

“Motions Without Movement”

**Report of Presidential Committees
On Police Reforms
In Nigeria**

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CLEEN Foundation

Lagos Office: 21, Akinsanya Street
Taiwo Bus-Stop
Ojodu
Ikeja, 100281
Ikeja, Lagos, Nigeria
Tel: 234-1-7612479
Fax: 234-1-2303230

Abuja Office: 26, Bamenda Street, off Abidjan Street
Wuse Zone 3, Abuja, Nigeria
Tel: 234-9-7817025, 8708379

E-mail: cleen@cleen.org
Website: www.cleen.org

CHUKWUMA, Innocent

“Motions Without Movement” Report of the Presidential Committees on Police
Reforms in Nigeria

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Table of Content

| | | | |
|-----------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|-----|
| Abreviation | v | | |
| Acknowledgement | vi | | |
| Preface | vii | | |
| Sections | | | |
| I | Review of the Reports of the 2006 and 2008 Presidential Committees on Police Reform in Nigeria | 1 | |
| II | Executive Summary and Recommendations of the Presidential Committee on the Reform of the Nigeria Police Force: 2008 headed by Alhaji M.D. Yusuf GCON, NPM IGP (RTD) | 8 | |
| III | Report of the Presidential Committee on the Reform of the Nigeria Police Force: 2006 headed by Alhaji Muhammad Dan Mandami CFR, mni DIG (RTD) | 55 | |
| | Chapter 1 | Term of Reference I | 56 |
| | Chapter 2 | Term of Reference II | 70 |
| | Chapter 3 | Term of Reference III | 85 |
| | Chapter 4 | Term of Reference IV | 109 |
| | Chapter 5 | Term of Reference V | 122 |
| | Chapter 6 | Term of Reference VI | 130 |
| | Chapter 7 | Term of Reference VII | 152 |
| | Chapter 8 | Term of Reference VIII | 155 |
| IV | Report of the One day Round Table Workshop on the Review of the Recommendations that have been submitted to the Federal Government of Nigeria on the Reform of the Nigeria Police Force | 161 | |

Abbreviations

| | | |
|-------|---|---------------------------------------------------|
| NPF | - | Nigeria Police Force |
| FCT | - | Federal Capital Territory |
| ARPON | - | Association of Retired Police Officers of Nigeria |
| EFCC | - | Economic and Financial Crimes Commission |
| FRSC | - | Federal Roads Safety Commission |
| ICPC | - | Independent Corrupt Practices Commission |
| NSCDC | - | Nigeria Security and Civil Defence Corps |
| SB | - | Special Branch |
| NSO | - | National Security Organisation |
| CIB | - | Criminal Intelligence Bureau |
| CID | - | Criminal Investigation Department |
| SCID | - | State Criminal Investigation Department |
| FCID | - | Force Criminal Investigation Department |
| SSS | - | State Security Service |
| FO | - | Force Order |
| FAI | - | Force Administrative Instructions |
| SIU | - | Specialised Investigation Unit |
| PPMU | - | Police Performance Monitoring Unit |
| PMF | - | Police Mobile Force |
| UC | - | Unit Commander |
| NCO | - | Non – Commissioned Officer |
| CCR | - | Central Criminal Registry |
| NHRC | - | National Human Rights Commission |
| VIP | - | Very Important Personalities |
| IGP | - | Inspector – General of Police |
| DIG | - | Deputy Inspector-General of Police |
| AIG | - | Assistant Inspector – General of Police |
| CP | - | Commissioner of Police |
| 2i/c | - | Second –in- command |

Acknowledgement

This publication is a compilation of the reports of the presidential committee on the reform of the Nigeria Police Force set up in 2006, report of a one day roundtable workshop for the review of the presidential committee report organized by CLEEN Foundation and the executive summary and recommendations of the committee report in 2008.

The publication was made possible by several individuals and organizations whose contributions led to the actualization and completion of this multi tasking work aimed at highlighting the issues that have been of concern to various stakeholders on police and policing reforms in the country. Firstly, we thank the John D. and Catherine T. MacArthur Foundation for providing support for organizing one day roundtable workshop for the review of the Danmandami led presidential committee report and compilation of the reports.

We appreciate the contribution of Professor Etannibi Alemika from University of Jos who laid the background to the issues and challenges being faced by the Nigeria Police Force at the one day roundtable workshop organized by CLEEN Foundation in collaboration with the Network on Police Reform in Nigeria (NOPRIN).

We also wish to commend the valuable contributions of civil society groups that attended the one day round table and representatives of the print and electronic media who participated at the roundtable workshop. Without their commitment and contributions, this publication would not have been possible.

Finally, the efforts of the project team of CLEEN Foundation that work within the Accountability and Justice department; Mrs Kemi Okenyodo, Ms Blessing Kadiri and Ms Chigozirim Odinkalu with immeasurable support from staff from administrative section in the Abuja office; Ms Linda Asuquo, Ms Ojuolape Olukanni and Mr. Daniel Idega.

The essence of the workshop was to look at various issues and compare with the other two reports mentioned above, areas where they were in agreement with the report – which was not stated in the white papers, such areas were restated, areas that were not stated in the reports – recommendations were made; areas that were in agreement with the White paper and the reports, they were also stated.

Preface

The challenges being faced by the Nigeria Police Force in the discharge of their duties which is the maintenance of law and order and protection of lives and property in the last few years has been one of the areas facing different democratic governments in the country. To address the problem, the Federal Government in 2006 under the leadership of Chief Olusegun Obasanjo GCFR set up a Committee for the Reform of the Nigeria Police. At the conclusion of the committee work, they made some recommendations which were not fully implemented.

On January 2008, the President and Commander in – Chief of the Federal Republic of Nigeria, His Excellency, Umaru Musa Yar Adua inaugurated a seventeen man presidential committee for the Reform of the Nigeria Police Force led by Alhaji M.D Yusuf with the following terms of reference:

- (i) Examine the present state of the Nigeria Police Force and review previous efforts, reports and Government White Papers on the re-organization, restructuring and repositioning of the Nigeria Police Force.
- (ii) Identify and recommend definitive measurable and practical measures for the enhancement of effective police service delivery; including possible areas of assistance from our development partner;
- (iii) Examine and recommend measures needed for complete transformation of the Nigeria Police Force into an effective and proficient Agency for the effective maintenance of law and order in the country; and,
- (iv) Make any other recommendations deemed necessary by the committee.

This publication is the compilation of the attempts to review the presidential committee reports on police reform in Nigeria by civil society groups organized by CLEEN Foundation in collaboration with the Network on Police Reform in Nigeria (NOPRIN). The publication has eight chapters and divided into four sections. Section one focuses on Review of the Reports of the 2006 and 2008 Presidential Committees on Police Reform in Nigeria. Section two dwells on the Executive Summary and Recommendations of Presidential Committee on the Reform of the Nigeria Police Force: 2008 headed by Alhaji M.D. Yusuf GCON, NPM IGP (RTD). Section three focuses on the Report of the Presidential Committee on the Reform of the Nigeria Police Force 2006, headed by Alhaji Danmadami while section four covers the Report of the One Day Roundtable Workshop on the Review of the Recommendations that have been submitted to the Federal Government of Nigeria on the Reform of the Nigeria Police organized by CLEEN Foundation in collaboration with the Network on Police Reform in Nigeria (NOPRIN).

Innocent Chukwuma
Executive Director

SECTION I

**Review of the Reports of the 2006 and 2008 Presidential
Committees on Police Reform in Nigeria**

Introduction:

In the last nine years of elected civilian government in Nigeria two presidential committees have been established to review the Nigeria Police Force and make recommendations for reforming the institution with a view to improving its work. The first was the Dan Mandami led committee established by then President Obasanjo in 2005 and the second one established by President Yar'Adua in January 2008 and led by MD Yusuf, a former Inspector General of Police. Each of these panels worked tirelessly to complete its assignment, submitted report and recommendations to the government. Years and months after completion of their assignments, the reports have neither been made public nor significantly acted upon by the government.

The CLEEN Foundation in February 2008 convened a two day meeting of experts and stakeholders to review the work of the panels, especially the Mandami led committee, which did a more thorough job and whose report we were able to obtain.

In discharging its mandate, the Dan Mandami led committee received memoranda and organized public hearings in the six geographical regions of Nigeria. The committee also consulted government officials, traditional/paramount rulers, and visited police colleges and training institutions, police stations, commands, barracks and Force headquarters to gain insights into the problems facing the Nigeria Police Force. In the end the Madami committee made a total of 120 recommendations covering issues outlined in their terms of reference such as organization and operational control of the Nigeria Police Force; crime prevention and control; recruitment and personnel development; police welfare and condition of service; public confidence in the police; logistics support; community policing and improvement of services.

The forum convened by CLEEN Foundation took interest in four issue areas covered in the recommendations of the committee. These were: police structure, civilianization of non-core policing functions; strengthening internal disciplinary procedures and insulation of police from partisan control

Police Structure

The Mandami Committee recommended retention of the centralized structure of the Nigeria Police Force in accordance with Section (214) of the 1999 Constitution and noted that its recommendation was borne out of the experience of the country with multiple police forces until mid-1960s. The stakeholders convened by CLEEN

Foundation supported this recommendation but added there should be adequate devolution of powers from the police headquarters to Commissioners of Police in charge of state commands to enable them develop initiatives of their own for improving public safety and security in their commands in collaboration with host governments and communities they serve. The group further recommended that there should be a constitutional review that mandates and specifies periodic meetings of the Nigeria Police Council which would give other members of the Council opportunities for periodic review of the activities of the Nigeria Police Force. Presently, only the president exercises the powers of the council and merely convenes the council to rubber stamp whatever measures he has taken when he deems it fit.

Civilianization of non-core Policing Functions

The committee recommended hiring civilian staff to carry out non-core policing functions currently discharged by uniformed persons in the Nigeria Police Force in order to free police personnel to focus on serious police duties. An informed estimate has it that about one third of the police personnel in Nigeria are engaged in non-policing functions, some of which includes driving and carrying trolleys for the wives of senior police officers when they go shopping in super markets. This amounts to a gross waste of the resources used in training the officers as civilians could very well carry out these functions without going through rigorous police training. It also makes it difficult for adequate number of police officers to be available in handling emergencies.

Stakeholders supported this recommendations and added that recent trend in many jurisdictions including some countries in Africa is to hire civilians with specific skills and expertise into police forces to perform those specialized functions that could not easily be carried out by sworn officers. Some of the services include: Crime analysis, Budgeting, Forensic science, Ballistics examination, information technology, medical and veterinary services, works section, tailoring, private drivers etc.

Strengthening Internal Disciplinary Procedure in the Police

The committee recommended that internal disciplinary procedure of the Nigeria Police Force should be reviewed and strengthened so that officers involved in misconduct are promptly and fairly disciplined. And that the Nigeria Police Force should devise means of ensuring that officers are aware of and observe the Code of Ethics in sections 324 – 325 of the Police Regulations.

Stakeholders convened by CLEEN Foundation supported this recommendation and added that the disciplinary procedures in the police force needed to be streamlined into a manageable framework that could easily be used by aggrieved citizens seeking redress for police misconduct as well as using data emanating from such mechanisms in tracking police officials who are subjects of unusually high numbers of citizens' complaints. The major problems plaguing the police internal control systems, which have alienated the citizens from using them, is that they are uncoordinated and under-resourced, and as a result largely ineffective. This is compounded by the fact that public is not aware of the existence of any regulation guiding the invocation of the mechanisms. There is therefore the need for the police to make discipline in the Force a priority so as to enable the proactive use of disciplinary mechanisms in promoting a new police culture and establishment of minimum standards of policing.

Insulation of the Police from Partisan Politics

To free the police from undue interference and control by partisan political office holders, the committee recommended that the appointment and removal of the Inspector - General of Police should be approved by two-thirds majority of the Senate on the recommendation of the President of the Federal Republic of Nigeria and that the tenure of the office should be pegged at one term of four years without extension, irrespective of his age and length of service.

Stakeholders welcomed this recommendation and added that president should be required to nominate at least three names of qualified Nigerians, who should be police officers from the rank of Commissioners and above to the national Assembly for scrutiny and confirmation for the job. The process of confirmation should include public hearing, where members of the public who know the nominees could come and testify about their integrity. This process of appointment would hopefully enable the chief of police to realize that he or she is accountable to multiple constituencies and not just the president alone and also prevent the present situation where successive political leadership have manipulated the Nigeria Police Force whichever way they desire.

Review of Police Act

The need to review the Police Act to provide legal status to recent reforms introduced in the Nigeria Police Force such as adoption of community policing strategy, enhancement of the role of women in the police and to incorporate provisions of human rights treaties ratified by Nigeria in the act appear to have been left out in the

recommendations of the committee. There is therefore the need for the national assembly to take seriously the issue of reviewing the Police Act, which was enacted in 1943 by the British colonial government.

An interagency committee was established in 2005 by the Speaker of the House of Representatives to review the Act, which at the end of its sittings produced a draft bill reviewing the act and submitted it for gazette. The bill addressed three important areas for urgent attention, which were identified by an interactive forum on review of the Police Act organized by the House of Representative in collaboration with CLEEN Foundation in November 2004. These areas were:

- The need to incorporate positive policy developments in the Nigeria Police Force in to the Act in order to provide legal basis for their sustenance
- The urgent requirement for amendment or deletion of certain provisions in the Act that have become either outdated or obnoxious in the light of the present era of new hope for democracy in Nigeria.
- The necessity to amend sections of the Act that make it impossible to insulate the police from partisan political control such as section 9(4), which vest the operational control of the police in the hands of the president rather than the chief of police.

Police Treatment of Victims of Gender Based Crime

Another issue left out in the Mandami Committee's recommendations was how to improve treatment of and service to vulnerable groups in the Nigerian society such as victims of gender-based crime. The Literature on gender-based crime in Nigeria has shown that the phenomenon is not only on the increase but also has no respect for age, social status or geography (Osarenren and Effah-Chukwuma, 2001; Alemika and Chukwuma 2004). The forms of gender based crime prevalent in the country include domestic violence, sexual violence, harmful traditional practices, child prostitution and trafficking, and the use of female children for domestic labor (Osarenren and Effah-Chukwuma, 2001).

In spite of the growth in the number victims of gender-based crime, the reporting rate to the police has been very low in comparison with other crimes such as burglary and robbery. In a victimization survey carried out in Lagos in 2004 by the CLEEN Foundation in collaboration with the Federal Office of Statistics, only 5 percent of

victims of gender-based crimes reported their victimization to the police (Alemika and Chukwuma, 2004). The figures will certainly be lower when you measure reporting rates in other cities and states in Nigeria that have neither the cosmopolitan outlook of Lagos nor the literacy level. Among the reasons given by respondents for the low reporting rate of gender-based crimes to the police include:

- Police lack of sensitivity to the specific needs of victims
- Inability of the police to do anything
- Ridiculing of victims by the police
- Fear of inadequate protection in cases where the perpetrators are living with the victims
- Lack of where to go in the cases of domestic violence (Alemika and Chukwuma, 2004).

Yet the police are very critical in preventing and dealing with cases of gender based crime in Nigeria. Not only are they needed in arresting and bringing perpetrators to justice, they are also ideally placed to activate a chain of referral services including medical attention, counseling services, legal assistance, shelter for victims and creating awareness about gender based crimes among the general population. It is therefore very important to train the police on gender sensitivity, provide them with institutional capacity to respond to gender-based crimes such as establishment of gender crime unit in every police station and network them with other role players, especially civil society groups working on issues of gender-based violence and medical services.

Other Recommendations

Other recommendations made by stakeholders that participated in the forum convened by CLEEN Foundation included:

- The need for the police to develop a strategy which would assist it to better explain its actions to the public and mobilize the public to support appropriate crime prevention measures.
- The Police should enter into consultation/agreement with the Nigeria Communications Corporation NCC on the need for all the telephone service operators to ensure that the universal access code – **911** - works on all networks in Nigeria.

- The police should have regular interactive forums with members of their local community – which will be similar to a village towns meeting – this would provide them the opportunity to hear directly from the community and also for them to discuss directly with members of the community. This serves as an opportunity for confidence building in the activities of the police.
- Periodic bulletins/news letters should be produced informing the public on crime incidents, missing peoples’ security alerts and ongoing investigations to keep the immediate community abreast of their activities
- Periodic review of the salary of the police and other benefits/allowances, this should include but not limited to pension benefits, salaries, insurance, tools of work transportation, uniform, communication gadgets etc; all necessary things that would enhance their welfare.
- Regular training and retraining for police officers on intelligence gathering and investigation in all commands and stations.
- Review the special constabulary scheme with a view to implementing the community policing concept.
- Code of conduct should be reviewed and enforced particularly on ethics, confidentiality of information and protection of informants and agents. Furthermore there should be statutory compensation for victimized informants.
- An enabling law should be enacted to enable the police enjoy freedom of association and to unionize across the various ranks.
- Capacity of civil society groups should be improved in the area of monitoring and evaluation of the activities of the police.
- The proliferation of uniforms and carrying of arms by private security agencies should be properly looked into and the police should come up with guidelines and standards to be adhered to by the private security organizations.

What follows are the full report of the Mandami Committee and Executive summary of MD Yusuf led panel.

SECTION II

**Executive Summary and Recommendations of the Presidential
Committee on the Reform of the Nigeria Police Force: 2008 headed
by Alhaji M.D. Yusuf GCON, NPM IGP (RTD)**

1.0 On the 8th of January, 2008, the President, Commander-in-Chief of the Federal Republic of Nigeria, His Excellency, Umaru Musa Yar Adua inaugurated the Presidential Committee on the Reform of the Nigeria Police Force with the following Terms of Reference:

- (i) *Examine the present state of the Nigeria Police Force and review previous efforts, reports and Government White Papers on the re-organization, restructuring and repositioning of the Nigeria Police Force;*
- (ii) *Identify and recommend definitive measurable and practical measures for the enhancement of effective police service delivery; including possible areas of assistance from our development partner,*
- (iii) *Examine and recommend measures needed for the complete transformation of the Nigeria Police force into an efficient and proficient agency for the effective maintenance of law and order in the country; and*
- (iv) *Make any other recommendations deemed necessary by the Committee.*

1.1 The Committee, which was given three months to complete its assignment, had the following members:

- | | | |
|--------------------------------|---|---------------------|
| (i) Alhaji M. D. Yussuf | - | Chairman |
| (ii) Alhaji Mohammadu Gambo | - | Member |
| (iii) Alhaji Ibrahim Coomassie | - | “ |
| (iv) Alhaji Umaru A. Shinkafi | - | “ |
| (v) Alhaji M. Danmadami | - | “ |
| (vi) Mr. Archibong Nkana | - | “ |
| (vii) Parry Osayande | - | “ |
| (viii) Mr. E. N Ifejika | - | “ |
| (ix) Professor T. Tamuno | - | “ |
| (x) Mrs. Cecilia B. Ugowe | - | “ |
| (xi) Dr. Rose Abang-Wushishi | - | “ |
| (xii) Mr. Emeka Nwanevu | - | “ |
| (xiii) Dr. Yahaya Abdullahi | - | “ |
| (xiv) Mr. Waheed O. Kazeem | - | “ |
| (xv) Alhaji Ahijo Bamanga | - | “ |
| (xvi) Mr. James Mshelia ACP | - | Secretary |
| (xvii) Mr. Abba B. Mohammed | - | Assistant Secretary |

- 3.0 From the day of its inauguration, the Committee worked almost on a daily basis. Given the composition of the membership of the Committee with knowledgeable people with cognate experience in police affairs, the Committee examined and deliberated on the problems of the Nigeria-Police and reviewed all the previous efforts, reports and white Papers of previous Committees and Panels set up by the Federal Government on the Nigeria Police Force. It also received inputs and interacted with various classes of interested parties, such as the Police, Federal and State Government institutions, Traditional Councils, Non-Governmental Organisations, Human Rights Bodies and the general public. After thorough deliberations, the Committee came up with its Report. The Report is arranged into five Chapters.
- 4.0 Chapter One, which is the Preamble, is a statement on the **centrality of security in human affairs and fundamental obligation of the State to provide same for the citizenry**. We noted that the Nigeria Police Force which is the institution set up by the Nigerian State to provide security has not been -given the necessary attention to effectively carry out such role over the years. Even the various efforts made by successive governments to find out the causes of the inefficiencies of the Force have not been successful because the same governments failed to implement the recommendations of their own Panels and Committees. It is against this background and the general public discontent as to the level of insecurity in the country that made His Excellency, the President, Umar Musa Yar' Adua, GCFR to elevate security as the second priority in the Seven-Points Agenda of his administration. It is in furtherance of that the President established this Committee.
- 5.0 Chapter Two deals with Terms of Reference One, which is to **examine the present state of the Nigeria Police Force and review previous efforts, reports, and Government White Papers on the re-organization, restructuring and repositioning of the Nigeria Police Force**. Under this Term of Reference, the Committee briefly examined the history of the Nigeria Police Force and how it came to its present deplorable state. It then proceeded to examine the previous efforts, Reports and Government White Paper and concluded that of all the efforts made; only the Report of one of the Committees namely the Dan Madami Committee received the privilege of a White Paper. Even the substantive recommendations which could have made significant impact on the Nigeria Police Force were ignored by the Government. To make matters worse, even the recommendations accepted were not implemented. This

Committee, therefore, recommended that the Inspector-General of Police should set up an internal Task Force to implement the accepted recommendations of the Danmadami Committee.

