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# Community Engagement in Preventing and Responding to Gender-based Violence and Trafficking in Persons

TRAINING GUIDE



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## List of acronyms

CSO	Civil society organization
GBV	Gender-based violence
IDP	Internally displaced person
NAPTIP	National Agency for the Prohibition of Trafficking in Persons
NEMA	National Emergency Management Agency
NGO	Non-governmental organization
NPF	Nigeria Police Force
NSCDC	Nigeria Security and Civil Defence Corps
SEA	Sexual exploitation and abuse
SEMA	State Emergency Management Agency
TiP	Trafficking in persons
ToT	Training of trainers
VoT	Victim of trafficking
IOM	International Organization for Migration
INL	International Narcotics and Law Enforcement Affairs





# Section 1: Introduction to the training manual

## 1.1. Purpose and objectives

Conflicts, displacement and humanitarian crisis create a fertile condition for crimes related to gender-based violence (GBV) and trafficking in persons (TiP).

The protracted crisis in North-East Nigeria, the breakdown of both formal and informal protection mechanisms, lack of security, displacement and migration, proliferation of insurgency groups, poverty, overcrowding and militarization of internally displaced persons (IDP) camps and unmet human needs – including food, shelter, health and other life-saving services – have exacerbated vulnerabilities, resulting in negative strategies being adopted by the most vulnerable women, men, boys and girls, thereby putting them at risk to exploitation and abuse within IDP camps and in host community settings.

GBV and TiP are crimes that violate the basic human rights of those against whom violence and exploitation is perpetrated against. Law enforcement agencies have a responsibility in providing safety and protection to IDPs and ensuring their rights are upheld, risks and exposure to GBV and TiP are minimized and recovery from violation is maximized.

Post-conflict communities lack trust and confidence in the integrity and efficiency of the law enforcement, especially if the latter has not effectively responded to, or is suspected to be complicit or tolerant of GBV or TiP.

Effective police community engagement restores trust and confidence at all community levels and helps to build a relationship between the police and the community based on trust and mutual exchange of information; assisting the police to maintain the rule of law, respond to and prevent crimes, intelligence gathering and security information, thus enabling law enforcement personnel to effectively protect the community, support efforts to strengthen respect for rights and legal redress.

GBV and TiP are not the responsibility of a single actor, but a shared responsibility among all duty-bearers and rights-holders (that is, the communities). It is therefore critical that as service providers, law enforcement agencies adopt a rights-based approach in the delivery of services through a proactive engagement of communities individually or collectively through their representatives within the IDP settings or host communities on issues affecting their rights, safety and security.

Through community engagement, cooperation can range from providing information and assurance, to empowering the community to identify and implement solutions to local problems and influence strategic priorities and decisions involving community safety and security.

By engaging the communities they serve, the Nigeria Police Service (NPF) and the Nigeria Security and Civil Defence Corps (NSCDC) will effectively shift its view of communities from passive beneficiaries to rights-holders, working in tandem with communities to develop localized solutions to GBV and TiP. Police engagement with the community will ultimately help to reduce crimes, encourage respect for the rule of law and foster social responsibility.

Effective prevention and response to GBV and TiP requires community cooperation, and sustained community engagement is an integral component in the NPF and NSCDC framework of action against GBV and TiP; these initiatives, in partnership with the communities, improve community protection, safety and security.

## **1.2. Overall objective of the manual**

- Equip law enforcement personnel with practical skills and techniques to meaningfully engage communities on GBV and TiP prevention and response
- Support front-line personnel with basic tools in cultivating and co-creating community solutions in preventing and responding to GBV and TiP
- Enhance community safety and security from GBV and TiP
- Foster self-referral to services and reporting culture

## **1.3. Targeted audience**

- Law enforcement officers in NPF and NSCDC
- The National Agency for the Prohibition of Trafficking in Persons (NAPTIP)
- Officers who are working as first responders or investigators in human trafficking crime scenes and cases
- Officers working in IDP settlements or dealing the conflict-affected population
- Selected officers in headquarters responsible for counter-trafficking

## **1.4. Methodology**

This manual is part of a three-part training manual package based on a capacity assessment and consultation conducted with the NPF and NSCDC in Adamawa and Borno States. This manual is practical and operational oriented and is not designed as a series of lessons or academic treatise, but a practical “how to” guide that integrates and contextualizes training materials, resources, research and best practices developed by other agencies and experts to fit NPF and NSCDC needs on the ground.

The curriculum is highly participatory, with activities intended to prompt critical thinking, reflection and adaptation of the proposed activities in existing law enforcement operational activities in the IDP camps or other IDP settings. The proposed activities are based on law enforcements' current capacity and acts as a starting point in engaging the community on GBV and TiP. The training is organized in four modules that can be used either together or separately during the training or implementation stage.

### 1.5. How to use this manual

The manual is structured to follow the flow of the training and divided into four modules:

- (a) Part one aims to build a common understanding on community engagement concept and approach in preventing and responding to GBV and TiP (section 2);
- (b) Part two aims to equip the front-line officers with practical skills and attitude in facilitating or convening a community engagement process (section 3); and
- (c) Part three aims to equip front-line officers with off-the-shelf practical activity options to initiate community engagement process within their area of operations (sections 4 and 5).



## Section 2: Understanding community engagement concept

### 2.1. What is community engagement?

*Community* is defined as a group of people with diverse characteristics who are linked by social ties, share a common perspective and engage in a joint action in geographical location or setting.<sup>1</sup> A community usually shares common norms, such as language, culture, religion, history or values. *Engagement* is an umbrella term used to describe a process that involves contact with the community. It is driven by a framework of principles and employs a range of tools and strategies to ensure success.

The linking of the term community to engagement broadens the scope by shifting the focus from the individual to the collective with the associated implications for inclusiveness to ensure consideration is made of diversity that exist within the community. Therefore, *community engagement* is a process with a specific purpose of working with identified groups of people, whether they are connected through ethnicity, by religion, location of origin or residence, special interest or affiliation, with the view of resolving a common problem affecting their safety, security and development.

### 2.2. Why involve the community?

Community engagement is embedded in law enforcement's ways of working and enshrined by the legal framework that govern their work and code of conduct. According to the Police Act<sup>2</sup> and the Nigeria Security and Civilian Defence Corps Act,<sup>3</sup> law enforcement agencies have a duty to discharge their duties in a responsive and representative manner. By implementing community engagement approach, officers will be:

- Fulfilling their mandate, principles and commitments in accordance to the law, policies and procedures;
- Effective in dispatching their roles and responsibilities;
- Utilizing community knowledge and resources in creating a protective and safe environment for all;

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<sup>1</sup> Kathleen M. MacQueen, Eleanor McLellan, David S. Metzger, Susan Kegeles, Ronald Strauss, Roseanne Scotti, Lynn Blanchard and Robert T. Trotter II, "What is community? An evidence-based definition for participatory public health", *American Journal of Public Health*, 91(12):1929–1938 (2002). doi: [10.2105/AJPH.91.12.1929](https://doi.org/10.2105/AJPH.91.12.1929).

<sup>2</sup> Government of Nigeria, Nigeria: Police Act, Cap P19 LFN 2004, 1 April 1943. Available at <https://refworld.org/docid/54f98f244.html>.

<sup>3</sup> Nigeria Security and Civil Defence Corps Act 2003, Amendment Act 2007, No. 6. Available at <https://legal-tools.org/doc/49e0a2/pdf/>.

- Improving the flow of community information and intelligence on GBV and TiP within the community;
- Increasing community reporting on GBV and TiP cases and self-referral to services;
- Improving law enforcement responsiveness to GBV and TiP crimes;
- Developing localized response and strategies tailored to the communities to ensure impact and sustainability;
- (Contributing to overall safety, security and reduction of crime within the community;
- Improving public trust, confidence and perception of the law and the law enforcement agencies;
- Building capacity by sharing critical life-saving information, skills and exchange knowledge on GBV and TiP;
- Accountable to the community and public in large; and
- Improving police personnel attitudes and job satisfaction.

### 2.3. Who to engage?

Communities and cultures are not static; they constantly change. Communities of IDPs and returnees or host communities have social and cultural traditions, religious practices, economic activities, associations and networks, protection mechanisms and political structures that existed before, during and after to displacement.

Officers can engage the community through the following:

- (a) Directly (by reaching out/directly communicating to the masses within the community);
- (b) Indirectly (through community representatives/groups/associations); and
- (c) Both.

Officers can engage community members either individually or collectively as: (a) users or beneficiaries; (b) advisors; (c) contributors or co-creators; (d) decision makers; and (e) deliverers.

However, it is advisable that officers should always go through community structures before directly reaching out to the community. Examples of community structures are as follows:

- Local government community chair;

- *Hakimi* (District head);
- Village head;
- *Bulama* (Ward head);
- Community women leaders and representatives;
- Associations (farmers associations and traders associations);
- Groups, such as youth groups, groups for elderly and groups for the disabled;
- Local organizations and institutions (such as the State Emergency Management Agency (SEMA), National Emergency Management Agency (NEMA), United Nations, non-governmental organizations (NGOs), international NGOs, civil society organizations (CSOs) and faith-based organizations).

