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GUIDE TO BEST PRACTICES

Partners for Security in Guinea: Reforming the Police to Better Inform Citizens

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Partners for Security in Guinea: Reforming the Police to Better Inform Citizens

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ACRONYMS AND ABBREVIATIONS

CECIDE: International Trade Center for Development

EU: European Union

INL: International Narcotics and Law Enforcement Affairs

LSA: Local Security Assessment

LSCPC: Local Security and Crime Prevention Council

LSCPF: Local Security and Crime Prevention Forum

LSP: Local Security Plan

MOSCP: Ministry of Security and Civil Protection

MENA: Ministry of National Education and Literacy

NGO: Non-governmental organization

OPROGEM: Office of Protection of Gender, Children and Morals

PWAS: Partners West Africa Senegal

SGBV: Sexual and Gender-based Violence

SSR: Security Sector Reform

UNDP: United Nations Development Programme

ACKNOWLEDGMENTS

(A detailed list of acknowledgments is provided at the end of the Guide.)

The US Government

Our sincere thanks to the US Government through the US Department of State—in particular, to the Bureau of International Narcotics and Law Enforcement Affairs (INL) and the US Embassy in Guinea—for financial and technical support over five years during the implementation of the *Partners for Security in Guinea: Reforming the Police to Better Inform Citizens* project.

The Guinean government

A special mention goes to the Guinean government for its political will to initiate the reform of the security sector and promote community policing. The following ministries and departments contributed greatly to the implementation of the project: the Ministry of Security and Civil Protection; the Ministry of the Interior; the Ministry of Territorial Administration and Decentralization; the Ministry of National Education and Literacy; the National Police; the Office for the Protection of Gender, Children, and Morals (OPROGEM); central police stations; the National Service of Municipal Police; the Prefectural Directorate of Social Action and the Promotion of Women; and the Prefectural Directorate of Youth.

Partners at community and local levels

The active participation of administrative and community authorities, neighborhood leaders, school principals, students, NGOs, and women's and youth associations facilitated local ownership of the project and laid the foundations for its continuation.

The project's implementation partners: PartnersGlobal, CECIDE, and COGINTA

Our sincere thanks to the leadership and

personnel of CECIDE and COGINTA for their unwavering collaboration. The staff spared no effort in working for the success of the project as a whole through strategic commitments with grassroots stakeholders. The project's good practices were achieved thanks to their technical support and commitment to government agencies, local stakeholders, and communities.

Thanks to **PartnersGlobal** staff in Washington, DC, particularly those in the Africa program, which coordinated the implementation of activities.

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PREFACE

After five impactful years of the *Partners for Security in Guinea* project, I am proud to present this **Best Practices Guide**, along with our partners CECIDE and COGINA. These best practices are the culmination of consistent collaboration among the Guinean government, law enforcement, community leaders, and everyday citizens to reform the security sector through community policing and by building trust between police and citizens. While this work has already achieved impressive results, this approach will remain critical in the ongoing efforts to shape a Guinean police force that is responsive, accountable, and, importantly, rights-respecting.

By creating opportunities for these unconventional allies to come together and address shared security challenges—youth and women’s groups together with police—the *Partners for Security in Guinea* project forged the trusting relationships needed to ensure these reforms endure in the long term. At **PartnersGlobal**, we know that this type of local ownership, inclusivity, and cooperation is the only way to foster systemic change. Among the many best practices included in this guide, a commitment to community collaboration is the one that truly brought this project to life and made it successful.

Together with our community partners, we engaged the Guinean police’s Office of Protection of Gender, Children and Morals in expanding its outreach with women around reporting sexual and gender-based violence. Simultaneously, we worked to establish the basis for increased trust - a

prerequisite to reporting - between women and law enforcement through open dialogues, visitation days, and engagement with female officers. We also supported the police in responding to these crimes with professionalism and respect so survivors would feel comfortable coming forward.

And we did this work alongside efforts to bring justice services closer to communities, so that citizens report allegations, and they are addressed through transparent and legitimate means. Citizens’ access to both security and justice services is key to improving the larger ecosystem of citizen security.

The project also involved youth as critical partners in addressing security challenges. From the “Police in Schools” initiative to dialogues and soccer matches, we created multiple avenues for meaningful interaction between young people and law enforcement. Not only did these interactions build confidence and relationships over time, but they afforded young people, who are more likely to be engaged in and affected by crime, an opportunity to identify the security issues they experience and to propose solutions.

This trust-building and cooperation between citizens and law enforcement made a significant difference in how Guinea responded to the COVID-19 pandemic. These existing relationships enabled a rapid response effort, including the deployment of police officers trained to prevent domestic violence in health emergencies and the formation of COVID-19 response teams comprised of district chiefs, police commissioners, health officers, and citizens. These relationships will be there when

the next crisis hits, and Guinea will be more secure and resilient because of them.

While we are all very proud of our shared success in Guinea, we know there is more to be done on policing in the region. The challenges of citizen mistrust in police and a lack of police accountability affects many countries throughout the Sahel, Africa, and the world. We hope these best practices will serve as a guidepost and a call to action to ramp up support for inclusive security reform for Guinea's neighbors and beyond, especially in states experiencing fragility.

For our part, **PartnersGlobal** will continue to put citizens at the heart of security sector reform as we work with our partners to shape a more inclusive, peaceful, and secure world.

Julia Roig

Julia Roig
President, **PartnersGlobal**



Police visit a school in Kankan as part of the project's police at school initiative.

EXECUTIVE SUMMARY

In response to the government's efforts to revamp the security sector in Guinea, in 2015 [PartnersGlobal](#) launched the *Partners for Security in Guinea: Reforming the Police to Better Inform Citizens* project with financial support from the [United States Department of State's Bureau of International Narcotics and Law Enforcement Affairs](#) (INL). For five years (2015–2020), we implemented the project in collaboration with local partners the [Centre du Commerce International pour le Développement](#) (CECIDE, a governance, peace, and security organization) and [COGINTA](#) (a police reform and community safety organization).

A cornerstone of the project was the introduction of *community policing* to enhance the effectiveness and credibility of law enforcement agencies. Community policing is based on the principles of *proximity, partnership, prevention, problem-solving, accountability, and respect for human rights*. Community policing brings police and communities closer at the local (*quartier*) level by encouraging police to work with local leaders, including youth and women. It also incorporates inclusive problem solving wherein police and local leadership jointly identify and address community security problems.

The *Partners for Security in Guinea* consortium partners developed and adapted innovative tools and strategies to reform the security sector in Guinea. In this report we share the best practices learned from our work in Guinea. We hope that these tools and practices can contribute to SSR efforts in other countries in Africa and the world.

TOOLS FOR THE LOCAL GOVERNANCE OF SECURITY

These four tools work together to involve a wide range of stakeholders in creating security solutions at the local level:

1. Local Security Assessment. A local security assessment allows researchers to identify security priorities in a target community. This audit of the security problems encountered on the ground is drawn from local crime statistics, opinion polls, and consultations with local stakeholders and community members.

2. Local Security Plan. The Local Security and Crime Prevention Council develops a local security plan based on the shared security assessment and the recommendations of the local security forum. The plan establishes the principal objectives of community security, defines the strategies required to meet these objectives, and designs projects for implementing them.

3. Local Security and Crime Prevention Council. The Local Security and Crime Prevention Council brings together all the stakeholders in a commune to exchange views on security problems. The council led by a mayor draws up annual and long-term strategic security plans for the entire commune based on the security assessment.

4. Local Security and Crime Prevention Forum. All citizens—including youth, women, and neighborhood leaders—are invited to Local Security and Crime Prevention Forums to discuss security issues. Held at the neighborhood or district level, these forums are open and inclusive to encourage wide citizen participation.

TRAINING AND CAPACITY BUILDING FOR POLICE

The project's greatest investment of commitment and resources was devoted to training security forces in the principles of community policing.

Training senior security officials in community policing. Senior security officials in both the Ministry of Security and Civil Protection and local administrations were trained in basic policing skills as well as ethics, police behavior, and respect of citizens' rights. This training had a twofold purpose: 1) to improve police performance and effectiveness in exercising their day-to-day responsibilities and, 2) to forge more productive relationships between the police and the communities they serve so they can meet security challenges in a collaborative way.

Training police instructors. A vital component of the *Partners for Security in Guinea* project was the training of police instructors, who in turn have trained more than a thousand officers in the doctrine of community policing, ethics, integrity, human rights, criminal investigation, and the protection of vulnerable populations. The strategy of "Guineans training Guineans" ensures that security reforms are better assimilated by law enforcement agencies.

Supplies and equipment for police officers. Supplies and equipment—such as computers, motorbikes, cellphones, uniforms, and handcuffs—were delivered to police precincts. These supplies help police precincts operate more efficiently and improve their recordkeeping while enhancing the officers' public image.

COMMUNITY COLLABORATION FOR THE PREVENTION OF CRIME AND DELINQUENCY

A series of initiatives aimed to build trust between police and citizens and to get citizens more involved in community safety and security. The project identified two vulnerable groups, women and youth, as particular targets of these outreach efforts.

"Police at school" initiative. Community outreach officers visited schools to promote dialogue with students. The officers also taught students about their rights and responsibilities as citizens. The classroom visits by police officers built trust between the police and students as an effective way to help prevent juvenile delinquency.

Conduct outreach to women to restore their trust in the police. The police force in Guinea has often been blind to, and in some cases complicit in, violence against women. The police Office for the Protection of Gender, Children, and Morals (OPROGEM) led dialogues and other outreach efforts with the aim of repairing trust so that women see the police as their allies. As a result of these efforts, women are more aware of the existence of OPROGEM, whose officers are responsive to all complaints concerning gender-based violence such as rape, early and forced marriage, domestic violence, and female genital mutilation. Women now participate more fully in community safety and crime prevention and are more likely to report gender-based crimes.