- 6.0 Chapter Three deals with the second Term of Reference, which is to **identity and recommends definitive measurable and practical measures for the enhancement of effective police service delivery; including possible areas of assistance from our development partner.** Under this Term of Reference, the Committee examined the problems of the Nigeria Police Force in the areas of manpower, recruitment and training; the state and requirements of training Institutions; Police Force career management, remuneration, welfare and incentives; Police uniform and accoutrement; Police office buildings, barracks, charge room offices and police posts; the state of Police communication facilities; Police transportation and other logistics; riot control duties and facilities; crime prevention and control duties and facilities, forensic laboratories; Police patrol, Beat system and facilities; Police records, arms and ammunitions as well as the status of other Police support units. In all these areas, the Committee made the following recommendations:

Manpower, Recruitment and Training:

- (i) The Police Service Commission and the Inspector-General of Police should immediately undertake a comprehensive personnel audit of all the policemen recruited during this exercise in order to weed out undesirable characters whose particulars do not meet the extant standards of recruitment into the Force;
- (ii) The Nigeria Police should look into the cases of over 15,000 personnel recently retired out of the Force and who do not belong to the category of those recruited during the above exercise and subject their cases to due process and procedures with view to ensuring justice and fairness;
- (iii) Recruitment age into the Force should be revised as follows:
 - (a) Recruit Constable - 18-25 years of age
 - (b) Cadet Inspector - 20-25 years of age
 - (c) Cadet ASPs - 23-28 years of age

It is recommended that the educational entry qualification for Recruit Constable should be modified and upgraded, as follows:

- (iv) Enlistment Qualification for Recruit Constable:
 - (a) 'A' Level or equivalent
 - (b) NCE or equivalent
 - (c) ND or equivalent

This category will undergo a 15S-month training programme. This is recommended in line with the recent upward review of the Nigerian Police salary by the Federal Government.

- (d) School Certificate with Six Credits including English and Mathematics. This category shall undergo both academic and professional training such that, at graduation, they would have obtained an equivalent of Advanced Level Certificate. The training shall be for eighteen months to enable it accommodate both the academic and professional training.

The new qualification for the Cadet Inspector scheme should be as follows:

- (v) University Graduates:

Candidates for enlistment into this category as general duty officers must possess a first degree from a recognised university with a minimum of second-class lower division in the following disciplines Law, Arts and Social Sciences. Entrants into this category will attend eighteen months training at the Police Academy, after which, the successful candidate will pass out as an Inspector;
- (vi) Advance Level Certificate (Police Academy) :

Products of paragraph A (iv) above who excel in the final examination, could be further trained for a period of three years at the Police Academy to pass out as Inspectors with a degree in their chosen field of study. This is being recommended with a view to catching them young and giving them a sound professional and academic training
- (vii) Cadet ASP Scheme:

This Committee reinforces the Tanking structure provided by the Danmadami Committee and further still recommends that under that ranking structure the rank of ASP should be abolished;
The Committee recommends that in view of the need to ensure approximation to international practice regarding badges of rank, the Government should reconsider its position in relation to the Badges of Rank to be worn by the Inspectorate Cadre and adopt the position earlier

recommended by the Danmadami Panel which substituted Bars with Stars. This will give our police personnel the necessary parity, confidence and recognition while on international duties;

- (viii) The enhanced qualifications earlier recommended for the various entry points i.e. Recruit Constables and Cadet Inspectors should also apply to the recruitment of specialists at the appropriate levels, bearing in mind that such specialists must have obtained requisite specialist qualification in the field they are applying to join. However, the professional officers in this category will not rise above the rank established in the Force for that profession;
- (ix) There should be no conversion to general duties by persons who entered into the Police as professional officers;
- (x) The Police Service Commission should develop Scheme of Service for the different professional specialist cadres needed by the Force;
- (xi) The Committee recommends that in order to ensure operational effectiveness of the Nigeria Police Force, 85% of its personnel should be made up of operational agents, while 15% should be made up specialists and other supporting/ancillary staff;
- (xii) The Committee recommends that the functions of the Training Department should be as follows:
 - (a) Coordinating and supporting all Police Training activities in and out of the country;
 - (b) Developing and reviewing the curriculum of all Police Training Institutions;
 - (c) Maintaining uniform standards and developing and up-dating of Police Training Manuals;
 - (d) To coordinate training and use of “weapons and weapon systems in collaboration with the Force Armament officer; and
 - (e) To undertake annual inspection of all training institutions and ensure that training standards are complied with.
- (xiii) Schedule of duties of the Zonal AIGs should include inspection and monitoring of the activities and performance of Police contingents including the training institutions located in their respective Zones;
- (xiv) The adoption of the recently developed comprehensive Training Manual by all Police Training formations;

- (xv) The training process which starts from the point of recruitment should permeate all levels up to the rank of AIG. Every promotion in the Force should be preceded by successful completion of prescribed courses and examinations. Officers who are unable to successfully complete a training programme, after two attempts should not be promoted and their careers should terminate at the point of their incompetence;
- (xvi) The entire training process should be designed to give officers required self esteem and build confidence in the trainee rather than make him/her timid. Social interaction between the trainee and his/her instructors should be encouraged;
- (xvii) The Police should take advantage of the modern and emerging trends in training through the deployment of appropriate technology, teaching aids and methods;
- (xviii) A new syllabus should be designed emphasising more on police ethics and conduct which should be taught at all levels of training; and
- (xix) It should be emphasized, during training and while swearing to the Oath of Allegiance and Oath of Office that the duties of a Constable are prescribed by law and they cannot be widened or restricted by any superior officer or administrative authority. A Constable is not an “agent”, but is personally liable for any act in excess of his authority and cannot plead that he is obeying the orders of his superior police authority.

6.0 Police Staff College Jos:

- (i) The Police Staff College, Jos should be completed, renovated and all its facilities rehabilitated and equipped with the most up-to-date training and recreation infrastructure; and
- (ii) The accommodation and training infrastructure of the Staff College should also be expanded to cater for a growing number of trainees given the new training policy that ties promoting to training.

7.0 Police Academy, Kano:

- (i) The Academy should be rehabilitated, re-equipped and expanded to cater for more cadets. Its facilities should be built to raise its capacity to the level of training 1000 (one thousand) in-takes at a time;
- (ii) The training curricula should be reviewed and up-dated every three (3) years; and

- (iii) It should be upgraded into a degree awarding institution. In the interim, before it develops its capacity to operate independently, its degree awards could be affiliated to Bayero University, Kano and the Kano State University of Science and Technology.

8.0 **Police Colleges;**

- (i) The buildings and existing training infra structural facilities at the four colleges should be rehabilitated as a matter of priority;
- (ii) The existing equipment in the colleges should be rehabilitated and more modern equipment and facilities for training and recreation should be provided;
- (iii) The colleges should be expanded to reflect the increased demand for basic training in the police force;
- (iv) To support (iii) above, two new police colleges should be built at Lafia, Nasarawa State and at Benin, Edo State; and
- (v) In the ideal, every State should have a Police College and a Refresher Course School with all facilities and full curricula, including detective training.

9.0 **Police Detective College, Enugu;**

- (i) The Police Detective College at Enugu should be expanded, rehabilitated and re-equipped;
- (ii) An additional Detective College is recommended to be located at Suleja, Niger State; and
- (iii) Curriculum for Detective training should be reviewed to reflect modern trends and use of advanced technology in detective work.

10.0 **Police Computer School:**

- (i) The College should be fully established, expanded and properly equipped to train 1,000 personnel at a time; and
- (ii) The Police should ensure that every Policeman is computer literate. To this effect, all police training institutions should have computer centres where prospective, officers and men undergo adequate training in information and communication technology.

11.0 Police Training Schools:

- (i) All the refresher Course Schools should be rehabilitated and re-equipped;
- (ii) Each Police Zone should have one such school; and
- (iii) All constables are required to undergo refresher course every two years after basic training.

12.0 Specialised Training Institutions:

- (i) A full-fledged Communication Training College be established in Abuja, whilst the present Communication Training Schools at Ikeja and Kaduna should be refurbished and equipped with modern equipment. They should administratively be under the proposed Communication Training College, Abuja;
- (ii) With regard to the Police Mobile Force Training School, Gwoza, the Committee recommends that its facilities be rehabilitated and where necessary, upgraded to meet the required standard. In particular, attention should be given to the provision of water and light, the renovation of the structures, equipment for the obstacle course, the construction of a swimming pool and complete provision of drugs and medicament for the School Clinic;
- (iii) The Police Mobile Force Training School in Ila-Orangun is said to be nearing completion, efforts should be made to ensure its early completion, commissioning and use, to relieve the pressure on the Police Mobile Force Training School, Gwoza; and
- (iv) For effective coordination, all specialized training institution should come under the direct management of the Training Department. This Committee recommends that before the establishment of 3.1.9.3.1(i), the two (2) Signal Schools should be updated and integrated with modern communication technology currently in operation.

13.0 Staffing of Training Institutions:

- (i) It is recommended that the best personnel should work in such institutions. Consequently, the persons considered appropriate for command and other senior posts in the institutions should be identified by the following qualities:

- (a) **Commandant:**
- Rank: AIG or CP as applicable
- Qualification: University degree
- Personal qualities: Must be highly disciplined and brilliant.
- Experience: Professionally competent with at least twenty (20) years service.
- In-service training: Must have attended the Senior Command Course at the PSC, Jos; and/or overseas courses in addition to the National Institute for Policy and Strategic Studies or the National Defence College.
- Physical fitness: Must be physically fit.
- (b) **Deputy Commandant:**
- Rank: CP or DCP as applicable
- Qualification: University degree
- Personal qualities: Must be highly disciplined and brilliant.
- Experience: Professionally competent with at least fifteen (15) years service.
- In-service training: Must have attended the Senior Command Course at the Police Staff College Jos and/or equivalent course abroad.
- Physical fitness: Must be physically fit.
- (c) **Directing Staff:**
- Rank: ACP and DCP
- Qualification: University degree
- Personal qualities: Must be highly disciplined and brilliant.

| | |
|----------------------|---------------------------------------------------------------------------------------------------------------|
| Experience: | Professionally competent with at least ten (10) years service |
| In-service training: | Must have attended the Senior Command Course at the Police Staff College Jos and/or equivalent course abroad. |
| Physical fitness: | Must be physically fit |

(d) **Directing Staff:**

| | |
|----------------------|-------------------------------------------------------------------------------|
| Rank: | SP to CSP |
| Qualification: | University degree |
| Personal qualities: | Must be highly disciplined and brilliant. |
| Experience: | Professionally competent with at least ten (10) years service. |
| In-service training: | Must have attended one of the Command Courses at the Police Staff College Jos |
| Physical fitness: | Must be physically fit |

(iii) Selection of officers to training institutions other than the Commandants should be done by a committee of senior officers to be headed by the DIG and Head of Directorate Training at Force Headquarters. This is with a view to ensuring that not only qualified candidates are selected, but also those who are interested in serving at the Training Institutions. Selected candidates should be made to undergo *Train-the-trainers course* for a specified period at the Central Planning and Training Unit (CPTU) of the Staff College, Jos. This is with a view to giving them the right orientation to ensure that the training scheme they are required to implement is uniformly carried out. This will enable trainers have a uniform approach to the performance of Police duties throughout the country. All nominated members of staff for training institutions should attend overseas courses. Such courses should be undertaken after the selection process but before assuming duty at the College;

(iv) The Government should invite our development partners to send appropriate instructors to all training institutions in order to provide proper tutelage and orientation to our policemen. In this respect, the Inspector-

General of Police should initiate contacts with the relevant police forces and police training institutions world-wide;

- (v) It is recommended that knowledgeable and experienced retired officers particularly those having university degrees in specialised areas of need should be engaged on contract basis, in Police Training Institutions;
- (vi) Academics from universities and other institutions of higher learning with relevant qualifications should also be recruited as specialists on part-time basis, for teaching in the Police Training Institutions; and
- (vii) Staff exchange programmes can also be made with the Police Training Institutions of our foreign development partners to address particular areas of our training needs;

14.0 **Incentives for Staff Training:**

Since the staff of Police Training institutions cannot be placed on a different salary from their counterparts on the field, the following allowances are identified as areas that will motivate staff and thus make them more productive:

- (a) **Staff Grant:** For all personnel of the Training Institutions, the following staff grants should prevail:

| | |
|-------------------------------------------------|----------------------|
| Constable - Sergeant | - ₦5,000 per month |
| Inspector - Deputy Superintendent of Police | - ₦15,000 per month |
| Superintendent - Chief Superintendent of Police | - ₦20,000 per month |
| Asst. Comm. of Police - Commissioner of Police | - ₦30,000 per month |
| Asst Inspector General of Police and above | - ₦40,000 per month. |

- (b) Instructors at the Refresher Course schools should be paid ₦20,000 per month.
- (c) Appropriate-allowances should be worked out and paid out to trainees each month in addition to their normal salaries.

15.0 **Engagement of Retired Police Officers and Academics:**

- (i) It is recommended that knowledgeable and experienced retired officers particularly those having university degrees in relevant subjects should be engaged on contract basis, in Police Training Institutions;
- (ii) Academics from universities and other institutions of higher learning with relevant qualifications should also be recruited, on part-time basis, for teaching in the Police Training Institutions; and

- (iii) Staff exchange programmes can also be made with the Police Training Institutions of our foreign development partners to address particular areas of our training needs.

16.0 Passing out Parade for Cadets:

The tradition of befitting Passing out Parade for all Training Institutions should be revived and sustained. In order to enhance the prestige of the trainees and the training institutions, Mr. President, Governors and other distinguished Nigerians should be invited to witness and honour the occasion.

17.0 Advisory Councils:

- (i) In order to ensure that the standards of training are maintained in Police Training Institutions, it is recommended that Advisory Councils should be established for each of the following institutions:
 - (a) Police Staff College, Jos.
 - (b) Police Academy, Kano
 - (c) Police Detective College, Enugu and the Police Colleges.
- (ii) Special funding, including assistance from Donor agencies, should be sought for the rehabilitation and development of all the Police colleges and training institutions in the Country; and.
- (iii) The Advisory Councils should be part time and should have the same conditions of appointment and remunerations as members of Federal Board and Parastatals as provided by extant Government regulations.

18.0 Police Associations:

- (i) Establishment of a machinery for the formation of any of the following ranks, i.e. Constables; Inspectors and Senior Police Officers;
- (ii) The Secretariat of the Police Council should be mandated to take charge for coordinating, streamlining and monitoring of the associations;
- (iii) That all matters relating to industrial dispute in the Police' Force shall comply with appropriate legislation including recourse to Industrial Arbitration Panel; establishment of standing and binding collective bargaining machinery with members from the Government and representatives of the Police association; membership of the Committee on the government side, should include representatives of the Police

Council, the Ministry of Police Affairs, Police Service Commission, Office of the Head of Service, Ministry of Finance, Wages and Salaries Commission and Revenue Mobilization, Allocation and Fiscal Commission; membership of the Committee from the side of police officers, shall include representatives of the Senior Police Association (1); Inspectors' Association (1) Constables Association (2), as well as a representative of the Trade Union Congress and the Association of Local Government of Nigeria (ALGON);

- (vii) Any unresolved dispute by the Committee shall comply with appropriate legislation, including recourse to the Industrial Arbitration Panel and the National Industrial Court, and;
- (viii) Strike actions will remain prohibited.

19.0 **Police Remunerations:**

- (i) Much as the Committee appreciates the recent salary increase for policemen as well as the positive effect that the increase had engendered on the work and conduct of policemen, it is recommended that a further review should be undertaken to bring police Constable's salaries at least at par with the highest on offer in the West African sub-region which is N50,000 per month.
- (ii) It is also necessary, however to always ensure that Police salaries and total remuneration package is higher than that of other public services. This edge is necessary given the special and all-embracing nature of Police work; and
- (iii) In line with the above recommendation, a fresh recruit constable while attending police training should be entitled to N25,000 per month. This is in addition to free feeding, medical care, accommodation and free uniforms and training materials. This notwithstanding, the Government should, in the interim, immediately raise recruit constable remuneration from the current paltry N5,000 to 75% of the salary of a Constable.

20.0 **Housing:**

The Committee recommends a two-pronged approach to the resolution of the Housing problems of the Force:

- (i) Extensive and comprehensive programme of barrack rehabilitation and building to ensure that police are given decent barrack accommodation

all over the country. These barracks should be well built with established model designs for:

- (a) Constable to Inspector - two bedroom and sitting room apartment.
- (b) ASP to CSP - three bedroom apartment with Sitting room
- (c) AC – DIG - four bedroom apartment with two sitting rooms

In addition to the efforts of the Police, the various Local Governments in the country should be given the responsibility of building at least 10 houses in the first and second category each year for the next four years. The construction is to be based on a model to be provided by the IGP. States should also be mandated to provide fitting accommodation in the 2nd and 3rd categories at the rate of 20 per annum for the next four years. This is also to complement the efforts of the Federal Government in that regard;

- (ii) The Police should stay on course and be strengthened in its current effort to use existing institutions such as the Police Micro Finance Bank (PMFB) and the Police Cooperative Society to give adequate loans to all officers and men to enable them build personal houses in their areas of choice. A revolving loan scheme should be provided to ensure that no police officer who has served meritoriously for at least 10 years should be without an owned accommodation; and
- (iii) The Federal Government should direct the relevant authorities to make available to the Police Cooperative Society the contributions that the Police had made to the National Housing Fund in order to boost the current efforts to provide post-retirement housing for its officers and men.

21.0 **Medical Care:**

- (i) A special programme should be initiated to up grade and expand all the Police medical outfits in the country. The buildings should be rehabilitated and facilities fully stocked with drugs. In addition all Policemen should participate in the NHIS;
- (ii) Special medical units should be established at all State and Area Commands, and;
- (iii) Special medical facilities of the status of Federal Medical Centres should be established, one for each Police Zonal Command.

22.0 Uniforms and Accoutrements:

- (i) Being the largest, the most visible and operationally most critical, in this group of law enforcement agencies, members of the Nigeria Police Force should have a new set of distinctive uniforms to match the new image expected when the reforms proposed elsewhere in our Committee's Report are approved and implemented;
- (ii) These new uniforms should be easily identifiable and appealing to the public, comfortable to those who wear them, weather-friendly, durable and functionally-perfect, materially consistent and cost-effective enough in terms of giving each policeman, at least, two pairs free from time to time;
- (iii) For the above purpose, high quality material to be selected out of several samples to be submitted before the Nigeria Police Council to decide which should be adopted as police uniform. Reputable local textile manufacturers should be given exclusive franchise to produce quality uniform materials for the Police. Manufacturers so chosen should be required to give enforceable guarantees of quality for at least 10 years. This will stop the constant change of the police uniforms, by different administrations and encourage our local industry;
- (iv) The police should have at least two sets of each operational uniform to ensure continuous neatness;
- (v) The government should adequately kit members of the Nigeria Police Force, in order to improve their appearance, maintain a good standard, enhance their self-confidence and esteem;
- (vi) The Committee recommends the free supply of all items of kits and uniforms to all members of the Police Force on yearly basis; and
- (vii) The Committee further recommends that Government should not recruit and train policemen unless it is prepared to cloth, house and kit them properly.

23.0 Police Children Schools:

- (i) The government should provide adequate fund for the renovation, proper equipping and staffing of the existing police Children Schools and police Secondary Schools over the next two years;

- (ii) There should be at least one Police Children (Primary) School in each State and one Police Secondary School in every Police Zonal Command;
- (iii) A maximum of four (4) Children of officers who lose their lives on duty or active service should be guaranteed free education up to the university level; and
- (iv) Promotion and upgrading of teachers should be done by the Federal Ministry of Education.

24.0 Recreation and Sporting Facilities:

In order to instill *esprit de corps* among officers and men and provide conducive places for interacting with decent members of society, as well as, insulate the members of the force from probable contact with criminals, recreation rooms for members of the rank and file; Inspectors mess for the Inspectorate corps; and Officers Mess for officers, should be built, revitalized and properly equipped to include sporting facilities like swimming pool, squash rackets, tennis, basketball, golf courses, etc., especially in locations where Police cantonments and barracks exist.

25.0 Promotion and Discipline:

- (i) The Police Service Commission and the IGP should ensure the clearance of all promotion backlogs in the Force within the next two years;
- (ii) Promotion should henceforth be an annual exercise for all deserving officers, in accordance with the following criteria recommended for consideration and adoption by the Police Service Commission:

| Rank | Requirements for promotion |
|-----------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|
| Constable - Sergeants | 5 years as Constable Good record of service Successful completion of promotion course, including ass in prescribed examinations |
| Sergeant - Inspector | 4 years as Sergeant Good record of service Successfully completed NCOs Development Course Successfully completed Inspectorate promotion Course |

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|-----------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Inspector - Chief Inspector | <p>3 years as Inspector Confirmed as Inspector Good record of service in APER during the preceding 3 years Successfully completed Inspectors. Development Course Successfully completed prescribed promotion Course recommended by the Nigeria Police Departmental Selection Board.</p> |
| Chief Inspector – SP | <p>3 years as Chief Inspector Good APER rating during the preceding 3 years Passed the junior command course at the Police Staff College Passed the Chief Inspector - SP promotion Examination.</p> |
| SP –CSP | <p>3 years as SP Good APER rating during the preceding 3 years Passed the junior command course at the Police Staff College. , Passed the SP-CSP promotion examination</p> |
| CSP – DCP | <p>4 years as CSP Good APER rating during the preceding 3 years Passed the senior command course at the Police Staff College Passed the CSP-DCP prescribed interview by the promotion interview board</p> |
| CP – AIG | <p>3 years as DCP Good APER rating during the preceding 3 years Successfully attended and passed senior command course High level of job output and integrity Good sense of leadership, direction and initiative Attended and passed DCP - CP interview by the promotion interview board</p> |
| AIG – DIG | <p>3 years as CP Good APER rating during the preceding 3 years High level of job output and integrity</p> |

| | |
|----------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <p>Possesses and exhibited qualities of leadership, initiative, drive and transparency</p> <p>Attended and passed National Defence College course or the National Institute for Policy and Strategic Studies course</p> |
| AIG -DIG | <p>3 years as AIG</p> <p>Good APER rating during the preceding 3 years</p> <p>High level of job output and integrity</p> <p>Possesses and exhibited qualities of leadership, initiative, drive and transparency</p> <p>Attended and passed National Defence College course or the National Institute for Policy and Strategic Studies course</p> |
| GP | <p>i. Must have attained DIG rank</p> <p>ii. Out-going IGP to recommend to the Police Service Commission</p> <p>iii. Police Service Commission to recommend to the President.</p> <p>iv. President to submit memorandum to Police Council for Approval.</p> |

- (iii) Promotion should be based on merit, subject to the Availability of vacancy;
- (iv) The Police Service Commission can consider and approve recommendations from the IGP for accelerated promotion of officers and men up to the rank of CP level on the proven grounds of bravery, honesty and outstanding performance in the conduct of their duties; and
- (v) Any officer who fails two successive promotion examinations should be retired from service.

