibility of the police to thoughtfully address these concerns. While police professionalism remains important, this quality is no longer equated with officers' being detached and aloof from local citizens. Under community policing, police officers are expected to initiate frequent personal contacts with community members on their beats, and to interact in an attentive, friendly, and compassionate manner. Enforcing the law and fighting crime remain important elements of policing, but community policing recognises that, in reality, most police work is oriented toward non enforcement tasks such as maintaining order and providing social services. Consequently, reducing community disorder, helping to mitigate residents' fears about crime, solving problems, and caring for individual victims, are

all regarded as equally important to making arrests and solving crimes.

It is generally agreed that there are five component parts to community policing:

1. **Service delivery** – improved quality of policing service, including crime reduction programmes and access to justice
2. **Partnership** – sound strategic partnerships, such as safer communities/schools/roads projects leading to improved police-community relations
3. **Problem solving** – joint sustainable solutions to crime, disorder and community need
4. **Empowerment** – resulting in a professional police service and responsible communities
5. **Accountability** – a professional and accountable police service

## SERVICE DELIVERY

In considering the quality of their service to their communities, the police need to ask themselves the following questions:

Firstly:

- Are we easy to approach?
- Do we keep our promises?
- Are we responsive and sensitive to the needs of the community?
- Do we listen?
- Do we follow up calls for assistance to ensure public satisfaction?
- Are we willing to do more than is normally expected of us?
- Do we treat people fairly and appropriately?
- Do we comply with human rights in all our practices?

**“Community policing is changing my attitude and improving my skills and effectiveness”.**

- ASP Kenneth Akunwa, Police Prosecutor

**“Our DPO was so against community policing – she would not entertain any changes and was apathetic – since she came back from her advanced DMT course she is a changed woman! We cannot keep up with her and all her initiatives to work with the community and implement customer-oriented policing!”**

*- DSP Joseph A. Udoh (CPMT Imo State)*

- Are we meeting the community's needs; if not - who can?

Secondly, how effective are we in:

- Reducing community disorder
- Reducing crime and helping to mitigate residents' fears about crime
- Solving problems, and caring for individual victims
- Obtaining assistance from the community
- Enjoying the communities support and trust

## PARTNERSHIPS

One of the most important facets of community policing is partnerships; police partnerships with stakeholders and communities are essential if crime reduction and quality of life are to improve. Indeed partnerships are seen as **"the glue of community policing"**. The glue comes about through active community involvement and mutual trust by committed people.

## ACCOUNTABILITY

Accountability to the community implies a new relationship between the police and the communities they are supposed to serve. Bringing communities into the policy setting processes of police organisations, and the establishment of partnership bodies were both police and communities nominate problems that they can deal with jointly.

## JOINT PROBLEM SOLVING

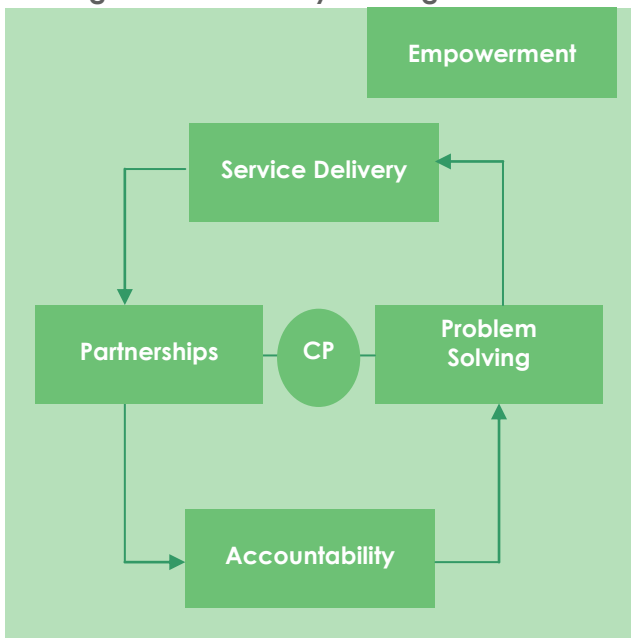
Joint problem solving takes place within a Problem Orientation Policing framework. It is about identifying and solving underlying problems with communities, rather than simply responding only to individual incidents. It is where the police, communities and local agencies work together to identify specific problems that

cause incidents and tackle them together. The problem solving approach has a battery of tools and techniques to aid problem identification and intervention.

## EMPOWERMENT

Empowerment in the context of community policing means empowerment of police officers. It requires the command of the NPF to train and create a culture of learning whereby junior officers are developed, trusted and supervised. In the Nigerian environment with such a rank conscious organisation with poor recruitment and training this is a very difficult area. It is also empowerment of the communities and people who live and work in Nigeria. An understanding of their rights in relation to policing, and a programme to engage them with the police despite high levels of mistrust and fear of the NPF. The goal is that the relationship becomes one of the police empowering the communities with sharing of information and joint problem solving and the communities empowering the police by reporting crime and passing on information.

### The Nigerian Community Policing Model:



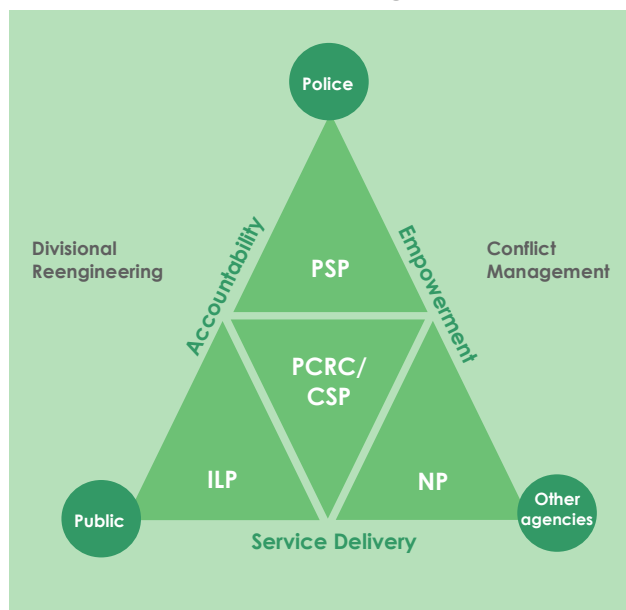
**“I really thought there was no hope for the NPF and when I heard about community policing I was 100% sceptical and said so. I have had to eat my words; my sister was robbed and firmly believed she had lost her possessions and money for good. But the police caught the robbers and returned all her possessions – including all the cash. She could not believe it – nor could I.”**

- British Nigerian, during a visit to Abuja (2009)

In the developed Nigerian community policing model, service delivery or responsiveness is developed in police divisions. The quality and quantity of that service delivery is discussed by key police/community partnership meetings, to which the police are accountable. At those partnership meetings, the police, other agencies and the communities will together jointly identify problems and together seek to solve them. *The CD Rom contains a listing of ongoing police/community projects.*

This circularity between service delivery to partnerships, with accountability and problem solving operated within a framework of empowerment of both police and communities to enable progress has been very successful.

### Divisional Community Policing Model:



### DEVELOPMENT OF COMMUNITY POLICING STRUCTURES AND PRODUCTS

In order for this process to work a number of contextualised Community Policing Products (CPP) have been developed:

- **Neighbourhood Policing (NP)**
- **Problem Solving Policing (PSP)**
- **Intelligence Led Policing (ILP) – Level 1 (Divisional Policing)**
- **Police Community Relations Committee (PCRC)**
- **Community Safety Partnerships (CSP)**
- **Conflict Management**
- **Divisional Reengineering**

Bringing aspects of these products together, the **Divisional Community Policing Model** can be represented as follows:

### NEIGHBOURHOOD POLICING

Neighbourhood policing has **three core stages**:

1. To create permanent and dedicated teams that will have specific responsibility for each defined neighbourhood and micro beat, and are familiar faces to those who live and work in that area.
2. These teams will use Intelligence Led Policing (ILP) model to direct their activities - focusing on those problems that the public have told police matter most to them.
3. Neighbourhood teams will work closely, and take joint action, with communities and other agencies to tackle these issues.