Law enforcement agencies can develop community profiles to understand the community composition, threats, risks, vulnerabilities, decision-making structures/processes, norms, attitudes and practices, which in turn will assist law enforcement agencies to identify critical stakeholders for engagement on GBV and TiP prevention and response in their respective localities.

## 2.4. Effective engagement

Lack of engagement and poor engagement both produce similar results; community engagement is an approach, a practice and attitude that should inform and influence all levels of policing and is integral to law enforcement service design and delivery. To ensure success, the following should be present:

- Clarity of purpose, roles and responsibilities between law enforcement agency/officers and communities either individually or collectively;
- Investment in information-sharing, training and skills-building for law enforcement and communities; and
- Willingness of law enforcement to share power with communities and actively work to empower communities to take active roles and responsibilities in their protection, safety and security from GBV and TiP.

On the other hand, failing to engage or poor community engagement will result in the following:

- Lack of cooperation, trust and legitimacy in the eyes of the community;
- Void in intelligence-gathering, information and cooperation in criminal prosecution either as a witness or victim;
- Disregard for the rule of law and increase in community justice mechanism;

- Impunity and corruption;
- Increased vulnerability and risks to GBV and TiP and other protection risks; and
- Ineffective service delivery by law enforcement.

## **2.5. How can law enforcement ensure participation?**

- Identify and work with existing community/social structures.
- Transparency: From the outskirts, explain the purpose of the engagement to community leaders/representatives and the broader community.
- Conduct focus group discussions/interviews with the community interlocutors on the whole process.
- Support local initiatives, capacity, skills and knowledge.
- Create an open communication channel/dialogue with the community.
- Conduct efforts in relationship- and partnership-building.
- Create forums and ensure inclusive meetings and decision-making processes.
- Ensure a clear pathway for community feedback/complaint mechanism.

## **2.6. Planning and designing community engagement**

- Community engagement can be a one-off or part of an ongoing cumulative process over a long period of time.
- It can be formal or informal.
- Community engagement can focus on specific issues or incidents or on service delivery, or more broadly on policing strategy in the areas.
- From the onset, community engagement should have clarity on purpose and scope.
- It is designed to assist law enforcement in delivering services that meet the communities' needs and expectations with regards to GBV and TiP prevention and response from the outset.
- Engagement is a core element of law enforcement activities that informs and impacts on every area of law enforcement response and service delivery.
- Strong commitment from law enforcement leadership structures is critical in the effectiveness of community engagement.



## 2.7. Principles of community engagement

To ensure that the community engagement is coherent, effective and coordinated, law enforcement agencies must adhere to the following guiding principles:

- **Engage the whole community (circles of influence):** Law enforcement agencies must ensure all critical stakeholders are engaged, including marginalized and vulnerable groups (such as women, youth, disabled and other socially marginalized groups). The community must be holistically included in the process at various levels:
  - **Individual level** – as women and men, boys and girls, as rights-holders;
  - **Relationship level** – relatives, parents, elders, in-laws, extended family and neighbours;
  - **Community level** – leadership and representative levels (such as the chair, *Bulama*, community women leaders, health or other service providers, lawyers and judges; and
  - **Societal level** – government and norm setters such as media outlets.
- **Use a human rights framework:** A rights-based approach for preventing and responding to GBV and TiP uses the broader framework of human rights and justice to create a legitimate channel to hold the community responsible and accountable for their safety, protection and rights as much as the law enforcement duty and responsibility to protect and uphold the law.
- **Transparency and clarity:** Law enforcement agencies must ensure relevant information on GBV and TiP are shared, gaps in knowledge and information are highlighted and level of engagement are expected from them by the community, as well as provide clarity on the purpose and the scope of the engagement.
- **Facilitate a process of social change:** Changing the communities' norms, attitudes and practices around GBV and TiP is a process and not a single event. A continuum and long-term engagement perspective must be adopted by law enforcement.
- **Commitment:** Law enforcement personnel must commit and respect the community by giving the community engagement the appropriate priority and resources required, as well as ensure that the views and opinions of the community are always considered.
- **Provide repeated exposure to ideas:** Community members need to be engaged with regular ideas that build on and reinforce each other from a variety of sources. Repeated and sustained anti-GBV exposure, such as Friday sermons about domestic violence, public posters questioning GBV and radio programmes about GBV help to change community norms.

- **Access:** Based on community capacity and ability, law enforcement personnel must ensure that individuals with special needs are not excluded from participating by creating pathways for them to actively and meaningfully engage.
- **Accountable:** Law enforcement must ensure feedback mechanisms are in place for community updates or clarification, as well as handling complaints.
- **Responsiveness:** Law enforcement agencies must be flexible in their approaches and ideas if and when community demand amendments or revisions.
- **Promote community ownership:** Effective community-level mobilization aimed at changing harmful beliefs and practices in the community must engage and be led by members of that community. Outsiders/organizations can facilitate and support change, but change must occur in the hearts and minds of community members themselves.

## 2.8. Consequences of trafficking in persons<sup>4</sup>

Violent exploitative crimes can have significant impact on its victims, especially on the already distressed, displaced and conflict-affected communities in Northern Nigeria. Every stage of the trafficking process can involve physical, sexual and psychological abuse and violence, deprivation and torture, the forced use of substances, manipulation, economic exploitation and abusive working and living conditions. Unlike other crimes, trafficking usually involves prolonged and repeated traumatic experience as a crime of exploitation. The consequences and impacts on TiPs are presented on Figure 3.

<b>INFORM</b>	<b>Purpose:</b>	<b>Expectations:</b>
<p>is usually a one-way communication track. It is used to let people know what is happening in situations where decisions have already been made or no choices are available, information-sharing or gathering information from the community.</p>	<ul style="list-style-type: none"> <li>• Provide the community with balanced and objective information to assist understanding about GBV and TiP.</li> <li>• Gather information, attitude, opinions and practices on GBV and TiP from the community to assist in the prevention and response strategies.</li> </ul>	<p>The information will be accurate, balanced and updated. Information gathered will be treated confidentially, used responsibly and reported honestly without putting the individuals at risk.</p>

<sup>4</sup> Adapted from Andrew Acland, *A Handbook of Public and Stakeholder Engagement* (Dialogue by Design, London, 2012). Available at [www.mspsguide.org/resource/dialogue-design-handbook-public-and-stakeholder-engagement](http://www.mspsguide.org/resource/dialogue-design-handbook-public-and-stakeholder-engagement).

<p><b>CONSULT</b></p> <p>goes beyond information-giving by actively seeking, listening to and taking account of people's views before making decisions or setting priorities.</p> <p>However, people are not allowed to develop their own ideas or put their own plans into action. This is an outcome associated with participation/empowerment.</p>	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• Directly involving members of the community in what law enforcement agencies are doing and the services being provided.</li> <li>• Acquire feedback on issues, challenges, solutions and decision-making.</li> </ul>	<p><b>Expectations:</b></p> <p>Feedback will be treated and taken seriously. Feedback will influence the decisions/law enforcement activities and the community will be updated/informed on next steps or progress.</p>
<p><b>INVOLVE/PARTICIPATION</b></p> <p>is a process that goes beyond just sharing information and consulting them; it has to do with making the community a part of the planning process of engagement through the eventual decision-making and putting intervention in place to benefit them.</p>	<p><b>Purpose:</b></p> <p>Actively involve the community individually and collectively at all stages to ensure their concerns, views and solutions are understood and considered. This provides them with some influence on and ownership of the decisions/solutions.</p>	<p><b>Expectations:</b></p> <p>Community members will be able to shape the process; it will be transparent throughout, and they will have some influence over decisions.</p>
<p><b>COLLABORATE</b></p> <p>is all about ensuring that the community is seen as a partner in the engagement process, where their voices, resources and opinions form part of all stages of engagement. This involves working with their local resources to make sure that the interventions address their local initiatives in the prevention and response to GBV and TiP.</p>	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• To bring the community on board as agents of change in partnership and agree sharing of resources and decision-making on matters relating to GBV and TiP prevention and response.</li> <li>• Establish accountability frameworks, processes and mechanisms that enable community members to give ideas, feedback and make complaints.</li> </ul>	<p><b>Expectations:</b></p> <p>Decision-making will be shared, and some resources will be held in common.</p>
<p><b>EMPOWER</b></p> <p>is providing opportunities and resources to the community to contribute to solutions by valuing local talents and skills and acknowledging their capacity to be decision makers in their own lives with regards to their own safety and security from GBV and TiP.</p>	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• Transfer resources and decision-making.</li> <li>• Install initiative and practices that can enhance the quality of life for all in the community in the long run.</li> </ul>	<p><b>Expectations:</b></p> <p>Sufficient resources will be transferred to enable community solutions, activities, decision-making, and what is decided will be implemented.</p>

- **Sharing information** means law enforcement is cascading down vital information about GBV and TiP, its consequence, services offered and role of the law enforcement in responding to and preventing GBV and TiP in the community.
- **Gathering information** is a two-way communication between law enforcement agencies and the community they serve (i.e. IDPs about vulnerabilities, risks, threats, needs and how best to address the issue to ensure overall protection and safety from GBV and TiP in their community).
- **Consulting** the community on various aspects of the response and prevention strategies and activities/services.
- Directly **involving** members of the community in law enforcement activities and plans.
- **Establishing accountability** frameworks, processes and mechanisms that enable community members to give ideas, feedback and make complaints about the issue and the quality of the law enforcement services.
- **Empowering** the community to lead localized initiatives in GBV and TiP initiatives and decision-making processes.
- Building **partnerships** with local leadership structures and supporting community capacity to protect and respond to GBV and TiP.