26.0 **Death Insurance:**

- (i) All policemen should be given an insurance package against the risk of death or permanent disability while in active service in accordance with the following classifications:
 - (a) PC – Sergeant - ₦2m
 - (b) Inspector – Chief Inspector - ₦2.5m

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|-------------------|---|-----|
| (c) SP – CSP | - | ₦3m |
| (d) DCP and above | - | ₦5m |

This provision should be reviewed from time to time; and

- (ii) A comprehensive Insurance Scheme should be worked out with reputable insurance companies on the basis of a block annual premium payment.

27.0 Office Buildings, Charge Room Offices, Police Stations and Posts:

- (i) As part demonstration of Nigeria Police Force quality service to the people, the Federal Government should, for a start, build modern police stations in the States & the FCT. This would further enhance the Police image among the people served;
- (ii) Building and equipment costs for these Modern Police Stations should be shared between the Federal and State Governments. The Federal Government, where necessary, can seek and obtain foreign assistance without compromising national security;
- (iii) For the benefit of people in Local Government Areas, State Governments should, at the Council of State meetings or other appropriate level, be made to agree that people at the grassroots also deserve access to the same. Modern Police Stations designed and funded by them. Under such an arrangement, each State should be further encouraged to give these Model Police Stations a geographical spread and meet any other locally determined criteria, such as population and access;
- (iv) At these Modern Police Stations, the needs of vulnerable persons, such as women, children and physically disadvantaged persons, should be given the highest possible priority (for purposes of design, access, ready and effective response);
- (v) Of course, as a back-up, a section of armed units should always be available at some reasonable distance, for immediate intervention as and when needed by any such Modern Police Stations at all these levels. The sophistication of firearms which these armed Units should be allowed to carry would depend on local intelligence;
- (vi) For efficient response to issues raised at these Modern Police Stations, only the best persons, selected through careful training and proven demonstration of Social Responsibility, should serve with ample morale-boosting entitlements. These Modern Police Stations should not

be tainted with accusations of being punishment-centres for purposes of posting;

- (vii) Performance, at these Modern Police Stations, should be constantly monitored and reviewed; and
- (viii) The IGP should however produce model designs of the buildings required at all levels taking into account all the facilities needed by various units and sections of the force in anyone location. In view of the need to ensure uniform quality of construction, reputable construction companies with proven track record of constructing police facilities should be engaged for the exercise.

28.0 **Nigeria Police Communications:**

- (i) This Committee recommends that the Government should review all the disparate existing communication facilities and equipment that have so far been or are about to be installed with a view to ensuring that standardization, reliability, security and cost effectiveness;
- (ii) Government should, on the basis of the above review, establish a modern and futuristic communication network, with an intranet and multi-media facilities to cover the entire country and extend to all police stations and posts;
- (iii) Government should take advantage of the NIGCOMSAT Limited proposal on integrated communication system network which was submitted to the Nigeria Police Force.

This proposal has been costed by NIGCOMSAT, which we believe is affordable to the Government;

- (iv) The Government should also review the state of the information and communication hardware that is currently in use by the Nigeria Police and determine the provision of appropriate number of equipment to ensure full national coverage and standardization. The Police Force Communication has already submitted a proposal and cost estimate which is presented in Chapter Four of this Report;
- (v) The internet and intranet facilities should have databank with various databases, such as:
 - Police Human Resource Management,
 - Budget and Financial Management Database;

- Crime and Forensic Database,
 - Criminals Personal Database,
 - Housing Information Database,
 - Banks and Banking Industry Database.
 - Telephones Database,
 - Geographical Positioning System/Geographical Information Systems (GPS/GIS), etc
- (vi) There is the need to integrate all communication equipments such as Telephone systems/call (including emergency) Police Radios, Police Vehicles to a central computer system;
- (vii) In order to design comprehensive software for the databases mentioned above, the Police and the designers should develop strategic Partnerships with the National Population Commission, Central Bank of Nigeria, NITEL and other telephone service providers, DNCR, Nigeria Prisons Service, AGIS, NUC, NBTE, NCCE, Ministry of Information Communications, Ministry of Interior, etc;
- (viii) The Committee recommends that the Government should seek for the assistance of our international development partners in the following areas:
- (a) Provision of Software Application and Databases,
 - (b) Provision of some specialised Communication facilities,
 - (c) Integration of Communication facilities into information Technology equipments,
 - (d) Manpower Development for manning the ICT facilities in policing,
 - (e) Sensitisation and re-orientation of the ICT reform in Nigerian Policing and change management.
- (ix) The Nigeria Police Force should also develop strategic partnerships with the following institutions which have significant ICT related infrastructure and facilities:
- (a) Power Holding Company of Nigeria,
 - (b) Nigerian Telecommunications Limited,
 - (c) GSM Service Providers,
 - (d) National Information Technology Development Agency (NITDA),
 - (e) Galaxy Backbone PLC, and
 - (f) Nigerian Communication Commission.

- (x) For this purpose the Federal Government should direct these institutions to cooperate with the Nigeria Police and make their facilities and relevant information available whenever they are required by the Nigeria Police;
- (xi) In addition, the NPF needs to set up an ICT Technical Implementation Team that will comprise IT and Communication Professionals who should oversee the implementation of the project on the design and deployment of ICT for the Nigeria Police Force. The project should be handled by identified and selected world class ICT in Policing contractors and should provide the standard and world class Policing Software/Database, and train the ICT manpower within the Nigerian Police.F0rce;
- (xii) The technical implementation process should also .consider the following:
 - (a) The implementation committee should identify development partners that will be willing to partner with NPF in the use and regular maintenance of ICT facilities within agreed time frame;
 - (b) The Partnership in development/use of ICT should be restricted to development of software application, manpower development and some identified specialised tools (including some hardware such as Computers, Printers, Accessories and Furniture);
 - (c) Organise an International Conference/Workshop that will invite intellectuals (within and outside the country) to deliver papers on best practices on the use of ICT for policing and its security implication(s);
 - (d) Recruitment and deployment of ICT professionals from within the NPF and the Public Service in order to jump-start the implementation of the ICT strategy;
 - (e) Identify trainable Police Officers with relevant qualification for training (both local and foreign) and subsequent redeployment to manage the ICT facilities; Equip Police formations in the NPF command structures with the state-of-the-art ICT facilities for crime prevention and control;
 - (g) Sensitisation and re-orientation of the entire Police Force on the use of ICT in discharging their duties. In order to achieve this at the end of the sesitisation, the officers should be encouraged to own their own Personal Computers; and

- (h) Introduction of ICT curriculum in all Police Colleges and Academies, and the strengthening of the Police Computer School.

29.0 Transportation:

- (i) The Nigeria Police Force should establish a standardization policy on the types and makes of vehicles required for different types of police operations;
- (ii) The required number of vehicles should be procured and distributed to all Police commands and formations, based on needs assessment criteria, so as to enhance their capacity for combating crime and securing the peace. An estimate of the current requirement, which has been worked out by the Nigeria Police is contained in the Cost Profile provided in Chapter Four of this Report;
- (iii) Acquisition of adequate (at least 6 annually) of Bell 412 and 206 brand of Helicopters with air-to-ground communication facilities and night vision equipment, as well as two Cessna fixed wings aircraft to augment the available ones. Estimate cost is also in the Cost Profile in Chapter Five of this Report;
- (iv) Procurement of landing crafts with the capacity of one Armoured Personnel Carrier. The estimated number and cost estimate is also provided in Chapter Four of this Report;
- (v) Construction and rehabilitation of jetties at strategic marine and inland waterways bases across the Country; and Construction and rehabilitation of mechanical workshops and repair facilities in all police formations.

30.0 Urban & Regional Maps and Mapping Facilities:

- (i) The Police should develop an appropriate map-making capability that translates remotely sensed data and information into maps to be used to aid effective policing;
- (ii) The provision of state maps, city maps, road maps to the police force to enable police officers and men to have a thorough local knowledge of the areas they are policing;
- (iii) All Governments i.e. Federal, State and Local Government should be encouraged to produce maps of their areas;

- (iv) Foster collaboration with all institutions that have capacity for processing and interpreting remotely sensed data, and map thinking; and
- (v) Map Reading should be included in the curricula of the Police Staff College, Police Academy, Colleges and Refresher Course Schools.

31.0 Crime Prevention and Control:

- (i) The Nigeria Police Force should re-organize crime prevention and control strategies and institutional mechanisms through revitalising its Criminal Intelligence Bureau (CIB). The unit should be well established and fully funded and deployed at all police formations;
- (ii) The Criminal Investigation Department (CID) of the police should be strengthened and deployed to all formations. The proposed Force CID Headquarters, Abuja, should be built without further delay, while functional operational accommodation, such as modern police stations and charge rooms should also be provided;
- (iii) Logistics support, communications, transportation and other necessary facilities should be provided to all intelligence gathering and investigation units in all formations of the Force; and
- (iv) The Nigeria Police should establish strategic partnerships with all segments of the Nigerian society, including the traditional institutions, in order to build the necessary public support for its crime prevention efforts.

32.0 Crime Investigations:

- (i) There is the need for the Police leadership and Government to enquire into the management of Police Forensic Laboratory in Lagos from its inception in 1982 to date in order to find out what went wrong, with a view to revamping its operations and management;
- (ii) The government should review the recent efforts at providing forensic laboratory facilities and equipment with a view to ensuring that the equipment so far purchased are properly installed and officers are sufficiently trained to operate them;

- (iii) Examine, in a comprehensive way, the requirements for setting up, a single central forensic laboratory in Abuja supported by six regional laboratories, with mobile forensic facilities, as well as the training for appropriate number of officers, men and scientists (civilians) to man and operate An estimate of this requirement submitted by the Police is contained in the Cost Profile made in Chapter Four of this Report. (N15, 874,000,000). Ideally, every state police, command should, in the long run, have a well equipped Forensic Laboratory;
- (iv) In respect of (iii) above, the Government should invite development partners to assist in the development of these forensic facilities in accordance with the specifications provided by the Nigeria Police;
- (v) The equipment and facilities recently acquired for establishing a fingerprint database (AFIS) for the Force Headquarters and the State Commands the should be installed without further delay and the required personnel trained appropriately;
- (vi) The Central Criminal Registry should be reorganised and rebuilt from the scratch, with state-of-the-art facilities and branches right down to the Divisional Police Commands. It should be built in such a way that investigating Police officers can access records at will through their computers or call for verification of records. This will involve the provision of online facilities to be obtained with the assistance of our development partners;
- (vii) There should be well trained mobile units of crime scene officers, photographers, document examiners, ballisticians, chemists, fingerprint experts, voice identification analysers and DNA experts. These facilities and experts can be respectively built and trained with the assistance of our partners;
- (viii) Specilised training should be given to intelligence and investigation officers;
- (ix) Special Anti-Vice Squad should be set up and logistically supported and funded; and
- (x) Adequate Funding should be provided to support payments and maintenance of informants.

33.0 **Patrol & Beat:**

- (i) **High Way Patrol:**

Regular patrol of all our national road network and waterways is absolutely necessary for effective policing in our society where most popular means of movement is on road and water ways; and crimes are committed either along the highways or the highways are used by criminals as a means of escape. In this respect, it is important to effectively separate the functions of the Police Highway Patrol and the Federal Road Safety Corp. The latter's responsibility is confined to accident prevention, safe driving, vehicle road worthiness, medical attention and evacuation of casualties from the road to the hospital in the event of accidents, etc. All crime prevention and control activities on the highways should be left or referred to the Police Highway Patrol. For this purpose, Highway Patrol should be effectively organised, manned and provided with vehicles equipped with communication facilities that are connected to similarly endowed Base Stations;
- (ii) **Motorised Urban Patrol:**

All urban areas in the country should be provided with motorised patrols with appropriate communication equipments connected to similarly endowed Base Stations;
- (iii) **Urban Motorcycle And Foot Patrol (BEATS):**

For prompt and effective policing of urban neighbourhoods, the beat system should be reorganised and equipped with maps, motorcycles, bicycles and appropriate communication gadgets (walkie talkie) linked with police stations and motorised patrols;
- (iv) **Motorized Rural Patrols:**

These patrols should extend to cover the nooks and crannies of Nigeria's hinterland so that it can anticipate and prevent cross border incursions, communal clashes and other flashpoints such as conflicts between farmers and pastoralists. Rural Area Commands should be provided with appropriate police units who are mobilised and motorised with appropriate communication equipments for contacts with police posts and base stations;
- (v) **Guard Duty And Protective Security:**
 - (a) The Committee was told that about a quarter of the total manpower of the Nigeria police is committed to personal protection and guard duties. It is now a status symbol for Nigerian rich men and women

to pay for the services of policemen and women and deny the majority of Nigerians police protection. The use of police for inappropriate guard duty and protective security, often for the personal aggrandisement of the beneficiary, is very harmful to the image of the police as an independent law and order institution and disinterested ombudsman in public affairs;

- (b) All persons not entitled to protective security under the police orders should be denied from such facilities;
- (c) The police should train able bodied men and women as Special Unit for protective security and attach them to those entitled subject to the approval of the IGP at the national level and Command Commissioner of Police and DPOs at their own levels;
- (d) The Police should take over the vetting, registration, supervision, monitoring and regulation of private guard companies. This will ensure that these companies subordinate their activities to those of the Police and provide the Police with neighbourhood information and intelligence necessary for crime control

34.0 **Police Records:**

It is of utmost importance that the police printing press should be reactivated and provided with all the funding to produce all the necessary books, forms, orders and stationary for distributions to all police formations and personnel. These include forms, and books needed for criminal records and statistics, crime prevention records, minor offences records, incident record and other records to be maintained in police posts, stations and other higher police formations. In the interim, Police formations should be empowered to produce their own material while the above arrangements are being actualised.

35.0 **Arms & Ammunition:**

- (i) That these requirements should be met or in phases within the next 3 years;
- (ii) In order to increase police proficiency in the use of weapons and reduce the spectre of accidental discharge, firing ranges should be developed in all State Commands for proper handling and use of all types of Police armaments;

- (iii) Proper Armoury facilities should be provided in all Police formations to secure arms and ammunition against theft and pilferage; and
- (iv) Firearms drills should be constantly undertaken by policemen in all police formations in order to keep them abreast with weapon handling.

36.0 **Other Support Units:**

That Support Units like Force Animals, Bomb disposal, Medical Section, Anti-Terrorist Unit, Mechanic Workshop, Workshop for Maintenance of ICT facilities and Equipment, etc, should be reconstituted, strengthened and properly equipped. The various police formations handling the affairs of these Units should be directed to prepare adequate budgets to address the problems facing these Units.

37.0 Chapter Four, deals with Term of Reference number three, which is examine and recommend measures needed for the complete transformation of the Nigeria Police Force into an efficient and proficient agency for the effective maintenance of law and order in the country. In this Chapter, the Committee examined the Constitutional responsibilities of the Nigeria Police Force and the extent to which the Constitutional and Statutory Organs responsible for its organisation, administration and control have been discharging their responsibilities. In doing this, the Committee appraised the organisational and command structures of the Nigeria Police Force and recommended as follows:

- (i) That there should be one Inspector-General of Police;
- (ii) That the statusquo in relation to the Departments in the Force Headquarters and the Police Zonal Arrangements should remain; and
- (iii) That the Inspector-General of Police should clearly demarcate the roles and functions of the Assistant Inspectors-General of Police in the Zones, in such a way that they do not interfere in any way with the constitutional operational responsibilities of the State Commissioners of Police.
 - (a) Force Headquarters:
 - Office of the Inspector - General of Police:
 - Internal Audit
 - Force Management information System
 - Special Inspectorate Unit
 - (b) Departments: (to be headed by DIGs):

‘A’ Department: (Administration And Finance)

- Force Personnel Management {Recruitment, Promotion, Discipline, Posting, etc}
- Force Finance, Accounts and Budget
- Printing, Stationery and Office Equipment
- Welfare Services {Medical, Ambulance, Sports and Recreation, Housing Loan, Cooperative, Insurance etc}
- Special Police Units
 - * Railway Police
 - * Ports Authority Police
 - * Airports Police
 - * Tourism Police
 - * Supernumerary Constable
 - * Special Constabulary
 - * Police Band
 - * Diplomatic Protection Unit
- Police Public Relations
- Archives/Library/Museum

‘B’ Department (Operations):

- Beats and Patrols -
- Force Maps and Mapping Unit
- Police Mobile Force {Anti Riot Squad}
- Police Armaments and Ammunition
- Anti Terrorist Squads, Bomb Disposal, etc
- Highway Patrol
- Traffic Control and Motor Traffic Division
- Force Signals and External Communication
- Force Transportation:
 - *Land Transport
 - *Force Marine
 - *Air Wing
- Force Animals;
 - *Mounted Troops
 - *Dogs Section
 - *Veterinary Services

‘C’ Department (Works And Logistics):

- Building and Engineering
 - *Office Accommodation
 - *Barracks Accommodation
 - *Special Infrastructural Facilities
- Kits and Accoutrements
- Stores
- Board of Survey {Unserviceable Assets}

‘D’ Department (Prevention, Investigation And Detection):

- General Investigation and Crime Statistics and Records
- Special Branch
- Criminal Investigation Bureau
- Interpol.
- Forensic and Ballistics Laboratories/Narcotics
- Antiquities

‘E’ Department (Training):

- Police Training
- Police Recruitments
- Curriculum Development and Measurement
{Examinations}
- Police Training Institutions Management
- Central Planning Unit
- Training Inspectorate Division
- External Training and Foreign Training Exchange
Programmes

‘F’ Department (Planning, Research and Records):

- Computer Databases and Records
- Research and Management Information System
- Geographical Information System, Intranet and Internet Services
{websites, etc}

In conformity with Section 32 of Police Regulation, 1968 the services of each of these Department are to be replicated and represented at the State and Area Command levels

(c) Zonal Commands:

There shall be twelve (12) Police Zones, which should be headed by Assistant Inspectors - General of Police, who should be responsible to

the Inspector-General of Police. The existing Zonal Police Commands should remain, but should only be charged with the responsibility for coordinating, training, inspection, standards and records. All operations are to be handled by the State Commissioners of Police in whom the relevant constitutional powers have been vested, in that regard.

- (d) State Commands, Area Commands. Divisional Commands and Police Posts:

These Command levels and hierarchies should continue as currently organized. They should however be strengthened and funded with appropriate autonomy and spending capacity to undertake and manage operations under the overall directives of the higher Command levels.

38.0 **Discipline:**

For the traditions of the Nigeria Police Force to be maintained, all the internal control mechanisms must be reactivated. To ensure that discipline is not eroded, officers should not neglect their supervisory functions and disciplinary control of their subordinates in line with the provisions of Police Regulations, Force Orders, Force Administrative Instructions, etc. The recommendations on this subject submitted earlier by Danmadami Panel were aptly captured in pages 50 to 52, paragraphs 5.3 to 5.3.2 of Government White Paper. These recommendations were noted by the Government. However, this Committee recommends that the Inspector-General of police should implement the recommendation without delay.

39.0 **Appointment and Removal of the Inspector-General of police:**

- (i) The Constitution requires that while appointing or removing the Inspector-General of Police, the President should consult the Nigeria Police Council. The members of the Council should, however, take this issue more seriously than they had done in the past since the Police Council is the Institution where the interest of the Federating States and their participation in the organisation and administration of the Nigeria Police Force is taken care of;
- (ii) Additionally, there is the need to provide for a secure non-renewable term of five (5) years for any IGP appointed, notwithstanding the statutory years of service;

- (iii) On the procedural side, a departing IGP should recommend the most senior DIG to the President who shall consult the Nigeria Police Council before making the appointment. The 1963 Constitution however, emphasized the need for consultation with the Police Service Commission before making the appointment. The Committee suggests, at the discretion of the President, the observance of this procedure; and
- (iv) A serving IGP should only be removed from office before the expiration of his tenure on the basis of incapacity or gross misconduct. This should be clearly defined to include physical and mental disabilities, serious breach/violation of the law and compromising the security of the nation. In the event of a removal, the Nigeria Police Council shall consider a submission from the President on the matter and grant the person concerned a fair hearing, after which the Council could decide on the removal of the IGP.