### The Nigerian Context

Beat officers have been trained in most pilot divisions. In Kano for example 338 officers across the 12 pilot divisions attended the 3 day course. In this course they covered managing NP, observational skills, customer service skills, partnership and relationship building, problem solving skills, intelligence led policing, ethics

and police pocket notebook. In addition in each division 2 Community Safety Officers were trained to manage the beats in their division. In addition a joint police/IPS course was arranged and delivered to build understanding and trust between police and IPS groups. Maps for the designation of micro beats were obtained from the Ministry of Lands.

### Challenges

Despite the progress, centralised structures remain, and DPO's are reluctant to place their officers out on designated beats. This is because they feel they lose control of them, that they are open to corruption, that communications and vehicle availability is poor and that they would have difficulty in getting the officers back to the station. Additionally, in Kano for example, 80 NCO's are involved in static bank guard duties leaving a deficit for NP.

*Copies of materials designed, lesson notes, etc. are contained on the CD Rom.*

## PROBLEM SOLVING POLICING

Problem solving policing emphasises the tackling of underlying problems that cause crime, problems that are identified and deciphered through effective crime analysis, and through community intelligence being provided to the police.

### The Nigerian Context

Communities are faced with challenges of street gangs, armed robbery, breaking and entry of properties, cultism, and ritual murders in addition to poverty induced disputes between family members and neighbours. Policing in most Nigerian communities has been ineffective as a result of the following factors:

- Deep distrust and lack of confidence in the police
- Reduced perception of legitimacy and functionality of the police
- Inadequate and ineffective patrols in communities

- Poor response to complaints
- Favouritism and victimisation of citizens by police etc.

*Baseline and impact survey reports are contained on the CD Rom.*

Reintroducing beat patrols provides an opportunity for the NPF to reengage with communities with a view to strengthening intelligence-led and proactive policing while providing alternative dispute resolution mechanisms to communities.

### Challenges

Problem solving policing works best in an environment of partnership and mutual support. The major challenges faced by this intervention hinge around the following:

- Lack of confidence and trust in the police by most communities
- Poor levels of competencies in problem solving skills among police officers
- Frequent transfer of trained police officers out of pilot divisions
- Inadequate support from middle level and senior management of the police to divisional level activities
- Limited logistical and funding support to policing activities by the NPF

Despite these challenges, more than 20 of the pilot divisions have effectively started beat patrols on selected beats by the end of 2009.

## INTELLIGENCE LED POLICING

Intelligence led policing is a supporting methodology to enable the police to work together with communities in the identification and resolution of local problems, Level 1 – 'local crime within a Division' ILP offers officers in general and those assigned to the intelligence function in particular, guidelines and principles for the

collection, analysis and distribution of the intelligence function. Intelligence provides strategic direction and makes tactical resourcing decisions and helps manage associated risks.

### The Nigerian Context

ILP has been introduced, implemented and developed in 50 divisions in 13 of the 18 states. In each of the divisions a number of Divisional Intelligence Officers were appointed to run ILP in the pilot divisions. Additionally ILP is now a core subject in most police courses from service delivery to command courses. A Nigerian Integrated Intelligence Strategy (NPIIS) developed by the programme and the NPF has been accepted as force policy and a handbook has been prepared. While ILP is currently at Level 1, it is hoped to move to Level 2 (cross boundary crime across divisions); and Level 3 (serious and organised national and international crime); in due course.

### Challenges

Initially ILP suffered from a lack of support from the divisional management team, but with further training and the IGP making it a federal priority, the support has been very strong. In fact there are many examples of excellent distribution, completion and dissemination of intelligence forms and the creation of effective intelligence products.

### Compatibility of Problem Solving Policing and Intelligence Led Policing

Problem solving policing emphasises the tackling of underlying problems that cause crime, problems that are identified and deciphered through effective crime analysis. Intelligence led policing similarly defines a strong role for analysis, establishing it as the basis for decision making that follows. However, where problem solving policing is a bottom-up philosophy that places street-level police officers together with the communities and other agencies, intelligence led policing is more hierarchical and top-down. However, they are strongly compatible and the Nigerian model (especially in Level 1) actively seeks to integrate PSP and ILP within a partnership framework.

## POLICE AND COMMUNITY PARTNERSHIPS

One of the most important facets of community policing are partnerships; police and community partnerships with stakeholders are essential if crime reduction and quality of life are to improve. Partnerships are seen as **"the glue of community policing"**. The glue comes about through active community involvement and mutual trust by committed stakeholders and communities. It is within these partnerships that problem orientated policing comes into its own.

### The Nigerian Context

The development of police/community partnership involved:

1. Development of Divisional Community Forums (DCF)
2. Strengthening Police Community Relations Committee (PCRC)
3. Development of Community Safety Partnerships (CSP)

### Divisional Community Forums

As a result of the initiative of divisional DPO's who have undertaken the divisional management training a number of DCF's have been set up whereby members of the community have been meeting with the DPO's to discuss areas of joint concern.

### Police Community Relations Committees

In most police divisions in Nigeria there exists Police Community Relations Committees (PCRC). These committees however, are seen as elitist and not representative of the communities at large. SJG worked towards the role of the PCRC in partnerships with a view to harnessing their resources towards a more inclusive and higher level partnership at divisional level.

### Community Safety Partnerships

There are a number of definitions of **community safety** one of the most common being:

**"A process through which key organisations in a local area come together to work in partnership with each other and with the public, in or-**

der to achieve a safer living environment for all.”

The pursuit of improving community safety has 3 strong implications for community policing:

1. The focus on reducing crime and fear of crime is widened to include anti social behaviours and what has been called 'quality of life' issues. This is helpful for a significant part of police work is dealing with these sorts of issues.
2. Community safety brings with it a set of methodologies that complement problem solving policing in a beneficial way, community safety audits and planning, etc. Clearly community policing is a vital feed into community safety, and accordingly police and community partnerships need to feed directly into the CSPs.
3. The Community Safety Partnerships have a structure and a strategy that makes them robust in the inclusion of the police, informal policing bodies, agencies and communities that are best suited for the delivery of community policing, community safety and the development of trust and respect between parties.

### The Nigerian Context

Community safety partnerships have been piloted in Gwagwalada Division in FCT and in Apapa Division in Lagos. The CSP has the responsibility to conduct a local safety audit to draw up a list of priorities for action; produce a partnership plan; publically launch the partnership; develop working groups; provide training on problem solving; develop a communication plan and mentor individuals and groups to assist in the implementation of their plans.

The CSP pilots are developing well. For example in Gwagwalada, following the results of their local safety audit, three practitioner working groups have been set up to tackle the following issues, reducing crime, reducing drug abuse amongst young people and reducing

road traffic accidents. Each working group has developed an action plan which has been approved by the partnership. A partnership office has been opened at the area government building, and a co-ordinator appointed to support their work.

## STRUCTURES AND EMPOWERMENT

The following posts within each SJG pilot division have been established:

- **Beat Patrol Officers** - to develop dedicated beat patrols
- **Community Safety Officers** - to develop neighbourhood policing
- **Divisional Intelligence Officers** - to develop intelligence led policing
- **Human Rights Officers** - to provide support to complainants in cases of human rights abuse reports to police divisions
- **Conflict Resolution Officers** - to provide support to complainants who opt for resolution as against going to court with the police actively encouraging complainants to consider resolution of disagreements as a first option
- **Vigilante Support Officers** - to provide point of contact and support to IPS groups operating within the areas of jurisdiction of pilot divisions in order to ensure compliance to rule of law and best practice in the operations of IPS groups

Training has been provided to:

- 3573 Beat Patrol Officers
- 351 Community Safety Officers
- 283 Divisional Intelligence Officers
- 275 Human Rights Officers
- 100 Conflict Reduction Officers
- 231 Vigilante Support Officers

In addition to the above, a course entitled '**Community Policing Developers**' was designed and developed by the programme. This

**“I am putting into practice all I have learnt during my beat patrol course. It has helped me and I am happy because I can touch other people’s lives, especially the less-privileged members of society”.**

*- WPC Queen Ejike, New Oweri Division, Imo*

was a six week course and was concerned not only with developing community policing but also bringing about attitudinal change and creating a cadre of proponents of community policing at divisional level. 896 have been trained and have had a significant impact in police divisions.