Host women's visitation days. Members of women's organizations are invited to participate in "visitation days" at police stations to foster relationship building. Before the visits, many women in Guinea had never set foot in a police precinct. The visits establish an enduring

base for constructive exchanges between the two parties, and women who participated increasingly demand protection against and investigation of gender-based crimes.

Increase youth leaders' participation in security. Because young people are disproportionately both the victims and perpetrators of violence in many countries, they have the potential to play a catalyzing role in improving security. A series of initiatives—including the police at school initiative, community dialogues, and sports—were designed to build the capacity of youth leaders to engage in community safety initiatives.

Sports activities to build relationships between the police and citizens. Trust between citizens and the police can be reestablished through friendly social activities, such as soccer games, that bring the two sides together.

Small grants for local organizations. PartnersGlobal and the consortium established a community security fund that awarded small grants to local NGOs and grassroots community organizations such as women's and youth associations. The grantee organizations completed projects related to insecurity and delinquency, from installing street lighting to organizing sports between police and community members.

OTHER KEY LESSONS

An effective communications campaign is key. A public information campaign should be not an afterthought but an integral part of any security reform program. Throughout the five-year project, the consortium partners disseminated messages that informed target audiences about various security reform initiatives. These included press releases to get media coverage for official ceremonies, radio and TV broadcasts and debates, awareness-

raising campaigns about the role and mission of the national police, educational comic strips, and social media posts. Documentary films were produced to highlight best practices and other aspects of the project. In addition, COGINTA produced training guides for senior security officials, community outreach officers, neighborhood leaders, and members of local security councils.

Community policing builds resilience to cross-cutting challenges such as pandemics.

During the COVID-19 pandemic, the consortium partners disseminated messages about how to prevent the spread of the coronavirus and got police and local leaders involved in activities on the ground (to learn more about these efforts, see [Covid-19 and Community Policing](#)). The trust and cooperation built during the *Partners for Security in Guinea* project proved a strong foundation for these efforts. Similarly, community policing, wherever it is introduced and strongly grounded, can serve as a foundation on which to build a country's resilience to future crises.

Community policing provides tools and approaches in the fight against gender-based violence.

Improving relations between women and law enforcement aligns with broader goals for increasing collaboration between law enforcement and local populations. Community policing in Guinea brought the police and the community together to collaboratively identify and resolve serious social problems and violence in all its forms, including sexual and gender-based violence (SGBV). Special units within the police such as OPROGEM can help strengthen the dialogue between women and the police and combat SGBV.



Police, project partners, and other stakeholders pose at the launch of a training of trainers in Kindia.

INTRODUCTION

Political instability and insecurity: Guinea's turbulent past

Guinea gained its independence in 1958. The country's first president, Ahmed Sékou Touré, imposed a socialist-style rule that had negative consequences for the governance of Guinea as well as for its economic and social life and political functioning. Guinea was ruled by successive military regimes in the three decades following Sékou Touré's death in 1984. Under these regimes, law enforcement agencies were used to forcefully stamp out opposition during mass popular uprisings rather than focusing on their role of ensuring security and civil protection for the population. This situation led to tensions between the police and community leaders that culminated in a massacre on September 28, 2009, at the Conakry National Stadium in which Guinean security forces killed more than 150 peaceful demonstrators and raped dozens of women, according to Human Rights Watch. This tragic event awakened the national consciousness to the need for reforms in a number of sectors,

particularly security, to reestablish order and trust between law enforcement agencies and the people.

The 2009–2010 period of political transition was also marked by violence. A range of challenges hampered efforts to restore security, including high levels of violent crime (rape and sexual violence in particular), widespread police corruption, and the perception of the police as a predatory organization far removed from ensuring the population's welfare and security.

The failure of the police to perform their fundamental duties led to a loss of credibility and a perception of illegitimacy. The police were not seen as impartial; the majority of the population believed that they favored the richest members of society. Feelings of frustration, anger, and injustice were widespread. Victims rarely reported crimes to state security institutions, and vulnerable groups—such as women, children, youth, older adults, people with disabilities, and the sick—felt abandoned.

Reform of the security sector

In 2010 after the evaluation of the security sector, the Guinean government decided to embark on an in-depth Reform of the Security Sector (RSS) to reestablishing trust between communities and those in uniform who are supposed to serve them. The aim was to renew the “social contract” in Guinea and thereby guarantee stability and long-term prosperity in strict respect of justice and the law.

Following the 2010 presidential election, which was acknowledged as democratic, the Guinean government embarked on a package of reforms for the in-depth reorganization of its administration, including the security and defense sectors (for more information on the institutional reforms, see annex #1). To ensure that these transformations were made successfully, the security sector in Guinea was evaluated and a number of recommendations made. One of the recommendations was to strengthen the legal and institutional framework to allow the creation of community policing. This approach would be deployed progressively. The pilot phase focused on the municipalities of Conakry and in the region of Nzérékoré and was conducted with the support of the European Union, the UNDP, and the United States government.

The Partners for Security in Guinea: Reforming the Police to Better Inform Citizens project

The *Partners for Security in Guinea: Reforming the Police to Better Inform Citizens* project was launched in 2015 in response to President of the Republic Alpha Condé’s ambition to revamp the security sector in Guinea. An essential component was the introduction of community policing to reestablish the effectiveness of law enforcement agencies and the population’s trust in them.

Funded by the US Department of State’s Bureau of International Narcotics and Law Enforcement Affairs (INL) and run in collaboration with the Republic of Guinea’s Ministry of Security and Civil Protection (MOSCP), the program was rolled out in several localities in Guinea: the capital of Conakry and the regions of Kankan, Kindia, Labé, Mamou, and Siguiri. The project was implemented by a consortium led by **PartnersGlobal** (USA) with partner organizations COGINTA (Guinea), CECIDE (Guinea) and, during its first phase, Partners West Africa (Senegal).

The first phase of the project ran from June 2015 to September 2017. During this phase, partners conducted local security assessments in the Communes of Dixinn and Kaloum and evaluated the functioning and needs of the National Police and Civil Protection Academy trained police officers, and introduced initiatives in town halls, neighborhoods, and schools. Two themes, youth and gender issues, were identified as areas of focus.

During the second phase from October 2017 to March 2019, police training and local governance initiatives were introduced in Kindia and Kankan while work continued in Dixinn and Kaloum (Conakry). The project partners hired an adviser to provide technical support to the Ministry of Security.

In the third phase of the project, from April 2019 to May 2020, initiatives were launched in Mamou, Labé, and Siguiri. During this phase, consortium members worked with police and local security forces to fight against the spread of coronavirus and to counter violence against women.

The following sections detail the practices that have contributed to the *success of the Partners for Security in Guinea* project.

PARTNERS FOR SECURITY IN GUINEA: RESULTS BY THE NUMBERS

3 local security assessments have been developed and performed in different localities.



51 police instructors have trained **2,245** officers in **7** communities in Guinea.



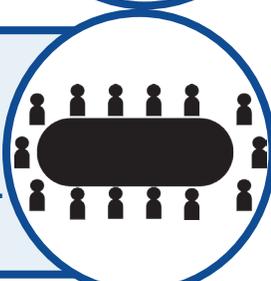
12 local security plans were drawn up by security councils: **4** in Dixinn, **3** in Kaloum, and **1** each in Kankan, Kindia, Labé, Mamou, and Siguiri.



86 police officers visited jr. high / high schools to provide citizenship education and awareness-raising sessions, reaching over **19,740** students.



7 CLSPDs were established in: Dixinn, Kaloum, Kindia, Mamou, Labé, Kankan and Siguiri. **28** meetings were held.



427 women participated in **26** women's visitation days at police precincts: **10** in Conakry, **4** in Kankan, **3** each in Kindia, Labé, Mamou, and Siguiri.



141 security forums were held at the neighborhood level: **59** in Conakry, **29** in Kankan, **40** in Kindia, and **13** in Siguiri.



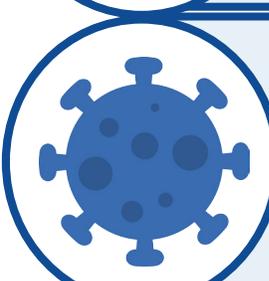
54 dialogues involving **1,198** young leaders and **1,192** women leaders were held: **10** in Conakry, **12** in Kankan, **12** in Kindia, **7** in Labé, **7** in Mamou, and **6** in Siguiri.



198 neighborhood leaders have been trained during the project.



715 police officers received Coronavirus training; **219** police officers were specially trained to launch an awareness campaign to combat gender-based violence during COVID-19 restrictions.



BEST PRACTICES

TOOLS AND METHODS FOR THE LOCAL GOVERNANCE OF SECURITY

A cornerstone of the *Partners for Security in Guinea* project's approach is community policing. Community policing is based on the principles of *proximity, partnership, prevention, problem-solving, accountability, and respect for human rights*. The strategy brings the police and the community together to collaboratively identify and resolve serious social problems and violence in all its forms.

"Community policing is not repressive, but preventive: this is how the police get closer to the people." (Divisional Police Commissioner Dominique Mara, Vice-Chair of the Police Sectoral Technical Committee, Share Fair, December 2019)

Guinea has begun a process of devolution of its police services to meet this challenge. The central police precinct covers territories comprising both urban and rural communities and is the basic unit of community policing. In addition to central police precincts, the police can establish urban police precincts as well as police stations in locations where a highly

"Community policing is not repressive, but preventive: this is how the police get closer to the people."

localized police presence is required, such as business parks, shopping malls, tourist areas, and specific districts.