## 2.9. Towards a people-centred humanitarian response

Law enforcement agencies – as service providers who are responsible for providing safety and security especially in IDP settings – should adhere to code 1 of the SPHERE standards. The code 1 calls upon service providers to provide a people-centred humanitarian response by ensuring that the affected community has the capacity and strategies to survive with dignity and integral to all their activities and response through the following:

- Supporting local capacity and identifying community groups and social networks at the earliest opportunity and building on community-based and self-help initiatives.
- Establishing systematic and transparent mechanisms through which people affected by the conflict can provide regular feedback and influence law enforcement initiatives and services.
- Ensuring a balanced representation of vulnerable people in discussions with the affected population.
- Providing information to the affected population about their rights and entitlements.

- Providing the affected population with access to safe and appropriate spaces for community meetings and information-sharing at the earliest opportunity.
- Enabling people to lodge complaints about the law enforcement personnel/ services easily and safely and establishing transparent, timely procedures for response and remedial actions.
- Designing activities, wherever possible, to accommodate and respect helpful cultural, spiritual and traditional practices regarded as important by local people.
- Progressively increasing affected people's decision-making power and ownership of initiatives in relation to their safety and security from GBV and TiP.

## 2.10. Meaningful engagement with communities

Community engagement is anchored in ensuring inclusivity of all segments of the population within the community; thus, it is critical that law enforcement agencies engage different groups that exist within the community to ensure issues and solutions ownership.

This is more than simple attendance in community meetings or forums, but about the diversity of the composition in attendance (for example, women, youth, elderly, disabled or physically impaired or other vulnerable community members) and their ability to access and speak their minds in a mixed-gender setting. Community leaders may only think of needs or issues concerning a particular community group based on gender, interest or other factors and miss out on the wider vulnerabilities and needs of the other groups in the community. Therefore, law enforcement must actively identify different group compositions within the community and identify actors that can facilitate access to marginalized groups. Law enforcement personnel must avoid creating situations where vulnerable groups are treated as tokens in meetings and not empowered to speak their minds.

## 2.11. Potential barriers to inclusion to consider

- Lack of capacity and ability of different community groups or members
- Inability to access hard-to-reach groups, such as the youth, elderly, disabled and socially excluded groups
- Layers or levels of community infrastructure
- Low literacy and numeracy levels and dominance of oral culture within the community
- Language
- Location access and coverage

As a result, law enforcement agencies must consider the following design factors when planning for community engagement:

- Who should be involved/how/level of engagement
- Techniques used to engage the community
- Venue for engagement and accessibility of that venue for all stakeholders identified
- Frequency and timing of the engagement
- Resources available
- Child-care needs (ensuring women's active participation)
- Format, content, style and language of communication with the community

### **2.12. Tips to successful community engagement**

- Start with open, transparent community selection process and share results publicly.
- Identify and work through the existing community structures: leverage existing structures; don't duplicate.
- Identify community leaders, educate them and secure leadership buy-in and ownership.
- Identify community actors to act as entry points or channels to assure communities, address mistrust and fears of engagement with law enforcement on GBV and TiP.
- Hold public assembly to update and share information frequently.

### **2.13. Challenges in engaging community in preventing and responding to GBV and TiP**

There are many factors that can motivate or de-motivate a community from engaging with the law enforcement agencies in preventing and responding to GBV and TiP. Therefore, law enforcement must reflect on the following factors and develop strategies to overcome them when identified.

- **Ownership:** Community view and perception of GBV and TiP issue is critical in establishing ownership, when communities have a strong incentive to act against or respond to GBV and TiP, and see the benefit of a safe and healthy community they will engage and take an active role on the issue. Incentives are not always monetary; other benefits include increased sense of security, safety and reinforcement of cultural or religious values.

- **Community cohesions or lack of cohesion:** (that is, trust between and among the various community groups and the ability to work collectively together).
- **Benefit and risk of engagement:** Potential or perceived threats or risk to communities individually or collectively in engaging with law enforcement in combating GBV and TiP in their respective communities.
- **Alignment:** between communities' values, rights and responsibilities.

- **Trust:** in law enforcement and the legal system in handling GBV and TiP cases, response rates, ensuring perpetrator accountability or ensuring anonymity to community informants. Typically, communities are unmotivated in engaging when they view law enforcement personnel in a negative manner and regard their actions as corrupt, unaccountable and unfair. Individuals in communities are likely to cooperate if they trust that law enforcement will follow up, provide anonymity to informers and reduce risk of retaliation, arrest and prosecute successfully.

- **Community jurisdiction or role in GBV and TiP prevention and response:** What actions can the community take; whether individually or collectively; can they patrol their neighbourhoods; can they conduct citizen arrest or apprehend someone or enforce laws.
- **Others:** including lack of resources and time to engage; lack of incentives for community members, monetary or otherwise, as well as community politics and power dynamics.





## Section 3: Community engagement: Facilitation and convening skills and tips

Community engagement is about skills, knowledge and attitude. To ensure effective engagement and successful outcome of the engagement, law enforcement personnel will need to actively listen and seek to understand the affected community's situation, needs, vulnerabilities, threats and risks and explain and be accountable to them, on what law enforcement agencies can and cannot do, and build on their existing capacities and coping strategies.

It requires patience, expertise, energy and an ability to react appropriately in the moment. Therefore, it is important that law enforcement personnel view themselves as facilitators, enablers or convenors and strive to build a safe, inclusive and dynamic environment based on mutual respect and collective responsibility among all stakeholders involved in preventing and responding to GBV and TiP in their respective locations. Front-line personnel who will be tasked with engaging the community must possess the following skills, knowledge and attitude at basic level.

### 3.1. Skills

- Trained on GBV, TiP and community engagement concepts
- Some experience/involvement on GBV, TiP and prevention of sexual exploitation and abuse (SEA) cases or handling
- Active listener and able to demonstrate attention and sensitivity to what is being said
- Ability to hear all sides and remain objective to various views and see from the community perspective (that is, see what they see, hear what they hear and feel what they feel)
- Able to provide clarity and use simple language
- Able to ask the right questions at the right time and follow up questions
- Observation and the ability to interpret verbal and non-verbal communications (body language, cultural interpretations and others)
- Ability to keep control and order without being dominating and threatening
- Able to react quickly and flexibly to changing circumstances and needs
- Skills/experience in providing protection, assistance and care to the public
- Possess good verbal communication, listening skills and body language
- Ability to understand the language spoken by the participants (Hausa or Kanuri, Shuwa, Glavda, Gamargu) is preferable

- Experience in engaging community groups and leaderships
- Experience in working with IDPs and hard-to-reach communities
- Able to encourage mutual respect and understanding
- Ability to build consensus in a group

### 3.2. Knowledge

- Possess strong knowledge on GBV and TiP
- Able to translate and adapt complex concepts into simple language or ideas for the community to understand
- Understand community protocols, channels of communications and organizations

### 3.3. Attitude

- Possess survivor-centred attitude and believe in bottom-up approach to GBV and TiP prevention and response
- Show empathy for the challenges and stress survivors may have faced or may be continuing to experience due to lack of trust and negative experience in reporting to law enforcement agencies
- Sensitive to community biases and discrimination/stigmatization attitude
- Non-discriminatory and have positive attitude towards individuals with different needs, capacity and protection concerns
- Friendly and approachable
- Recognize the skills, knowledge and competencies of all the learners/officers
- Ability to make all and each community members feel valued and accepted
- Open to complaints or feedback

### A GOOD COMMUNITY FACILITATOR SHOULD

- Remain neutral and resist reacting strongly to community opinions
- An active and attentive listener
- Ask questions instead of making demands
- Encourage open communication
- Keep the groups focused on the issue
- Create an atmosphere of respect and safety for all