40.0 **Organs of Oversight on the Police:**

- (a) Nigeria Police Council
After a thorough analysis, the Committee is of the view that the Council should meet regularly to discuss the administration, funding and management, of the Police including the appointment and removal of the Inspector-General of Police. It is further recommended that State Governors should show more interest in the affairs of the Council. The Committee therefore, calls for the implementation of the Danmadami Committee's recommendation on the subject which had already been accepted in Government's White Paper [see pages 16 & 17, paragraphs 1.18.1 and 1.18.2 of the Whitepaper.
- (b) Ministry of Interior:
After considering the predicament of the Force and the imperatives of its effectiveness, the Committee recommends the reversal of this arrangement. The Presidency should take over the affairs of the Nigeria Police Force. In this respect, the Committee adopts the recommendations as contained in Danmadami Committee's main report (see page 14 - 15, paragraph 12.0 - 12.2), which should be implemented without further delay as they have been accepted in the Government Whitepaper, (Page 18, Paragraph 1.22.2).
- (c) Police Service Commission:
 - (i) In order to ensure that matters of recruitment, career management and discipline are handled efficiently and with despatch, the Government should do all that is required to build the facilities and

executive capacity of the Police Service Commission. This will assist the Commission in ensuring that it carries out appropriate oversight to ensure adherence to extant guidelines and rules that govern recruitment and career management in the Service;

- (ii) The Police Service Commission should delegate its powers of promotion and discipline up to the rank of Chief Inspector to the Inspector-General of Police;
 - (iii) All posting and deployment of police officers should be carried out by the Inspector-General of Police;
 - (iv) There should be harmonious interaction between the IGP and the Police Service Commission;
 - (v) The Police Service Commission should evolve into a slim and effective career management outfit that simply monitors the observance of the established rules and regulations in police personnel management affairs.
- (d) Senate and House of Representative Committees on Police Affairs: These Committees should strengthen their oversight functions over the Nigeria Police and ensure that the passage of appropriate legislations and appropriations that will promote police effectiveness. (i) The Committees should also demand periodic reports and conduct regular programme and financial accountability checks to ensure effective service delivery.
- (e) Inspectorate:
While endorsing the position of the Danrnadami Committee which was accepted by the Government, the Committee recommends that two Inspectorate Departments should be established by the IGP and the Police Affairs Office in the Presidency to supervise the Nigeria Police Force. In addition, the Committee recommends that retired police officers and other key representatives of the Nigerian society should be represented in these Inspectorate Departments. These two Departments should render quarterly reports to the President and the Inspector-General of Police.

41.0 **Recruitment of Civilian Specialists:**

- (i) The Committee is of the opinion that police work is a very vital, sensitive and disciplined security undertaking. This requires that vital support services

that directly affect the success of police work and police operations should not be handled by those who are not under the regimental command. Accordingly, it recommends that even though civilians can be employed by the Police to work in these sections, the commands must be firmly in the hands of general duty officers of the Police Force; and

- (ii) This also implies that Police officers need to undergo composite training in the necessary skills, because they can be called upon to work in these sections. Furthermore, civilians recruited to render certain specialised services of the Police Force should be able to convert to officers of the Police Force but should not rise above the rank of a Commissioner of Police. Civilian officers who have not been converted and undergone police training should not be given police ranks. They should have a separate identity and schemes of service established along the same lines like their counterparts in the civil service.

42.0 **Criminal Justice System**

- (i) Whilst endorsing the recommendations of the Danmadami Committee for the reconsideration of Government, this Committee recommends that the various Criminal Justice Committees in the States and FCT should be reinvigorated, while at the Federal level the Attorney-General of the Federation should ensure that the coordination mechanism that used to ensure the effective performance of the Criminal Justice System is strengthened and enhanced;
- (ii) This Committee further recommends that Government should pursue the various policy and legislative initiatives on justice sector reform, such as those relating to the development of crime policy and strategy, the administration of criminal justice, alternatives to imprisonment and remedies for victims of crime; and
- (iii) In addition, this Committee recommends that the investigative and prosecution capacities of the Nigeria Police should be strengthened and made more effective. In this regard there is need to train adequate number of police investigators and prosecutors to enable effective investigations of crime and the prosecution of such crimes.

43.0 Chapter Five considered Term of Reference five which directed the Committee to make any other recommendation deemed necessary. Under this Term of Reference, the Committee treated some contentious issues relating to the policing

of the nations which were not considered under the preceding Terms of Reference. The issues so considered and the respective recommendations are as stated below:

44.0 Police Reorientation:

- (i) For reasons technical and constitutional, it is no longer a priority to change the name of the Nigeria Police Force to Nigeria Police Service;
- (ii) The core issue of urgent re-alignment towards Service, rather than Force, can be accomplished through a demonstrable change of gear in the wider interests of the people served. Service, therefore, is best when it is credible;
- (iii) For general and special duties, a high grade in a compulsory course on Social Responsibility, at Police Training institutions, should be made mandatory for promotions; and
- (iv) As a general rule, every serving Policeman or woman should be required to demonstrate a high sense of Social Responsibility in relations with Civil Society.

45.0 Rising Wave of Violent Crimes:

- (i) Government should declare a moratorium and provide incentives for the voluntary surrender of illegally possessed firearms that abound in the country. In this respect, the earlier Firearm (Voluntary Surrender of Illegally Possessed Firearms) Order initiated need to be appraised and effected;
- (ii) The Nigeria Police Force, in partnership with other law enforcement and security agencies should, after the expiry of the moratorium, mount a committed and sustained operation to recover all illegally possessed firearms and prosecute offenders appropriately.
- (iii) The Nigeria Police Force should also lead and work with other law enforcement and security agencies to combat violent crimes, terrorism, as well as search and confiscate the proceeds of such criminal activities;
- (iv) Government should strive to give an equitable sense of belonging and economic opportunities to all segments of Nigerian society, by pursuing economic and social policy options that empower Nigerians by providing employment, reducing crime, while ensuring sustainable development; and

- (v) Licenses to own firearms should be granted to qualified law abiding citizens after careful vetting. The President and the Inspector-General of Police should delegate their powers to the Commissioners of Police.

46.0 Illegal Militia Groups:

- (i) The Committee recommends that these illegal militia groups should be disbanded, disarmed and meaningfully rehabilitated;
- (ii) That Government should develop a succinct crime policy which will articulate the roles of non-governmental stakeholders in crime prevention and public safety and security management and subordinate such roles to the primary roles of the Nigeria Police Force;
- (iii) Government should strengthen the mechanism for registration, monitoring and supervision of private security organizations, vigilante groups etc, and place the responsibility of such registration and supervision on the Nigeria Police Force;
- (iv) The Nigeria Police Force should establish offices in each Divisional Command of the Force for the registration, monitoring and supervision of such private security organisations and vigilante services. This is necessary for the Police to effectively manage their primary role of maintaining public safety and security, as well as command enough respect and cooperation from such private organisations;
- (v) The Nigeria Police Force should offer training to the private security and vigilante organisations, and even convert some of the deserving personnel of such organisations to supernumerary police officers and men. This will ensure the establishment of a formidable intelligence and law enforcement partnerships between the Police and these private organisations in the management of public safety and security;
- (vi) Accordingly, the law establishing Nigeria Security and Civil Defence Corps, NSCDC, should be amended to remove the responsibility for registration and supervision of private security companies and confer same on the Nigeria Police to enable it have a full control and command of its primary responsibility for public safety and security; and
- (vii) In contemplating need to create any law enforcement institution in the country, the Federal Government should seek the opinion and inputs of the federating units (States) through the mechanism of the Nigeria Police Council, before legislating the establishment of such institution.

47.0 **Violent Political Vanguard Groups**

- (i) The electoral laws and institutions must be made in such a way as to inspire public confidence and provide a 'level playing ground'. The electoral process must be made so credible as to guarantee a free and fair process, devoid of illegal manipulation by incumbents or those in positions of authority or in possession of questionable enormous resources, to subvert the will of the people;
- (ii) The various electoral institutions and security agencies should support the observance of the constitutionally guaranteed rights to freedoms of association and speech in such a way as to ensure a credible electoral process;
- (iii) The law enforcement and security agencies must deal decisively with the perpetrators of political violence, no matter their level and political inclinations;
- (iv) Carrying of both defensive and offensive weapons to political meetings, campaigns and rallies should be banned and violators should be arrested and prosecuted;
- (v) All institutions charged with ensuring the sanctity of the electoral process should be strengthened, made to be truly independent and be manned by people of impeccable character and proven integrity; and
- (vi) At the point of every election, the police and electoral commission should be empowered to use all available media to enlighten and inform the general public of the election procedures and electoral offences.

48.0 **Nigeria Police and Election Duties:**

- (i) The Police should be reoriented on their independent and non-partisan role in the maintenance of peace, public safety and order as well as arresting and prosecuting electoral offenders and trouble-makers. All effort should be made to reposition the Police to be agents of the law and accountable only to the laws of the Country;
- (ii) The Police should be gradually removed from elections duties. They should only be on standby in their formations and away from polling stations and collation centres. They should only become visible when law and order is threatened.

- (iii) Any Policeman caught violating the sanctity of the Police institution during elections should not only be disciplined, but also prosecuted;
- (iv) The earlier recommendation on the mode “of appointment of the Inspector-General of Police is also relevant here, so as to ensure the independence of the Police as an institution; and
- (v) The Inspectorate Department earlier recommended to be established in the Presidency should deploy special personnel to monitor the activities of policemen deployed to election venues.

49.0 Military Involvement in Law Enforcement Duties:

- (i) The extant Internal Security Policy in which the Nigeria Police Force has primary responsibility for internal security should be reinforced and strictly observed in the management of our internal security problems;
- (ii) The Military should, as much as possible, be confined to their constitutional duties, and should not therefore, participate in - routine internal law enforcement duties, except when invited in aid of civil authority;
- (iii) The Military should not be used during elections. All military personnel should be confined to their barracks during elections from where they could vote; and
- (iv) The Military should only be deployed for internal security duties on the approval of the National Assembly, after consultation with the National Defence and Security Council.

50.0 The Issue of State Police

- (i) Given the unique and complex nature of Nigeria’s socio- cultural and political environment, the issue of State Police should be rejected;
- (ii) Meanwhile, every effort should be made by Government to enable the Nigeria Police Force adequately meet the urgent needs of the federating States and Local Government Areas concerning crime control and the maintenance of public safety and public order. One way of doing so is to enable these States to express their views and resolve issues at meetings of the Nigeria Police Council, which we recommended should be held as regularly as possible;

- (iii) State Governments must take greater interest in providing inputs to the organisation and administration of the Nigeria Police through the constitutional mechanism of the Nigeria Police Council, especially since existing provisions governing State and Local Government Security Committees have not proved effective at moments of crises (as reported by the Presidential Panel on National Security in December, 2002 and others);
- (iv) The various communities should have greater involvement in the development of policing plans and strategies of their localities, through the mechanism of Community Policing which should take cognisance of policing priorities of the various communities in the country; and
- (iv) Inter-State Highway Patrol as well as up-to-date and regularly serviced information and communication technology (ICT) units would materially assist the Nigeria Police Force to render effective service in their various distant Commands. In this regard, the general issue of built-in obsolescence, concerning imported equipment, should be given a solution that is not only relevant to Nigerian needs but also capable of protecting lives and properties on a sustainable basis.

51.0 National Crime Prevention Strategy:

- (i) The Attorney-General of the Federation should in conjunction with the Attorneys-General in the States,- the Judiciary, the Nigeria Police Force, the Nigeria Prisons Service and other relevant public and private institutions, develop a succinct National Crime Prevention Strategy that will ensure the partnership and cooperation of all segments of the Nigerian society;
- (ii) The Strategy so developed should be considered by the Nigeria Police and National Defence and Security Councils for endorsement;
- (iii) Once endorsed, the relevant legislative and institutional initiatives should be pursued to enable its realisation;
- (iv) Government should be seen to possess and use sufficient will and skill to reform and transform the crime and criminal justice institutions and harmonise and coordinate their operations and responsibilities; and
- (v) In doing so, Government should allocate all resources necessary to match measures for prevention and containment of crime without delay.

52.0 **Community Policing.**

- (i) There is the need to adapt community policing to suit Nigeria's peculiarities. Government should formulate a community policing policy and framework for the country, taking into account our cultural and political environment;
- (ii) All Police officers should undergo training in the basic philosophy and practice of Community Policing;
- (iii) The principle of Community Policing should be included in the curricula of all Police Training Institutions;
- (iv) The Police should establish effective police-community linkages from the lowest to the highest command levels to ensure the implementation of crime prevention strategies and policing priorities of the various communities;
- (v) The Police Public Relations Sections in all commands of the Force should be given the funding and all the necessary support to undertake in conjunction with the various community policing developers, the training and sensitization of the communities;
- (vi) The Police should endeavour to establish organic working relationships and information exchange mechanisms with the networks of traditional leadership structures in the country;
- (vii) Federal Government should in conjunction with state Governments resuscitate local security committees from the Ward level to the State level. These Committees should be empowered to keep records of houses, identities of occupants, tenants, migrants, settlers, markets, security problems and crime statistics. All Local Governments should organise, fund the Security Committees in their area and submit half-yearly reports to the States, who will in turn submit theirs annually to the Federal Government;
- (viii) These statistics which should be kept with the respective Ward Heads, should be made readily available to the Police and other security agencies in the course of investigations and law enforcement;
- (ix) The Community Policing Committees should be established in every local government and divisional commands comprising police officers, local government officials, traditional and community leaders to periodically meet and review priorities and performances; and

- (x) In order to support the Community Policing programme, the Government should encourage the GSM service providers to continue with the support that they have been rendering to the Police by providing toll-free lines in all Police formations dedicated to Community Policing.

53.0 Public Image of the Police:

- (i) It is necessary that urgent attention is taken by the management of the Police to reverse this trend by ensuring a proper monitoring of the conduct of duty policemen and consistently and firmly punishing those that transgress;
- (ii) The Police should compile a list of all serious political assassinations, murder and financial crimes that have not been resolved indicating dates, status of investigation and actions underway;
- (iii) The Police mission statement must be re-asserted and institutionalized around protecting the public, detecting crimes and maintaining public order;
- (iv) The Police personnel also need to be properly trained, reoriented in the need to be civil and effectively supervised, in a culture that regards the citizen as the foundation of police work rather than an enemy to be coerced, conquered and fleeced; and
- (v) A Public Complaints Unit should be established under the Police Affairs Office in the Presidency to receive and deal with representations against the Police with powers to investigate and recommend redress and other forms of disciplinary action in all proven cases of neglect, unnecessary use of force, injury, corruption or misconduct.

54.0 Funding The Nigeria Police Force:

- (a) Federal Budgets:
 - (i) The Federal Government should live up to its constitutional responsibilities by adequately funding the Nigeria Police Force;
 - (ii) To address the current morass and inadequacies, the Police Budget must meet the actual demands and commitments of the Police. To this end the Police Budget must be prepared using the bottom-up approach, in which the requirements of all police formations are collated and aggregated along with the needs of its specialized sections and branches for presentation to the Nigeria Police Council;

- (iii) The Nigeria Police Council should, on its part, consider the budget in the light of policing challenges of the country, after which the President will make a submission, along with other budgetary proposals to the National Assembly;
 - (iv) Utilization of budgeted funds should be decentralized and adequate spending powers should be given to appropriate Command levels;
 - (v) As one of its major responsibilities, the Nigeria Police Council should annually deliberate on the proposed budgets of the Nigeria Police Force, taking note of the expenditure patterns of the previous years in order to determine the funding needs of the Police and the means of securing same;
 - (vi) Monitoring and control mechanisms for budgetary implementation should be put in place to ensure transparency and accountability.
 - (vii) The Nigeria Police Force should submit quarterly reports on budget performance and police effectiveness to the Nigeria Police Council; and
 - (viii) In addition Government should pursue the Police Trust Fund Bill to provide an additional source of funding for the Police.
- (b) States and Local Government Contribution
- (i) Whilst the contributions of States and Local Governments to the Police are appreciated, it is recommended that such contributions should be made as inputs to the main Police Budget as presented before the Nigeria Police Council, to cover gaps in funding, in support of Federal Government efforts; and
 - (ii) States and Local Governments could also make material contributions in the form of buildings, infra structural facilities, vehicles, etc. Such contributions should however, be made in accordance with the specifications of the Nigeria Police Force and inserted annually for appropriation in the respective budgets of the States and Local Governments.
- (c) Police Trust Fund:
- (i) The earlier initiative of the Police Trust Fund Bill submitted to the National Assembly should be pursued with vigour for enactment and implementation before the end of 2008; and

- (ii) The current arrangement of the Police Equipment Foundation should be abolished. The Government should appoint a sole administrator to take over the Foundation and all its activities should be probed.
- (d) Development Assistance:
 - (i) Government should ensure that all possible assistance from Nigeria's development partners is harnessed for the Nigeria Police Force, especially in the areas of capacity-building, forensics, ICT, technological equipments, professionalism, etc; and
 - (ii) The Nigeria Police Force should undertake a continuous appraisal of its existing capacities and deficiencies and determine areas in which such technical and capacity building assistance are required from our development partners.

55.0 Cost Profile and Implementation Strategy:

In this section, this Committee, in line with the Federal Government's directive as contained in the Terms of Reference regarding the need to make definitive, measurable and practical recommendations, which could transform the Nigeria Police Force, has produced a cost profile, and implementation strategy. The costing is based on the requests made to the Nigeria Police Force to produce cost estimates on vital areas where deficiencies were identified in order to guide the Government in determining the magnitude of resources required to transform the Nigeria Police Force by building its operational capacity.

Table 1: Cost Profile of the Recommended Interventions

| Item | Estimated Cost | Remarks |
|------------------------------------------------------------------------------------------------|--------------------|------------------------------------------------------------------------------------------|
| Implementation of the Recommendations Dan Madami Committee's Report Approved by the Government | | Task Force to be of the Appointed by IGP should make Appropriate estimates. |
| Construction and Rehabilitation of Police Colleges and Training Institutions | N19,951,777,126.12 | Estimates provided by the NPF (Special intervention needed in addition to normal budget) |

| | | |
|--------------------------------------------------------------------------------------------|-----------------------|------------------------------------------------------------------------------------------|
| Construction of 2 new Zonal, 9 new State, 121 Area And 535 Divisional Command Headquarters | N16,804,810,749.77 | As above |
| Construction of Force CID, Abuja | N5,134,511,530.00 | As above |
| Construction and Rehabilitation of Barracks | N2,320,961,274,659.74 | As above |
| Construction of Special Medical Units at States and Zonal Commands | | To be accommodated in normal Police Budget |
| Provision of Uniforms and Accoutrement | N31,301,687,300.00 | Estimates provided by the NPF (Special intervention needed in addition to normal budget) |
| Renovation, equipping and staffing of the Children School | N | To be accommodated in normal Police Budget |
| Construction and Rehabilitation of Sporting Facilities. | N | As above |
| Building and Equipping of 37 model Police Stations by the NPF | N2,220,000,000.00 | Estimates provided (Special intervention needed in addition to normal budget) |

| | | |
|---------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------|
| Provision of Communication Facilities | (a) NIGCOMSAT - N33,921,000,000.00 (b) Comm Equipments N103,991,290,000.00 | Estimates provided by the NPF (Special intervention needed in addition to normal budget) |
| Procurement of Motorcycles, Vehicles, Bicycles, etc, including fuelling and Maintenance | N202,522,998,750.00 | Estimates provided by the NPF (Special intervention needed) |
| Construction and rehabilitation of Jetties at Strategic Marine and Inland Waterways, procurement of boats and Launches, etc for Marine Unit | N18,469,276,800.00 | Estimates provided by the NPF (Special intervention needed) |
| Procurement of 2 Fixed Wing Aircraft and 6 Helicopters, one for each of the Geo-political Zones with accessories and maintenance. | \$150 million | |
| Construction & Equipping of 1 Central and 6 Zonal Forensic Laboratories | N15,874,000,000.00 | |
| Reactivation of the Police Printing Press | N672,000,000.00 | |
| Provision of arms and ammunitions | N40,487,260,000.00 | 5 year requirement |
| Total | N | |

56.0 It is very apparent, from the above table, that colossal amount of resources will be involved, given the decades of neglect which the institution had suffered. For instance, in the area of accommodation, over N2.3 trillion would be required. This is owing to the fact that only 8.9% of Police personnel are accommodated, as indicated in the Table below.

Table 2: Accommodation status of Police Personnel Nationwide

| Category of Police Personnel | No of Personnel | No of those Accommodated | % |
|-------------------------------------|------------------------|---------------------------------|----------|
| SPOs | 17,984 | 1610 | 8.9 |
| Inspectors | 26,597 | 2,759 | 10.4 |
| Rank & File | 368,135 | 32,415 | 8.8 |
| Total | 412,716 | 36,775 | 8.9 |

57.0 Indeed, it is very clear that all other expenses are in billions of Naira. This clearly indicates that a serious intervention on the part of the Government is required to be able to adequately provide for the needed facilities that will ensure police effectiveness.

58.0 The enormity of the resources required to provide these facilities however, point to the fact that the Federal Government budget alone will not suffice, even if the entire budget is devoted to funding the requirements of the Nigeria Police. It is for this reason that the Committee is recommending a phased approach to the implementation of the reform interventions and a novel approach to securing the necessary funds for the exercise, including the resuscitation of the Police Trust Fund initiative.

59.0 Accordingly, the Committee recommended as follows:

- (i) The Government should set up an Implementation Task Force made up of people with considerable experience in Police affairs, budgeting, procurement and information and communication technology to work closely with the Nigeria Police Force to implement the recommendations of this Report that are acceptable to the Government. The Task Force will have the responsibility of examining the requirements of the Police, determine the costs, the budget and the managerial capacity required for putting the suggested interventions in place; and
- (ii) In view of the enormity of the resources required to turn around and reorient the Nigeria Police Force, the implementation should be phased over a period of five years. The Task Force, in conjunction with the Police, should prioritize and allocate budgeted funds in accordance with the agreed time frame.

SECTION III

**Report of the Presidential Committee on the Reform of the Nigeria
Police Force: 2006 headed by
Alhaji Muhammad Dan Mandami CFR, mni DIG (RTD)**

CHAPTER ONE

TERM OF REFERENCE I

To review and recommend measures on the reorganisation, administration, operations and control of the Nigeria Police Force, with a view to enhancing effectiveness and efficiency in its operations and service delivery:

1.0 ORGANISATION OF THE NIGERIA POLICE FORCE

Section 214 (1) of the Constitution of Federal Republic of Nigeria provides:

- i. “There shall be a Police Force for Nigeria which shall be known as Nigeria Police Force, and subject to the provision of this section, no other Police Force shall be established for the Federation or any part thereof”
- ii. Subject to the provision of this constitution:
 - a. The Nigeria Police Force shall be organised and administered in accordance with such provisions as may be prescribed by an Act of the National Assembly.