One aspect of such reform is to promote

policing that serves citizens in a way that effectively protects citizens and their property, is respectful of human rights and individual freedoms, and is professional, responsible, and accountable. Police officers are trained in neighborhood security services, ethics, police behavior, respect of citizens' rights, and basic policing skills to improve their performance in exercising their day-to-day responsibilities. The trainings include instruction in how to improve communication with community members as an integral part of effective community policing.

Through the *Partners for Security in Guinea* project, innovative tools and strategies were developed to successfully implement community policing in Guinea. These tools and strategies included new consultative bodies, innovative management tools, new methods of action, and new services. All of these tools and methods¹ have been developed and implemented within the framework of the project to ensure better rooting and assimilation at local level.

The tools used to implement security reforms are:

- Local Security Assessment (LSA)
- Local Security Plan (LSP)
- Local Security and Crime Prevention Council (LSCPC)
- Local Security and Crime Prevention Forum (LSCPF)

¹ These tools were not all new in Guinea. Some were developed and implemented by COGINTA as early as 2013 with the support of the European Union. The first LSA, LSP, and LSCPC were set up in Matam, Matoto, and Ratoma. The *Partners for Security in Guinea* project drew on COGINTA's experience and expertise to apply these tools to other neighborhoods in Conakry and elsewhere in the country. The original tools developed as part of the *Partners for Security in Guinea* project are the police outreach officers, women's visitation days at police stations, the conflict resolution guide for neighborhood leaders, and small grants for local organizations.

LOCAL SECURITY ASSESSMENT

During the **five years** of the Partners for Security in Guinea project, COGINTA produced **3 local security assessments** performed in the communes of: Dixinn and Kaloum in 2016 and in Boké, Kamsar, Kankan, Kindia, Kintinian, and Siguiri in 2018.

One of the first activities of the project was to perform a local security assessment in the target communities to provide a better understanding of the security context, the stakeholders, and the institutions. An LSA is an audit of the security problems encountered on the ground, drawn from three sources: local crime statistics, opinion polls, and consultations with local stakeholders and community members. These assessments allow researchers to identify the priority actions to be carried out in a target community's greatest needs.

Opinion polls, or "victimization surveys," are conducted to analyze the levels of residents' individual exposure to crime. These surveys are useful in capturing the prevalence of unreported crime, for example, or in correcting for deficiencies in processing crime statistics.

They provide new indicators that community police can use in determining subsequent actions. For more details, see annex #2.

The survey questionnaires used for the LSA were initially drawn up by the consortium, COGINTA in particular, and then reworked by the Ministry of Security and Civil Protection and university researchers. This cross-sector collaboration allowed significant security indicators to be identified. This constituted a sufficient basis for an effective and scientific approach to identifying security problems.,

The security assessments covered not just crime but antisocial behavior. Community policing often deals with antisocial behavior because such behavior ultimately encourages crime.

The LSA can later be used to monitor progress after community policing is introduced in a locality. Residents' opinions about the quality of police actions can provide valuable feedback that departments can use to monitor police fairness and ethics and even alert them to allegations of corruption. It has proven to be an ideal tool for bridging the gap between the people and law enforcement agencies, encouraging a sustainable relationship of trust and effectiveness.



LOCAL SECURITY PLAN

After the local security assessment is completed, the local security plan is developed based on its findings and the recommendations of the Local Security and Crime Prevention Forum. The plan establishes the principal objectives of community security, defines the strategies required to meet these objectives, and designs projects for implementing them. The local security council



secretariat is responsible for drawing up and monitoring the plan, which is covered by the community budget. The plan may be updated annually or designed for long-term use.

The plan constitutes the roadmap for the operations to be conducted. The Local Security and Crime Prevention Council prioritizes certain actions to be implemented to deal with the security problems raised. The financial resources to execute these actions must then be found. During the execution, the council establishes a dashboard to monitor the plan. An impact study is used to measure the effectiveness of the plan after its implementation.

LOCAL SECURITY AND CRIME PREVENTION COUNCIL

Seven Local Security and Crime Prevention **Councils** were established: one each in Dixinn, Kaloum, Kankan, Kindia, Labé, Mamou, and Sigouri. Collectively, these councils held **28 meetings** during the project period.

The Local Security and Crime Prevention Council is an indispensable tool for partnering and consulting with the local population on security matters at the community level. Its aim is to draw up annual and long-term strategic security plans for the entire community based on the security assessments. It allows all the stakeholders in a community to gather to exchange views on security problems. The council provides the institutional foundation of local security governance and is an indispensable tool for ensuring cohesive action by federal and local authorities to move new security policies forward.

The council is a participative forum chaired by the local mayor. In addition to the mayor,



The Local Security and Crime Prevention Council meets in the Tombo neighborhood of Kaloum.

the district commissioner of police, community representatives, local public administration heads, neighborhood leaders, and leaders of civil society and the private sector attend. Preference is given to community organizations that assist local people. (For more information on the composition of the local security crime prevention councils, see annex #3)

“All levels of society ... participate in decision making and feel more involved in security issues.”

Given their exceptional abilities for mobilization, information, and action, religious leaders and representatives of local civil society are essential partners for the prevention of crime and therefore are key strategic members of the councils. Civil society participants may include

youth associations, women’s associations, human rights associations, associations of school students’ parents, the local chamber of commerce, and public transport unions.

The councils meet quarterly to study the reports they receive from the local security forums (see below). Decisions made by the council must be made by consensus. This requirement is one of their great strengths: as frameworks for consultation, they allow all stakeholders to reach agreement on a shared vision of public security and to work together to implement it. Councils may use donations and bequests from public and private partners to fund the local security and crime prevention plan, or specific projects within the framework of this plan.

“All levels of society (neighborhood leaders, women, young people, officials, trade unionists, marketplace managers, security personnel, the town hall, etc.) have democratically

The Guinean Government Recognizes Local Security Councils

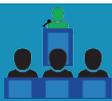
In August 2016, the Guinean government adopted a joint decree, signed by the ministries responsible for security and decentralization, to oversee the creation, organization, and functioning of Local Security and Crime Prevention Councils, thus affording official recognition to one of the key tools of the Partners for Security in Guinea project. On March 2019 the government signed another joint decree that opened up the possibility of creating local security councils in all urban and rural communities in Guinea.

The decree states that the mission of local security councils (LSCPCs) is

"to support the community council in analyzing local security-related problems, keeping the peace, ensuring public health and respect for moral standards as well as seeking global, sustainable solutions; the reasoning is that security must come from community authorities, the security forces and the population working together. LSCPCs participate in defining, implementing, and evaluating local crime prevention strategies."

To ensure the oversight of local security, in May 2020 another joint decree established an inter-ministerial steering committee to monitor implementation and evaluate local security council actions. This oversight mechanism, however, it is not yet operational.

141 Local Security and Crime Prevention Forums were held at the neighborhood level



13 SIGUIRI



29 KANKAN



40 KINDIA



59 DIXINN

participated in creating the local security crime prevention councils and are represented on them, giving them the chance to participate in decision making and feel more involved in security issues." (Mayor of Kankan, local security crime prevention councils member, September 2020)

LOCAL SECURITY AND CRIME PREVENTION FORUM

The Local Security and Crime Prevention Forum is another important new tool for the reform of the security sector using the community policing approach.² Forums are open and inclusive, inviting all citizens to become involved in security issues. Implemented at a neighborhood or district level and chaired by neighborhood leaders, the y they bring

² LSCPFs were initiated by COGINTA in 2013 as part of the EU-funded community policing support project.



A trainer presents at a training of neighborhood leaders in Labé.

together all of the affected parties—the police, *gendarmerie*, local elected officials, civil society organizations, economic players, and youth and women’s associations for discussion—to discuss security issues and to jointly conceive approaches to combat insecurity in the neighborhoods. The forums allow all participants to express their ideas, which creates a synergy that leads to progress on security matters.

“Thanks to community policing we can finally act effectively, together...”

“We never used to see a police officer sitting down with a neighborhood leader to discuss security issues—this was taboo! Now, police officers move around the neighborhoods, contact the neighborhood leaders, and assist the local crime prevention councils. And the

local people are also engaged.” (General Mamadou Camara, Central Director of Public Security at the Ministry of Security and Civil Protection, Share Fair, December 2019)

Forum discussions deal with such issues as drugs, juvenile delinquency, poor health conditions, and other problems in the neighborhood. Dialogue has proven to be essential for social cohesion, crime prevention and maintaining security in Guinea. These exchanges are the perfect framework for citizen consultation. They inform local elected representatives of the problems faced by the population, in real time. They also encourage young people, women, neighborhood leaders, and the population in general to participate in the decision-making process relating to citizens’ security. Citizens share information on crime in the neighborhoods and hold police accountable.

TRAINING NEIGHBORHOOD LEADERS

A total of 198 neighborhood leaders were trained during the project.

COGINTA and CECIDE designed a training program to improve the ability of neighborhood leaders (*chefs de quartier* in French) to fulfill their security functions in their communities and to understand the different roles and duties incumbent on them. They also developed a comprehensive training guide: the *Guide to Conflict Resolution and Crime Prevention for Neighborhood Leaders*. The guide contains training modules on conflict prevention, management, and resolution and the protection of women and youth.

“Thanks to community policing we can finally act effectively, together, to protect women and

children.” (Abou Sylla, a neighborhood leader in the community of Kaloum, Share Fair, December 2019)

In Guinea neighborhood leaders play a hybrid role, combining the positions of government civil servant, town hall representative, and sometimes traditional leader. They play a vital role in the peaceful resolution of sociocultural problems. They are thus the custodians of a long tradition of stability, peace, and social tranquility among the citizens of their neighborhood.