Great emphasis was also placed on Divisional Management Teams with the delivery of training to 719 officers. Now with the design and development of the new course, the training has been improved both quantitatively and qualitatively. The course was increased to 6 weeks from 4. The content was upgraded to include additional key DM skills and developments in community policing products. The participants prepare specific problem solving products and on successful completion are awarded a Diploma from a British leadership institute. Though regular police posting has displaced many of the trained officers from the pilot divisions the NPF has authorised the inclusion of the courses in the regular police courses.

## TRAINING GENERALLY

A constant problem throughout the programme has been the incessant transfer of officers in the NPF after they have undergone specialist training for posts in the states and pilot divisions, thus losing the impact and value of that extensive investment. This has been brought to the attention of the IGP on various occasions but despite repeated requests has not resulted in a policy decision that officers should remain in post for 2 years after training. This has resulted in the need for additional training. In the future this issue needs to be made a matter of police policy to ensure sustainability and impact.

***A copy of all training material and handbooks is contained on the CD Rom.***

## CONFLICT MANAGEMENT

Initially the component had worked in partnership with the Institute for Peace and Conflict Resolution (IPCR) towards establishing mechanisms that detect early warning signs of conflict and recording specific indicators that may help to predict impending conflict and violence. The project which was based upon the regional ECOWAS model was planned to be piloted in Benue state. However, the direction was changed to integrate more closely with community policing.

Conflict reduction is a key skill for policing and community problem solving. SJG commenced the training of Conflict Resolution Officers in Lagos, Kaduna, FCT and Enugu. Additionally, conflict resolution became a core subject on the enhanced DMT/DPO training with a view to reducing the negative impact of regular transfer of trained officers. DPO's are now trained from all of the CP pilot sites and they are actively encouraged to use this approach to solve problems and to offer alternative dispute resolution to settle disagreements and conflicts at divisional level. Indeed the Commissioner of Police of Ondo State organised a conflict management/ADR training session for community leaders in November 2009.

## DIVISIONAL RE-ENGINEERING

It is very clear that service delivery at police divisions is hampered by organisational processes that are not efficient or sufficient. While capacity building is essential to the community policing initiative, it is fair to say that Nigerian police have poor policing skills and competence and require assistance. Accordingly SJG undertook an organisational diagnosis of a pilot police division and made 22 recommendations to develop people, processes and systems at divisional level.

***The report and recommendations are contained on the CD Rom.***

# Section 6 Objective 2: Improving Formal Policing - Accountability

## INTERNAL PUSH

SJG worked towards strengthening leadership, management and change management training for different levels of police management including divisional police officers (DPOs), state commissioners of police (CPs), AIGs and DIGs who are in charge of zonal commands, HQ units and departments.

The core content of these courses revolve around improved leadership skills including accountability, strategic planning, project planning and implementation, monitoring and evaluation, scheduling and supervision, change management, conflict management etc. SJG is convinced and evidence abounds that the police are already showing improvements especially in areas of accountability of action especially at divisional level.

*A copy of the full report is contained on the CD Rom.*

'F' Department which is mandated to provide management support to all NPF departments has developed an inspection protocol and has trained its staff on how to utilise the tool. They have already started inspections of police divisions across Nigeria with a view to fine-tuning the inspection protocols for wider usage. This will serve as a more effective tool for checking police officers on duty across all duty posts and by all line managers.

## EXTERNAL OVERSIGHT

The role of the Ministry of Police Affairs (MoPA) and the Police Service Commission (PSC) in ensuring oversight of policing in Nigeria led to SJG providing some support to the two agencies. This includes revising the complaints management procedure of the PSC to ensure more effective management of complaints from the public and from aggrieved police officers and supporting the institutionalisation of community policing. MoPA was encouraged and guided to create a community policing unit under the

police services department that will ensure sustainability and consolidation of community policing in Nigeria. The ministry was also supported through the CPMT to develop inspection protocols for the police with a view to providing effective oversight of policing in Nigeria.

MoPA has a key role in holding the NPF to account for its performance and its behaviour. With the reconstitution of the MOPA, SJG was able to assist by reviewing and making core recommendations against the following areas:

- What **capacity building** is required to develop the ministry to discharge effectively its mandates and how and in what sequence should that be carried out?
- How best should the ministry respond to the management of the **125 recommendations made by the White Paper<sup>1</sup>** and the other 55 recommendations and in what phases they should be tackled?
- To provide a **way ahead** in progressing the White Paper and the clarification of oversight arrangements
- To provide a **roadmap and timeline** of recommended actions to build capacity of the ministry; develop the ministry's police oversight role and responsibilities, and to offer specific advice on the White Paper recommendations

*A copy of the full report is contained on the CD Rom.*

Another approach to external accountability is through the support provided by SJG for the formation and strengthening of community safety partnerships and police community forums in pilot divisions with a view to providing a platform for communities to give feedback to the police as well participating in the policing process. Parts of what these partnerships do also includes voicing concerns over unacceptable behaviour of police officers at these forums and sustaining an interface with police management. As these partnerships grow they are expected to be more coordinated and more focused with the result that NPF will begin to take feedback directly from users of their services and provide reports to the users.

<sup>1</sup>The White Paper on the Reform of the Nigerian Police Force 2008; headed by Alhaji M.D. Yusuf GCON, NPM IGP (Rtd)

# Section 7

## Objective 3: Improving Formal Policing - Capacity Building

This section will deal with capacity building at the federal and state level only. Capacity building at the divisional level is dealt with in Objective 1.

SJG provided assistance to 'F' Department: Research, development and inspection of the NPF to formulate its mission statement, vision and strategic plan. **'F' Department is key to the development of the NPF at the federal level as it is increasingly taking a corporate development role.** SJG further assisted 'F' Department to formulate a restructuring plan and the development of individual unit plans for the building of competence and experience.

SJG provided assistance to 'E' Department training and development to formulate its mission, vision and strategic plan. **'E' Department is key to the development of the NPF as it is charged with the development of its people.** In any police reform, competency development and attitudinal change will be crucial. SJG also

assisted 'E' Department in the diagnosis of their command courses and the redesign of syllabi and in the development of the syllabi for a Forensic Science degree for the NPF.

SJG assisted the NPF to formulate its Vision 2020 document, its first annual report in 2008, its media and communication strategy and its strategic planning process.

With the development of community policing and community safety and the core community policing products, SJG has assisted the NPF to take those products and formulate them into federal strategies such as the National Integrated Intelligence Strategy, the National Community Safety Strategy, the Force Order on Community Policing, etc.

At the state level, SJG offered extensive sensitisation, briefing and training to the Commissioners' of police on community policing.



# Section 8

## Objective 4: Improving Informal Policing - Structures and Relationship with the NPF

Support to IPS groups is in response to the key role they play in providing safety and security in Nigerian communities especially rural/poor communities. They are community based and consist of community members, which place them in a good position for recognition and acceptance by communities. There are concerns regarding the involvement of IPS groups in extra-legal activities, intimidation, and human rights abuses. The operational environment for IPS groups varies widely from one location to the other with varying degrees of compliance to standards and ethics. Despite these and other challenges, IPS groups provide essential security services at a primary and grass-roots level in a manner that is integrated into the life of citizens.

**Baseline and impact surveys contained on the CD Rom.**

Support to IPS started with the commencement of activities in 2004 and had been slowed down significantly by the end of 2006 in response to growing concerns regarding compliance to the rule of law and the lack of clear oversight mechanisms. The programme re-engaged by mid 2008 with interventions specifically aimed at improving standardisation and oversight of IPS activities. A variety of activities were undertaken to support IPS groups especially in the pilot states of Jigawa, Enugu and Kano starting in 2004 with a reduction and refocusing by 2007.

The 2007 refocusing limited IPS activities to two key areas:

- 1. Support to IPS to improve operational and functional relationships with the police (NPF)**
- 2. Agreeing on minimum operational standards within and between IPS, NPF and community groups.**

### IPS GROUPS ENGAGED IN SJG ACTIVITIES

The groups engaged by SJG in working with IPS are those that have come together to form an umbrella association in each state under the

name of **Vigilante Association** and were registered as a community development association by mandated state ministries (different ministries depending on the state). The major activity undertaken by SJG with IPS groups has been the series of trainings conducted in the first phase of programme activities (2004 – 2006). These were conducted in Kano, Jigawa and Enugu states. SJG reviewed its IPS work in 2006, 2007 and 2008 resulting in a scaling down and refocusing of activities until only federal level activities were pursued revolving around the development of their federal association and operating guidelines for IPS groups.