A Command of the Force is established in each of the 36 States and Federal Capital Territory. The States and FCT Commands are grouped into 12 Zonal Commands. Each State Command is sub - divided into Area and Divisional Commands. The overall direction for the administration and operation of the Force is provided by the Force headquarters under the Inspector-General of Police (IGP).

1.1 RESTRUCTURING OF THE NIGERIA POLICE FORCE

One of the identified problems militating against the efficiency and effectiveness of the Nigeria Police has to do with its structure. A cross section of stakeholders view the over-centralisation of the administration of the Force as the major bane of the Police and, therefore, canvassed for a major restructuring so as to free the needed resources, both human and financial, to be deployed to areas of need. In fact, some people have argued that the present unwieldy administrative structure of the Nigeria Police Force, is partly the reason why some State Governments and individuals are canvassing for

State and even Local Government Police, with all the pressures on national security that such actions may entail.

During the public hearings, the following views were canvassed on the need to re-structure the Nigeria Police:

- i. Existing police structure be maintained.
- ii. Present Police structure be reviewed to accommodate State and Local Government Police Forces.
- iii. A complete re-engineering of the Police structure, entailing the scrapping of the Office of the IGP and establishment of two (2) Independent Departments: the Departments of Crime Control and Crime Prevention and the Department of Investigation in line with what obtains in the United States of America (USA) with the two (2) Departments reporting to the Ministry of Police Affairs. Some people canvassed for the scrapping of the Ministry of Police Affairs for not performing its functions effectively.

1.2 **OBSERVATION:**

The Committee notes that the agitation for the restructuring of the Police to enable States and Local Governments establish their own police forces, has largely been caused by the inefficiency of the national Police. Several administrations had in the past set up committees to reform or re-organise the NPF, with a view to making it effective and responsive to the needs of the citizens. The reports of such Committees include the *Five Years Development Plan* of the Presidential Committee on Police Reforms, 2002 and the *Blue Print for the Re – Vitalisation of the Police Force* – A Position Paper presented by the Association of Retired Police Officers of Nigeria (ARPON), 2000, which endorsed the retention of one unified Nigeria Police Force and made recommendations for effective performance of the Force. The Committee, however, notes with regret that the recommendations of these committees are yet to be implemented.

1.3 **RECOMMENDATION:**

- i) The Committee notes that the establishment of a centralised Police Force was borne out of the experience of the country with multiple police forces until mid-1960s. Therefore, it recommends the retention of a centralised Police Force in accordance with Section 214 (1) of the Constitution of Federal Republic of Nigeria.
- ii) Government should provide resources necessary for the NPF to be efficient and responsive.

2.0 FUNCTIONS OF THE POLICE

Section 4 of the Police Act states that the general duties of the Police shall be:

- a) The prevention and detection of crime,
- b) The apprehension of offenders;
- c) The preservation of law and order,
- d) The protection of lives and property;
- e) The due enforcement of all laws and regulations with which they are directly charged, as well as the performance of such other duties as may be required of them.

In addition to the above main duties, the Police also perform other functions such as:

- a) Traffic regulation,
- b) Quelling of disturbances,
- c) Assisting to find lost articles and missing persons,
- d) Monitoring and controlling rallies and processions.

2.1. OBSERVATION

A careful examination of the constitutional and statutory provisions on the creation and functions of the Nigeria Police Force indicates that a substantial part of these statutory functions of the Police, which have to do with detection of crime, apprehension of offenders and traffic regulation, have been taken over and assigned to organs such as the Economic and Financial Crimes Commission (EFCC), Federal Roads Safety Commission (FRSC), Independent Corrupt Practices Commission (ICPC) and lately the Nigerian Security and Civil Defence Corps (NSCDC) respectively. The establishment of these Agencies is tantamount to duplication of functions and in some cases counterproductive, by inhibiting effective functioning and adequate funding and equipping of the NPF.

The Committee also notes that in 1976, the Special Branch, (SB) was excised from the Nigeria Police and re-named the National Security Organisation (NSO). The Criminal Intelligence Bureau (CIB) which replaced the SB was neglected and has not been able to handle effectively the functions of the former Special Branch. The NSO has since metamorphosed into the current State Security Service (SSS). With the ever - rising crime trend and public outcry over the uncomfortable drift from the preventive crime fighting strategy to the reactive and detection approach, it becomes necessary that we go back to the basics in crime prevention strategies.

2.2. RECOMMENDATION

- i) The present CIB should be re-invigorated, equipped and well funded to be able to face the challenges of modern day policing. It should be renamed Special Branch (SB).
- ii) Sub – Offices of the SB should be created at Zonal, State, Area Command levels and even Divisional Headquarters level of the Force.
- iii) Federal Road Safety Commission and the Nigerian Security and Civil Defence Corps, be merged with the Police for effective performance.

3.0. OPERATIONS OF THE NIGERIA POLICE FORCE

The operations of the Police are governed by:

- i. The Nigerian Constitution,
- ii. The Police Act and Regulations (now before the National Assembly),
- iii. The Public Service Rules,
- iv. The Financial Regulations,
- v. The Force Administrative Instructions,
- vi. The Force orders
- vii. The Police Standing Orders, etc.
- viii. The Police Service Commission Establishment Act 2001.
- ix. The Force CID Circulars.

3.1. OBSERVATION:

The Committee observes that these important regulatory books that all officers must acquaint themselves with are either in short supply or no longer in circulation. The result is that many young police officers are not familiar with them, to the detriment of their professional competence.

3.2. RECOMMENDATION:

- i) All Policemen must possess and acquaint themselves with these vital books that are their working materials. It further recommends that the Police Master Printer be empowered financially to produce those books that are out of circulation for distribution to Force and Zonal Headquarters, State Commands, Formations, and all Police Training Institutions for easy accessibility. The books should be updated before they are printed and circulated.

4.0 INVESTIGATION:

Investigation is an important aspect of crime prevention strategy. However, as a result of growing sophistication and overwhelming crime trends in the nation, the Police Commanders are in the habit of forming their own personal investigation teams without regard to the existing structure; thereby giving room for malpractices.

4.1. OBSERVATION:

The Committee observes that this proliferation has led to manpower wastages, duplication of functions, clashes among various units, lack of coordination and rampant transfer of cases from States to both the Zonal and Force Headquarters for reasons other than the smooth dispensation of justice.

4.2. RECOMMEDATION:

- i. All special and personal squads should be scrapped immediately. In their places, Specialised Investigation Unit (SIU) should be established within the Force CID to handle major cases of national interest such as terrorism, treason, assassination, vandalism of pipelines, communications cables and power line cables, human trafficking offences, trans-border crimes, advance fee fraud (419), etc.
- ii. The Committee further recommends that, as much as possible, all cases should be investigated at the venue of occurrence and not unduly transferred to higher levels.

5.0. RESTRUCTURING OF RANKS:

Progress through the existing ranks in the Police is frustrating. The ranks are also too many; i.e. Constable, Corporal, Sergeant, Sergeant – Major, Inspector, Senior Inspector, Principal Inspector, Assistant Chief Inspector, Chief Inspector, Assistant Superintendent, Deputy Superintendent, Superintendent, Chief Superintendent, Assistant Commissioner, Deputy Commissioner, Commissioner, Assistant Inspector – General, Deputy Inspector – General and Inspector - General.(Nineteen ranks).

As would be noted, this current rank structure was modeled by colonial administration in Nigeria and does not reflect modern police rank structures.

5.1. OBSERVATION:

The Committee observes that there are too many ranks in the Nigeria Police Force. This situation demoralises the generality of policemen and does not encourage effective performance.

5.2. RECOMMENDATION:

In order to enhance decision – making process and bring the Force in line with modern trends in policing, the following rank structure is recommended for the Nigeria Police Force.

| S/No. | Recommended New Rank Structure | Recommended New Badges of Rank |
|--------------|---------------------------------------|------------------------------------------------------------------------------------------|
| 1 | Constable | - |
| 2 | Sergeant | Three Chevron, worn points down |
| 3. | Sub – Inspector | One Star |
| 4. | Inspector | Two Stars |
| 5. | Chief Inspector | Three Stars |
| 6. | Superintendent | The Device of the Federation |
| 7. | Chief Superintendent | The Device of the Federation and One Star |
| 8 | Deputy Commissioner of Police | Device of the Federation and 2 stars |
| 9. | Commissioner of Police | Crossed tip staves and 2 stars |
| 10. | Assistant Inspector-General of Police | The Device of the Federation, Crossed tip staves surrounded by laurel wreath. |
| 11. | Deputy Inspector-General of Police | The Device of the Federation, One Star, Crossed tip staves surrounded by laurel wreath |
| 12. | Inspector-General of Police | The Device of the Federation, Two Stars, Crossed tip staves surrounded by laurel wreath. |

- As there will be no Assistant Superintendent of Police rank, if the Committee's recommendation is accepted, cadets will henceforth join the Force as Sub – Inspectors as recommended in Term of Reference Three of this report.

6.0 ADMINISTRATIVE STRUCTURE OF THE POLICE

Some of the problems militating against the Police have been traced to the existing Police structure. Currently, the Force is commanded by the Inspector - General of Police, six Deputy Inspectors - General at Force Headquarters level, while twelve Zonal Headquarters are headed by Assistant Inspectors-General of Police (AIGs), thirty-six State Commands and Federal Capital Territory Command, each headed by a Commissioner of Police (CP).

6.1 OBSERVATION:

The Committee observes that there is an over concentration of senior Police officers at Force Headquarters level. The situation is even more worrisome at the Zonal Headquarters, where twelve (12) Assistant Inspectors - General of Police are rendered ineffective because the Command Commissioners of Police report their day-to-day operational and administrative duties directly to the Inspector-General of Police, thereby rendering of the Assistant Inspectors - General of Police redundant.

6.2. RECOMMENDATION:

i. Force Headquarters (FHQ) level:

The Committee recommends that a new administrative arrangement be put in place. This will entail the scaling down of current management team to consist of One Inspector - General Police, One Deputy Inspector -General of Police to be known as the second – in command to IGP and six Assistant Inspectors - General of Police to be Staff Officers in charge of A – F Departments. This will allow for the deployment of twelve (12) Deputy Inspectors - General of police to supervise the existing twelve police zones.

ii. (a) Police Zones:

The committee recommends that the present twelve [12] Police Zones be retained and headed by twelve (12) Deputy Inspectors - General of Police for effective monitoring and supervision. They are to be assisted by Assistant Inspectors - General of Police. Under the proposed arrangement, the Zonal DIGs should be empowered to:

- a) Promote and discipline up to the rank of Inspectors within his Zonal Command. For this purpose, the Police Service Commission should delegate the powers of deployment, discipline and promotion of officers and men as they affect the Zonal Commands to the Zonal Deputy Inspectors – General of Police.
- b) Post police officers of the rank of Constables to CSPs within his Zonal Command.
- c) The Police Mobile Force should be under the command of the Zonal DIGs for operational purposes.

(b) Establishment of Zonal Tenders Board:

For ease of administration, operational efficiency and prudent financial management, there should be established a Zonal Tenders Board for each of the twelve Police Zonal Commands. Membership of the Board should be as follows:

- | | | | |
|----|-----------------------------------------------------------------------|---|-----------|
| 1. | Zonal DIG | - | Chairman |
| 2. | Commissioners of Police in the States comprising the Zone | - | Members |
| 3. | Deputy Commissioner of Police (Administration), Zonal Headquarters | - | Secretary |

The areas of spending of the Tenders Board should be clearly spelt out and may include overheads such as maintenance of barracks, purchase of stationery and construction of police posts among other sub – heads. The spending limit of the Tenders Board may be specified to be ₦5,000,000.00 (Five Million Naira).

iii. State Command Level:

Each State Command and the Federal Capital Territory (FCT) is to be commanded by a Commissioner of Police (CP) who will be responsible directly to his Zonal Deputy Inspector - General of Police (DIG).

iv. Area Command Level:

Area Commands should be headed by Chief Superintendents of Police (CSPs) assisted by operations officers of the ranks of Superintendents (SPs) or Chief Inspectors. The roles of the Area Commanders would be to inspect, monitor and regularly supervise the activities of the Divisional Police Officers under their control. Included in this structural arrangement are Ports Authority, Railways and Airport Police Commands.

v. **Divisional Police Level:**

Superintendents of Police are to be in charge of Divisional Police stations. This level is the hub of Community Policing, where great interaction between the Police and the grass root community takes place.

vi. **Police Station / Police Post:**

The Committee recommends that Chief Inspectors and Inspectors should be in charge of Police Stations/Posts respectively as this is in line with the newly recommended rank structure which seeks to abolish the ranks of ASP and DSP.

vii. **Funding**

Allocation of funds should be made directly by the Ministry of Police Affairs to the Force Headquarters, the Zonal Commands, State Commands, Area Commands and Divisional Commands respectively, for the day to day operations of the Police. Authority to Incur Expenditure (AIEs) should be sent directly to each of these formations.

7.0. FINANCIAL RESOURCES:

Statistics reveal that about 70% of overhead and capital expenditure is carried out at the Force Headquarters, leaving only 30% to the other Command levels. This lopsided allocation to the Force Headquarters has no doubt paralysed the operations of the police at the grassroots. It has made the Command CPs and their DPOs to rely heavily on State and Local governments for the financing of their day to day operational needs, thereby compromising their offices.

7.1. OBSERVATION:

The Committee's nationwide tour and memoranda received, as well as direct interviews with officers and men at Police stations, revealed that basic working tools were not available; that security documents are hawked by civilians near police stations, thereby compromising the integrity of the Police. This is attributable to non – allocation of financial resources to lower police formations.

7.2. RECOMMENDATION:

- i. All commands and formations should prepare their own separate budget proposals, which would then be compiled and forwarded to Force Headquarters for submission and approval.

- ii. The Ministry of Police Affairs should ensure that all overhead allocations to each level of the Force are released as appropriated, to the end users directly.
- iii. A committee to be known as **Police Funds Allocation Committee** should be set up with membership comprising officers of the Nigeria Police, Budget Office, as well as officials of the Ministry of Police Affairs with a view to ensuring fairness in the allocation of funds. The work of this committee is also to eliminate discretion and employ more scientific means of determining the needs of each Police Command and formation. It is also to ensure that funds meant in the budget for specific purposes are not diverted to other uses without proper approval.

8.0. POLICE PERSONNEL AUDIT AND RATIONALISATION

For some years now, recruitment standards have fallen due to a number of factors which include government policies, corruption, favouritism and undue external interference in the recruitment process. This has led to the Force being infiltrated by people of doubtful qualifications, character and integrity.

8.1. OBSERVATION:

The Committee observes that the current poor performance and low image of the Police could be traceable to the recruitment of over – aged and sub - standard candidates with doubtful qualifications and criminal records.

8.2. RECOMMENDATION

- i. A staff audit and rationalisation of the Police should be carried out by a reputable Human Resource Management Consultant.
- ii. Biometric Data (Fingerprints, Photographs) of all officers and men should be obtained for easy identification of all personnel with criminal records.

9.0 CONTROL OF THE NIGERIA POLICE FORCE

The Nigeria Police Force is governed by three main bodies. These are:

- a) **Police Council**
- b) **Ministry of Police Affairs and**
- c) **Police Service Commission.**

9.1 Police Council:

This is a constitutional body made up of:

- i. The President of the Federal Republic of Nigeria as Chairman;
- ii. All the State Governors - members.
- iii. Chairman of the Police Service Commission - member

9.1 (a) Function of the Police Council:

The Council is responsible for the formulation of policy, administration and supervision of the Nigeria Police.

9.2. OBSERVATION:

The Committee observes that meetings of the Police Council have been irregular and convened only when there is the need to appoint an Inspector – General of Police. This should not be so, given the enormity of the tasks before the Council.

9.3. RECOMMENDATION:

- i. The Police Council should meet regularly, at least quarterly, to formulate and review Force policies so that the impact of the Council will be felt. This will motivate the police to perform better. Such regular meetings will also afford the State Governors the opportunity to make valuable inputs into the administration of the Nigeria Police thereby giving them a sense of partnership and reducing the tendency to demand for the creation of State Police or vigilante organisations.
- ii. The Minister of Police Affairs should be a member of the Council.

10.0 THE APPOINTMENT OF THE INSPECTOR- GENERAL OF POLICE

The appointment of the Inspector - General and control of Nigeria Police Force is clearly spelt out in the 1999 Constitution. According to section 215 (1) “there shall be:

- a) an Inspector-General of Police who, subject to section 216 (2) of this Constitution shall be appointed by the President on the advice of the Police Council from amongst serving members of the Nigeria Police Force;
- b) a Commissioner of Police for each State of the Federation who shall be appointed by the Police Service Commission. According to sub-section 3 of Section 215 “The Nigeria Police Force shall be under the Command of the Inspector - General of Police and contingents of the Nigeria Police Force stationed in a State shall, subject to the authority of the Inspector - General of Police, be under the Command of the Commissioner of Police of the State”.

10.1. OBSERVATION

The constitutional provisions for the appointment and removal of the Inspector - General of Police have been areas of concern to stakeholders, because of the

unlimited power of the President to make such appointment and removal without any check and balance. Similarly, concerns were raised on the powers of appointing the Commissioners of Police to State Commands, which resides with the Police Service Commission. The argument of the Police is that the IGP knows the ability and competence of his officers and is in a better position to identify and post Commissioners that are best suited to meet the challenges and peculiarities of the States. Others argue that if the Inspector - General of Police is vested with the sole power, such power needed to be balanced to avoid abuse. The Committee also observes that a large section of the stakeholders expressed concern over the involvement of the Force in partisan politics. This, according to critics, has often compromised the role of the Police as enforcers of law and order in the country. They cited several actions or inactions of the Police High Command, in respect of high profile assassinations and violations of political rights of citizens, as examples of non - insulation of the Police from partisan politics.

10.2 RECOMMENDATION

- i. The Committee recommends the insulation of the Nigeria Police Force from partisan politics. In this respect, it is recommended that the appointment and deposition of the Inspector - General of Police shall be sanctioned by two - thirds majority of the Senate on the recommendation of the President of the Federal Republic of Nigeria. This would free the IGP from undue political interference from partisan political office holders.
- ii. To further insulate the IGP from political partisanship, his tenure of office should be pegged at one term of four (4) years without extension, irrespective of his age and length of service.
- iii. However, in matters of the appointment (posting) of State Commissioners of Police there should be close consultation between the Inspector-General of Police and the Police Service Commission to ensure that the best qualified officers are posted to suit the individual peculiarities of the States and reflect the federal character of the country.

11.0. POLICE SERVICE COMMISSION

The third schedule (part 1, section 17-18) of the Constitution made provisions for the creation of the Police Service Commission that is currently made up of a Chairman and Seven (7) other members. The functions of the Commission include: to advise the President on the appointment of the Inspector - General of Police, to appoint persons to offices (other than the office of the IGP) in

the Nigeria Police and to dismiss and exercise disciplinary control over Police officers.

11.1 OBSERVATION:

The Committee observes that there has been conflict between the Police Service Commission and IGP in the areas of promotion of officers and the appointment of State Commissioners of Police due to inadequate communication and consultations.

11.2 RECOMMENDATION:

- i. To remedy the obvious lack of communication between the Police High Command and the Police Service Commission, it is recommended that they consult and meet regularly to harmonise their positions with a view to removing areas of friction.

12.0 MINISTRY OF POLICE AFFAIRS

The Ministry of Police Affairs derives its power from section 5 (1) (a) of the 1999 Constitution of the Federal Republic of Nigeria. It is the supervisory authority of the Police. Its functions include formulation and implementation of policy and programmes for Police, coordination of all issues concerning the Police, matters relating to the Police Council, Budget and Monitoring of Budget Implementation, other duties assigned to it by the President, matters relating to Force Purchasing and Tenders Board, matters relating to Police Service Commission and Police Pensions' Office, welfare matters of the Police, training of members of the Nigeria Police and administrative support to the Nigeria Police.

During the public hearings, some stake holders canvassed for the scrapping of the Ministry of Police Affairs as according to them, it is unnecessary.

12.1. OBSERVATION:

The Committee observes that the Ministry of Police Affairs is useful and necessary in a democratic setting. The IGP is not a member of the Federal Executive Council and all matters relating to the Police are presented and defended by the Minister of Police Affairs. Even during the military regime when the IGP was a member of the Ruling Council, the Police lobbied to get a Minister of Police Affairs, so that their matters could be professionally presented to the Council. In India, Ghana, Malaysia and other Third World countries, the Police and other paramilitary bodies are under the Ministry of

Internal Affairs. It is therefore, proper, for the police in Nigeria to have its own Ministry.

The Committee observes that the Ministry of Police Affairs has only one professional Department, the Police Council, while the other three (Administration, Finance and Account and Planning, Research and Statistics) provide general services. This is an anomaly, which the Ministry is trying to rectify with a proposal to create an Inspectorate Department whose functions, among others, will be to promote and ensure the maintenance of professional standards in the Police through sustained monitoring, inspection and performance evaluation. When established, the Department would also nurture the current Police Performance Monitoring Unit (PPMU) to maturity and the establishment of an Independent Police Public Complaints Commission as exists in South Africa and the United Kingdom.

12.2 RECOMMENDATION:

- i. The Ministry should be retained and strengthened to perform its statutory oversight functions of the Nigeria Police Force.
- ii. The effort to create the Inspectorate Department as the second professional Department in the Ministry of Police Affairs should be hastened to sustain the reform tempo that is taking place in the Police Force.
- iii. An independent Police Public Complaints Commission with broad representation should be speedily established.