Neighborhood leaders play an essential role in crime prevention and conflict resolution. They are often the first to be informed of complaints and allegations, and they can motivate neighborhood forums to take action on public security issues. They often use mediation and arbitration to settle civil disputes, but they refer serious crimes that exceed their competence to the relevant law enforcement agencies. Neighborhood leaders are responsible for ensuring that community regulations are respected.

TRAINING AND CAPACITY BUILDING FOR SENIOR SECURITY OFFICIALS

One of the objectives of the *Partners for Security in Guinea* project was to strengthen the institutional capacity of the Guinean National Police in general, and its leadership in particular, through training and institutional support. This goal was based on the Guinean government’s 2014 Community Policing Doctrine and Strategy, which stated: “The issue of training within the Guinean National Police (PNG) will be at the heart of police reform. Reinforcing training methods and means will be at the center of the changes

required to implement a new police model that emphasizes listening and citizen integration in the definition and resolution of individual and collective security problems.”

At the outset of the project, the consortium member organizations (PartnersGlobal, COGINTA, CECIDE, and Partners West Africa Senegal) concentrated their efforts on the institutional strengthening of the Ministry of Security and Civil Protection, the general directorate of the national police, the National Police and Civil Protection Academy, and police precincts. This work focused on the two target communes of Dixinn and Kaloum in the city of Conakry. Later it was expanded to Kankan, Kindia, Labé, Mamou, and Siguiri.

To launch the implementation process, and establish the link with the Guinean institutions concerned, in May 2015 the consortium contacted all the administrations responsible for reform of the security sector. These included police precincts, authorities from the initial target communities, senior officials in the Ministry of Security, and the general directorate of the Office of Protection of Gender, Children and Morals (OPROGEM). The project was also presented to the local authorities in each of the towns covered by the project.

COMMUNITY POLICING: AN APPROACH ROOTED IN HUMAN RIGHTS

The *Partners for Security in Guinea* project has devoted a large part of its commitment and budget to training senior security officials in both the Ministry and local administrations³. The

³ Community policing training activities started in 2013, with EU funding of Civipol and COGINTA. The *Partners for Security in Guinea* project initiated its training of trainers.

Community Policing

Community policing, a cornerstone of the *Partners for Security in Guinea* project, promotes a policing that serves citizens in a way that effectively protects citizens and their property, is respectful of human rights and individual freedoms, and is professional, responsible, and accountable. To foster this culture of public service, police officers are trained in neighborhood security services, ethics, police behavior, respect of citizens' rights, and basic policing skills to improve their performance in exercising their day-to-day responsibilities. The trainings include instruction in how to improve communication with community members as an integral part of effective community policing. Here are some of the ways that police precincts have become more service-oriented.

- **Cooperative problem-solving.** Community policing breaks with the traditional police approach. Its aim is to provide in-depth action that addresses the causes of security problems. The goal is to seek sustainable solutions to security issues in partnership with the Administration, civil society and local elected officials.
- **Conflict management.** Community policing includes the training of neighborhood police officers in conflict management. The aim is to deal with disputes that arise in society before they develop into crises.
- **Community outreach officers.** Community outreach officers received special training in children's rights, educational psychology, and communication techniques. They visit schools and are often the first point of contact for residents in dealing with security issues.
- **Neighborhood teams or brigades.** Neighborhood teams or brigades are formed by central precincts to carry out patrols in the districts. They develop an optimum knowledge of their district and establish relationships of trust with the residents of the neighborhood.
- **Reception offices.** Central precincts provide a 24-hour-a-day reception office. They receive visitors in a respectful and courteous manner and make it simple for citizens to file a complaint. The reception office prepares the response to incidents reported by visitors.
- **A toll-free hotline.** Citizens can use a free emergency telephone number to reach on-duty police departments 24 hours a day.
- **Department dealing with violence against women and children.** OPROGRAM is the department specializing in dealing with violence against women and children. It implements a code of conduct that has zero tolerance for acts of violence committed by police officers against the population or against women police officers. A system of penalties and procedures for dealing with cases of gender-based violence is an integral part of the judicial and institutional framework of community policing.

aim was twofold: to help police officers improve their performance and effectiveness when carrying out their day-to-day responsibilities, and to forge more productive relationships between the police and the communities they serve to meet security challenges in a collaborative way.

Under the direction of the Police Technical Adviser, COGINTA analyzed the existing training requirements for police officers. The objective was to define the nature of the necessary training and the needs of the different departments of a police precinct. Based on that analysis, it drew up a roadmap for a new national police officer training program.

The program was developed with a particular emphasis on human rights and includes the following elements:

- A preliminary evaluation of police officers' French language skills;
- Training in basic modules: community policing, police ethics, and human rights;
- Training on patrols and information-gathering in open spaces;
- Training on the link between police and the justice sector
- Training on interventions in public spaces;
- First aid and assistance for vulnerable groups; and
- The management of police stations.

The community policing training program allowed the national police and Civil Protection Academy to review its teaching programs and create modules with greater focus on community policing, human rights, gender-based and sexual violence, and youth engagement. Before they could do so, however,



Officers trained in community policing hold up their certificates in celebration.

a preliminary analysis of the basic police training requirements was needed to determine the most appropriate type of teaching method. This work was done in collaboration with another project funded by the European Union. In addition to training on the concept, entities, and practices of community policing, police officers and senior police officials were given additional training in project management, shared security assessments, conflict management, problem solving, change management, and the moderation of meetings and forums.

TRAINING POLICE INSTRUCTORS

A total of 51 police instructors trained 2,245 officers in seven communities.

Training police instructors was a vital component of the *Partners for Security in Guinea* project. Police instructors have already trained 2,245 officers in the pilot communities, and the goal is to bring all police precincts up to the same level.

The program establishes: 1) a corps of qualified police instructors from the National and Civil

Protection Academy and within the Ministry of Security and Civil Protection, and 2) instructors on the ground who oversee and deliver basic training to officers on how to maintain order in target communities.

Before the program was implemented, Guinean police officers in the targeted localities had not received any training for ten years. The strategy of “Guineans training Guineans” ensures that the security reform project is assimilated by law enforcement agencies.

The training provided is both theoretical and practical. The theoretical phase imparts a knowledge of the law, which must be rendered accurately and must not be open to interpretation by the officer, as has often previously been the case. The other subjects taught are ethics, human rights, the doctrine of community policing, criminal investigation, and protection of vulnerable populations. During the practical phase, the instructors organize role-playing situations. The goal is a reduction in procedural errors and an emphasis on early intervention before incidents occur.

SUPPLIES AND EQUIPMENT FOR POLICE OFFICERS

Equipment was distributed to the central police precincts in Kankan, Kindia, Labé, Mamou, and Siguiri: **9** motorbikes, **15** computers, **5** printers, **20** uninterruptible power supply units, **7** cellphones, and **50** sets of handcuffs.

As part of the project, essential equipment such as computers, motorbikes, and cellphones were distributed to help police precincts operate more effectively. In addition to essential equipment, office consumables were

distributed, including file cabinets, staplers, pens, replacement printer ink, noticeboards, reams of paper, and business cards.

Community outreach officers were given full uniforms as well as bags, notebooks, posters, pictorial information booklets, and flyers.

This equipment was purchased at the request of the beneficiaries and has made their work easier in both administrative (quicker processing of records, better organization and filing of records, etc.) and technical terms (handcuffs for use in the field). Being better equipped has also improved their image in the eyes of the people.

Police Instructor Training

Several police instructor training courses were held from 2017 to 2020. These courses trained police instructors in:

- Criminal proceedings;
- Investigative policing;
- How to train neighborhood security services staff;
- General services;
- Methods behind training techniques;
- Criminal proceedings and practice in the field; and
- Working with citizens to prevent the spread of COVID-19.

COMMUNITY COLLABORATION FOR THE PREVENTION OF CRIME AND DELINQUENCY

One of the project's goals was to create the conditions for a collaboration between the police and citizens to combat crime and delinquency. It achieved that goal through several initiatives including:

- School visits by community outreach officers;
- Collaboration with specific sections of the police, including OPROGEM;
- Collaboration with women's and youth associations;
- Initiating sports activities between the police and citizens; and
- Supporting local NGOs with small grants.

"Previously, it was the police who went to the people: now, it is the people who come to the police." (Dondon Dansoko, Central Police Commissioner of Dixinn Commune, Share Fair, December 2019)

"POLICE AT SCHOOL" INITIATIVE: PROMOTING DIALOGUE BETWEEN POLICE AND STUDENTS AND PROVIDING CIVICS EDUCATION

A total of **86 police officers** visited high schools and junior schools to provide **citizenship education** and awareness-raising sessions, reaching over **19,740 students**.

The "police at school" initiative led by community outreach officers (*policiers référents* in French) is a major innovation of the project. It is the first intervention of its kind in Guinea.



A police officer shares educational material at the launch of the police at school initiative.

Under the motto "educate rather than punish," community outreach officers visit schools to raise awareness and educate students in the role of police and citizenship with the aim of preventing delinquency among minors. The classroom visits by police officers serve to build trust between the police and the students.

Community outreach officers have made a genuine contribution to teaching students about their rights and responsibilities as citizens while enhancing the image of the police. This initiative has stirred great interest among the principal stakeholders, in particular the Ministry of Pre-University Education and Literacy (MEPU-A) and the Ministry of Justice. It has provided a solution to the mistrust and lack of understanding that have prevailed between Guinean youth and the police.

"When people were told that community outreach officers were visiting schools, they didn't believe it! But it really happened; the police officers had been trained and they came into the classrooms." (General Mamadou Camara, Share Fair, December 2019)

Community outreach officers support the mission of schools to transform and socialize young people, turning them into responsible citizens. By raising awareness of crime, they can reduce behavior—such as drug dealing and attacks on people and property—that is harmful to social cohesion and the nation’s development. Community outreach officers visit at the request of the principal, teaching staff, parents, or the students themselves.