### SJG ACTIVITIES IN SUPPORT OF IPS GROUPS IN NIGERIA

Some of the results achieved since the commencement of programme support to IPS include the following:

- **Basic training on safety and security** provided to IPS representatives from all the LGAs in Enugu and Jigawa states (two of the pilot states) conducted between 2004 and early 2006.
- **Development and piloting of a generic set of training modules** in Kano and Jigawa states (later rolled out in Benue State) **covering human rights issues, crime scene management, safe arrest, an effective interviewing model and project planning.** Skills gained by the training are immediately practical and develop the competence of participants to identify and mobilise the community to address issues of concern. IPS groups then continued this training without support from SJG. The NPF was fully involved in the training programme and in other aspects of partnership to provide the opportunity for networking and mutual learning.

- In response to the training and in partnership with the police the groups in Kano, Enugu and Jigawa States have developed **action plans** to address issues of concerns in their communities which include drug and alcohol abuse and adulteration of goods in the market place.
- Basic **policing equipment** was provided to the IPS groups that were trained in Jigawa, Enugu and parts of Kano including torch lights, fluorescent vests, durable books and stationary and rain boots which enabled the IPS groups to perform their work more effectively whilst also boosting morale.
- The programme has also worked in partnership with the police to **build the creativity and capacity of IPS groups** to identify, plan and implement **changes** in their own community as they relate to safety and security. This has been achieved successfully in Jigawa, Enugu and Kano. For example, in Jigawa, the vigilante group initiated the creation of a community committee with representatives from the state/local governments, local businesses, banks, traders associations and traditional leaders to address the issue of safety and security at Maigatari Market – the largest open market in Africa and possibly the world, with an estimated attendance of between 500,000 and 1 million people each week.
- SJG has assisted the Maigatari Market Committee to create an action plan and funded research to **analyse current social, infrastructure, economic and animal welfare issues**. This prompted support from the Jigawa state and relevant local governments as well as financial institutions towards the realisation of the work plan.
- In Enugu, the Coal Camp Neighbourhood Association identified youth unemployment as a local issue to be addressed. Their suggestion of a **micro credit programme**, to train 16 youths in individual trades, skill them to manage a small business, and mentor them for 12 months has been successfully implemented with more youths benefiting from the revolving fund arrangement. The state government has adopted this model and is sponsoring same approach in more than 1,200 other communities across the state from 2008 to 2009.
- In Kano, the IPS groups identified drugs, alcohol and adulteration of goods in the market place as issues of particular concern. SJG has organised for representatives and expertise from the appropriate **agencies to be made available as a resource**, and worked on an Action Plan to address these issues within the generic training programme.
- A key aspect of community policing is to **develop the relationship between the formal police and the communities** in which they serve with a view to enhancing oversight and supervision of IPS activities. Results of this effort can be seen in the various examples of joint night time patrol and investigation, IPS reporting and delivery of suspects to the NPF and police participation in committee and management meetings of IPS groups in all community policing states as a result of VSO and IPS work.
- **Legislation** has been passed in Jigawa, Benue and Enugu specifying the operational controls for IPS groups. Some other states have done the same even before SJG had started IPS support in the states. These laws



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are meant to block illegal IPS groups from freely operating in communities while encouraging compliance to best practice so as to curtail extra-legal activities. Legislation was sought by IPS groups themselves in response to SJG training regarding ethics, minimum operational standards and creating a legal operating environment. These processes were pursued by IPS groups themselves and SJG did not provide any funds or support.

- The NPF has been utilising SJG trained **Vigilante Support Officers (VSO)** to work with vigilante groups to set up deployment schedules, ensure compliance to standards and to tenets of community policing; maintaining IPS records, relationship building and partnership issues at divisional level.

**“In Sabon Tasha the DPO has worked in partnership with the community to improve relationships and reduce crime. He is committed to community policing, honest and a good role model. He has made a real difference to this multi-cultured highly populated previously high-crime area with his proactive, supportive and honest approach.”**

*- NPF Community Policing member*



# Interventions — Demand Side

# Section 9

## Objective 5: Improving stakeholder and community sensitisation and involvement in formal and informal policing

Demand Side

The Nigerian police has been widely viewed as weak and incapable of fulfilling its mandate which has heightened the need for improvement in policing. This means that the public is anxious to be part of any process that would bring about the needed improvements. However, this demand-side pressure will only yield dividends if the supply-side is given the capacity to provide the level of quality service being demanded. This is the main reason why the component focused more on improving the supply side to be able to face the challenges of community interface and to handle feedback in a positive and responsive manner. To this end, the bulk of the work undertaken has been supporting the NPF and IPS groups which form the supply-side with focused and incisive activities directed at the demand-side.

Some of the activities undertaken by the programme include the following:

- **Advocacy visits** to community leaders and executive leaders such as state governors, commissioners of relevant ministries, traditional leaders such as Oba, Obis, Igwes, Emirs, district heads, etc. Others are religious

leaders, leaders of professional groups, interest groups, women and youth groups.

Most of these visits were given wide publicity in the media as a means of raising awareness. These visits have now adequately placed community policing on the front burner of public discourse on safety and security.

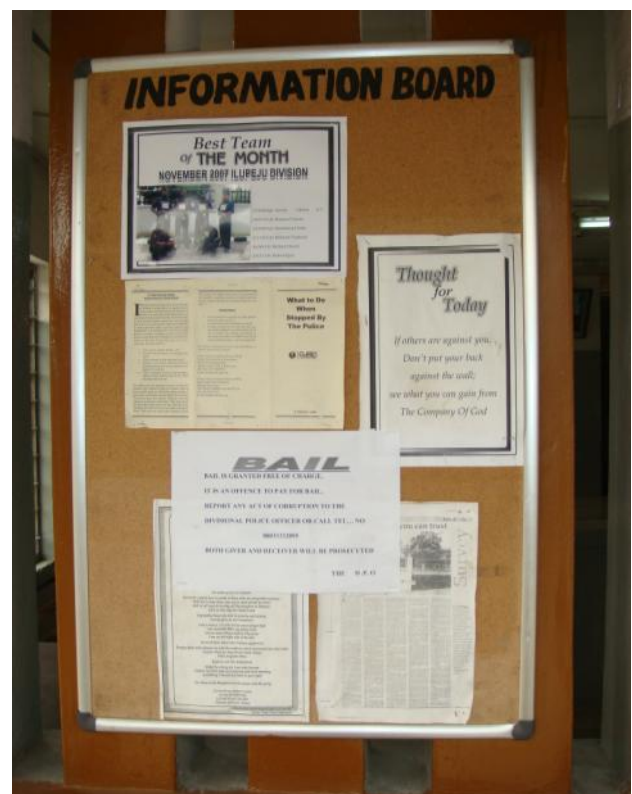
- Supporting the development of **community safety partnerships and police community forums provided a platform for increased participation of members of the public** in the policing process and the positive results on improved safety and security in society have

**“I have to commend the way the good way police officers are now discharging their duties with dedication and impartiality”.**

Alhaji Idris Abubaker at Partnership meeting 'A' Division Lokoja, Kogi

raised awareness of community policing to an appreciable level. Some of the activities that have raised the profile of community policing in Nigeria include the **safer schools initiative** conceived and implemented through partnership between communities, the police and government of Ogun State to keep young people in school. This project is a direct result of the community policing effort and the entire state capital (two LGAs) have been benefiting from the project. Increased safety and security in Victoria Island (Bar Beach Division) and Isokoko Division in Lagos resulting from community policing activities has raised the level of awareness of the positive sides of the project. This is the case in all 130 pilot divisions across the 18 states.