### 3.4. Tips in building a safe and trusting environment

- **Space for engagement:** Ensure the spaces for engagement are accessible and safe for all, as well as ensure that the space layout encourages participation (that is, everyone is seated in a U-shaped room/or table set-up, as it allows everyone to see everyone and hear everything).
- **Respect ideas and beliefs:** Everyone comes to this work with their own experiences, values, beliefs and attitudes. Front-line personnel must respect individual community members or community leadership, ideas and beliefs. Thus, participants may bring beliefs and ideas to the group that are harmful. If this happens, it is the role of the personnel to address the harmful beliefs and ideas by educating the group on the law and the consequences of GBV and TiP.
- **Emphasize that community engagement is a choice:** Emphasize to the community that they do not have to participate but educate them on the importance of engagement and community participation in combating GBV and TiP.
- **Self-awareness:** Front-line officers need to be aware of their own values and beliefs and how they may also be biased in one way or another. Officers should not impose their own beliefs and values onto the community members; rather, they should create space for participants to openly explore and reflect upon their own problems, solutions, beliefs and values.
- **Spoken and unspoken communication:** Communication includes what people say aloud, what they do not say and the way they use body language. Officers should be mindful of how the community views them and interacts with them.
- **Active listening:** Use body language to show that you are listening to community members when they speak (for example, be careful not to cross your arms or turn away from them). Officers should also monitor others in the community groups that they are not making an uncomfortable space for anyone who is contributing (such as by speaking at the same time or shutting others down and discouraging them from speaking/contributing).
- **Effective questioning:** Ask open-ended questions (ones that cannot be answered with yes or no). Examples: “How do you understand the term GBV or TiP?” “What does it mean to you?” Avoid questions that might imply judgement, such as “Why do you think that?” and instead, you can say something like “Can you explain what you mean by that?” or “What might be the reasons behind that?” and ask probing questions and return questions back to the group by saying things like “What would be your answer to that?” “What does the rest of the group think about this?” You can also reframe or reword a question to create a different context and help the group move through a complicated conversation. Concrete and straightforward questions, without multiple parts, are most effective with groups of people.

- **Boundaries and self-care:** While the discussions will cover sensitive topics, the discussions should not be designed to elicit personal disclosures of violence, abuse or exploitation. If participants disclose experiences of violence, that information should remain confidential to the group. Utilizing the referral pathway, officers should refer the case to the specialized service provider.
- **Managing energy, time and flow:** Group dynamics and energy are important elements of community-level discussion process. Be ready to read the situation and adapt the exercises to include short energizers depending on the group's feelings and energy flows.

### 3.5. Managing difficult situations

#### 3.5.1. Responding to disclosures of violence<sup>5</sup>

- It is likely that community members may have either personally experienced or know of someone who has experienced GBV or TiP. Front-line officers, while in the course of engagement, should not solicit disclosure; however, if and when it happens, they should manage the disclosure, respect the persons and should not judge, belittle their case, laugh or question their motive for disclosure.
- Be sensitive: Remember that this may be the first time that the victim has shared this experience. It is important to be sensitive, use kind words and show support. Thank him or her for sharing and arrange a more private discussion.
- Know what resources are available/what resources exist in the community, as well as the referral pathways and refer the survivor to the appropriate services.
- Do not counsel the individual beyond psychological first aid if you're not a certified counsellor. Instead, acknowledge his/her experience and encourage to speak with you or another person/service provider after the meeting.

#### 3.5.2. Managing conflict<sup>6</sup>

- Get individuals to state clearly their concerns to reduce the tendency of people making assumptions.
- Be mindful and sensitive to community power, political dynamics and its impact on voices and participation of certain groups within the community.
- Get individuals to listen to each other carefully and, if necessary, repeat what others say to make sure their points are clear and always move the group towards a consensus.

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<sup>5</sup> International Rescue Committee, *GBV Emergency Preparedness & Response: Facilitators Guide* (2018). Available at <https://gbvresponders.org/wp-content/uploads/2018/04/GBV-Emergency-Preparedness-and-Response-Facilitator-Guide.pdf>.

<sup>6</sup> Ibid.

- Help the group identify areas of agreement and shared concern for creating common ground to work out conflicts or critical issues.

### 3.5.3. Managing gender dynamics

- Law enforcement personnel must be alert to the reality that gender dynamics exists within communities and how this affects women's voice and participation.
- In most communities, women find it difficult to participate and speak in mixed groups/meetings due to community norms, attitudes and practices. Female members in the communities might find it difficult to express themselves openly in front of male community members. Men may (consciously or subconsciously) think less of women's contributions. Men are often accustomed to speaking first and being more forceful with their opinions. This can play out in both obvious and subtle ways within the community discussions/settings. For example, men often put their hands first when questions are asked/and often called first to answer/respond, thus resulting in female participants feeling that their thoughts have already been expressed or that they disagree with their male colleagues and do not feel comfortable to openly contradict and challenge, especially when community power dynamics are involved.
- Gender dynamics may not be intentional, but nonetheless, they can be detrimental to the change process and in particular towards female participants, and they reinforce gender stereotypes.
- The team tasked with engaging the community must be gender balanced, and female officers must actively be visible in the discussions. Female officers will often have a deeper understanding of the violence, abuse and exploitations faced by women and children in the community.
- In addition, it can be quite uncomfortable for men to hear violence and exploitation, as often such abuses are perpetrated by men, although equally men can experience sexual violence, abuse and exploitations.
- Both men and women may respond to their biases or discomfort by making jokes, minimizing GBV/TiP experienced by the community, thus diverting and stalling the discussions.
- Officers must be able to manage these dynamics in such a way that allows for an inclusive, safe environment and healthy discussions.

### 3.5.4. Tips in handling gender dynamics

- Engage women and men separately and carefully plan on mixed gathering to ensure that women actively participate in decision-making processes. Always ensure that no decision about women and girls happen without them.

- In mixed meetings or forums, pay attention to the set-up of the space by putting women together, so they are not alone and are not physically intimidated by male counterparts. Avoid sandwiching women/small groups of women between large groups of men.
- Purposefully invite women to answer first or share opinions in meetings/gatherings.

### 3.6. Common gender resistance ideas and possible responses<sup>7</sup>

Officers should be prepared that community members/groups within the community may find it difficult to engage on the issue, particularly those involving gender equality and on forms of trafficking. Below are the examples of common resistance responses officers might identify and respond to.

- **Denial:** Asserting that something is not true or not a problem (“That is not an issue”, “There is no problem here”, “Nothing of that sort happens in our community or families”).
- **Minimizing:** Making something smaller or less serious than it is (“I don’t know why women make this such a big deal”, “I’ve been hit before; it’s not that serious”, “It was only a slap”); or joking about GBV (“Violence is a normal part of any relationship”, “It’s a private issue and not law enforcement issue”).
- **Justification:** Stating that something is right or reasonable (“Women need to learn to stay in line and listen to their husbands”, “She deserved it”, “She wants to engage in prostitution”).
- **Victim blaming:** Stating or implying that the victim is at fault for the violence or exploitation that he/she experienced (“If they would have stayed, this would not have happened”, “Well, if she had listened to her husband, this would not have happened”, “She asked for it by her behaviour”, “She provoked me; I had no choice”, “It is because of what she was wearing”, “Why was she out at night”, “These IDP girls and women are selling themselves”, “They went with that man, seeking a better life”, “He/She asked for it”).
- **Comparing victimhood:** Changing the focus of the discussion/situation by stating that another group also experiences the same problem; “Men experience violence too”, “Both men and women are victims of violence. Why is it always about women?”, “Women can be abusive to men too”).
- **Remaining silent:** Choosing to keep quiet or not speak up in the face of an injustice or problematic act; not speaking up when violence/exploitation occurs, ignoring something or pretending it did not happen.

<sup>7</sup> Ibid.

- **Reinforcing norms:** Engaging in behaviour that support power inequality and harmful beliefs and attitudes; taking control of women's work in the community around GBV and perpetuating violence/discrimination.
- **Colluding:** Men supporting harmful beliefs and attitudes of other men; agreeing with any of the above responses by verbal expression or silence, believing or supporting excuses and justifications for violence, laughing at harmful attitudes and beliefs that other men express.

The following are some suggested steps to **challenge common resistance reactions**, such as those described above:<sup>8</sup>

- **Involve others:** If someone says something harmful, ask the other participants what they think about the viewpoint.
- **Learn why they hold the opinion:** Ask the participant why he/she feels the way he/she does.
- **Offer another opinion:** If no one else has a different opinion, offer one yourself and ask participants what they think.
- **Rely on facts:** Remind the participants of facts or laws that help prevent harmful behaviour.

Officers should never reinforce negative or harmful statements by letting them go unchallenged. Raising the issue shows respect to women and other marginalized groups in the room and challenges the existing dynamic. As an officer, you are responsible for building a safe, participative and dynamic environment based on mutual respect and collective responsibility between engaged members.

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<sup>8</sup> Ibid.