From the point of view of young people, the stereotypical image of uninformed, poorly

“Previously, it was the police who went to the people: now, it is the people who come to the police.”

dressed, and corrupt police officers has been gradually transformed to a new attitude of admiration and respect. *“We didn’t believe that a police officer could teach classes and be really appreciated by the students,”* says Habib King Diabaté, a community outreach officer in Kankan. *“In fact, students were attracted from the whole school and came to watch.”*

“Before the project activities started, we were united against the police, we thought them no better than beggars, good-for-nothings, thieves. We considered the police to be corrupt and blamed them for everything that was wrong. But during our training, we came to see that the police were important for the citizens and that the police officers themselves had changed for the better in the way they do things. We became friends through the project.” (Kaloum Youth Leaders Focus Group, Conakry, September 2020)

“Before the start of the project, when a police officer entered a neighborhood, everybody

either ran away or yelled at him. But today, it is the youth in the different neighborhoods who are helping police officers track down criminals.” (Women’s Leaders Focus Group, Kindia, September 2020)

Thanks to the success of the “police at school” initiative, the Ministry of Security and Civil Protection (MOSCP), Ministry of National Education and Literacy (MENA), and the Ministry of Justice signed a tripartite agreement to describe the role of each of the parties participating in the initiative. For example, the MOSCP selects qualified police officers for training; MENA selects the pilot schools, validates the content of citizenship activities, and coordinates awareness-raising activities; and the Ministry of Justice promotes and safeguards laws that protect minors’ rights.

OPROGEM: A POLICE DIRECTORATE FOR THE PROTECTION OF WOMEN AND CHILDREN

The Office of Protection of Gender, Children and Morals (OPROGEM), formerly a division of the criminal police service, became a general directorate in 2009. It has a national jurisdiction and is represented in the country’s 33 prefectures, including the ten central police precincts of Conakry.

OPROGEM’s function is to protect vulnerable sectors of the population, in particular women and children, in the face of a police force that has often been blind to, and in some cases complicit in, crimes against women. OPROGEM officers respond to all offenses concerning gender-based violence, such as rape, early and forced marriage, domestic violence, and female genital mutilation.

The *Partners for Security in Guinea* project strives to create collaborative, dynamic ways



Testimonials on the project's contribution to the fight against sexual and gender-based violence

“Not a week goes by without us recording new cases of rape in the Mamou administrative region. I think this is the effect of the various awareness-raising sessions and dialogues organized by NGOs for the police and the population. The talks and caravans organized by the Partners for Security in Guinea project offer a genuine platform for communication and information sharing between us [the police] and the population.” (Police Commissioner Alpha Bangoura, OPROGEM bureau chief in Mamou)

The following testimonies were collected during the final evaluation of the *Partners for Security in Guinea* project in September 2020.

“We intervened in a rape case where an amicable settlement was being sought. We objected to this, and the case was dealt with as it should be: by bringing the perpetrator before the courts.” (a women's leader in Kindia)

“The authorities refused entry to women during the processing of a rape case in

Kaloum. After we insisted, we were allowed in. It seemed likely that the decision would be for a settlement, a result that was rejected by all the women. Ultimately, the case was brought before the courts. We would not have been able to do this if we had not been trained by the project.” (a women's leader in Kaloum)

“Another example concerns the falsification of a girl's birth certificate so that she could be married off as an adult. We received a telephone call; then we went to the town hall and referred the case to the court so that the ceremony would be annulled; and that is what happened.” (a women's leader in Kindia)

“During our first mission in Kindia, 18 official complaints by women had been recorded over the preceding three months. After our involvement and the activities carried out, one month later the statistics amounted to 500 official complaints on a variety of cases of domestic violence, antisocial behavior, forced marriage, attempted forced marriage, etc.” (a project program manager)

forward to resolve insecurity problems. Within the framework of the project, OPROGEM has successfully forged bonds with local elected officials and neighborhood leaders to resolve insecurity issues that impact women and children.

The consortium partners have also strengthened OPROGEM's technical and operational capacity. OPROGEM is a partner in dialogues organized by CECIDE between the police and women's and youth associations. The dialogues deal with community security and crime prevention issues concerning these groups. They are of great value because they inform women of the existence of a police department created specifically to advocate for their rights. Trust in the police institution has thus been reestablished, and the act of reporting a crime is no longer considered a daunting prospect. Women report acts of violence they have suffered or witnessed, and they receive assistance with the concerns they direct to OPROGEM police officers.

In turn, they make OPROGEM's job easier. The director of OPROGEM, Chief Police Commissioner Marie Gomez, says that in her unit's mission to "collect evidence and arrest perpetrators of rape...the contribution and collaboration of the local population is essential." Women increasingly feel confident that the police will be responsive to their complaints. Says Fatoumata Niakaté, a girl leader from Mamou, "We accompanied a girl aged just 15 to OPROGEM in Mamou. She had been gang raped by three boys out in the bush. OPROGEM launched an inquiry to find the alleged perpetrators." A woman in Kankan attests to this change. "Today in Kankan, when a girl is a victim of violence, she turns to the authorities. Either to a social welfare unit or to OPROGEM. They are very reactive and a great help to us!"

WOMEN'S VISITATION DAYS: RESTORING TRUST IN THE POLICE

A total of **427 women** participated in 26 women's visitation days: ten in Conakry, four in Kankan, and three each in Kindia, Labé, Mamou, and Siguri.

The "women's visitation days" is a flagship initiative for women conceived by CECIDE. The aim is to reestablish trust between women and the police by opening the doors of police precincts and stations to women from the community and establishing an enduring base for constructive exchanges between the two parties.

Before the visits, many women in Guinea had never set foot in a police precinct. One reason is a cultural taboo that prevents women from reporting their husbands or a close relative to the police. The visitation days have broken this taboo. Now women who participate in the station visits are more likely to reach out to police with safety concerns. They demand protection against rape, forced and early marriage, genital mutilation, and domestic and sexual violence. They insist on the need to arrest and judge perpetrators and accomplices of violence against women.

By all accounts, police precincts have made the women's visitation days a success. The women involved in the visitation days were ceremoniously welcomed at all stages, including by the prefectural administrative authorities. Officers made a huge effort to conduct the sessions in both French and the local language.

To encourage full participation, police held meetings with women's groups to personally invite their members to attend. Women unanimously report that the visits to police

precincts have helped them get to know police officers and understand the officers' working conditions. Says a young woman leader from Kandia: *"The fact that women have begun to make official complaints to police precincts is because the visits have played an important role in familiarization. The attitude of police officers has also contributed greatly. They have become more welcoming and courteous."*

"Before training in community policing, the officers did not know how to treat the women who came to make a complaint. They would shout at them and adopt an aggressive attitude. Now they receive them calmly, talk to them gently, listen and reassure them until the dispute has been settled. Women are now emboldened to go to the police, whereas before they wouldn't even dare pick up an identity card!" (Fatoumata Diakité, Prefectural Director of the Social Welfare Unit for the Advancement of Women in Labé, Share Fair, December 2019)

This has created space for dialogue and understanding between women and the law enforcement agencies on the new doctrine of

“Before training ... officers did not know how to treat the women ... now they receive them calmly... ”

community policing with explanations about the role and mission of the police precinct and OPROGEM.

INCREASE YOUTH LEADERS' PARTICIPATION IN PROBLEM SOLVING AND CONFLICT RESOLUTION

Young people are a source of innovation that the project partners have embraced from

Youth Leader Participation

One major objective of the *Partners for Security in Guinea* project was to increase the participation of youth leaders in resolving problems with the police. It achieved this by implementing innovative practices such as:

- **Police at school” initiative to promote civic education and dialogue between the police and young people;**
- **Strengthening dialogue and partnerships between the police and youth organizations, students, teachers, parents, and civil servants in the juvenile justice system;**
- **Building the capacity of youth leaders to engage in community security initiatives;**
- **Training youth leaders in community leadership in order to participate effectively in community forums, develop community security action plans, and engage in collaborative advocacy;**
- **Mentoring youth organizations; and**
- **Teaching the principles of constructive dialogue and fostering dialogue with officers from OPROGEM.**

the very start. They have the potential to play a catalyzing role in establishing security in Guinea. Young people are disproportionately both the victims and perpetrators of violence in the country and are increasingly involved in community vigilance groups to ensure security in their communities. The strengthening of the relationship between young people and the police constitutes a significant lever for improving the country's overall security.

After youth leaders are trained in the rudiments of the security sector reform and community policing, they have shown that they can rapidly set up their own nongovernmental organizations (NGOs) and security projects. They play an important role in the country because they represent the next generation of Guinean leaders.

"We have used our forums to bring the youth of the neighborhood and community police officers together. This allowed us to remove the barriers and offer the parties an authentic view of each other." (Ismaël Fatou Camara, President of the Association of Youth Volunteers for Environmental Protection, Share Fair, December 2019)

"Community policing is a success thanks to the courses given in high schools, the actions of the local community councils and forums and the training of young volunteer patrols. The falls in crime and delinquency are really palpable in Kankan." (Coordinator of the Kankan Justice House, Share Fair, December 2019)

"When we received our training on community policing, we were able to approach OPROGEM and become their partner. They explained all the tactics they use to have forced marriages annulled. So these new community policing units are very important to us. They are always there for us when we need them!" (Mariame Sow, a student and youth activist for the protection of Guinean girls, Share Fair, December 2019)



Project partners, police officers, and community members participate in a soccer game during the project's 2019 share fair.

SPORTS ACTIVITIES TO BUILD RELATIONSHIP BETWEEN THE POLICE AND CITIZENS

Trust between citizens and the police can be reestablished through friendly, social activities that bring the two sides together. Youth activists engaged in combating insecurity in their neighborhoods have clearly understood this: their NGOs frequently organize sporting encounters between police officers and people of all ages and genders. For example, soccer matches are held several times a year to the great enthusiasm of the local people. Such events allow police officers to get to know the people in their districts.