**“Because of the good work community policing is doing in C Division I am ready to help in any way I can to advance the course of Community Policing”.** Victoria Alabi at partnership meeting, Kogi





# Management

# Section 10

**Objective 6:** Developing the joint management of the intervention between SJG and 'F' Department of the NPF

## CHANGE MANAGEMENT

- A strong beneficiary **partnership between SJG and the NPF** was developed over a number of years. The purpose was to share the management of the intervention with its principal beneficiary so that skills could be transferred and the NPF required taking responsibility for the development and delivery of the activities in a way that would increase the replication of the lessons learned and sustainability of the programme.
- A strong and effective **Community Policing Management Team** was established in the NPF. These officers were responsible for the advocacy for community policing in the states among police and key stakeholders and communities. They developed community policing and organised and delivered core training programmes. In 2007 community policing was accepted by the NPF as a core operating methodology and 'F' Department was given responsibility for the development of community policing country wide in Nigeria headed by a Deputy Inspector General of Police.
- Programme **management tools** were adapted and used for reporting purposes. Each CPMT member prepared a Gantt chart for their state covering their deliverables for the year. These were submitted monthly and gave an update on progress.
- Monitoring was undertaken using these Gantt charts as monthly reports. In addition the CPMT members received specialised training in **monitoring and evaluation** and received proformas for impact analysis, lesson learning and narrative.

- Within the programme international consultants were given responsibility for providing **technical assistance** into all of the work areas and building relationships with key beneficiaries.

## INTEGRATION

Though working with the three sub-intervention areas the adopted approach is aimed at:

**“Achieving integration in seeking to identify and then deliver synergies between community policing, IPS and conflict prevention in order to gain a significant return.”**

This will be achieved by bringing community policing/crime prevention, IPS and conflict together thus providing the opportunity for a holistic response to identified security and safety issues. In addition, the intervention is working closely with the others areas of the programme (Justice and Growth) in a harmonised, coherent and complementary manner. This will ensure programme integration and coherence through the possible linkages that have been identified and can be developed between the programme interventions.





# Experience

# Section 11 Challenges

## CURRENT OR PAST CHALLENGES (MACRO)

1. Political will at the federal level in the NPF
2. Structural and functional complexity of the NPF (377,000 officers in 37 commands under 1 unified federal control)
3. Geographic and population size and variations calling for contextualised approaches
4. Weak management and policing competencies and capacity
5. Poor funding and ineffective resource utilisation

## FUTURE CHALLENGES

The programme worked under very challenging conditions to achieve the outputs contained in its mandate while making adjustments to accommodate the issues that were unfolding in the implementation process. Working with an organisation such as the Nigeria Police Force with its various peculiarities meant that challenges were frequent and in some cases requiring extensive advocacy and presentations to management in a bid to justify the need for community policing as a philosophy. Some progress has been made to forge ahead with the implementation of community policing but it is early days yet. The work so far has only paved the way for the commencement of community policing and more needs to be done to ensure consolidation and sustainability.

In view of the need for achieving sustainability, it is important to note that the project needed to be supported further in order to prevent a return to less sensitive policing. In view of this need to ensure embeddedness, continuity and sustainability for the community policing project, it is recommended that a number of **activities need to be carried forward so that the operating environment becomes suitable** by limiting the risks of losing the momentum or the hard-earned commitment of the key partners and stakeholders.

### These activities include:

- Sustainability issues regarding the structures and functional responsibilities that should be established, legitimised or strengthened
- Activities that would relate to technical assistance that would ensure that partners have the required capacity to take forward some of the aspects of the implementation plan
- Specific activities that should be continued in any forthcoming donor-assisted programmes

**“When my friend and I were woken in the night by armed robbers, it was so terrifying... in their response, the police were so good, but when I went to the police station and saw the conditions they were operating out of – in Abuja, our capital! – I was horrified. They were so amazing and they had nothing.”**

*- Community member, Abuja*

Experience

# Section 12 Results and Impact

## NPF 'Force Order' on community policing produced

### Activities:

- Conducting awareness workshops and incisive leadership and change management training for senior police management to gain buy-in and approvals as required
- Development and approval of the draft force order 291 after the management has been convinced of the need for it
- Briefing and integration meeting of US and DFID trained community policing officers into one group to be deployed by the NPF as required
- Advocacy and awareness meetings with senior NPF management (DIGs, AIGs and CPs)
- Revision of the bulk of all the NPF force orders to update and stream line them with best practice
- Grafting of community policing into 'F' department and relevant officers appointed to ensure functionality
- Structural and functional review of 'F' Department which led to the restructuring of the department to enable it to carry forward its major responsibilities

### Results and Impact:

- 'Force Order' 291 on community policing is currently in place and has provided the needed legitimacy for community policing activities at state, area and divisional command levels
- Formal recognition of community policing within the structure, functions and operations of the police organisation but more especially in the budgeting processes of the NPF and in the national budget (N5.8 billion budgeted for Community Policing in the 2009 federal budget through the reform budget – though there is no evidence that the funds have been accessed for the purpose)

## Community policing plan and development plans produced for NPF departments

### Activities (revised following the 2006 and 2007 Annual Performance Review):

- Strategic plan for the implementation of community policing in the 18 selected states developed predicated on the five elements of community policing which include service delivery, empowerment, accountability, partnership and problem solving
- The five elements were developed around the three major engagement scopes of community policing (working with NPF), support to Informal Policing Structures (IPS) and Conflict
- Key departments involved in the community policing project, namely "E" and "F" departments, were supported to develop a strategic plan which later led to structural and functional reviews of these departments
- Departmental staff were actively involved in the planning and review process

#### Results and Impact:

- A more focused approach to organisational management being encouraged at federal, state and divisional levels
- Managers required to produce strategic plans and implement them while making periodic evaluations of progress made and making relevant changes
- Managers are setting targets within their mandate and are required to meet those targets
- The NPF has begun the process of institutionalising effective resource utilisation and paving the way for officers being accountable for specific tasks
- Reporting processes are now improving with the IGP demanding monthly reports from CPs and CPs demanding weekly reports from DPOs as a result of the awareness that these managers now have plans to implement
- Some NPF senior managers such as DIGs and Commissioners of Police have produced personal development plans that enabled them to set personal targets and further encourage senior officers to do the same
- NPF departments such as 'F' and 'E' are beginning to utilise available resources more effectively resulting from the planning process that usually demands a clear plan of action including resource deployment
- Reporting documents are now being produced for public consumption

### Community policing strengthened in 6 pilot states and rolled out to 12 additional states

#### Activities:

- Community Safety Partnerships were developed in two pilot divisions in Lagos and FCT (Apapa and Gwagwalada). While Police Community Partnerships (a less demanding form of partnership similar in nature to police community forums) were also developed
- DPOs have developed Divisional Plans with the support of the CPMT
- Commissioners of Police have started working more closely with CPMT to develop state work plans and strategic plans (refer to Ondo, Bauchi, Kaduna, Jigawa, Katsina, Benue, Enugu and Cross River states)
- M&E plans for all states developed by the CPMT
- New CPMT structure in place with team leaders comprising of male and female officers (3 females leading in four states – one of them is leading in two states)
- Support from state CPs sustained through advocacy and updates which provided the environment for effective implementation of community policing
- Provided support to wider reform activities such as curriculum development for upgrading the Police College Wudil to a degree awarding institution
- Revised Divisional Management Training (DMT) raised to a higher level of management and leadership resulting in accreditation of the course as a 'Diploma in Police Science' by The Institute of Leadership and Management (Litchfield, UK) through The Individual and Organisational Development and Assessment (IODA) Yorkshire UK
- Minister of Police Affairs was so impressed with the training that he made a commitment to provide resources that will be used to train all DPOs in Nigeria on the revised DMT
- Part of consolidating community policing led to the implementation and development of Intelligence-Led Policing (ILP) in pilot divisions in 14 states with the first pilots in Victoria Island and Gwagwalada yielding significant dividends
- Divisional re-engineering pilot in Gwagwalada provided the NPF an opportunity to initiate a process of evaluation into the structure and functions of a standard division and staffing needs
- The NPF has given its commitment to replicating the method thereby establishing the most suitable divisions across Nigeria
- Community policing budget provided in the annual NPF budget starting 2010 with N400million