## Section 4: Methods and techniques of engagement: Practical step-by-step activities

### Step 1: Community engagement design process (Preparation stage)

In order to design an effective community engagement, law enforcement personnel must critically reflect and consider certain elements as part of their planning and preparation. Law enforcement personnel must develop a clear overall purpose for the engagement, the intended outcomes/outputs to be achieved as a result of the engagement and who needs to be involved both in terms of internal manpower as much as stakeholders, which in turn will inform the method used to engage the community. Overall, this process is critical in situating law enforcement activities in the spectrum of engagement with communities concerned. Below is a design tool: the Design Bridge.

### ACTIVITY 1: Conduct gender-based violence and trafficking in persons crime situation/Problem analysis

#### OBJECTIVES

- Understand the scope and scale of the GBV and TiP situation/or problem in the community.
- Describe the community perception and attitude towards GBV and TiP crimes.
- Identify the profile of the most vulnerable and at-risk groups in the community, as well as the perpetrator profile and mode of operation.
- Develop an overall goal for engagement with the community.
- Define clarity on method(s), duration of engagement and resource required.

**TIME FRAME** - Before the engagement. The activity shouldn't take more than three weeks to maximum of two months.

#### METHOD(s)

- Desk review
- Focus group discussions
- Key informant interview
- Survey questionnaire

#### RESPONSIBLE PERSON(S)

NPF and NSCDC personnel working on the issue and in the community directly with IDPs or host communities. Preferably, this activity should be conducted jointly between trained personnel from NPF and NSCDC to ensure a common understanding of the community they both serve.

## SAMPLE GUIDING QUESTIONS

Officers should consider the following questions in developing a situational/problem analysis.

- What is the demographics (desegregation by age and sex)?
- What is the number of female or child-elderly headed households and/or number of disabled persons in the IDP setting?
- What forms of GBV and TiP are occurring in the IDP setting/near it or around it?
- In what circumstances does GBV and TiP occur? When, where and how often?
- What forms of GBV or TiP, if any, did the IDPs experience before flight, during flight in IDP camps or return?
- What is the nature of the conflict and GBV and TiP threat and risk it poses for the IDP community?
- What problems, threats, risks or needs to women, men, boys and girls have resulted from this experience?
- Who are the survivors of GBV and TiP victims or at-risk groups: sex, age, marital status and others?
- What is the ethnic/cultural or religious profile of the IDP community?
- Who are the perpetrators of violence, abuse and exploitation in the community (fellow IDPs, family members, community leaders, host communities, insurgent groups, security forces, humanitarian workers)?
- What is the context in your community in relation to GBV and TiP that requires engagement?
- What is the perception of GBV and TiP among the IDP population? Do they see them as crimes or private matter?
- Are the survivors and victims perceived as responsible?
- What stigma is attached that may cause attacks to go unreported?
- What other reasons may cause non-reporting of incidents?
- How do women and girls themselves perceive and define GBV and TiP in the community (rape, domestic violence, harmful traditional practices, abuse and discrimination, SEA or other forms)?
- How do men perceive and define GBV and TiP?
- How are women, men, boys and girls coping with unmet needs?
- Are women and girls engaged in survival sex? If so, how are they perceived by the community?

- Who is buying sex (men from the camp or outside or security personnel and others)?
- What are the gender differences in education, job skills, employment opportunities, economic independence, marriage and family decision-making between women, men, boys and girls in the community?
- What is the community perception in relation to NPF and NSCDC?
- What is the current state of play: Does the community report or share information or intelligence on GBV and TiP? If yes, what influenced this? If no, why are they not sharing or reporting?
- Is there trust, cooperation, partnership?
- Do NPF or NSCDC have an internal complaint mechanism for handling cases of abuse and exploitation committed by officers?

## **Step 2: Ground preparation (Target selection)**

### **SELECTING A LOCATION**

When selecting a location, officers should consider the following factors:

- Access to the community;
- NPF and NSCDC presence in the camp;
- Availability of trained NPF and NSCDC personnel stationed in the IDP setting/ camp; and
- Willingness from the community to engage.

### **How do you know if the community is ready or willing to engage on gender-based violence and trafficking in persons?**

In the process of selecting a target location for community engagement activities, it is critical that law enforcement evaluate whether the community is willing to talk about GBV and TiP. In order to ascertain willingness, officers can use the sample indicators below to establish readiness.

- Level of knowledge and exposure to GBV and TiP information;
- Scale of the GBV and TiP problem in the community;
- Number of GBV and TiP reported cases and services access;
- Number of GBV and TiP service providers in the community (providing either health, psychosocial, socioeconomic or legal services);
- Community protection activities/structures responding to elements of GBV and TiP, such as neighbourhood watch;

- Community attitude towards GBV and TiP;
- Community, either leadership or individually; does not associate engagement with incentives (such as access to humanitarian aid);
- Level of trust of NPF and NSCDC agencies and personnel;
- Levels of fear of perpetrators or retribution; and
- Levels of corruption and impunity around the issue.

## COMMUNITY MAPPING

Once law enforcement have identified a targeted location and established readiness, they must identify, map and work through existing community structures and systems in accessing and engaging the wider community to understand the “who” to engage in the community – the different groups, interests, relationships and power dynamics in the community – and ensure an inclusive and diverse process that is meaningful and effective. Below are samples of typical groupings that communities organize themselves into:

- Community-based groups: local government areas (LGAs) chair(s), *Bulama(s)*, women leader(s);
- Faith-based groups;
- Interest-based groups (such as business, traders and farmers);
- Gender-based groups (women committees or groups);
- Age-based groups (elders or youth);
- Disability groups; and
- Sector/mandated service provider groups (NEMA, SEMA, security actors, United Nations, INGOs, CSOs).

However, some of these existing community structures are not diverse, not representative of the whole community and more often than not, exclude women, young persons or other marginalized groups who are vulnerable and at high risk of GBV and TiP. Thus, officers must ensure gender representation, inclusivity, diversity and a democratic community engagement. They should avoid institutionalizing structures that are exploitative, abusive and discriminatory. To achieve this, law enforcement must:

- Map the community (actors and services providers);
- Identify who’s who within the community (structures, leadership, position, level of interest and influence, role and responsibility and others);
- Spend time in the community and informally engage various groups to check whether all actors and structures within the camp are identified and none is missing; and

- Identify the person(s) who can act as gatekeeper in terms of accessing the hard-to-reach groups.

Officers can use the following questions to guide the mapping exercise:

- What is the composition of the community (such as sex, age and location of origin)?
- What language(s) do they speak?
- What forms of community protection/structures currently exist, leadership and how are decisions made?
- Are women involved in the community leadership structures (formal and informal)? Are they equal participants and decision makers?
- Do formal or informal women's groups or supportive networks exist? How many and what types? What is the purpose of these groups?
- Do formal or informal men's groups exist? How many and what types? What is the purpose of these?
- Who handles cases of GBV and TiP in the community?
- How are cases of GBV and TiP handled within the community?
- Which actors have a positive or negative influence over the GBV and TiP in the community?
- Can you/or How can you engage them?
- What is the existing mode of communication in the community?
- Which actors are you and your partners not engaging with?
- Are there opportunities to explore collaboration, partnership and engagement?
- Are there actors that you could link directly with local partners and communities?

### **Tips in mapping community structures**

Community chair(s), *Bulama(s)* and community groups (such as women, youth and disabled) can act and provide an important bridge between law enforcement and the wider IDP community. Mapping existing community structures and groups can drastically improve law enforcement response to GBV and TiP in the community. In order to effectively and accurately map the community structures, officers should:

- Observe the community by spending time and informally interacting with the community.
- Engage other actors or service providers working in the targeted location/ community.

- Enquire whether the groups are democratically elected or otherwise.
- Assess the various interests and relationships between the group and group leaderships.
- Informally engage the community members and enquire where/who do they go to and when they have a GBV and TiP issue or protection problems or seeking solutions.
- Organize a separate discussion with community women committees/groups, youth, people with disability and the elderly groups in terms of their perception of the structures and participation levels.
- In the discussion groups, assess them on their knowledge and awareness about GBV and TiP, their rights and perception of law enforcement.
- Enquire after mapping the community if any group(s) are excluded or obstacles, if any, to their participation exists.
- Provide the information back to the community in the form of maps and flow charts so that they can validate the findings.

## **Tool for community mapping – Stakeholder analysis**

### **OBJECTIVES**

- Identify the existing community-based structures and their relevance to the community engagement process.
- Identify their interests, relationships and establish their commitment to the community engagement process.
- Identify a suitable engagement method.
- Understand the attitude and perception of these groups in relation to NPF and NSCDC or other security organs.
- Develop strategies to maximize support and mitigate engagement backlash.

### **METHOD**

- Desk review
- Focus group discussion
- Key informant interview

In conducting a stakeholder analysis, it is critical that law enforcement agree collectively who they want to engage:

- The whole community;
- Representative/leaders' (such as LGA chair(s), *Bulama*(s) and women leader(s));
- Specific groups in the community (women, youth, elderly and disabled);

- Service providers (NEMA, SEMA, security forces, United Nations, INGOs, CSOs operating in the IDP settings); and
- Mix of all or some.