"We have used our forums to bring the youth of the neighborhood and community police officers together."

"Other young people need to become engaged in similar projects promoting the development of the community. The youth of Guinea are now recognized as the country's future." (Charles Sandy, president of an NGO that organizes sports activities between the police and youth in Kindia, Share Fair, December 2019)

COMMUNITY SECURITY FUND: SMALL GRANTS FOR LOCAL ORGANIZATIONS

The community security fund, conceived by PartnersGlobal, awarded small grants to projects run by local NGOs and grassroots community organizations such as women's and youth associations. Projects were selected that address issues related to insecurity and crime prevention. Grants of \$2,500 per organization were awarded after a public tender with well-defined selection criteria (for more information on the eligibility conditions for local organizations to access the community fund, see annex #4).

In total, 19 organizations received awards of small grants during the project. (The list of beneficiary organizations is provided in annex #5). The awards were announced on two occasions (ten in 2017 and nine in 2019). The beneficiary organizations were based in Conakry (in the Dixinn and Kaloum municipalities), Kankan, Kindia, and Siguiri. Projects dealt with reducing crime, strengthening community security, and addressing other problems such as juvenile delinquency and drug addiction. All the beneficiary NGOs carried out the activities proposed in the projects submitted. For example, the local NGO *Association des*

“The grants are effective in helping reduce crime.”

Jeunes Guinéennes Amis de la France installed street lighting on the main roads in some neighborhoods of the Dixinn community, reducing the number of unlit areas. Another group replanted trees in public squares in Kindia (including the Place des Martyrs adjacent to the district court and governorate

and prefecture buildings). The NGO Consortium *Fédération Mounafanyi de Kindia – Ouvrir les Horizons* organized a soccer match between police officers and the youth of the Kindia neighborhoods, with local people becoming involved with great enthusiasm. The NGO *Action Sans Frontière pour le Développement* collaborated with religious leaders (priests, pastors, and imams) to conduct sensitization and awareness campaigns on security issues in communities.

CECIDE and COGINTA organized “mentoring days” for the beneficiaries of small grants to strengthen their capacities in project and financial management and other needed skills. The president of the women's NGO *Union des Patriotes pour la Promotion Humaine* reported that the NGO's administrative and financial management capacities had been significantly strengthened as a result. CECIDE and COGINTA also provided grantee organizations with information on the role of civil society in crime prevention and establishing security.

“The grants are effective in helping reduce crime. Financing civil society associations and organizations is relevant, given that they are present on the ground and constitute a point of reference after the project.” (a member of the Association pour le Développement Economique et Social and Action Sans Frontière pour le Développement, September 2020)

COMMUNICATIONS CAMPAIGNS

The rollout of the project was accompanied by operations to spread the message, raise awareness, and educate the population. Communication campaigns were specifically directed to the target sectors of society and the communities concerned.

Effective communications have been key to the project's success. The three consortium partners (**Partners**Global, COGINA, and CECIDE) complemented each other's strengths as they designed the messages, developed the communication tools, disseminated the communication documents, built relationships with the media, gathered and analyzed media coverage, and evaluated the impact of the messages. Communications initiatives included the following:

- **Press releases and mobilization of the media** for all official ceremonies.
- **Radio and television broadcasts** on security-related innovations and effective practices arising from the project. Televised debates held in the communities of Labé, Mamou, and Siguiri brought together local elected representatives, the media (national broadcaster RTG, rural radio stations, online press), citizens (particularly women and young people), police officers, and local civil society organizations. Topics addressed in these broadcasts include:
 - Dialogue and reestablishing trust between young people, women and the police;
 - Insecurity and citizens' perception of security; and
 - Protection of women and children: the role and mission of OPROGEM.
- **Awareness-raising campaigns** about the role and mission of the national police.



Speakers take part in a roundtable on the local governance of security at the project's 2019 share fair.

- **Visibility and dissemination on social networks** of the experiences gained from the project (Twitter, Facebook, LinkedIn, YouTube, and Instagram).
- **Production of documentary films.** The consortium partners co-produced films intended to be used as both teaching tools for the target sectors of society and information for the population in general. The films analyze the issues involved in developing community security in Guinea and describe the main thrusts of the project and the best practices implemented.
- **Share Fair events.** Three Share Fair events were held by the consortium: in 2017, 2018, and at the end of 2019, to close the project with a flourish and celebrate the experiences gained. The Share Fairs, coordinated by **PartnersGlobal**, offered an opportunity for the project's participants at both institutional and local levels to gather and share what they learned. A diverse range of stakeholders attended: representatives of the Guinean government, national police representatives, the United States Ambassador to Guinea, local elected representatives, neighborhood leaders, stakeholders such as NGOs and associations, police officers, and women and youth leaders.

The atmosphere of the Share Fair events was educational, convivial, festive, and sporting. The format included the screening of films about the project, roundtables focusing on the project's key themes (such as local governance, community policing, and access to justice), and testimonials by the project's stakeholders. Exhibits displayed information from some of the communications campaigns that accompanied the rollout of the project.

Culture and entertainment were also an integral part of these events, with sketches and music that featured content and lyrics about the security context in Guinea. Finally, on the last day of the Share Fair, a soccer match took place between Guinean police officers and local people (men, women, and youth). Project partners and U.S. embassy staff also participated.

- **Comic strips.** Comic strips can be effective communications tools for spreading public awareness messages in an entertaining way. Given the poor literacy rate and the use of several local languages in Guinea, the use of pictures to describe the roles and responsibilities of the police ensured that messages were disseminated to the whole of the population. Comics are also an excellent way of reaching young people.
- **Publications.** COGINTA produced a series of guides for various target audiences.
 - *Practical Guide: Local Security and Crime Prevention Councils in the Republic of Guinea.* This guide, co-financed by the European Union, was developed for members of local security councils.
 - *Guide to Conflict Resolution and Crime Prevention,* for neighborhood leaders.
 - *Training Manual,* for senior security officials in the Ministry of Security and Civil Protection and for police academies.
 - *Practical Guide for Community Outreach Officers,* for community outreach officers.

In Focus: Documentary films produced as part of the *Partners for Security in Guinea* project

Community Policing in Action [*Partners for Security in Guinea: Reforming the Police to Better Inform Citizens*](#).

The film describes the introduction of community policing over the three development phases of the project: in 2015 in Dixinn and Kaloum, in 2017 in Kindia and Kankan, and in 2019 in Mamou, Labé and Siguir. The documentary focuses on

This film highlights the six founding principles of community policing: proximity to citizens, meaningful partnerships, crime prevention, resolving problems with local elected representatives, transparent accountability, and respect for human rights. The video emphasizes the need for the police to be professionalized within the framework of proximity. This film shows how, over the course of four years, 1,200 police officers were trained in ethics, integrity, human rights, the doctrine of community policing, criminal investigation, and the protection of vulnerable populations.

Local Security and Crime Prevention Councils [*Local Security Forums and Councils: Strengthening the Local Governance of Security*](#)

This film focuses on Local Security and Crime Prevention Councils. It includes testimonials from community outreach officers and citizens, notably women whose everyday lives have greatly as a result of these councils. These local security forums and councils are dedicated to strengthening the local governance of

Small Grants [*Small grants: Promoting a Co-production for Security*](#)

This film highlights the cooperation between the *Partners for Security in Guinea* program and community organizations to which the program had allocated small grants.

the introduction of community outreach officers who worked to reestablish trust with the population and prevent violence, particularly among young people. The concept is neatly summarized by the motto "educate rather than punish."

Training Police Instructors [*Training Police Instructors: Enhancing Guinean Police Expertise*](#)

security, in particular through the FLSPDs, which are organized by and for local people and run by neighborhood leaders. Local authorities have invested in these councils and have reacted positively to them.

Spotlight on Community Outreach Officers [*Community Outreach Officers: Restoring Trust between Young People and the Police*](#)

In this film, police officers describe the positive impacts of the project on youth. They highlight the importance of showing the "right path" to young Guineans, who are exposed to drugs, violence, and antisocial behavior. Community outreach officers have received specialist training in children's rights, educational psychology, and communication techniques. One young man said that the police's approach demonstrated a human touch and promotes mutual respect, understanding, and renewed trust. General Mamadou Camara reported a gradual decline in violence in educational establishments as a result of the work of community outreach officers in over 27 schools.

Obtaining great results in the field, these organizations have led civic initiatives to improve safety in their communities. One grant recipient, for example, organized relationship-building sporting activities between local people and the police.



JE SUIS JEUNE ET RESPONSABLE.