**“Partnering with the police is for secured future.  
I am happy that community policing has made this possible.”**

*- Victor Alabi at partnership meeting, Kogi*

#### Results and Impact:

- Though initiated in pilot divisions, these activities have now been accepted by NPF and communities thereby encouraging replication across entire states
- Communities are now actively involved in the policing process and partnerships are yielding very positive dividends as seen in states such as Jigawa, Kano, Lagos, Enugu, Kaduna, Benue, FCT, Oyo, Bauchi, Borno, Katsina, Ondo, Ogun and Cross Rivers
- Women empowerment is beginning to be a reality in the safety and security sector with women leading the process of planning and development of neighbourhood watch groups for their communities such as happened in pilot divisions in Ondo state
- Results of the impact surveys show that communities across all 18 states are of the view that community policing is a very positive process and should be sustained and continued all over the country
- The NPF and Ministry of Police Affairs have embraced community policing and have come to terms with the need for empowerment of police officers in order to improve the safety and security situation in Nigeria. Evidenced by the authorisation for the inclusion of community policing training in all training institutions as well as the promise of the Minister of Police Affairs to fund the training of all DPOs in Nigeria
- Community policing will be implemented by the Federal Government in seven cities in Nigeria and it is a major part of the police reform agenda drawing a budget of more than N5 Billion
- Divisional re-engineering pilot in Gwagwalada provided the NPF an opportunity to initiate a process of evaluation of the structure and functions of a standard division and staffing needs
- The NPF has given its commitment to replicating the method thereby establishing the most suitable divisions across Nigeria
- The community policing unit has also been provided N400 million as part of the 2010 budget thus confirming full institutionalisation of the process
- Community Safety Partnerships are yielding very positive results with the pilot in Gwagwalada being managed entirely by the community but with full support from the Local Government Administration

#### **Geographic, high visibility policing in place in 2 pilot divisions in each of the 9CP states (6 pilots + Lagos, FCT and Kaduna)**

##### Activities:

- DPOs were supported to begin high visibility patrols in at least two pilot divisions in the six pilot states. There is enough evidence to show that even other states such as Bauchi, Borno, Imo, Oyo, Cross River and Katsina states have also started such patrols
- The scheduling process of patrol being carried out by DPOs include drawing divisional maps which will determine demarcation lines between areas of jurisdiction and micro beats. Beat officers can then be deployed along the beats. Each of the two pilot divisions in Kano, Jigawa, Benue, Ondo, Ogun, Enugu, Lagos, FCT and Kaduna have started these patrols which have also been rolled out in other divisions in all the listed states as well as Bauchi, Borno, Oyo, Katsina, Cross River and Edo states
- Evidence of these patrols include the divisional maps, patrol posting schedules, reports received from beat officers and records of arrests and information collected from citizens.

### Results and Impact:

- Community Safety Partnerships are yielding very positive results with the pilot in Gwagwalada being managed entirely by the community but with full support from the Local Government Administration
- Police officers are now available in pilot communities along pilot beats which has increased the sense of safety in the communities
- Pilot beats have opened new avenues for communities to have access to police officers with ease while giving the police access to communities and to information
- Police are now able to patrol areas that were previously difficult to access by motorised patrol such as alleyways, canals, and markets
- Increased appreciation of police service as evidenced by comments gathered from the public and results of the impact surveys. Other evidence is available in partnership meeting minutes available in pilot divisions
- Reduction in negative behaviour by police officers as a result of the increased presence of supervising officers on the streets who now have to monitor beat patrols leading to awards of excellence to DPOs such as Makurdi 'E' Division

### Improved operational and functional relationships between IPS and NPF in 18 CPP states with minimum operational standards agreed and in operation within and between IPS, NPF and community groups in 2 pilot divisions each of 9 CPP states (6 pilots + Lagos, Kaduna & FCT)

In order to ensure respect for human rights, compliance to operational standards and ethics, SJG concentrated on supporting the institutionalisation of quality control and best practice in the limited activities conducted in 2008 and 2009. This will pave the way for a formal relationship to start between the NPF and IPS groups. Activities:

- Formalisation of the relationships between the police and IPS groups especially in the areas of support, operations and supervision which is already creating a stable, transparent and professional IPS
- The increasing legislation of the operations of IPS groups (not supported by SJG but initiated and carried out by the groups themselves) is ensuring their legitimate existence thereby providing an opportunity for weeding out disruptive groups, consolidation of their skills and broadening their professional outlook
- The training modules as piloted in Kano, Enugu and Jigawa form a solid basis upon which the IPS will be professionalised and made more accountable. Such training can eventually be rolled out by the IPS groups themselves or with other forms of support
- Support to national umbrella organisation of IPS groups intended to provide a monitoring and control mechanism within the IPS groups themselves for ensuring compliance to standards and best procedural and process practices
- IPS were supported to develop and agree on operational procedures, ethics, standards and guidelines with a view to ensuring best practice in IPS operations across Nigeria
- SJG supported IPS groups through the national association to develop and agree on procedures and guidelines for IPS working with the police at divisional level to ensure best practice and respect for human and other rights
- Federal Government initiated a process of accreditation and possible financial support for IPS groups in Nigeria. This will further serve to insulate the groups from external manipulation and other influences. This process is on-going and SJG is not directly involved.
- The situation is now primed for developing sustainable working relationship between the police and IPS groups. There are numerous cases of this relationship being developed and nurtured by DPOs in various divisions in Lagos, Kano, Kaduna, Enugu, Jigawa, Ondo, Benue, Bauchi, Katsina, Borno and Cross River states. In addition to this, the IPS groups have already made formal contact with the police headquarters with the following outcomes:
  - ◆ First meeting held between IPS National Executive and representatives of IGP at force headquarters in November resulting in the appointment of a liaison officer (a Commissioner of Police) who will be the contact person for subsequent meetings and interface.
  - ◆ IPS has submitted the guidelines drawn up with SJG support on the working relationship between NPF and IPS at divisional level for approval by the IGP. Presently, NPF has made inputs and the document is being reviewed prior to approval and deployment to all DPOs in Nigeria for guidance.

### Results and Impact:

- IPS groups now have a functioning umbrella organisation that should provide guidance and oversight to all IPS groups across Nigeria
- IPS and NPF already working to establish a formal working relationship which should enable the police to oversee IPS activities while strengthening policing resources and the NPF gaining wider acceptance especially in rural communities
- Federal government has taken interest in IPS groups and has initiated a process of consultations and contact sessions in order to work out how these groups can be supported to continue their work in local communities
- IPS groups have been awakened to the need for compliance to best practices which has prompted them to begin initiatives that would improve their legitimacy while also enhancing service delivery (planned meeting with National Executive of IPS will provide greater details)

## Conflict management skills and training skills provided to all CPMT and CPP trainers

Activity: Training on conflict management conducted for all members of the Community Policing Management Team (CPMT) and trainers in anticipation of the role they will play in leading DPOs to adopt and utilise best practices in ADR

### Results and Impact:

- CPMT and trainers have trained and are mentoring all pilot division DPOs on the use of conflict management techniques to settle disputes as a form of ADR to court cases
- Staff College Jos capable of conducting the recently approved conflict resolution and leadership courses for DPOs as a result of the revised DMT course attended by two trainers from the staff college

## Conflict management skills provided to all pilot division DPOs and actively being used by police officers in problem solving in 2 pilot divisions each of 9 CPP states

### Activities:

- Six weeks revised DMT course conducted for all 130 pilot DPOs on leadership, change management, divisional management and conflict management to enable them lead the process of institutionalising the use of ADR in police divisions
- Operational guidelines/toolkit developed for use of conflict managers in problem solving at divisional level
- These activities have strengthened the DPOs to encourage officers to use ADR as an option as against court cases when people present complaints at police divisions
- A large proportion of cases brought to police divisions are resolved at the division through reconciliation which in some cases include settlement of costs by a perpetrator

### Results and Impact:

- Conflict management skills are now being utilised by police officers at divisional level which has reduced the number of cases that go to court and has increased harmony in communities
- Training on conflict management is now being built into training curricular in all NPF training institutions as a means of ensuring institutionalisation and sustainability
- Joint problem solving is being used in all pilot divisions with wider consequences in some cases impacting on entire communities
- Community leaders now playing a greater role in resolving issues without recourse to police or legal institutions
- These activities have strengthened the DPOs to encourage officers to use ADR as an option as against court cases when people present complaints at police divisions
- A large proportion of cases brought to police divisions are resolved at the division through reconciliation

# Section 13

## Lessons Learned

### COMMUNITY POLICING: LESSONS LEARNED

Supporting the implementation of community policing in Nigeria has produced some lessons for SJG and other stakeholders as well as for future development.