CHAPTER TWO

TERM OF REFERENCE II

Re-appraise existing strategies and of crime prevention and control, including the intelligence and investigative capabilities of the Force and make recommendations towards improvement.

1.0 STRUCTURE OF THE NIGERIA POLICE FORCE

The structure and organisation of the Nigeria Police Force is basically a legacy of British rule. All the changes made since independence have been relevant to the political, economic and social development of Nigeria. At the Force Headquarters level, there are six Directorates each headed by a Deputy Inspector - General. In addition, there is the office of the Force Secretary headed by an AIG.

- i) Directorate of Operation (DOP)
- ii) Directorate of Finance and Administration (DFA)
- iii) Directorate of Investigation /Intelligence (DII)
- iv) Directorate of Logistics and Supply (DLS)
- v) Directorate of Training and Command (DTC)
- vi) Directorate of Research and Planning (F² Dept.) and
- vii) Office of the Force Secretary.

All the Directorates and the Office of the Force Secretary are under the operational control of the Inspector - General of Police.

The country is divided into twelve police Zones and each Zone is headed by an Assistant-Inspector General of Police. There are a number of Commands in each Zone and each Command is headed by a Commissioner of Police. A Police Command is made up of: -

1. Beats
2. Police Posts
3. Police Stations,
4. Police Divisions
5. Police Area Commands
6. Criminal Investigation Department (C I D)
7. Criminal Intelligence Bureau (C I B)

2. 0. CRIME PREVENTION STRATEGIES AND MEASURES

a) **Beat System:** There is a consensus among authorities of various police systems of the world that Beat duty is the major operational device of the Police to prevent and detect crimes. As far back as 1908, in England, the British Police was described thus; "Police is related to the people who they serve, by ties of intimate personal association, the policeman in London is not only a guardian of peace, he is an integral part of its social life. In many a street and slum, he, not merely stands for law and order, he is the trusted handy man of our streets, the best friend of a mass of people who have no other counselor or protector". This has always been the concept of the beat system. The physical presence of well dressed, courteous and alert policemen in the streets, nooks and crannies of the cities and towns on beat, deter criminals and trouble makers from committing crimes and molesting innocent citizens. A beat is usually an area of roads and streets of about two kilometres radius. For many years the Nigeria Police used the beat system to prevent crimes, before the introduction of roadblocks. In a map depicting beats, all the black spots, night clubs, dens of thieves and prostitutes, market places, utility installations and offices and homes of VIPs are marked for special attention by beat constables. To man any beat properly and get the desired result of effective crime control, a Constable posted on beat duty should be equipped with certain basic items such as:-

- i) Uniform
- ii) A pair of Police shoes
- iii) Rain coats
- iv) Torch lights
- v) Whistle
- vi) Batons (long and short)
- vii) Police note book
- viii) Pull over for use in cold places like Jos, Sokoto, Kano, Maiduguri, etc, during the hamattan season and generally, during the rainy season.
- xi) Personal radio that links the beat constable to the control room console and other beat constables on duty. Other items include, bicycles for non-commissioned officers visiting the men on duty.

2.1 OBSERVATION:

The Committee notes that at a certain stage of the development of the Force, precisely after the civil war in 1970, successive governments failed to fund the Police adequately for the procurement of the above listed items and consequently, this very important crime prevention and control device was completely

abandoned. The rich in our society now engage the service of policemen for a fee, thus reducing the office of a Constable to that of a security guard. We further note that the survival of any democracy is inextricably tied to the effective maintenance of law and order. This assertion is further reinforced by the Constitution of the Federal Republic of Nigeria 1999 under the Fundamental Objectives and Directive Principles of State policy, which states that, the security and welfare of the people shall be the primary purpose of government Sec. 14 (2b).

2.2 RECOMMENDATION:

Inspite of the thorny issue of competing interests in prioritisation and funding of government projects, it is strongly recommended that:

- i. Government should fund the Police adequately to enable it resuscitate beat duties by the provision of the items listed above.

3.0 PROTECTIVE SECURITY

The Police body guards are trained in the art of protective security. They are trained in martial arts and operate in mufti. However, for reasons which now border on maintenance of status symbol, our politicians, Ministers, senior civil servants, Chief Executive Officers of corporations and industries, judges etc are given personal orderlies. Even PMF personnel are now used as personal orderlies, static guards and specie escorts. The number of policemen deployed for such duties throughout the entire country is about seven thousand.

3.1. OBSERVATION:

The Committee observes that in places like Britain, America etc, protective security personnel in mufti form concentric circles around the VIP being protected. This is why one can never, for example, find uniformed policemen around their ministers, VIPs, Presidents, etc. Furthermore, the arming of protective security policemen with sophisticated and unconcealed arms has virtually turned the country into a police state. This, we are told, is the impression of visitors to Nigeria. It has resulted in the dangerous practice of hardened criminals arming themselves with even more sophisticated arms. Because of this phenomenon, armed policemen have always been the first targets marked for elimination by criminals. In fact, statistics show that in recent years, only uniformed and armed policemen have been killed by armed robbers and there is no record of traffic wardens and road safety personnel killed because, they are not always armed while on duty. The Committee further notes that the original purpose of

establishing the PMF was, in the event of a major civil disturbance, to make them the last line of defence before handing over to the military. Regrettably, Police Mobile Force personnel are now being used as personal orderlies to VIPs and for specie escorts and static guard duties. We note that the deployment of police officers to VIPs depletes police manpower. In addition, asking them to stand behind the chairs of VIPs at public gatherings and functions and carry brief cases and hand-bags, demeans the office of a police officer.

3. 2 RECOMMENDATION:

The Committee recommends that:

- i. Special police protective security unit should be established and its personnel trained specifically for protective security duties. Their deployment should be at the sole discretion of the Inspector - General and those entitled should be listed in the Police Regulation to prevent illegal deployment. In this regard, the Committee recommends the merger of the NDSC to the Police and to be trained for the performance of these duties.
- ii. The Committee further recommends that the use of PMF personnel as specie escort, personal orderlies and static guards should be discontinued.

4. 0 PATROL CARS:

In the glorious years after independence, the police established control room consols in major towns and cities like Lagos, Ibadan, Kaduna, Kano, Enugu etc. The control rooms had direct links with patrol vehicles, each manned by an NCO and four constables, including the driver. They engaged in motorised patrol of defined areas. Whenever there was a distress call to the control room via 999 and other emergency landlines made available to members of the public, the control room in turn would direct the nearest Robert car to the scene. Other cars in the area may also be directed to assist in dealing with the emergency calls. In this way, the response time to an emergency call was reduced to a few minutes. Patrol Cars, thus super-imposed on the beat system, deter prospective criminals from engaging in criminal activities because, they know that policemen and patrol cars are always around to effect arrests whenever necessary. All incidents reported and the conversations between the controller in the control room and all the Robert Car Commanders are entered into the log books at the control room. In this way, the movements and activities of beat duty policemen and patrol cars are monitored and controlled.

4.1. OBSERVATION:

From the written and oral evidence received from members of the public and serving police officers and men, there was a general consensus that the Nigeria Police is far behind time in matters of police communication network, mobility and quick response to distress calls. The Committee notes that the first phase of the integrated communication system which facilitates communication between the Force Headquarters and State Commands has become inoperative as a result of lack of adequate budgetary provision for its maintenance. Aside from inadequate funding, the force communication personnel appear to be deficient and far behind in modern communication technology. The Committee was informed that the implementation of the second phase of the project, which facilitates horizontal communication between the State, Divisional and Area Commands has commenced with the completion of Lagos, FCT, Kaduna, Kano, Kastina, Sokoto, Jigawa, Kebi, Borno, Osun, Cross River, Adamawa, Niger, Plateau, Nassarawa, Rivers, Kogi, Delta, and Ogun States. We were further informed that the Nigeria Police has been faced with the problem of its communication project being handled piece-meal, resulting in its non-standardisation and drain of the meagre annual budgetary allocation to the police.

4. 2 RECOMMENDATION

The Committee accordingly recommends:

- i) The design and provision of a futuristic communication network that should meet the demand of Police Service in the years ahead. The requirements of the Force are tabulated in Annexure A – E of this Report.
- ii) The Committee further recommends the acquisition of personal radios and reduction of visible firearms.
- iii) Adequate patrol vehicles fitted with communication gadgets should be acquired.

5. 0. ROAD BLOCKS

Police roadblocks, according to the general public, have been grossly abused by policemen for corrupt activities. The original concept of establishing police road blocks was to cordon off the outlets and inlets in an area where, for example, a robbery or other violent crime has been committed and the culprits are still within the area. This approach will enable policemen to comb the area, fish out the criminals and thereafter dismantle the road blocks to minimise or remove the inconvenience to motorists and people within the area. Due to lack of vehicles equipped with radios linked to central control room consol, base stations

and beat men with pocket radios, the setting up of road blocks, became the order of the day. Largely ineffective, they have virtually been converted to toll gates where policemen brazenly demand for, and receive bribes from helpless motorists.

5.1 OBSERVATION

The Committee notes that the use of roadblocks as a means of crime prevention and control has been one of the causes of the strained police-public relations. The use of roadblocks in the country has negatively affected the image of the Force and destroyed the confidence and trust between the citizenry and members of the Force at all levels. The Committee further notes that the Police need adequate communication equipment.

5.2. RECOMMENDATION:

The committee recommends:

- i. The provision of adequate communication facilities including walkie – talkie and radio links with all police posts, stations and international borders.
- ii. The immediate dismantling of all road blocks in the entire country. This should be replaced with observation posts and patrols.
- iii. The strengthening of the three - tiered system of foot, motorcycle and motor vehicle patrols.

6.0 ANTI – VICE SQUADS

In all major towns and cities, there are certain areas which, due to over population, lack of access roads, proliferation of local hotels and absence of streets lights, etc, constitute fertile grounds for criminal activities, like drug peddling, operation of brothels, certificate racketeering, forging of documents and currency acts, etc. In such areas, Anti-Vice Squads who operate in mufti as under-cover agents carry out surveillance and collate intelligence regarding the activities of criminals. These squads also operate in hotels, motor parks, spray and panel beaters shops, bank premises, post offices, etc.

6.1 OBSERVATION

The Committee observes that the use of anti-vice squads as a means of crime prevention has been discarded by the Police, thus enabling criminals to operate without let or hindrance. We were told that there was no information fund with which to recruit and maintain informants.

6.2 RECOMMENDATION

The Committee recommends the immediate resuscitation of anti-vice squads in all Police formations in the country. Policemen in these sections should collaborate with officers involved in community policing and their sustained operations throughout the country should be well funded.

7.0 REGIONAL AND CITY MAPS

These were provided by government to reinforce the local knowledge of police officers and men so that they can be thoroughly conversant with the areas they are policing.

7.1 OBSERVATION

Police are not provided with city or state maps to make their operational engagements easier. If there are city maps in the control rooms and stations, it will be easy, by the use of crime statistics, to depict certain areas noted, for example, for robbery, murder, burglary etc as black spots. If this is known it will help the police to properly deploy their men to these areas for crime prevention duties.

7.2 RECOMMENDATION

- i) The Committee recommends that city maps, state maps, road maps, etc should be provided for the Police. This will in turn enable police officers and men to have a thorough local knowledge of the areas they are policing.
- ii) State governments should be encouraged to produce maps for the Police.
- iii) Provision should be made for sector electronic maps in patrol vehicles. These should include road maps.
- iii) Map reading should be a subject of instruction at the Police Training Institutions.

8.0 RIOT CONTROL UNITS

Conventional Units

The management and control of riots and disturbances are usually done by the police conventional units. A riot unit is made up of 52 NCOs and men and commanded by a superior police officer. All items with the exception of Firearms/Ammunition and Tear Smoke weapons/Ammunition are held on personal charge and, include the following:

- i) Steel Helmet
- ii) Shield

- iii) Long baton
- iv) Respirator
- v) Water bottle with carrier and sling
- iv) Haversack with sling
- vii) Kit Bag.

Other supplementary tools of a riot unit on emergency duties include:-

- i) Tents
- ii) Public address system
- iii) Water containers (Jerry cans)
- iv) Axes
- v) Lanterns
- vi) Cutlasses
- vii) First Aid Equipment
- viii) Dry ration
- ix) Tow ropes
- x) Stretchers
- xi) Shovels and diggers.

8.1 OBSERVATION:

The Committee notes that the riot control kits listed above including dry ration, meals have never been issued to officers and men on riot control duties. Emergency allowances to which they are entitled have never been paid as well. Policemen on emergency duties receive only a token amount or nothing at all in most cases to feed with, irrespective of the number of days or even weeks they spend on such emergency duties.

8.2 RECOMMENDATION

The Committee accordingly recommends:

- i. Adequate allocation of funds for the maintenance of internal security must be made annually.
- ii. The retention of five conventional units in each State Command at any given time.
- iii. That there should be twenty four well trained and fully equipped PMF Squadrons nationwide, instead of the existing forty seven Squadrons. Two squadrons should be based at each of the twelve Police Zonal Commands.
- iv. That there should be regular weekly training programmes for both the conventional units and PMF Squadrons.

9.0 HIGHWAY PATROL

The original purpose for establishing the Highway Patrol was to regulate the excesses of motorists on our highways, reduce accidents to the barest minimum and monitor and prevent criminal activity such as armed robbery.

9.1 OBSERVATION

The Committee notes that with the removal of the Federal Road Safety Corps (FRSC) from the Nigeria Police, a vacuum was created in the intelligence gathering mechanism of the Police on the highway. It is a well known fact that motor vehicles of all types are not only objects of crime, they are also means of committing crime. While the mandate of FRSC centres on safety of motorists and reduction of accidents on our highways, the use of vehicles as a means of committing crimes is glossed over and left un-addressed. Furthermore, one of the constitutional functions of the police is the enforcement of all laws in the country, including traffic laws. The confusion on our roads now is better imagined than described.

9.2 RECOMMENDATION:

The Committee strongly recommends:

- i) That the FRSC should be brought under the control of the Inspector-General of Police for proper coordination of its activities with all other branches of the Force involved in crime control and prevention. This will reduce the cost of running parallel federal government agencies established for the performance of identical duties.
- ii) It is further recommended that the FRSC should now fuse into the Highway Patrol, be equipped with communication equipment and use the observation posts as their operational bases throughout the country.

10.0 MARINE DIVISION

In certain states like, Lagos, Rivers, Cross River, Bayelsa, Akwa Ibom, Delta, Borno, Adamawa, with riverine areas, marine units equipped with flying boats, sea-faring boats and in some cases canoes, were used by the Police to patrol all parts of the riverine areas. The Marine Division is also faced with the dangerous task of tracking down and reducing the activities of modern day pirates and other criminals.

10.1 OBSERVATION

The Committee notes that the Nigeria Police Marine Division, has been grossly neglected by the government for long. The committee was informed, however, that recently 34 boats were purchased and four refurbished for use in the Niger Delta areas. The Police Marine has for years constituted a veritable means of access to these areas during elections, census exercises etc.

10.2 RECOMMENDATION

The Committee recommends:

- i. That government should procure more patrol boats for the Marine Police in the Niger Delta as well as other riverine areas in the entire country.
- ii. Jetties should be built in all the states with marine divisions and the purchase of Boat houses, launches, high speed boats and armoured boats.

11.0 LAW AND POLICE DUTIES:

During our local tours, the importance of using the law as a means of crime prevention, a practice which is no longer in use in the Police, was strongly emphasized by experienced, retired and serving police officers. The reason adduced for the stoppage of the procedure enumerated above was the inability of government to fund the purchase of the relevant law books for use in Training Institutions, Police Staff College, and the Police Academy. These law books which also serve as reference materials were not sufficient to go round all the Police formations. Apart from the law books, some of the records to be maintained at every Police Station as listed in sections 236 – 242 of the Police Regulation, which are also used for instructional purposes at Training Institutions, are now printed by private individuals and sold to policemen for use. We saw evidence of this at the Police Station, Ikeja. The reason for this is that government has not provided funding for them over the years (See terms of reference VI for the list of law books, police forms and registers).

11.1 OBSERVATION

The Committee observes that because the government could not provide these basic tools and working materials, police duties were left at the discretion of individual policemen who sacrificed efficiency and uniformity of action entrenched in laid down police procedure.

11.2 RECOMMENDATION

- i. The Committee recommends the immediate provision in sufficient quantity of law books, police forms and registers by government.
- ii. The Police Printing press should be reactivated, reorganized, commercialized and well positioned to print these forms, registers and diaries on a continuing basis.
- iii. All police officers and men should be educated on the use and maintenance of Police forms, registers and diaries.
- iv. The Printing Press should be manned by civilian professionals.

12.0 USING CRIMINAL RECORDS AND STATISTICS FOR CRIME CONTROL

It is a well known fact that good crime record is a major tool for combating crime. Crime statistics help to:-

- i) Determine the kind of offences committed in a given area and ways and means of countering them.
- ii) Determine the extent of population involvement in crime.
- iii) Locate the major areas of criminal activities, including ages, sex, ethnic origin of criminals and other information which may be social/economic in nature.
- iv) Provide variables upon which observations can be instituted and scientific theories of human behaviour may be based.
- v) Determine the effectiveness of various measures adopted for crime control, eg police activities to judicial sanctions.
- vi) Measure the efficiency and effectiveness of different methods and strategies adopted on specific types of crime, for example, robbery and assassination cases.
- vii) Determine the occupational groupings of offenders associated with them.
- viii) Determine the total loss and total recovery made at the same time.
- ix) Analyse successes and failures at various stages of police performances.
- x) Provide information needed on individual offenders for appropriate police action. For example, records of previous convictions of criminals are very helpful before passing sentence on them.³

12.1 OBSERVATION

The Committee notes that without valid and reliable statistics of crimes and records, effort to control crimes or minimize the activities of criminals in our society will achieve little or no useful results. It will be impossible to plan well

without statistics. The use of criminal statistics for crime prevention and control has been discarded by the Police. Instead of using statistics to measure their performance, they now resort to parading suspects in handcuffs and others killed by them extra-judicially, as armed robbers, to impress the general public that they are working, when, at that stage the innocence of the suspects should be presumed and their human rights protected by the Police.

12.2 RECOMMENDATION

- i. The Committee recommends the employment of civilian statisticians to be deployed to Force Headquarters, Zonal Headquarters, State Commands, State and Force CIDs and Divisional Headquarters, to collate and use criminal statistics for planning, budgeting and overall development of the Force.
- ii. The display of suspects on television should stop forthwith.

13.0 INTELLIGENCE GATHERING CAPABILITIES OF THE FORCE

The Commissioners in charge of State Commands, Area Commanders, Divisional Police Officers, Station Officers and members of the Anti Crime Squads, are all expected to have and maintain close and secret contacts with their own informants and pay them from allocated information fund, as and when they receive useful information from them. This intelligence and information gathering mechanism has virtually broken down due to inadequate funding. The trust and confidentiality between informants and Police Officers no longer exist.

13.1 OBSERVATION:

We were told that some Police Officers usually betrayed the trust reposed in them by disclosing to suspects the identities of their informants, thereby endangering the lives of the informants. This is why members of the public now feel very reluctant to give information to the police. This phenomenon has led to very low rate of crime detection and successful prosecution. Instead of collating criminal intelligence, The Criminal Intelligence Bureau (C.I.B), which was established in 1981 to fill the vacuum created by the excision of the defunct Special Branch from the Nigeria Police, has wittingly or unwittingly, been converted into an investigative unit at various levels of the Force. The ineffectiveness of the CIB has reduced the efficiency and intelligence gathering mechanism of the Force such that poor crime prevention and detection rates have attracted public debates and controversies about the ability of the Nigeria Police to carry out effectively its constitutional functions. In recent years, many landmark and

sensational cases, like the murder of the Attorney-General of the Federation, Chief Bola Ige, the Vice Chairman (South – South) of PDP, Chief Dikibo, Chief Alfred Rewane, a chieftain of the defunct UPN and very recently, Mrs. Sa'adatu Rimi, the wife of the First Executive Governor of Kano State, have not been successfully detected to the embarrassment of the Force and the entire country. The Committee notes that crime detection has in recent years been based virtually on luck instead of the application of scientific facts and use of reliable criminal intelligence.

13.2 RECOMMENDATION:

Accordingly, the Committee recommends:

- i. The reorganization of the CIB along the line of the defunct Special Branch.
- ii. In order not to expose the functions of the Criminal Intelligence Bureau (CIB) to criminals, the name of this section should be reverted to **Special Branch**.
- iii. All commanders should maintain informants register which will be inspected and signed by senior officers during their tour of inspection.

14.0 INVESTIGATIVE CAPABILITIES

Where crime prevention methods and strategies fail to stop the commission of crimes, the Police, as a last resort, conducts investigation of any reported crime. The principal organ of the Police Force responsible for crime investigation is the Force Criminal Investigation Department (Force CID). It is part of the Force Headquarters and serves the Force throughout the country. It provides the following services:-

- a) A Central Fingerprint Bureau (The central Registry)
- b) The collection and collation of all criminal records (CCR).
- c) The weekly publication of a Police Gazette
- d) A Photographic Branch
- e) A Forensic Science Laboratory
- f) A staff of trained investigators, finger print experts, trained photographers, ballisticians etc.
- g) From time to time, the CID provides courses of instruction in photography, fingerprints and more scientific sides of police work for selected men from the states.
- h) The CID provides experienced investigators to assist in or take over the investigation of serious or difficult cases of crime committed in the states.

CIDs have been established at State Command levels to conduct investigations into reported cases in each State Command. There are Crime Branches at Area Command and Station levels.