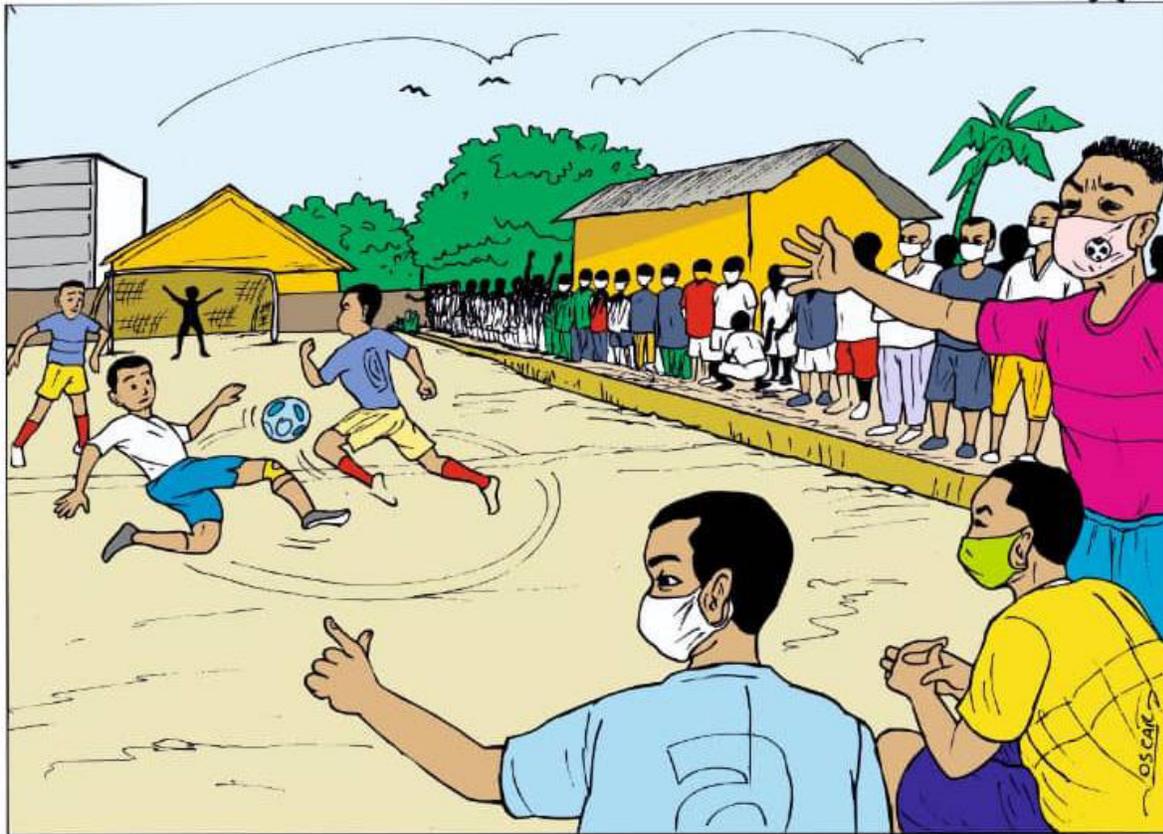
Je me protège et protège mes proches en portant correctement ma bavette, en me lavant régulièrement les mains, quand je regarde les matchs de foot au terrain !

STOP



Covid-19

EN CAS D'URGENCE
APPELEZ LE
115



Encourageons chacun à appliquer et à faire appliquer les différentes mesures sanitaires pour nous protéger, protéger nos proches et sauver notre pays. Chacun est garant de la santé de tous. Adoptons des comportements responsables face au coronavirus !





Police gather at a COVID-19 sensitization training in Dixinn.

BUILDING TRUST BETWEEN LAW ENFORCEMENT AGENCIES AND CITIZENS TO COMBAT COVID-19

In the **fight against COVID-19, 715 police officers were trained** in how to prevent the spread of infection. A further **219 police officers** received training from peer instructors before launching an awareness-raising campaign to **combat gender-based violence** during COVID-19 restrictions.

The COVID-19 pandemic has created new health and security challenges. As in many African countries, the Guinean government has relied on the army and law enforcement agencies, particularly the police, to combat the pandemic by implementing health measures, enforcing curfews, and distributing food aid during quarantines. The strengthened relationships and trust built between law enforcement and citizens during the *Partners for Security in Guinea* project were key to mounting an effective response to the COVID-19 pandemic and bolstering the resilience of communities.

To respond to the new health and security

challenges posed by the COVID-19 pandemic, COGINTA and CECIDE supported prevention activities.

COGINTA distributed prevention kits and conducted awareness-raising campaigns. It also helped the Local Security and Crime Prevention Councils produce and disseminate audio messages to 33 districts of Dixinn and Kaloum on how to prevent the spread of coronavirus. A short video showing a police officer demonstrating the preventive measures required to protect against the disease was produced and broadcast on public and private television channels and posted on social media. Other initiatives include training police officers to cope with health emergencies and training 219 officers on the prevention of domestic violence.

CECIDE distributed protective kits, created materials to raise public awareness, and installed handwashing stations. In partnership with OPROGEM, CECIDE oversaw the training of 30 women and youth leaders and 33 neighborhood leaders in basic COVID-19 prevention measures, such as managing handwashing stations. CECIDE also provided training on how to create community action plans to prevent violence against women and stop the spread of coronavirus.



Police officers participate in the project's 2017 share fair.

RECOMMENDATIONS: ENSURING THE SUSTAINABILITY OF BEST PRACTICES

Community policing has proved more effective in Guinea thanks not only to the initiatives but also to the way that police institutions have embraced community policing and the political will in the form of the involvement of the Ministry of Security and Civil Protection. To ensure that the experiences gained from the project are sustained over the long term, this institutional appropriation needs to be consolidated. The following actions are recommended to maintain and build on the lessons learned.

1. Institutionalize community policing and roll it out nationally.

- Implement the doctrine of community

policing, not only in police precincts but at the national police level. The Guinean police forces, both national and local, have enthusiastically welcomed the community policing scheme. There is also a clear political will to institutionalize community policing by adopting regulatory provisions such as decrees.

- Extend the joint decree for the “creation, organization and functioning” of local security councils to cover the whole country. The first joint decree, made in the early stages of the implementation of community policing, covered only a few localities.

This new decree is an opportunity to extend community policing and set up security councils in all Guinea's communities.

- Consolidate the Inter-Ministerial Steering Committee for local security councils and make it operational. This ensures regular monitoring of councils and implements a strategy for their national rollout.
- Institutionalize the "police at school" initiative and launch it nationwide. This initiative has been acclaimed throughout the country, and the demand for officers to visit schools is growing. Resources should be provided to respond to this demand.

"What takes time is for the change in attitude to take hold, both for the police institution as well as for the people. This is why projects associated with security have to be pursued over the long term!" (Sébastien Gouraud, director of COGINTA)

2. Foster synergy between the different police bodies to make community policing more effective and efficient.

The population benefits from four main areas of police intervention, each of which is managed by a specific branch of the national police: criminal investigation (dealing with crime), public security (public order), traffic police (roads), and OPROGEM. Although their areas of action are different, if community policing is to be effective and efficient, there needs to be a synergy between the various police bodies.

3. Root the Local Security and Crime Prevention Councils in Guinea's process of decentralization.

At this stage, local security councils are simply security management tools chaired by mayors, which makes them fully eligible for the decentralization process. As a consultative body, the CLSPD allows communities to exercise their competence in the security domain. This competence is conferred by the amended local authority code through the adoption of local security plans.

Furthermore, the signing of the joint decree creating the Inter-Ministerial Committee (within the ministry responsible for decentralization) to monitor the actions of CLPSDs is evidence that this tool is being adopted by national and local authorities.

4. Promote effective representation of women in the security sector and use community policing to combat violence against women.

Since women were officially integrated into the Guinean National Police, progress has been made in female police representation, albeit at a modest rate. The number of women in the Police and Civil Protection in 2020 was 2,367, or 17 percent of the total force. Only 164 women, or 10 percent, hold positions of responsibility, distributed as follows: senior superintendent of police (2), divisional police commissioner (16), principal police commissioner (48), and police commissioner (98). Considerable progress has been made, but there must be further

“What takes time is for the change in attitude to take hold...”

promotion of women, particularly to positions of command. Emphasis must be placed on

strengthening the ability of women to attain these senior positions in the face of cultural and religious barriers. In addition, there should be increased representation of women in local community policing structures and on local security councils and forums.

As a general directorate, OPROGEM can help strengthen the dialogue between women and the police and combat violence against women. Almost all of the positions in OPROGEM are occupied by women. This is a major step forward in creating a safe environment for women to report gender-based violence. OPROGEM has played an important role in implementing the *Partners for Security in Guinea* project within the framework of awareness-raising campaigns in schools, collaboration with women's groups in the neighborhoods (women's visitation days), combating violence against women, and fighting COVID-19. Its role in community policing must be consolidated and strengthened through training in human rights, how to combat violence against women, and community engagement strategies. Furthermore, OPROGEM offices in all the police precincts in Guinea must benefit from substantial funding in order to deal with cases of rape, abuse, domestic violence, forced and early marriage, and genital mutilation.

5. Link community policing with road safety.

Road safety officers should be given the same opportunities as other officers to be trained in community policing. This is particularly important because road safety continues to be a weak link in terms of respecting the principles of community policing (proximity to citizens, meaningful partnerships, crime prevention, resolving problems with local elected representatives, transparent accountability, and respect for human rights). In fact, the image

of the national police is jeopardized by the actions of traffic police officers, who continue to be the object of complaints by citizens.

6. Link community policing to local justice.

Improving citizens' security through better access to justice is an innovative approach that would help address growing insecurity and mistrust of the government. This has been a shared goal of two complementary projects in Guinea funded by US Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL): *Partners for Security in Guinea: Reforming the Police to Better Inform Citizens* and *Partners for Access to Justice: The Operationalization of Justice Houses*. These two projects, implemented by the **PartnersGlobal/Coginta/CECIDE** consortium, aim to bring the security and justice services closer to the community. The projects have offered an opportunity to reestablish the dialogue between the police and the courts to ensure the rule of law. The challenge for Justice Houses is to bring justice closer to citizens through the concept of local access to justice (*justice de proximité* in French)—an extrapolation of community policing. Law enforcement agencies and police officers must be trained in the functions of the Justice Houses, the types of clients they work with and the disputes they handle, as well as on the manner in which cases are submitted to them.

Collaboration between the security and justice sectors in Guinea would contribute to improving citizens' security. The perception citizens have of the local executive bodies can be improved by linking security and justice; this allows local people to see law enforcement agencies and Community Justice Centers acting in response to their problems. The correct handling of judicial procedures is

necessary to rehabilitate the role of the police and its image with the district courts.