Some of the **key lessons** include the following:

- The first phase of the implementation of community policing focused significantly on training and **challenging inappropriate behaviour** within the police. The latter met with significant resistance as a result of the long-standing corruption and resistance to change. SJG then had to review the strategy of community policing.
- **IGP's role is crucial** to NPF operations including change management. Some of the previous IGPs did not support community policing leading to poor progress and delays in implementation. High level advocacy was initiated to enable the component to gain the desired buy-in from the highest level management of the police.
- The NPF has many highly qualified officers in all aspects of human endeavour but the rigid militaristic **structure and operations of the force** creates blockages and delayed response to situations which inhibits and undermines the ability of these competent officers from contributing to the growth and development of the organisation.
- Most government and other stakeholder organisations have very **limited skill levels** in terms of modern management and service delivery. It is therefore often necessary to build the capacity of key partners before a programmes can be effectively implemented.
- The NPF like most other government organisations does not conduct **baseline and impact surveys**. Where surveys are conducted, the results are not used as management information or to make policy input thus giving the impression that government organisations do not care about public perception of their services or functions. They appear to be ignorant of or choose to ignore public concerns where it fails to meet its goal or purpose. Thus ministries, departments and agencies are prone to corruption, ineptitude and poor performance.
- The NPF more often than not operate **reactive policing** where the force moves into action only in response to complaints or general outcry from those in power. There is no evidence that police response is adequately informed by any scientific evidence or decisions being informed by the public interest.
- Partnership and **cooperation between agencies in the justice sector** such as between police, judiciary, prisons and the legal profession is very weak and often confrontational which has prevented speedy implementation of projects and activities that would have strengthened collaboration and linkage within the sector.
- The NPF is either under-funded or its disbursement process is insensitive to the basic operational needs of police officers. In addition, the **budget and allocation process** is slow and has limited connection to the real time needs of the NPF.
- Project implementation in the NPF is slowed and even bogged down as caused by the absence of or lack of implementation of **existing legislation and other regulations** as a result of bureaucratic red-tape and lack of focus.
- As a result of the issues raised above, SJG has realised that all its policing and other NPF interventions should be predicated with

**“The beat patrol officers posted to the market are very friendly and do save us the stress of going to the police station to report minor cases, because they always attend to our needs. We are happy with the new police system.”**

- Mr. Slaibu Shaibu—Chairman Traders Association Benue

significant **margins** in terms of timing and costs in order to accommodate the uncertainties associated with the operations of the NPF.

## IPS: LESSONS LEARNED

The lessons learnt while working with informal policing structures include the following:

- Informal policing structures operate variously under different conditions in most communities in Nigeria especially in rural communities. However, most are not entirely trusted by formal organisations which have concerns regarding human rights abuse and politicization of the role of IPS groups. The lesson is for programmes to ensure that **operating legislation and environment** are in place before engaging with partners especially at state and local government levels.
- IPS groups operate with relative **restrictions in the North** but with more **autonomy and greater power in the South**. There is greater restriction in their operations by governments and communities in the North.
- Membership of IPS groups is regulated by the police in urban areas of the North but less so in the South and in rural areas where such decisions are vested in traditional authority figures. This led SJG to encourage the regularisation of the **role of the police in managing IPS operations** in order to ensure control and compliance to minimum standards and best practice.
- Many Nigerians have **more confidence in IPS** than the formal policing structure, and as such, IPS groups have a relatively higher reputation for service. However, most IPS groups have very limited formal training in safety and security and they apply more of traditional, informal methods than the more formal ones which has been replete with allegations of human rights and procedure

abuses (such as illegal detention, torture and other abuses).

- IPS groups are often the pillar around which state governments maintain security in their jurisdictions as such the **funding of IPS groups** in most cases is from state and local governments with some community and citizen support in viable and urban communities. As such a very cautious approach had to be adopted by SJG to ensure that the right support is provided to IPS groups.

## CONFLICT: LESSONS LEARNED

SJG support to conflict resolution in Nigeria has been relatively limited; despite this, some lessons have been learnt which would be of benefit to the implementation process and to future developments. The key lessons include the following:

- **Conflict is prevalent in all states** of the federation though in varying degrees of complexity, intensity and potential damage which means that interventions on conflict management are required.
- Different states, local government areas and communities have different issues leading to conflict which means that resolution and **prevention strategies need to be tailored** to fit the end user. Otherwise resolution may not be achieved or will be long in coming. This prompted the consideration of state and division based plans that will accommodate these peculiarities and allow DPOs to lead the process.
- People are **ready to embrace ADR** as a means of settling conflict as depicted by the wide involvement of individuals and groups during the aborted early warning signs project in Benue state.
- Citizens are **not always keen to go to court** and are more ready to settle disputes with the support of police than prolong difficul-

ties as such the role of the DPO in leading the process is very useful and crucial. **(Case study of use of ADR in Nnewi division contained on CD Rom.)**

- Police **lack of management skills** hampers effective project implementation (e.g. officers are familiar with the use of ADR but have not been able to maintain separate records for ADR as against the general case register). **(Data from divisional evidence case registers contained on CD Rom.)**

## GENERAL LESSON LEARNING

- Cultural norms and traditions can be influenced during the normal life span of a project. Realistically, what should be the main objective is the **change in behaviour** of individuals and the organisation they serve.
- **Personal agendas** internally or externally must not be allowed to influence or change project objectives.
- Knowledge and skills delivered and developed through project interventions are not always transferred to the workplace. **Workplace development and assessments** of individuals and the organisation are imperative to avoid the fruits of the interventions dying on the vine.
- **“Give them what they want and need not what we think they want or need.”** International consultants should not just depend on conclusions drawn through workshop based analysis and intervention, when in reality, individual or group recommendations don't always represent what is wanted and needed by the majority.
- More care and time should be given to **needs analysis** and should be regularly reviewed and treated as an ongoing process.
- **Never assume that people understand what we mean.** This could be due to language, culture, jargon and people's unwillingness to seek clarification, etc.
- In any police reform, community policing or similar project, the development of the **principles of community safety** is paramount, but sufficient time for I/C's and local consultants must be allocated.
- The need for **quick wins** to develop beneficiary involvement.
- Strategic planning should be preceded by an organisational **diagnosis** and where necessary capacity building.
- **Leadership** development should be a core part of implementation.
- Implementation architecture should have **performance management, process management and programme management.**
- Strategic planning should have supporting **change management** plans.
- Strategic planning should be **data led.**

**“Evidence of the institutionalisation of community policing is everywhere, (e.g. the roll-out started with one pilot site (Enugu) to every state of Nigeria). Small changes can also make a huge difference, for example the DPO in Gwagwalada put notices in the police station inviting the community to ring him if they were not dealt with in 15 minutes. This increased accountability for the police and empowered the community.”**

- 'F' Department trainer

# Section 14

## Replication and Sustainability

### FORMAL POLICING

A wide range of activities that will collectively provide an environment for sustaining community policing while improving service delivery, are well underway at all levels and include the following:

- Force order legitimising community policing released and in effect in all NPF commands.
- IGP instructions for all state commands (36 states plus FCT) to set up the following offices and assign officers to provide services:
  - ◆ Community policing office
  - ◆ Human rights office
  - ◆ Gender desk
  - ◆ DPOs setting up partnerships
  - ◆ State police commissioners developing and utilising strategic plans for their state commands
- Community policing unit set up in MoPA.
- A police liaison office set up in Ministry of Police Affairs and a police officer posted to ensure coordination and effective working relationship between the ministry and the NPF.
- Inspection protocols developed by 'F' department to ensure effective supervision of community policing and other policing roles.
- Inspection protocols developed and officers trained to carry out these inspections in MoPA.
- Minister of Police Affairs promised to provide funds so that all DPOs in Nigeria will receive the SJG developed advanced divisional management training.
- DPOs that were trained by SJG are being deployed to train other DPOs and officers on leadership, change management and improving service delivery in states such as Bauchi, Lagos and Katsina.
- Trained DPOs have been offering support and guidance to other DPOs that have not been trained on best practice, especially in setting up partnerships.
- Two trainers from the staff college in Jos (college for junior, Intermediate and junior command courses) were trained alongside the DPOs on the advanced DMT to ensure the institutionalisation of the course in the college.
- Two divisions were used as a test ground by the two staff college trainers and the results encouraged the Plateau State Police Commissioner to instruct other DPOs to replicate the partnership and problem solving models deployed in the pilot divisions. Though Plateau has not been part of SJG support, it is now rolling out community policing under its Police Commissioner.
- The first revised replication training for DPO approved and commencing February 2010 at Police Staff College at Jos.