14.1 CRIMINAL INVESTIGATION

The objective of criminal investigation is to identify offenders through questioning crime victims, witnesses if any, suspects, expert analysis of evidence found at the scene of crime such as pubic hair, blood stain, expended bullets, paint flakes etc. Over the years, the Nigeria police has, due to poor funding neglected the use of scientific methods of observation and analysis to detect and interpret physical evidence relating to crime found at the scenes of crime.

If criminals are not identified by the victims or eye witnesses; if the criminals do not voluntarily confess, or are not given up by an informer; the police must learn to exploit physical evidence found at the scene of crime by forensic science techniques for successful investigation. Because of the increased sophistication of criminals and the increasing awareness of their rights, the old methods of interrogation no longer yield the desired results in crime detection. The new methods which have been tested and proven to be effective are the application of scientific aids in crime detection. Regrettably, the Nigeria Police has not yet fully developed this scientific method to perfect professionalism in crime detection.

15.0 LOGISTICS SUPPORT FOR THE FORCE CID, ZONAL CID, STATE CID, CRIME BRANCH

The Force and State CIDs and crime branches of the Nigeria Police which constitute the hub of all investigative duties in the country have been manifestly rendered incompetent to carry out the functions for which they were established.

15.1 OBSERVATION

Basic operational logistics like statement papers, case file jackets, office lockers for storage of case files are no longer provided. Some of these items are procured by detectives with the assistance of complainants. Detectives take case files home, resulting at times in the loss or even destruction of such case files and swapping of important statements in the file with statements that can not sustain conviction in court. The weekly publication of Police Gazette has stopped. The Police now engage the services of civilian photographers to cover scenes of crime. The photographers left in the Police are used to cover social and official engagements not related to investigations. There is only one trained ballisticsian left in the Force and we were told he would soon go on retirement. There are

no more fingerprint experts and the Forensic Laboratory has not taken off. The police dogs have either been retired or starved to death. The Central Criminal Registry is not as efficient as it used to be. This has resulted in the duplication of efforts and waste of scarce resources by various commands looking for one criminal who is perhaps dead or has been arrested by another command, or is even in jail. The police pathologists are few and the hospitals not well equipped. To crown it all, there is wide spread corruption amongst police detectives.

15.2 RECOMMENDATION

Accordingly, the Committee recommends

- a)** The establishment of a national, modern and futuristic Forensic Science Laboratory which should have the following nine sections:
 - i. Mobile unit (made up of scene of crime officers)
 - ii. Photographic
 - iii. Ballistics/Tool marks
 - iv. Document Examination
 - v. Chemistry
 - vi. Biology
 - vii. Fingerprints
 - viii. Voice identification
 - ix. DNA.

- b)** The Laboratory should serve the Police and other interested stake holders. It should be run on a commercial basis.
 - i. The National Forensic Science Laboratory should be under the Ministry of Police Affairs, with a Board to represent the interest of other stake holders. The Laboratory should be located in Abuja with branches in Lagos, Kano, Enugu, Sokoto and Maiduguri.
 - ii. It further recommends the resuscitation of the Dog Section and training of handlers.
 - iv. The Committee further recommends the expansion and upgrading of the Police Detective College, Enugu, for the training of police detectives.

CHAPTER THREE

TERM OF REFERENCE III

To examine Force recruitment policy, equipment scope, and standard of training and other personnel development activities and make recommendations for the modern Nigeria Police:

1.0 INTRODUCTION

Recruitment and training are two necessary tools in organisational development and capacity building. Like all standard organisations, the Nigeria Police Force recruits and trains its personnel. It has also put in place continuous training programmes for them, in order to attain the statutory objectives of the Force. Although the Force has policies for continuous attainment of its objectives in recruitment and training, many lapses are observed that tend to negate the proper functioning of its activities.

In the Nigeria Police Force, there at present three (3) main methods of recruitment. These are appointment of Officers and Inspectors through the two *Cadet Schemes* and enlistment of Constables through the *Constable Enlistment Programme*. The authorities for these are contained in Sections 38 to 148 of the Police Regulations (Police Act Cap. 359 LFN 1990). Support services are obtained through specialized skills and when such services are needed, specialists are recruited based on areas of need and in line with the provision of Sections 187 – 214 of the Police Regulations (Police Act Cap. 359 LFN 1990).

During recruitment, each State is given equal opportunities to ensure geographical spread; but in doing this, they are expected to comply with the basic requirements as spelt out in the legislations mentioned above. Recruitment is therefore, conducted with particular emphasis on the screening of candidates at State levels to ensure that those recruited are certified bona fide indigenes of the State they claim to represent. Equal number is allotted each State in each cadre i.e. Cadet ASP, Inspector and Recruit Constable Schemes.

1.1 QUALIFICATION

Currently, recruitment into the Police Force is based on the following qualifications:

- a) **AGE:**
 - i. *Recruit Constable:* Not less than 17 or more than 25 years

- ii. *Cadet Inspector*: Not less than 19 or more than 25 years
 - iii. *Cadet ASP*: Not less than 23 or more than 28 years
- b) **HEIGHT:**
- i. *Male candidate*: Not below 1.67 metres
 - ii. *Female candidate*: Not below 1.63 metres
- c) **CHEST MEASUREMENT:**
86 cm (for male candidates only)
- d) **PHYSICAL FITNESS:**
Candidates are to be physically and mentally fit. In addition, they must be certified fit by a Government Medical Officer, before enlistment.
- e) **NATIONALITY:**
All candidates for enlistment into the Force must be Nigerians.
- f) **EDUCATIONAL QUALIFICATION:**
Educational qualification for enlistment into the force are in three categories as follows:
- i. **Recruit Constable:** Candidates must possess at least 5 passes in the Senior Secondary School Certificate Examination. Despite this and other requirements mentioned above, a standardized written examination for all candidates is conducted regularly in each State Command.
 - ii. **Cadet Inspector:** Candidates must possess at least 5 credits in the Senior Secondary School Certificate Examination.
 - iii. **Cadet ASP:** Candidates must possess at least a degree from a University recognised by the Federal Ministry of Education.

1.2 **OBSERVATION**

The physical qualifications as stated above are considered adequate for recruitment into the various entry levels in the Force. However, the presidential directive to recruit 40,000 personnel annually between 2001 and 2004, even though all the training institutions can only accommodate 14,000 intake per annum, has grossly compromised standards and resulted in widespread abuse

of the established procedure. Corruption of the recruitment procedure has in recent times allowed for the enlistment of unsuitable candidates, including suspected criminals, people of doubtful background, over - aged and under-height persons and people with physical deformities. This negative development has led to the lowering of standards, gross indiscipline and unprofessionalism unknown in the history of the Nigeria Police Force. These negative tendencies have gravely affected Police/Public relations, leading to loss of confidence in the Police.

1.3 RECOMMENDATION

i. *PHYSICAL SCREENING*

There shall be a thorough physical screening of all candidates to ensure they meet the physical requirements for recruitment. At the end of the exercise, the State Commissioner of Police shall issue a certificate to the effect that the candidates have satisfied all physical requirements for enlistment.

ii. *NATIONALITY/GOOD CONDUCT*

All candidates for enlistment into the Police Force must be Nigerians. Also, to ensure even representation, candidates are to produce certificates of origin from their local governments and a letter of good conduct from the traditional rulers, retired senior police officers of the rank of Assistant Commissioner of Police and above, retired High Court Judge, Senior Civil Servant not below an Assistant Director and retired military officer of the rank of Colonel and above. These certificates must be verified before the commencement of the training period. Any certificate found to have been forged or falsified shall lead to the disqualification and prosecution of the candidate.

iii. *FINGER PRINTING*

Within thirty days of the commencement of the course, the fingerprint of the trainee shall be obtained and classified to ensure that he has no previous criminal record.

2.0 VIEWS AND OPINIONS ON EDUCATIONAL QUALIFICATIONS

During the public hearings in the six geopolitical zones and in some memoranda received, views were expressed on minimum entry qualifications, particularly with regard to educational requirements for the Recruit Constable. Some people

expressed the opinion that the entry qualification for a Recruit Constable should be the first degree, while others recommended NCE or OND equivalent. Other people expressed the view that the entry qualification should remain as it is now, insisting that what is important is the intensive training of personnel.

2.1 OBSERVATION

The general educational qualifications for enlistment into the Police Force as it stands today have been clearly stated in this report. However, several suggestions have been made for the upgrading of the basic educational entry qualifications. Considering the indispensable role of the Police and the growing sophistication of the society, it is deemed necessary to have an upward review of the entry qualifications with a view to enhancing the performance of the Force.

2.2 RECOMMENDATION

It is recommended that educational entry qualification for Recruit Constable should be as follows:-

A. ENLISTMENT QUALIFICATION FOR RECRUIT CONSTABLE:

- (i) A/L or equivalent This category will undergo a 15-
- (ii) NCE or equivalent month training programme.
- (iii) ND or equivalent

This is being recommended in anticipation of an upward review of the salary of a Police Constable.

- (iv) School Certificate with Six Credits including English and Mathematics. This category shall undergo both academic and professional training such that, at graduation, they would have obtained an equivalent of Advanced Level Certificate. The training shall be for eighteen months to enable it accommodate both the academic and professional training.

B. CADET INSPECTOR'S SCHEME:

The current Cadet Inspector scheme in which the entry qualification is WASC (6 Credits) should be discontinued given that the entry qualification for constable has been increased to OND/NCE and equivalents.

The new qualification for the Cadet Inspector scheme should be as follows:

i. UNIVERSITY GRADUATES:

Candidates for enlistment into this category as general duty officers must possess a first degree from a recognized university with a minimum of second-class lower division in the following disciplines – Law, Arts and

Social Sciences. Entrants into this category will attend eighteen months training at the Police Academy, after which, the successful candidate will pass out as an Inspector.

C. ADVANCED LEVEL CERTIFICATE (POLICE ACADEMY):

Products of paragraph 2.2. (iv) above who excel in the final examination, should be further trained for a period of three years at the Police Academy to pass out as Inspectors with a degree in their chosen field of study. This is being recommended with a view to catching them young and giving them a sound professional and academic training.

D. CADET ASP SCHEME:

The Committee has recommended a new rank structure which has phased out the rank of ASP and DSP. If this recommendation is accepted, then the Cadet ASP Scheme has no place. Hence, it is recommended for scrapping.

2.3. RECRUITMENT OF PROFESSIONAL (SPECIALISTS)

The enhanced qualification earlier recommended for the various entry points i.e. Recruit Constables and Cadet Inspectors should also apply to the recruitment of specialists at the appropriate levels, bearing in mind that such professionals must have obtained requisite professional qualification in the field they are applying to join.

It should be noted that under Chapter Eight of this report the Committee has recommended the civilianization of certain sections of the Nigeria Police Force.

2.4. VERIFICATION OF EDUCATIONAL CERTIFICATES

Screening of candidates for enlistment shall be done by State Commissioners of Police, so as to ensure their suitability for enlistment into the Police Force. This shall include a thorough screening of all certificates presented by applicants. In particular, school certificates and certificates issued by tertiary institutions must be cleared by the schools and institutions prior to commencement of training.

3.0 RECRUITMENT BOARD

In view of reported corrupt practices and abuse of the established recruitment procedure, the Committee recommends that:

- i. A Recruitment Board should be established. The Board should comprise of one Retired Police Officer not below the rank of Commissioner of Police, two serving Police officers not below the rank of Commissioner of Police, a Director each from both the Police Service Commission and the Ministry of Police Affairs respectively, and an Academician from a recognised university. The Board shall be responsible for the recruitment process including the conduct of examinations, final screening and interviews of all the candidates. This recommendation does not derogate from the powers of the Police Service Commission (PSC) which has the final responsibility for recruitment into the Nigeria Police Force.

4.0 TRAINING INSTITUTIONS

Training is one of the very important processes of organisational development, which must be taken seriously if the organisation is to achieve its goal through effective and efficient performance. In view of this, the Nigeria Police Force has designed several training courses, which prepare its personnel for the enormous task of policing the country. Unfortunately, the standard of training has fallen below expected standard due to general deterioration in the service and the dearth of facilities in the training institutions. This has resulted in poor performance on the job. Accordingly, it has become necessary for the Committee to examine the causes and reasons for this gradual deterioration with a view to making recommendations for improvement.

4.1. EXISTING POLICE TRAINING INSTITUTIONS

The Nigeria Police Force has the following training institutions:-

- a. **THE STAFF COLLEGE, JOS**
This is the premier Police Training Institution in the country. It carries out administrative and command training programmes for the officer cadre.
- b. **THE NIGERIA POLICE ACADEMY, KANO**
The Police Academy trains fresh in-takes in the ranks of Cadet Assistant Superintendents of Police and Cadet Inspectors.
- c. **POLICE COLLEGES**
There are four Police Colleges located at Lagos, Kaduna, Maiduguri and Oji River. These are for the training of recruit constables.
- d. **DETECTIVE COLLEGE, ENUGU**

As the name implies, this college undertakes the training of detectives of the cadre of Rank and File and Inspectors.

e. **POLICE TRAINING SCHOOLS**

Although, there are fifteen established Police Training Schools located nationwide to provide in-service training for Rank and File and Inspectors, only five of the schools are now functional. These are the schools in Ibadan, Iperu, Bauchi, Sokoto and Nonwa (Port Harcourt).

f. **SPECIALISED TRAINING INSTITUTIONS**

Under this category are Police Mobile Force Training School, Gwoza, the Police Mobile force Training School, Illa-Orangun, the Mounted Training School, Jos, the Band Training School, Ikeja, and the Dog Training School, Jos. The schools are charged with the provision of specialised training for the various specialised branches of the Police.

4.2. **OBSERVATION**

i) **POLICE STAFF COLLEGE, JOS:**

This is one of the principal training institutions of the Nigeria Police, which is charged with the retraining of the senior/management level manpower of the Police. Considering the status of the institution, it is expected to be well equipped and properly staffed with the best cream of the officers of the service. Similarly, all facilities including the classrooms, office accommodation, hostels and staff quarters, sports facilities, electricity and water supply, roads, clinics etc are supposed to function at optimum level.

From the visit of the Committee to the institution and the briefs received from the authorities of the college, the situation is far from desirable. For instance, most of its facilities have broken down. Apart from the fact that the classrooms are inadequate, the seats are insufficient and are in a state of disrepair. Most of the roofs of the classrooms are leaking and it appears the classrooms have not been renovated for many years. Also, power and water supply have not been regular in view of their indebtedness to the Power Holding Company of Nigeria (PHCN) and Water Board. The College is still using firewood to cook for officers on course thereby exposing the entire structure to the risk of fire and environmental hazards. Although facilities for gas cooking had been provided, the facilities could not be maintained nor the supply of gas sustained due to erratic and inadequate funding. We were informed that a contract for the rehabilitation

and expansion of the College Clinic has been awarded. However, not much is being done with the equipping and supply of drugs and medicaments as well as adequate staffing of the clinic. The Committee also observed that sporting facilities such as the swimming pool, the basket ball court, the lawn tennis court, badminton court are either non-existent or at various stages of disrepair. Finally, the road network in the college is in a very deplorable condition.

ii) POLICE ACADEMY, KANO

- a. This institution is charged with the responsibility of training fresh university graduates and secondary school leavers appointed as Cadet ASPs and Inspectors respectively. Considering the status of the institution, it is expected to be well equipped and properly staffed with the cream of Police officers. Similarly, all facilities, including the classrooms, office accommodation, hostels and staff quarters, sports facilities, electricity and water, roads, clinics etc are supposed to function at optimum level.
- b. The situation is pathetic in view of the fact that the existing facilities were initially made for three hundred officer trainees. Due to government recruitment policy resulting in the sudden explosion in the intake into the college they are now being used by one thousand trainees. The classrooms are inadequate and in a state of disrepair with some of them leaking. The lecture theatre, which admits about five hundred students at a time, lacks public address system and essential teaching aids such as projectors and maps etc. The library has a seating capacity of about one hundred and thirty students and 10,500 Volumes of books, which is highly inadequate for the number of trainees in the college. Similarly, the computer facility has provision for fifteen students. There is no way one thousand cadets can be computer literate with such a utility over a period of eighteen (18) months. Although the Police Academy is connected to the public water supply, the supply of water to the Academy is epileptic, because of the erratic power supply to the pumping station. The Academy has five boreholes located within the premises. However, due to poor power supply, they do not function regularly. Although there are eight (8) generating plants in the institution, poor founding has made the cost of maintaining and running them virtually prohibitive.
- c. The Committee also observed the serious constraint posed to learning in the Police Academy due to persistent power outages, a failure from the public power supply. The power line to which the Academy is linked is

highly over loaded with several villages connected to it from Kano City to Dutse in Jigawa State, a distance of one hundred and thirty kilometres. The Academy has four kitchens/dinning rooms. When the intakes were about three hundred people, only two were being used. Now with one thousand students, the need to put all the four into use, practically becomes impossible because they have not been adequately funded.

4.3 RECOMMENDATION

POLICE STAFF COLLEGE, JOS AND POLICE ACADEMY KANO:

Having studied the problems of both the Staff College and the Police Academy, and realizing that the Police cannot be turned around effectively without enhanced training of its manpower, especially the senior and management cadre; it is of utmost importance that accommodation, equipment and manpower, in these two institutions should be properly provided for. Accordingly, the Committee recommends as follows:

i. ACCOMMODATION

a. POLICE STAFF COLLEGE, JOS:

The traditional role of the Police Staff College, Jos, is the retraining of the management manpower of the Police. If this vital role of the college is to be retained, the accommodation facilities for both the classrooms and the hostels should be considered reasonably adequate. In this case, the Committee recommends that the present ASP promotion course should be transferred to the Advanced Training Wing of the Police College, Ikeja. Even then, there is an urgent need for the general rehabilitation of the college, especially the classrooms, the hostels, the sporting and the kitchen facilities. The classroom blocks require complete rehabilitation, including re-roofing, painting and repairs of the seating facilities, Public address system and teaching aids like computers, projectors, flip chart boards, etc.

b. POLICE ACADEMY, KANO:

The Committee had earlier recommended the discontinuation of the Cadet ASP course. If this recommendation is accepted and the Cadet Inspectors intake is trimmed to three hundred, which is the original capacity of the Academy, then both the classrooms and the hostel facilities will be adequate. However, there is need for comprehensive rehabilitation of the classrooms, office and hostel accommodation in the institution. Also, the staff quarters will need to be urgently renovated and furnished. In view of the location of the Academy, far away from any urban life and as a way of motivating

the officers and keeping them within the premises for the purpose of discipline, all quarters should be provided with cable satellite system.

- c. There is need for the construction of a permanent parade ground, since there is provision for such in the Academy Master Plan; and the present one is a temporary ground with inadequate facilities and the pavilion wrongly located. Because sports facilities at the Academy are extremely inadequate, it is therefore recommended that a swimming pool, standard football pitch, lawn tennis court, basketball court, badminton, billiards room, squash halls and netball court be provided. These are necessary for the physical and mental development of the trainees. Public address system and teaching aids like computers, projectors, flip chart boards, etc should also be provided.
- d. There is need for the completion of the road network at the Academy and the repairs of the existing one.
- e. In view of the fact that all officers are supposed to be computer literate by the time they pass out of the college, it is recommended that the computer building should be expanded to accommodate at least fifty trainees at a time. The computer centre should be fully equipped with computers and air conditioners.
- f. For effective teaching, it is recommended that all necessary teaching aids should be provided and the public address system installed in all the classrooms. This should be given the urgency it deserves.

ii. **MEDICAL SERVICES:**

The Police Clinics at the four Police Colleges, the Police Academy and the Police Staff College, Jos, should be upgraded to full hospitals. As a short-term measure, however, the clinics should be renovated, equipped and provided with drugs and adequate medical personnel. The meagre financial allocation being made to the Academy, the Police Staff College and the four Police Colleges for the purchase of drugs does not meet the requirements of the institutions in this regard.

iii. **KITCHEN:**

During the visit of the Committee to the Academy, it was noticed that industrial kitchen facilities that were installed in 1998 have been vandalised. The Committee therefore recommends that all the four kitchens and dining halls should be fully equipped and put into use. Specifically, chairs and

tables, plates and cutlery and other kitchen utensils should be provided. The kitchen should also be overhauled and supplied with modern cooking equipment. The present situation where cooking is done outside, with firewood, is unhygienic and unbecoming of the status of the Police Academy.

iv. **WATER AND LIGHT:**

Considering the problems highlighted in paragraph 4 'b' above on water and light, there is a need to separate the Police Academy from the general power line, which runs from Kano to Dutse. In this regard, a direct connection from Mariri in the outskirts of Kano to the Academy is recommended.

5.0. POLICE COLLEGES

There are four Police Colleges located at Ikeja, Kaduna, Maiduguri and Oji River. These are the colleges that train about eighty percent (80%) of the Police work force. The personnel being trained in these colleges are in the cadre of Rank and File and Inspectors. These perform the basic police duties and are the people who either project, or damage, the public image of the Police Force. It is therefore necessary that right from the start they are trained in a suitable environment and are also psychologically prepared to positively portray the image of the service. Facilities at these colleges are virtually at the verge of complete collapse, as a result of age and long neglect. The classrooms, dormitories, the staff quarters, sporting, medical and kitchen facilities as well as the road network, due to non-maintenance, are at various stages of decay. It has been observed that these four Colleges were designed to accommodate about four thousand trainees on a full stream of six months. However, in the year 2001, a directive was given for the training of forty thousand personnel a year. This sudden explosion, as a result of the mass recruitment exercise, turned the colleges more into concentration camps than training institutions. Consequently, classrooms designed for fifty students were being used by about two hundred students whilst hostel built to accommodate one hundred people were being used by about three hundred students. Toilet facilities had crumbled. The colleges do not have modern libraries befitting the status of institutions expected to prepare candidates for effective policing. The libraries lack sufficient books and even the few volumes that are in them are outdated. The library buildings are small, old and begging for renovation. Water and electricity supply in most of the colleges are almost non-existent, due to non-payment of water and electricity bills, broken, rusty and exposed pipes and uncoordinated expansion

of the colleges without due regard to existing facilities. The lack of vehicles, poorly equipped mechanical workshops, lack of indoor ranges or poorly equipped ones where available, insufficient arms and ammunition in the armoury, have all combined to reduce the standard of training to its lowest ebb.