“ This project allows Guineans to become actors in their own security. ”

7. Redesign the security sector to deal with future pandemics.

Community policing can make Guinea more resilient not only to pandemics such as COVID-19 and Ebola but to natural disasters. Therefore it is vital to support community policing efforts during emergencies. The police can play a positive role by providing access to information and basic human services; respecting human rights and protecting the most vulnerable; adopting inclusive processes for problem-solving; and engaging communities in response and recovery plans.

All of this requires the management of law enforcement agencies to be engaged at all levels. The strengthening of the governance of local and national security is also an important element in a strategy to deal with any future epidemics, pandemics, and natural disasters. To be effective, such a strategy must include public health training for the police; emphasize the creation of trust between law enforcement agencies and citizens; involve women and young people in inclusive problem-solving processes; and create a space for dialogue between citizens and the police at the local and national levels.

“This project allows Guineans to become actors in their own security. It plays a pivotal role and will bear fruit in the long term.” (Albert Damantang Camara, Guinean Minister of Security and Civil Protection)



From left to right: Mayor of Kaloum Aminata Touré, **Partners**Global Senior Director for Africa Solange Bandiaky-Badji, Guinean Justice Minister Damantang Albert Kamara, and U.S. Ambassador Simon Henshaw sit together at the official opening of the project's 2019 share fair.

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Guides et Manuals

Le Guide de résolution des conflits et de prévention de la délinquance destiné aux Chefs de quartiers ;

Le Guide pratique : Conseil local de sécurité et de prévention de la délinquance en République de Guinée ;

Le Guide pratique du policier référent pour les Policiers référents

Le Manuel Médiateur-Conciliateur des Maisons de Justice en République de Guinée

Le Manuel de Formation pour les cadres de la Sécurité au Ministère, dans l'Administration, et les Ecoles de police

ANNEXES

Annex #1 A timeline of security reform institutional and legal innovations by the Guinean government (from 2010 to 2014)

- May 2010: Report appraising the security sector in the Republic of Guinea.
- March 2011: Report of the National Seminar on Reform of the Security Sector (RSS) in the Republic of Guinea.
- November 2011: Elevation by decree of Gendarmerie staff to the High Command of the Gendarmerie and Military Justice.
- November 5–28, 2011: Biometric census of the defense forces and law enforcement agencies.
- June 2012: National Strategy for Sectoral Policies drawn up.
- December 2012: Political declaration on Reform of the Security Sector.
- March 2013: Harmonized documents on sectoral policies
- August 26–November 15, 2013: National consultations in preparation for the implementation of the National Defense and Security Policy (PNDS).
- November 16, 2013: Official presentation of the National Defense and Security Policy (PNDS) to the strategic Commission chaired by the President of the Republic.
- April–July 2014: Election and installation of the members of the Higher Judiciary Council.

Annex #2 Local Security Assessment Questionnaire

The questionnaire used in the local security assessment includes the following information:

1. The sociodemographic profile of the respondent (age, sex, income, education, training)
2. Offenses committed (assaults, burglaries, sexual violence)
3. Cases of antisocial behavior recorded in the neighborhood
4. Atmosphere of insecurity, both at night and during the day
5. Crime reports and main recipients
6. Opinion on the main problems in the neighborhoods
7. Opinion on security and the police departments
8. Preventive measures
9. Expectations of police performance and measures recommended to improve security and the police

The choice of questions asked depends on the local security characteristics, but the overall methodology is the same for all target communities.

Annex #3 Composition of the Local Security and Crime Prevention Council

The Local Security and Crime Prevention Council includes all sectors of the community. The members are:

- The Mayor, who chairs the council;
- The General Secretary of the community, who is the coordinator;
- The Central Commissioner or his/her deputy, who is the rapporteur;
- The Public Prosecutor of the Republic or his/her deputy;
- The Commander of the National Gendarmerie brigade or his/her deputy;
- The community councilor responsible for security;
- The local Commander of Nature and Biodiversity Conservationists or his/her deputy;
- The chief of the municipal police, if existing;
- Two neighborhood leaders representing the first level of community administration on the ground;
- Eight representatives of local civil society are full members. They are:
 - A representative of youth associations;
 - A representative of women's associations;
 - A representative of the SMEs responsible for sanitation;
 - A representative of human rights associations;
 - A representative of associations for students, parents, and friends of schools;
 - A representative of the marketplace management committees;
 - A representative of the community chamber of commerce;
 - A representative of the transport workers' unions.

Annex #4 Conditions of eligibility for local organizations to apply to community fund

- Addresses a subject that prioritizes security in Dixinn, Kaloum, Kankan, Kindia, and Siguiré in relation to the results of the May 2019 assessment study and/or the advocacy plan arising from the June 2019 training in cooperative advocacy;
- Develops and strengthens the links between the women's and youth organizations on the one hand, and the police and the local authorities on the other, to reinforce mutual understanding and improve cooperation as a way of resolving security problems in their communities;
- Strengthens the capacities of associations to allow them to effectively identify and use information and other resources in their security and crime prevention missions;
- Uses existing resources to combat insecurity in their communities;
- Implementation in Dixinn, Kaloum, Kindia, Kankan and Siguiré by a legally recognized association (with a DUNS number) that works in partnership with the local police or the local authority;
- Acts realistically and reasonably:
 - Ensures that funding is efficiently used and aligned with the planned activities; accountability of the use of all resources made available for the project;
 - Ensures that the schedule for carrying out the activities is drawn up to take account of all possible eventualities;
 - Ensures that all partners are up to date with the performance schedule in order to facilitate monitoring;
 - Free of all bias and political influence;
 - Displays an innovative approach.

Annex #5 Lists of local organizations awarded small grants by the community fund

2019 Beneficiaries

Grantee	Region/ Municipality	Project
1. Union des Patriotes pour la Promotion Humaine (Union of Patriots for Human Advancement)	Dixinn	Preventing and combating crime and delinquency
2. Association des Jeunes Guinéens Amis de la France (Association of Young Guineans Friends of France)	Dixinn	Sanitation and public lighting of unlit areas for crime prevention and improving citizens' security
3. Association Auto Prévention et Secourisme Guinée (Guinea Association for Fire Prevention and First Aid)	Kaloum	Campaign to reduce the risks of domestic fires
4. Actions Sans Frontières pour le Développement (Actions Without Borders for Development)	Kaloum	Police reform to improve the coordination of citizens, community security, and crime prevention in Kaloum community
5. Association pour la Préservation du Bien Être Humain, Animal et Environnemental (Association for the Preservation of Human, Animal and Environmental Well-Being)	Kankan	Preventing and combating crime and delinquency
6. Association Guinéenne pour la Sécurité et la Souveraineté Alimentaires (Guinean Association for Food Security and Sovereignty)	Kankan	Preventing and combating crime and delinquency
7. Consortium Fédération Mounafanyi de Kindia-Ouvrir les Horizons (Kindia Mounafanyi Federation - Opening Horizons Consortium)	Kindia	Various actions to bring the police and citizens closer together
8. Association pour le Développement Economique et Social (Association for Economic and Social Development)	Kindia	Reducing insecurity in downtown Kindia by re-establishing trust between the police and the population
9. Club des animateurs Socio-éducatif pour la Paix (Club of Socio-Educational Instructors for Peace)	Siguiri	Establishing a constructive cooperation between the population and the police
NGO Jeunes Ambassadeurs pour la Paix (Young Ambassadors for Peace) <u>N.B.</u> This NGO, although selected, could not benefit from the funds because it was unable to register with the US Government's SAM system for fund eligibility.	Siguiri	Youth citizen actions for improved security

2017 Beneficiaries

Grantee	Region / Municipality	Project
1. Association des Jeunes Guinéens Amis de la France (Association of Young Guineans Friends of France)	Dixinn	Sanitation and public lighting of unlit areas for crime prevention and improving citizens' security
2. Association des Jeunes et Amis pour le Développement intègre de la Guinée (Youth and Friends Association for the Honest Development of Guinea)	Dixinn	Strengthening collaboration between law enforcement agencies, defense forces, and citizens
3. Union des Jeunes et Amis pour le Développement de la Guinée (Union of Youth and Friends for the Development of Guinea)	Dixinn	Preventing and combating crime and delinquency
4. Réseau Guinéen pour la Solidarité et la Sécurité (Guinean Network for Solidarity and Security)	Dixinn	Preventing and combating crime and delinquency
5. Réseau Dynamique Citoyenne (Citizen's Dynamic Network)	Dixinn	Strengthening collaboration between law enforcement agencies, defense forces, and citizens
6. Actions Sans Frontières pour le Développement (Actions Without Borders for Development)	Kaloum	Strengthening collaboration between law enforcement agencies, defense forces, and citizens
7. Union pour le Développement et le Coopération (Union for Development and Cooperation)	Kaloum	Strengthening collaboration between law enforcement agencies, defense forces, and citizens
8. Association Vision Commune (Common Vision Association)	Kaloum	Strengthening collaboration between law enforcement agencies, defense forces, and citizens
9. Le Centre Femmes, Citoyenneté et Paix (Women, Citizenship and Peace Center)	Kaloum	Preventing and combating crime and delinquency
10. Conseil Régional des Organisations de la Société Civil de Conakry (Regional Council of Conakry Civil Society Organizations)	Kaloum	Preventing and combating crime and delinquency

DETAILED LIST OF ACKNOWLEDGMENTS

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Prefectural Directorate of Social Action and the Promotion of Women in Kaloum, Dixinn, Kindia, Kankan, Mamou, Labé, and Siguiré

Prefectural Directorate of Youth in Kaloum, Dixinn, Kindia, Kankan, Mamou, Labé, and Siguiré