Equally, officers can identify stakeholders based on their role, interests, knowledge or influence in the community and on the issue. In conducting this activity, officers should use the following steps and guiding questions:

- Actors mapping: Different actors/groups present in the community (such as LGA chair, *Bulama*, women leaders, religious leaders, SEMA, NEMA, NPF, NSCDC, military, Civilian Joint Task Force, NAPTIP and others, including organizations such as United Nations and INGOs)
- What is their engagement or role in GBV and TiP prevention and response, if any, in the community?
- What interest do they have in the community? On countering GBV and TiP issue?
- What is its power or influence – either negative or positive – on GBV and TiP prevention and response in the community (high, medium or low)?
- What is their attitude towards GBV and TiP? Do they see it as a crime or otherwise?
- What is their perception of NPF and NSCDC?

Stakeholder analysis example					
Actor(s)	Engagement or role in preventing and responding to gender-based violence and trafficking in persons in the community	Interest in the engagement (Positive/Negative)	Influence level in the community in preventing and responding to gender-based violence and trafficking in persons (High/Medium/Low)	Attitude towards gender-based violence and trafficking in persons (Positive/Negative/Neutral)	Potential strategies for obtaining support and reducing obstacles
NPF	<ul style="list-style-type: none"> <li>• Active actor mandated to work on GBV and TiP</li> <li>• Service provider</li> <li>• Provide protection and assistance to survivors of GBV and victims of TiP</li> <li>• Presence in the camp: providing security and safety</li> </ul>	Positive	High	Institutionally positive, individually among personnel in the field is mixed between +/- (Explain)	<ul style="list-style-type: none"> <li>• Engage senior leadership and sensitize them on the issue</li> <li>• Conduct GBV and TiP training to all personnel working with IDPs</li> </ul>

### Who to engage in the community?

Defining the “who” will influence the “how” in terms of methods of engagement. Each community has its own structure or method of organizing itself to engage or mechanisms used to resolve community issues or problems. In conflict and displacement settings, the persons of concerns were displaced in family units, in groups from the same village or LGAs.

In Adamawa and Borno State, the IDPs have typically organized themselves based on location or origin and have replicated pre-existing community structures or mechanisms; for example, IDPs from Gwoza or Monguno live together in a section of the camp, each community has its own chair, *Bulama(s)* and women leaders, and they act as a window into the community and the go-between community problems.

Once officers have done a problem analysis, identified a target location of focus and mapped the community structures and groups, they must identify the individuals within these groups/structures either to engage directly as a target of focus or potential community activist or work through as an interlocutor or gatekeeper to the community (accessing the wider community).

Depending on community engagement goals/desired outcomes, they must analyse and identify these individuals' positions, power relationships and influence on the issue to ensure safe, transparent and inclusive engagement process. Officers should ensure the following:

- **Gender balance:** Identify the gender composition in the community structures, committees and groups, and ensure women's voice, participation and leadership in decision-making position within these structures is secured. Across all IDP settings, women committee leaders exist and law enforcement should work with them.
- **Equal representation:** Individuals selected must reflect the diversity of the community.

Officers should also focus on the following qualities, skills and attributes:

- Committed in promoting gender equality, human rights and balanced power between women and men
- Passionate about combating violence, abuse and exploitation from their communities
- Lead by example; practice what he or she preaches
- Believe that social change is possible
- Able to challenge negative traditional social norms and gender roles



- Considered as a leader or respected in the community
- Respect the idea that all humans deserve to be treated with dignity and respect
- Work to join their power with others to create a supportive community
- Can inspire others to act
- Willing to work with law enforcement for the betterment and safety of their community
- Respect confidentiality and privacy

### **Tips in establishing initial contact with the community**

- Officers should have prior knowledge of the community, traditions and customs of engagement. It will assist officers in identifying appropriate methods in engaging different groups/members of the community.
- Officers should try informally to engage persons of concerns and gauge their interest on the issue, readiness and willingness to collaborate with law enforcement on GBV and TiP prevention and response.
- If there are officers who have better community relations, work through them as gatekeepers into the community or identify groups who can facilitate access to various groups within the community.
- Law enforcement should contact other service providers and camp authorities.
- Develop outreach strategies that focus on inclusion and reaching everyone within the community and not the “selected few”.
- Officers should communicate and deliver information in a language that everyone can understand, is culturally sensitive, correctly perceived and understood by the community.
- Officers should avoid arranging meetings in accordance to their availability but arrange meetings at a mutually convenient and agreed times. Officers should also arrive for meetings on time.
- First impressions matter; officers should never make persons of concern have to wait for you.
- Officers should ensure that after the first contact, immediate follow-up action(s), if any, are taken.
- Officers should strive to ensure transparency, respect and consistency for trust-building, confidence and collaboration between law enforcements and IDPs.

### Step 3 – Community outreach and education

Community outreach and education processes provide a way to meet, establish contact and educate the community individually or in groups. This approach is particularly effective when the issue is sensitive for individuals or communities to engage on or where communities mistrust law enforcements. In these circumstances, it is critical that the contact be in a group form rather than individual form to combat fears, misrepresentation and mistrust in the community and provide safety in numbers.

Positive and negative to this approach are as follows:

#### POSITIVES:

- Engage directly the community, either through their representative groups or collectively as a whole.
- Approach calls for a continuum engagement over a period of time.
- Contribute to trust-building of law enforcement agencies.

#### NEGATIVES:

- Due to diverse interests, roles, intentions and influence, groups can clash or attempt to dominate.
- Time and resource-intensive consuming process.

The following section outlines a broad range of methods and techniques for engagement events; the appropriateness, strengths and weaknesses of each method are indicated.

### Activity 1: Raising community awareness on gender-based violence and trafficking in persons

#### OBJECTIVES

- Increase accurate awareness and knowledge of GBV and TiP;
- Convey information on legal response to GBV, TiP and the responsibility of law enforcement in providing protection and assistance to survivors;
- Connect the community to GBV and TiP services by encouraging and reporting self-referral;
- Foster community-level action and promote positive enabling environment for survivors;
- Challenge negative norms, attitudes and practices around GBV and TiP.

## METHODS

- Information-sharing and capacity-building, specifically targeting community structures, chair(s), *Bulama(s)*, community women committee(s) and others;
- Conduct door-to-door outreach to IDPs with key messages;
- Develop flyers or information education and communication materials to share with the community;
- Use public speakers, community radio(s) or Friday sermons to cascade information to the community.

## MINIMUM TOPICS FOR COMMUNITY AWARENESS ACTIVITIES

- What is GBV and TiP?
- Forms of GBV and TiP
- Violence and abuse perpetrated by a person in position of authority or power (SEA)
- Causes of GBV and TiP
- Consequences of GBV and TiP: survivor, families, community and country
- Profile of survivor and perpetrator
- Traffickers' mode of operation and control
- How to spot a potential or a victim of trafficking
- Methods of reporting and disclosure
- Rights of the survivors and victims
- Available protection and assistance services to survivors and community
- Role and responsibility of law enforcement agencies in preventing and responding to GBV and TiP

Without the above knowledge and information, the community representatives or individuals will not be able to:

- Appreciate the scale of the problem
- Self-identify with GBV and TiP issues at personal, family or community level
- Understand vulnerabilities, risks and threat points
- Know how to access protection and assistance (self-referral)

**RESOURCES:** Officers should use the information contained in the two manuals produced in partnership with International Organization of Migration (IOM)

- Manual on Strengthening law Enforcement Response to Gender-based Violence and Trafficking in Persons in Borno and Adamawa State (2019)
- Manual on Trafficking in Persons: Victim Identification and Assistance (2019)

### TOPICS FOR CHANGING NEGATIVE PERCEPTIONS AND BUILDING TRUST

Role and responsibility of NPF and NSCDC (The Police Act and NSCDC Act)

- Code of conduct of NPF and NSCDC
- Reporting and complaint mechanisms
- Reporting channels for SEA cases perpetrated by NPF, NSCDC or any other security apparatus in the community

### Activity 2: Community problem identification (Consultation)

The communities are more comprehensive about crimes and criminal activities that occur within their own community than law enforcement agencies. This intelligence – coupled with the knowledge on possible solutions to combat these criminal activities – makes them critical actors for law enforcement to consult in understanding the problem, effectively respond to the crimes and provide protection and assistance services to those it serves.

In conducting this exercise, law enforcement will need to open a dialogue with the community by sharing and gathering intelligence and information from the community about GBV and TiP, risks and threats experiences in the community and harvest possible solutions from critical community members. In order to break the silence and facilitate a dialogue with the community, officers can use the following method(s) of community engagement.

### METHODS

- Open a community dialogue
- Focus group discussions

### OBJECTIVES

- Engage the community deeply on GBV and TiP and its manifestation in their specific community
- Develop a localized understanding of the GBV and TiP problem, which will inform a tailored response

In implementing this activity, officers should utilize the information gathered from the community mapping and stakeholder analysis exercise. Officers must ensure inclusion of the diverse groups in the community in these discussions and facilitate meaningful participation. It is critical to ensure inclusion and meaningful participation through this process.