### IPS

- Lies principally in the safety and security partnerships that are being formed in various communities and led by the police to ensure legitimacy and oversight.
- The newly formed national umbrella IPS group will be encouraged to push for the adoption and institutionalisation of best practices by state and local government level groups.
- The institutionalisation of the role of the VSO in each police division is providing the environment for embedding the relationship and support structure between the police and IPS groups, this will ease the process of replication in view of the fact that VSO positions will eventually be provided in all police divisions in Nigeria.
- Getting the IGP's endorsement on the guidelines for engagement between IPS and NPF will also boost institutionalisation and replication.



- Evidence of replication is present in all federal level activities. All 36 states + FCT chapters of IPS are ready to use the agreed standards and guidelines.
- Plateau state (a non-SJG state) has inaugurated a committee to review IPS activities and build a working relationship with the police and other safety/security institutions in the state.
- CLEEN Foundation has been training IPS groups in Lagos state to uphold best practice and ethical standards.

## CONFLICT MANAGEMENT

- The Nnewi case study is evidence of a DPO using ADR in Awka Metro (main pilot division) and replicating it when transferred to Nnewi division (one of the other pilots). **(Case study contained on CD Rom).**
- Some state commissioners of police sent in DPOs from non-pilot divisions for the training programme thus enabling the replication of the process in non-pilot divisions.

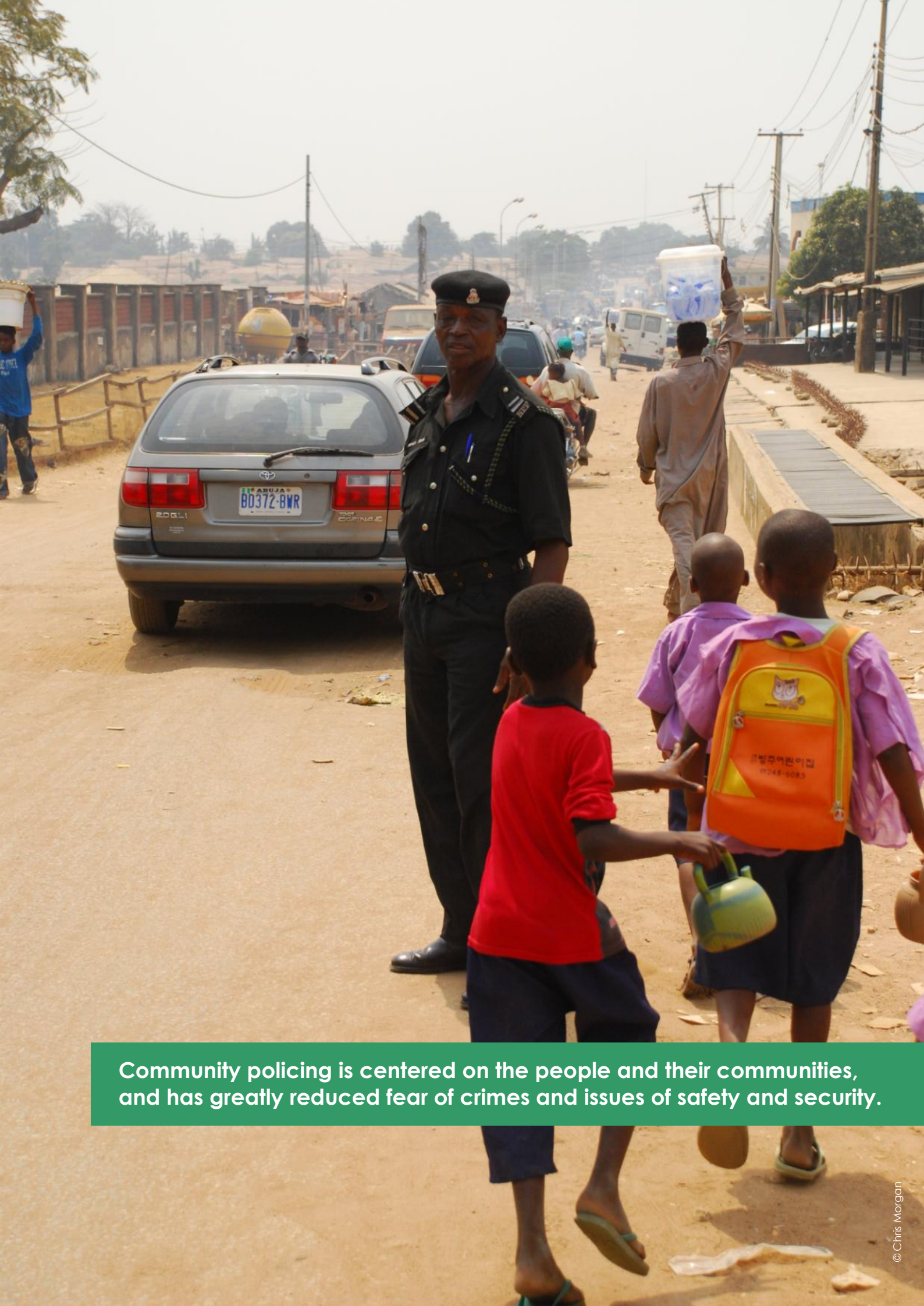
- DPO graduates of the SJG revised DMT have been posted to other divisions where they have carried on with their improved management of divisions.
- Ondo state Commissioner of Police has organised an ADR/conflict management training for community leaders, CSOs and other interest groups in the state being rolled out by CPMT at the end of November 2009.
- DPOs have been supporting other DPOs who have not been trained to adopt some of the best practices. In some cases the supported DPOs are in command of divisions outside the SJG states (e.g. DPO of Isokoko supported DPOs in Ogun state in November and December 2009).

**“Community policing works like magic, we will support it as stakeholders.”**

- PCRC Chairman in Imo State

# Abbreviations

<b>ACP</b>	Assistant Commissioner of Police
<b>ADR</b>	Alternative Dispute Resolution
<b>AIG</b>	Assistant Inspector General of Police
<b>COP</b>	Community Policing
<b>CPs</b>	Commissioners of Police
<b>CPDs</b>	Community Policing Developers
<b>CPMT</b>	Community Policing Management Team
<b>CPP</b>	Community Policing Programme
<b>CPSC</b>	Community Policing Steering Committee
<b>CRO</b>	Conflict Resolution Officers
<b>CSO</b>	Civil Society Organisation
<b>CSOs</b>	Community Safety Officers
<b>CSP</b>	Community Safety Partnership
<b>DCP</b>	Deputy Commissioner of Police
<b>DFID</b>	Department for International Development
<b>DFIDN</b>	DFID Nigeria
<b>DIG</b>	Deputy Inspector General of Police
<b>DIO</b>	Divisional Intelligence Officer
<b>DMT</b>	Divisional Management Team
<b>DPOs</b>	Divisional Police Officers
<b>EWS</b>	Early Warning System
<b>FCT</b>	Federal Capital Territory
<b>HQ</b>	Headquarters
<b>I/Cs</b>	International Consultants
<b>IGP</b>	Inspector General of Police
<b>ILP</b>	Intelligence-Led Policing
<b>IPS</b>	Informal Policing Structures
<b>LGAs</b>	Local Government Areas
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoPA</b>	Ministry of Police Affairs
<b>NCOs</b>	Non-Commissioned Officers
<b>NDLEA</b>	Nigeria Drug Law Enforcement Agency
<b>NGOs</b>	Non Governmental Organizations
<b>NPF</b>	Nigeria Police Force
<b>PCRC</b>	Police Community Relations Committee
<b>PSC</b>	Police Service Commission
<b>PSP</b>	Problem Solving Policing
<b>SERVICOM</b>	Service Compact
<b>SJG</b>	Security, Justice and Growth
<b>SSS</b>	State Security Service
<b>ToR</b>	Terms of Reference
<b>ToT</b>	Training-of-Trainers
<b>UK</b>	United Kingdom
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>USAID</b>	United States Agency for International Development
<b>VSO</b>	Vigilante Support Officer



Community policing is centered on the people and their communities, and has greatly reduced fear of crimes and issues of safety and security.



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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 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.

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