### ACTIVITY IMPLEMENTATION PROCESS

- Identify target groups to be engaged.
- Initiate contact and establish readiness and willingness to engage.
- Conduct on GBV and TiP and build their understanding of the issue.
- At the end of the capacity-building/sensitization sessions, officers should:
  - Separate the big group into small groups and ask them to reflect on what GBV and TiP mean to them? (10 minutes)
  - Invite the group to discuss and share their reflections verbally (officers should take notes).

### Gender-based Violence and Trafficking in Persons Tree Exercise

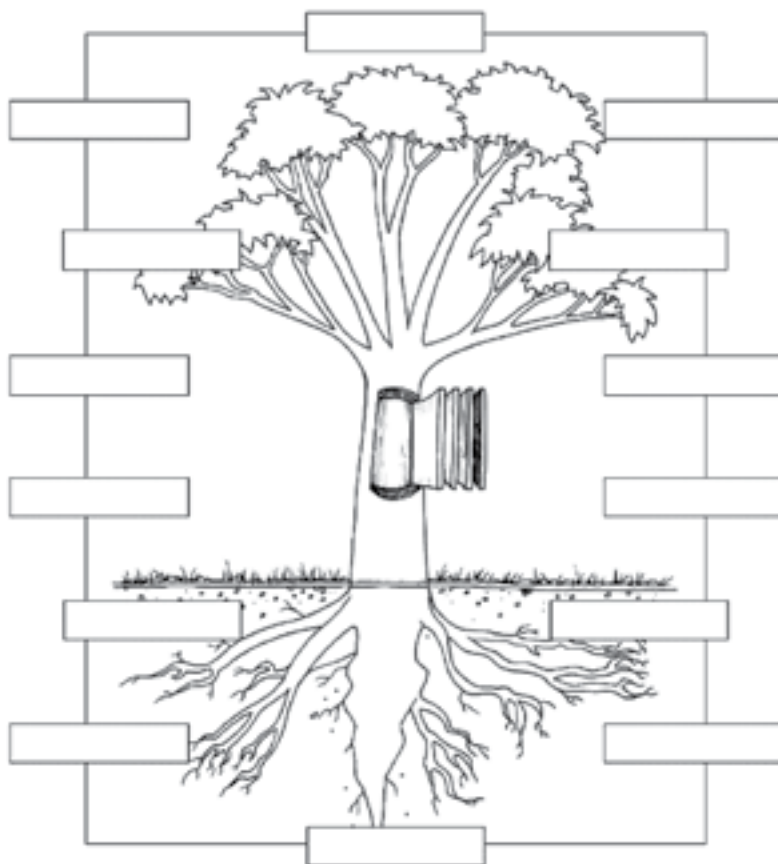
Officers should engage the group using GBV and TiP Tree Exercise. On a large sheet of flip chart paper, draw a rough sketch of a tree including roots, trunk and some branches. [Leave plenty of room for the community members to equally write their views.](#)

In their groups, officers should ask the community stakeholders to brainstorm on the different causes, contributory factors and forms of GBV and TiP that exist in their community.

- **Root causes:** Gender inequality, disregard for rule of law/human rights, gender inequalities, poverty and others.
- **Trunk:** Contributing factors may include the following: conflict, displacement, insurgency groups, lack of security and protection, lack of food, services and other items, impunity, corruption, drugs and boredom.
- **Branches:** Forms of GBV and TiP (sexual violence, rape, SEA, physical violence, psychological abuse, domestic violence, denial of opportunities, domestic servitude, forced recruitment/child soldiers, forced begging and peddling and debt bondage).
- Discuss the consequences for each form (physical/health (physical injury, HIV/AIDS, STI, unwanted pregnancy, fistula and death); psychological (depression, fear, self-blame, anxiety, mental illness, social thoughts and actions); social and economic consequences (victim blaming, stigmatization, rejection, isolation, decreased earning and contribution to society, increased poverty and risk of re-victimization)).

- Each group must identify the person who will report back. The group exercise should last no more than 30 minutes.
- Officers should ask the overall group to discuss the causes, contributing factors and forms listed by each group.
- Discussion should last no more than 30 minutes. In the session, each group should have no more than 15 minutes to give feedback on their problem tree.
- Officers need to ensure that the group is harmonized on a single community GBV problem tree that reflects their local reality.

**LAYOUT:** When conducting this exercise with the community, the officers should ensure that the layout of the seating is **U-shaped** so that all participants can see each other and the officer(s).



Based on the community, GBV and TiP Tree developed, officers should facilitate a follow-up information-sharing session on the following:

- Consequences of GBV and TiP: health, psychological, socioeconomic, legal and security;
- Legal framework on GBV and TiP;
- Multisectoral services required by survivors of GBV and TiP;
- Roles and responsibilities of law enforcement agencies; and
- Availability of GBV and TiP services and service directory information.

Officers should then coordinate and organize deep-dive thematic discussions with the selected target community/groups. Topics at minimum should include the following:

- Negative coping strategies (such as begging, survival sex and forced marriage);
- A better life and opportunity somewhere else: Discuss the various trafficking traps and community vulnerabilities to trafficking traps; and
- Lack of privacy: Exposing children to marital sexual relations and its consequences on children.

### **Activity 3: Identifying gender-based violence and trafficking in persons hotspots in the community**

Violence happens both in private and public spaces; it can occur anywhere (such as in homes, relatives' homes, a neighbour's house, public toilets, service points, IDP camp gates and markets). Similarly, recruitment and exploitation can occur within the IDP camps/houses and community spaces. The community can assist law enforcement officers in protection, safety and security by identifying the problematic areas within the camp, assisting legal enforcement agencies to mitigate or remove risk factors within the area using different community policing tactics to ensure overall safety and security.

On a big sheet of paper, draw/sketch the community's layout (houses, school, market, mosque, toilets, road and gate). Officers should leave some spaces for the community group members to add onto the sketch.

In a group discussion, ask them to discuss the problematic areas (that is, where do GBV and TiP usually occur; where are the attempted spaces and reported spaces; why? who is at risk?) Officers should encourage the group to dig deeper on the causes of the risk points identified.

This activity is grounded in transparency, mutual understanding, respect and partnership between community and law enforcement. Critically, its success is anchored in law enforcement's responsive rate to the identified "hotspots" and use of the information shared by the community.

#### Activity 4: Barriers to justice

Officers should organize a community dialogue session with the group(s) on the communal, structural and legal barriers to justice. Ask the community participants to reflect and discuss what they think are the challenges "witnessed" on GBV or TiP cases in their communities.

- What are the challenges that men face?
- What are the challenges that women face?
- What are the challenges that children/youth face?
- As community members, how are they contributing to some of these challenges?
- What are the challenges with reporting to law enforcement?

Ask the participants to reflect and discuss the procedural barriers experienced (either at the police stations, IDP camps or court) by the following:

- Survivor, either adult or child;
- Families of the survivors;
- Use and impact of traditional dispute resolution mechanism on GBV and TiP cases; and
- Impact of bribes and corruption on accessing justice for the survivors.

**TIME FRAME:** Officers should spread out such activities over a period of time. However, each activity shouldn't last no more than **three hours**.

#### Activity 5: Challenging negative norms, attitudes and practices (working with men and boys)

Strategies to prevent GBV and TiP will require the engagement of men and boys with an objective of promoting gender equality, positive masculinity and addressing male-specific vulnerability and risks especially around trafficking.

Therefore, it is vital that men and boys are engaged from a **benefit-based approach** as allies in this work to ensure meaningful change in the lives of women and girls in the community and the wider society (reaching out to men and boys in a non-confrontational and constructive way on women's rights and safety from GBV and TiP).



Working with men and boys through a benefit-based approach starting point.

- Men and boys are good.
- Recognize that divisive, judgemental attitude and zero-sum game attitude are antagonizing and ineffective.
- Educate men and boys about GBV and TiP and the positive aspects of living free from violence, abuse and exploitation in their homes and communities.
- Encourage collaboration with men and boys in GBV and TiP prevention activities.
- Enforce positive behaviour and positive masculinity attitude and practices within the community.
- Encourage participation and roles in preventing and responding to GBV and TiP within their communities.

## METHODS

- Focus group discussions
- Advocacy
- Awareness-raising and education on gender equality, GBV and TiP
- Training on laws on GBV and TiP
- Establish men-to-men groups to discuss key GBV and TiP issues
- Public events, such as football tournaments and public dialogues

In order to ensure success, officers must:

- Work with men to reach men and boys;
- Have clear guidelines and objectives on “why” law enforcement is working with men and boys in order to avoid compromising gender equality goals; and
- Utilize existing spaces or events or activities where men and boys are usually found in or engaged in (for example, Friday sermons, churches, markets and football grounds).

### **Step 4: Towards effective collaboration and partnerships with community in preventing GBV and TiP**

Conflict and displacement are fertile grounds for GBV and TiP criminal activities including abduction and forced recruitment by non-State armed groups, enslavement of women and girls in various forms of exploitation, children being used to beg in the streets and others. In order to prevent and respond to such crimes, officers will need to partner and coordinate with critical community groups and discuss the community’s overall protection, security and safety from GBV and TiP.

Officers currently in IDP camps across Adamawa and Borno States have security forums established. However, these forums are not diverse and are attended by the chair(s) and *Bulama(s)*, women's committees and other vulnerable at-risk groups in the community are not included. Officers can either:

- Expand the camp security forum/or committee to include women committee and other marginalized groups and establish a standing agenda item on GBV and TiP in those discussions.
- Establish a local GBV and TiP security Committee; which will include community women committees and other representatives of different community groups and sector service providers.

### Activity 1: Establishing a community security forum on gender-based violence and trafficking in persons

**OBJECTIVE:** Enhance community safety and security from GBV and TiP through dialogue between the community and law enforcement. Through the Community Security Forum (CSF), officers will be able to:

- Establish a forum that brings together law enforcement agencies, community committees including women's committees and other GBV and TiP service providers together to discuss safety and security concerns in relation to GBV and TiP in the community;
- Mainstream CSF into GBV and TiP investigation process;
- Share information and co-create GBV and TiP prevention strategies and action plans to mitigate, prevent and enforce the law;
- Facilitate a space where women committees can hold law enforcement to account on their conduct in the camp and quality of service provided; and
- Act as a feedback forum on challenges and concerns experienced by the committee and law enforcements.

CSF method:

- Is a bottom-up mechanism for the at-risk and vulnerable groups to discuss their security concerns and risk with NPF and NSCDC;
- Is an accountability mechanism, especially on NPF and NSCDC personnel conduct in SEA-related concerns;
- Develops a security action plan utilizing community knowledge and resources;
- Creates a safe environment by mitigating GBV and TiP risk and vulnerabilities within the camps;
- Increases reporting on GBV and TiP service uptake;

- Improves the responsiveness and accountability of service providers; and
- Enhances overall community safety and security.

In order for the CSF to be effective and successful, officers must ensure the following:

- It is not a one-off activity, but a regular scheduled meeting either weekly, biweekly or monthly.
- Transparency: The date, time and venue of the CSF must be communicated and known in advance by all the parties involved.
- Clarity and agreement on the roles and responsibilities of each member in the forum.
- Self-policing: Law enforcement willingness to share power, able to handle criticism positively without inflicting fear on forum members and open to accepting and working on cases against itself or against other security organs in the camp in relation to GBV, SEA and TiP.
- Effective follow-up and implementation of actions among the responsible actors.

**Method of implementation:** Closed meeting and all members must agree to ensure confidentiality and privacy.



## Section 5: Community accountability and oversight

The success of the community engagement is linked to the ability of law enforcement to respond to the issues, needs, threats and risks the communities have raised through the various community engagement methods highlighted in a timely and effective manner.

Officers can be accountable at various levels, such as:

- Accountable to the law, policies and procedures;
- Accountable for their behaviours and conduct through the law enforcement's code of conduct; and
- Accountable towards the engagement process and outcomes.

### 5.1. Methods that support community accountability

Methods of accountability adopted by law enforcement agencies will vary depending on the community engagement methods selected. Officers can use various approaches to promote accountability within the communities they serve, including, but not exclusive of the following:

- (a) Information-sharing:**
  - Physically by conducting community education and outreach programme on the GBV and TiP sensitization, cascading pamphlets, leaflets or flyers on protection or assistance offered by law enforcement.
  - Drop-in services: Set up a drop-in session for communities to discuss their problems in a confidential and private manner.
  - Radio or public events (for example, Friday sermons)
  - Community forums or meetings
  - Phone or emails
- (b) Consultation process:** Engaging the community in a participatory and inclusive process and identifying their problems, needs, coping strategies, capacity and solutions, through a face to face consultation forums.
- (c) Participation:** by involving the community in the design of the activities or services, facilitate and support communities in taking active role in conducting its own protection activities in relation to GBV and TiP prevention and response.

- (d) **Establishing feedback or complain mechanism:** Law enforcement officers across the engagement process should ensure appropriate spaces or processes are created to facilitate responsiveness to the needs or issues raised by the community in a timely manner. As well as create or communicate appropriate complaint mechanism and procedures.
- Feedback or complaints can be either on the services provided, process of engagement or on issues highlighted or conduct of the law enforcement officers or others working in the area.
  - Method(s) can be formal or informal; (i.e.; formal consultation meeting, dialogue, grievance hearing, suggestion box, toll free number (phone or text), help desk or a drop-in session).
  - Officers can also provide regular updates or communications in meetings or forums across the engagement activities on various items or issues.
  - Mutual accountability: feedback loop should also act as opportunity for law enforcement to hold the community to account on its role and responsibility in meetings or forums.
  - Hold update or learning forum meetings/public events: to discuss reflections or experience in providing services, or on the problem identified by the community, monitoring progress or evaluating service delivery.

## 5.2. Formal complaint and response mechanism

Formal structures for complaining currently exist, through the Public Complaint and Response Unit (CRU) for NPF and Peace and Conflict Resolution Unit for NSCDC. These units provide a gateway for the community to complain; for example; the community can;

- Drop in and request to see a senior officer in charge.
- Use the complaint box that is designated across different NPF and NSCDC stations.
- For complaints about NPF, call through the Complaint and Response Unit. The unit can be reached 24/7/365 days through calls only via the following numbers: 08057000001, 08057000002; by SMS and WhatsApp: 08057000003; and via twitter @PoliceNG\_PCRRU.
- For complaints against NSCDC, call through the Peace and Conflict Resolution Unit on the following numbers: 08033941284,08038340081, NAPTIP toll free number: 07080601806.

However, these methods are not specific to GBV and TiP nor to a single community; thus, may not be the most effective method for GBV and TiP complaints or for community engagement process or procedural complaints. Officers will need to develop a similar process in addressing this gap.

### 5.3. Community action plan (Together we can)

Community action planning is a participatory process at the community level based on consultation with law enforcement on communities with identified GBV and TiP problems, issues, risks and threats, needs, capacities and solutions throughout the community engagement assessment and activities conducted.

The action plan must be inclusive and participatory in its process and must set up a clear road map with regards to the following:

- **The what** (issue to be addressed);
- **Who** (responsible persons);
- **How** (how it will be done);
- By **when** (when will the action be done or for how long); and
- **Resources** (materials, financial and manpower required).

Below is a sample action plan.

Identified GBV and TiP problem	What needs to be done?	Who should be involved?	When will the activities be done?	What resources are required?	Responsible person/s
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The action plan should encapsulate communities' understanding of the problem, vision of change and solutions/activities for tackling the identified problem over a specific time.

Practically, the community action planning process should include selected groups or community representatives that reflect the diverse makeup of the community in its development and monitoring. Despite the closed nature of action planning process, its implementation will require the community as a whole.

The starting point in developing a community action plan is to identify the problem. After identification, officers should work with the community in developing a consensus on the following questions and processes.

- Develop a change vision and actions in addressing the problem, causes and contributing factors.

- Ensure the process is inclusive and participatory.
- Capacity, skills and knowledge are required.
- Identify the resources required in implementing the actions from within the community and outside.
- Identify who will provide the required resources (i.e. material, financial or human).
- Indicate the timeline for implementation period.
- Identify how and who will monitor the resources and evaluate the action plan.

## METHODS

- Group dialogue
- Forum meeting
- Action plan tool

In developing community action plans, officers will need to ensure the following:

- The process is inclusive of the various groups within the community, reflects their vision, voice and backing, age, gender, interest and responsibility.
- The plan respects the religion, values, ideas and wishes of the community overall.
- Those involved use participatory methods.
- Proposed actions or plans do not harm, violate or abuse the rights of others.
- Action plans are transparent in terms of process and outcome.
- Actions plans should have clarity in roles and responsibilities.
- There is consensus on the monitoring and evaluation process.

**Communications and follow-up:** Officers will need to create the space or a platform for regular communication and updates on progress on the deliverables as agreed in the action plans, as well as celebrate success and community accomplishment.

### 5.4. Community monitoring and evaluation

The community monitoring and evaluation process allows the community to monitor the action plan progress and evaluate the engagement and conduct of the law enforcement. Officers can set up a process or mechanism that facilitates all three or otherwise depending on their context, method of engagement and resources available.



Community monitoring and evaluation process should meet the following:

- Transparent: a written, oral or visual information must be provided to all members of the community in appropriate language.
- Identify and agree on a monitoring and evaluation system with the community representatives or groups.
- Agree on who will conduct the monitoring and evaluation.
- Monitoring and evaluation process should be conducted in a participatory manner using participatory methods.
- Communicate findings and results publicly.
- Capture success, failures and lesson learned.

## METHODS

- Focus group discussions
- Public hearing or forums







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