5.1. RECOMMENDATION

The Committee recommends that:

- i. A team of engineering consultants should be appointed to inspect the colleges to determine all the needed repairs and rehabilitations for urgent implementation.
- ii. Considering the importance of a shooting range, including an indoor range, to an effective training and operation of the Police personnel, there is an urgent need for the provision of functional ranges including indoor ranges in all the training institutions. This should also be costed by the team of consultants suggested above.

5.2. REFRESHER COURSE SCHOOLS (RCS)

The Nigeria Police Force currently has fifteen Police Training Schools with only six of them functioning. These are located at Sokoto, Bauchi, Ibadan, Iperu, Nonwa and Benin. Initially, fifteen Police Training Schools were established nationwide. Due of poor funding, fourteen of them were closed down with the exception of the School in Benin, which was sustained by the oil companies for the training of their supernumerary policemen. When in the year 2001, there was the need for the mass recruitment of policemen, five of the closed schools were reopened and partially equipped to cater for the said mass recruitment. Generally, the Refresher Schools, including the ones that have been reopened, are in a very horrible condition. The schools that are not currently being used are left to dilapidate and rot while those that have been reopened have only been partially renovated.

5.3. RECOMMENDATION

It will be a colossal loss to allow these colleges to waste. Accordingly, the Committee recommends that twelve of these schools be selected, one per each of the Police Zonal Commands, to be fully reactivated and refurbished to serve as refresher schools for Rank & File and inspectors. It also recommend

that these institutions should be renamed '*Refresher Course Schools (RCS)*', to distinguish them from the Police Colleges.

6.0. DETECTIVE COLLEGE, ENUGU

The Detective College, Enugu, currently trains members of the Rank and File and Inspectors in the following fields; Detective, Anti Fraud, Modus Operandi, Finger Print, Photography and Prosecutions courses. It is the only college that undertakes this training for these members of the Police Force. It also admits of members of the Armed Forces and paramilitary organisations into its training programmes.

6.1. OBSERVATION

As is the case with other training institutions, the Detective College has also suffered serious neglect, leading to the deterioration of services. Since the conversion of the college from recruit training institution to Detective College in 1984, it has not received any major improvement in structure and facilities in spite of its changed status. Consequently, the classrooms, administrative block, hostels and the staff quarters are inadequate and in very deplorable state of disrepair. It was observed that all the training equipment that are required for these specialised courses are not available in the institution.

6.2. RECOMMENDATION:

The Committee recommends that:

- i. Classrooms, hostels, office block and staff quarters should be rehabilitated and necessary alterations made to the hostels to reflect its status as the only detective college for the Force.
- ii. If the college is to meet the desired objective for which it was established, urgent steps should be taken to provide it with modern up-to-date equipment. Considering the growing trends in term of sophistication and scientific approach to crime, it is necessary to equip the institution with a computerised system of finger printing equipment, digital cameras and computerised film developing equipment as well as technical crime detection equipment.
- iii. In view of the fact that the Detective College, Enugu, is the only one in the country saddled with the responsibility of providing detective training for the members of the Rank and File and Inspectors, the Committee recommends that a second Detective College be established at the proposed Force Criminal Investigation Department (FCID), Abuja.

7.0. SPECIALISED TRAINING INSTITUTIONS:In this category, we have the Mobile Training School, Gwoza, Police Mobile Force Training School, Illa-Orangun, the Mounted Training School, Jos, the Dog Training School, Jos, the Band Training School, Ikeja, Police Driving School Ikeja and the Force Signal Training Schools, Kaduna and Ikeja.

7. 1. OBSERVATION

These Specialised Training Schools are managed by departments other than the Training Department. In addition, they have been afflicted by extremely poor funding, leading to most of the facilities being obsolete. The facilities have, overtime, become inadequate. For instance, the Signal School has outdated equipment, hence they now rely on fax machines for relaying most of the messages to various Police formations. This has led to the leakage of Police classified information and delays in getting information to formations where there are no fax machines.

Similarly, the Police Mobile Force Training School, Gwoza, which was established to train officers and men of the Nigeria Police as the striking force in the event of a riot, and other serious disturbances, has suffered serious neglect. Despite the important role being played by this institution and the risk involved in its training activities, its facilities and equipment have not received any major attention since its establishment.

7.2 RECOMMENDATION

The two signal schools in the Police Colleges, Kaduna and Ikeja are administratively under the Commandants of the colleges. The importance of communication to the operation of the Nigeria Police cannot be overemphasised. Accordingly, it is strongly recommended that:

- i. A full-fledged Communication Training College be established at Abuja, whilst the present Communication Training Schools at Ikeja and Kaduna should be refurbished and equipped with modern equipment. They should administratively be under the proposed Communication Training College, Abuja.
- ii. With regard to the Police Mobile Force Training School, Gwoza, the Committee recommends that its facilities be rehabilitated and where necessary, upgraded to meet the required standard. In particular, attention should be given to the provision of water and light, the renovation of the

structures, equipment for the obstacle course, the construction of a swimming pool and complete provision of drugs and medicament for the School Clinic.

- iii. The Police Mobile Force Training School in Illa - Orangun is said to be nearing completion. Efforts should be made to ensure its early completion, commissioning and use to relieve the pressure on the Police Mobile Force Training School, Gwoza.
- iv. For effective coordination, all specialized training institutions should come under the direct management of the Training Department.

8.0. CENTRAL FEEDING ARRANGEMENT

During the tour by the Committee to the Police College, Ikeja, it was observed that trainees now arrange for their own feeding which has given rise to proliferation of cooking grounds around the hostels and kitchen resulting in environmental hazard and risk of fire. The DIG Training briefed the Committee on a circular for central feeding arrangement giving specific sum of money to be deducted from salaries of trainees for contractors to provide their food, in order to avoid such hazards. This instruction is not being implemented anywhere, except at the Police Academy, Kano. It is very necessary that a fresh circular is issued and the central feeding policy compulsorily observed.

9.0. TRAINING CURRICULA DEVELOPMENT

All along, the Force had trained personnel using different training manuals in the different Police Training Institutions in the country. This had always created an unfavourable result as the lack of uniformity in the standard of police officers and men remained apparent. In 2001, with a view to making all police officers and men undergo the same quality of training, the Force had embarked on a series of attempts to streamline training in the various training institutions in the country. A committee was set up which produced a comprehensive training manual. This was adopted and approved by the police high command.

9.1 CONFIDENCE BUILDING AT TRAINING INSTITUTIONS

It is also observed that the relationship between the instructors in the training institutions and the trainees is more of that between bosses and servants. This approach does not give room for cordial understanding, freedom of expression and building of self – confidence in the trainees

9.1 RECOMMENDATION

- i. The Committee found the Training Manual comprehensive, current and suitable. Accordingly, it recommends its adoption. Sufficient copies of the manual should be produced and distributed to all the Police Training Institutions and relevant bookshops for sale to interested members of the Police Force.
- ii. The Committee also recommends the introduction of computer training in all colleges.
- iii. It is also recommended that the entire training process should build confidence in the trainee rather than make him timid. Additional avenues for social interaction between the trainee and the instructors should be introduced and encouraged.
- iv. The training course curricula should be reviewed and updated every five years.

10.0 UPGRADING OF THE POLICE ACADEMY

The Committee is aware that approval has been given for the Police Academy, Kano, to be upgraded to a degree awarding Institution.

10.1 OBSERVATION

The Police Academy is currently engaged in the training of Cadet ASPs and Cadet Inspectors, though its was originally conceived to operate as a degree - awarding institution on the same level as the Nigeria Defence Academy and the Police Academy in Egypt. In 1999, a committee was set up to review the objectives of the Academy. The Committee again recommended its immediate elevation to a degree awarding institution. This recommendation was approved by the last military government of Nigeria.

10.2 RECOMMENDATION

The upgrading of the Police Academy to a degree - awarding institution is a very laudable step in reforming the Police Force. It is therefore recommended that funds should be made available for immediate implementation of the approval.

11.0 EVALUATION OF COURSES

In order to promote professionalism in the Force and enhance effectiveness and efficiency, Police officers should continuously attend development courses in specialised fields both at the junior and senior officers' cadre. Such courses

are to be evaluated by designated universities so that relevant certificates could be issued by such institutions.

11.1 OBSERVATION

During the Committee's visit to Britain and to Peel Centre in particular, the Committee observed that both the Peel Centre and the Crime Academy have strong links with universities in Britain. Accordingly, every course offered by the two institutions is evaluated and an appropriate university certificate is awarded. This enables beneficiaries of such certificates, to go at their discretion and complete the courses at such universities and obtain the relevant degrees. This system started between the Police Staff College, Jos, and the University of Jos, but has since been abandoned.

11.2 RECOMMENDATION

Courses at the Police Staff College, Jos, the Police Academy, Kano and the Detective College, Enugu should be affiliated to universities so that studies undertaken at the Institutions can count towards degrees and diplomas.

12.0 STAFFING

12.1 INTRODUCTION:

In the past, the deployment of personnel as instructors and lecturers to the training institutions was based on merit, with a view to attaining the required quality of personnel for the Force. The best materials were identified and posted to training institutions to impart knowledge to new intakes and course participants alike.

12.2 OBSERVATION

Officers and men now consider their postings to training Institutions as punishment. This is because the criteria that were used in selection of the right calibre of officers and men for posting to the training Institutions are no longer being applied. Rather, officers with pending disciplinary matters or those who fall out of favour are posted to training Institutions. Furthermore, incentives that were normally enjoyed by staff of training Institutions are no longer provided. The Committee was confronted by vividly angry members of staff saying that they were posted to the Staff College, Jos, out of victimisation.

12.3 RECOMMENDATION

It is recommended that the best personnel should work in such institutions. Consequently, the materials considered appropriate for command and other senior posts in the institutions should be identified by the following qualities: To be eligible for the office of:

a. **COMMANDANT:**

- Rank: AIG or CP as applicable
Qualification: University degree
Personal qualities: Must be highly disciplined.
Experience: Professionally competent with at least twenty (20) years service.
In-service training: Must have attended the Senior Command Course at the PSC, Jos; overseas courses in addition to the National Institute for Policy and Strategic Studies or the National War College.
Physical fitness: Must be physically fit.

b. **DEPUTY COMMANDANT:**

- Rank: CP or DCP as applicable
Qualification: University degree
Personal qualities: Must be highly disciplined.
Experience: Professionally competent with at least fifteen (15) years service.
In-service training: Must have attended the Senior Command Course at the Police Staff College Jos and an overseas course.
Physical fitness: Must be physically fit

c. **DIRECTING STAFF: ACP and DCP**

- Qualification: University degree
Personal qualities: Must be highly disciplined.
Experience: Professionally competent with at least ten (10) years service.

In-service training: Must have attended the Senior Command Course at the Police Staff College Jos and an overseas course.

Physical fitness: Must be physically fit

d. **DIRECTING STAFF: SP to CSP**

Qualification: University degree

Personal qualities: Must be highly disciplined.

Experience: Professionally competent with at least seven (7) years service.

In-service training: Must have attended one of the Command Courses at the Police Staff College Jos.

Physical fitness: Must be physically fit.

12.4 SELECTION PROCESS

Selection of officers to training institutions other than the Commandants, should be done by a committee of senior officers to be headed by the Staff Officer (Training) at Force Headquarters. This is with a view to ensuring that not only qualified candidates are selected, but also those who are interested in serving at the Training Institutions. Selected candidates should be made to undergo ‘*Train – the - trainers course*’ for a specified period at the Central Planning and Training Unit (CPTU) of the Staff College, Jos. This is with a view to giving them the right orientation to ensure that the training scheme they are required to implement is uniformly carried out. This will enable trainers have a uniform approach to the performance of the police duties throughout the country. All nominated members of staff for training institutions should attend overseas courses. Such courses should be undertaken after the selection process but before assuming duty at the College.

13.0 ENGAGEMENT OF RETIRED POLICE OFFICERS AND ACADEMICIANS

The present system whereby only serving police officers serve as lecturers and instructors in all the Police Training Institutions, including the Police Staff College and Police Academy, does not give room for cross-fertilization of ideas with outside academicians and does not allow for utilisation of the experience of retired police officers. Similarly, large segment of serving officers who could otherwise be utilised on operational duties, are retained at the colleges. Many of

these officers are not interested in being at the Training Institutions and thus are not putting up their best in the training of personnel. Accordingly, they impart negative knowledge due to frustration.

13.1 RECOMMENDATION

It is therefore recommended that knowledgeable and experienced retired officers, particularly those having university degrees, as well as seasoned academicians from outside the Police, should be recruited for teaching in the Police Training Institutions.

14.0 MOTIVATION:

Since the staff of Police Training institutions cannot be placed on a different salary from their counterparts on the field, the following allowances are identified as areas that will motivate staff and thus make them more productive:

- a) **Staff Grant:** for all personnel of the Training Institutions. Pc to Inspector receive ₦4,000.00, while ASP to AIG receive ₦30,000.00. This is paid once during one's tenure in the training institution.
- b) **Administrative Staff Allowance:** this is for officer in the Administrative Section of the training institutions. Constable to Inspector receive ₦10,000.00 each, while ASP to AIG receive ₦35,000.00 each. This is paid once during one's tenure in the training institution.
- c) **Instructors Allowance:** this is paid to all lecturers in the training institutions in two categories: In the Police Staff College, Jos, and Police Academy, Kano, each lecturer receives ₦40,000.00 while lecturers in the four Police Colleges and Detective College receive ₦30,000.00 each. This allowance is paid annually.

14.1 OBSERVATION:

Laudable as this provision appears to be, the economic realities of our time have removed the probable positive impact of the Government's gesture. Given the effect of inflation in the country, it is considered expedient to review these allowances to meet with the realities of our time.

14.2 RECOMMENDATION:

It is recommended that:

- i. Each staff of an institution that is qualified for any of these grants should be paid 20% of his basic salary as monthly allowance.

ii. As a further incentive, it should be a policy of the Force that officers posted to training institutions should be given automatic acting appointment to the next rank. In the event that the officer is not promoted during the tenure of his service, he should be considered for confirmation on the rank, before he is posted out of the training institution.

15.0 PASSING OUT PARADE

15.1 OBSERVATION

The Force has a tradition of holding Passing - Out Parades for graduates who undertake certain training in her training institutions. Such ceremonies are usually conducted with members of the public, especially respected dignitaries present to grace the occasions. The presence of such dignitaries affords them the opportunity to see the conditions of the institutions and also provide the needed opportunity for the police to make their grievances known to the wider public for amelioration. This old tradition has gradually faded out. Such ceremonies are hard to come by.

15.3 RECOMMENDATION

The Committee recommends that the tradition of Passing - Out Parades be resuscitated, so that the aim of such ceremonies can be accomplished.

16.0 STAFF PRIMARY SCHOOL

It is observed that training Institutions are located away from the municipalities, which creates inconveniences for members of staff having to take their children to and from school resulting in the disruption of activities at the various institutions. This being the case, the Committee recommends that a well-equipped Staff Primary School should be established in all Training Institutions.

17.0 OVERSEAS TRAINING/COURSES

In the past, the Nigeria Police Force maintained regular slots in Police Institutions in some foreign countries especially the United Kingdom. The courses include:

- a) Criminal Investigation Course in Hendon, Wakefield and Chelsea.
- b) Fingerprint Course in New Scotland Yard and Wakefield.
- c) Criminology in Cambridge.
- d) Forensic Science in Bristow and Nottingham.
- e) Ballistics Course in Scotland.

However, due to paucity of funds, over time, it has not been possible to maintain this very useful tradition.

17.1 OBSERVATION

In the course of the Committee's assignment, some members of the Committee undertook a week's study tour of Police Institutions (including training institutions) in the United Kingdom. Two of the training institutions visited were Hendon Police College, which houses the Crime Academy and the Basic Training Institution. Although those institutions are co-located, they have different administrative set - ups. The Basic Training Institution trains fresh recruits, conducts development courses for Non-Commissioned Officers, Inspectors and Superintendents, and also conducts train-the-trainer courses. The Crime Academy conducts sixty one various courses in the following faculties:-

Criminal Justice Faculty.

Forensic Faculty

Holmes Faculty

Intelligence Faculty

Investigation Faculty

Senior Investigative Faculty

Specialist Investigation Faculty

Another institution visited was the Specialist Training Institution which conducts training in maintenance of public order, use of firearms and anti-terrorism.

17.2 RECOMMENDATION

The Committee finds the courses offered by these institutions very relevant to the needs of the Nigeria Police Force and accordingly recommends:

- i. That officers be sponsored to attend them.
- ii. The Committee noticed that officers who attend relevant specialised courses, on completion of such courses are not usually posted to where the knowledge could be utilised for the benefit of the service. This anomaly has to be corrected henceforth.
- iii. Also, other relevant courses should be identified in the United Kingdom and other countries such as Egypt, Canada, India, Malaysia etc. and officers be sponsored to benefit from such courses. In addition to the knowledge to be gained from participating in such courses, officers will be effectively

exposed to cross fertilisation of ideas and modern international Police practice.

18.0 ADVISORY COUNCIL FOR POLICE TRAINING INSTITUTIONS

In order to ensure that the standards of training are maintained in all Police training Institutions, it is recommended that Advisory Councils should be established for each of the following institutions:-

- a) The Police Academy, Kano
- b) The Police Staff College, Jos
- c) The Police Colleges

The functions of these Councils shall include:

- i. Prescription of standards in the institutions
- ii. The maintenance and updating of standards in the institutions
- iii. Ensuring uniformity of training
- iv. Periodic inspection of the institutions
- v. Other matters which may contribute to the good management and operation of the institution.

18.1 COMPOSITION OF THE COUNCILS

The composition of the Advisory council of the Police Academy should be as follows:-

- i. A retired Senior Police Officer not below the rank of an Assistant Inspector-General of Police.
- ii. A retired member of the Judiciary not below a High Court Judge.
- iii. A Commissioner of Police from Training Department
- iv. An Officer from the Ministry of Police Affairs not below the rank of a Director.
- v. A Commissioner from the Police Service Commission.
- vi. An academician from a recognised university not below the status of a Senior Lecturer, with relevant qualifications in Police Science, Criminology or Law, or a retired Senior Civil servant not below the rank of a Director with cognate experience.
- vii. A Training Consultant from the Administrative Staff College of Nigeria (ASCON).
- viii. A member of the National Human Rights Commission.
- ix. Commandant of the Academy as an ex-officio member.

18.2 THE POLICE STAFF COLLEGE, JOS

The composition of the Advisory Council of the Police Staff College, Jos should be the same as specified above for the Police Academy, Kano.

18.3 THE POLICE COLLEGES

The four colleges namely, Ikeja, Kaduna, Maiduguri and Oji River should have one Advisory Council. This is necessary to ensure uniformity of standards. The composition of the Advisory Council should be as follows:

- i. A retired senior Police officer not below the rank of Commissioner of Police.
- ii. A retired Judicial officer not below the level of a Chief Magistrate.
- iii. An Academician not below the level of a lecturer with relevant qualifications in Police Science, Criminology or Law.
- iv. A retired civil servant not below the level of an Assistant Director with cognate experience.
- v. A consultant from the Administrative Staff College of Nigeria (ASCON).
- vi. The Commandant of one of the colleges as ex-officio member in rotation.
- vii. An officer from the Ministry of Police Affairs not below the rank of an Assistant Director.
- viii. An officer from the Police Service Commission not below the rank of Assistant Director
- ix. Deputy Commandant of Police College, Ikeja, to serve as Secretary to the Board.
- x. The Secretariat of the Board should be located at the Police College, Kaduna, in view of its proximity to Abuja.

CHAPTER FOUR

TERM OF REFERENCE IV

Examine ways and means for enhancing remuneration and welfare package of the Police, including provision of adequate office and housing accommodation with a view to boosting morale of officers and men.

1.0 REMUNERATION AND ALLOWANCES

Police officers are charged with the responsibility of preserving law and order in society. This means that the Police are expected to prevent crime, as well as confront criminals, some of who are extremely dangerous. It is widely recognized that danger – risk of injury and death at the hands of criminals – is a major feature of police-work. Sociologists who study income determination point out that salaries and wages are determined by several factors. Some of the important factors are length of training for an occupation, risk involved in a vocation, and nature of working hours. Without adequate compensation, it will be difficult to attract and enlist suitable people into the occupation or vocation characterized by long period of training, danger and irregular working hours. Conversely, if they accept such employment, they may engage in corrupt and illegal activities, as a way of supplementing their income. That appears to be the case with some members of the Police Force.

In determining the wages of the Police in the country, the risks and irregular working hours associated with police work have not been adequately considered. One of the reasons for this situation is that the Nigeria Police Force is treated as part of the public service, with a more or less unified salary system. This constitutes a constraint on government with respect to increasing the salary of the Police, as an increase in the salary of the police may lead to agitation by several professionals and groups within the public service. Members of the Nigeria Police Force have peculiar responsibilities that involve considerable risks that are quite distinct from other professionals within the public service. A distinct Police Salary Scale, outside the unified civil salary system, which can be adjusted in the light of the responsibilities of the Police, is desirable.

The current salary and allowances of the police are very poor and inequitable, given the risks and demands of their work. The inadequacies contribute to the serious problems of ineffectiveness and inefficiency, corruption and extortion within the Force, which continue to erode public confidence and trust in the

Police. There was unanimity among people who made oral and written submissions to the Committee on remuneration and allowances for the Police, that the present salary of the police is grossly inadequate. Most of the people who made submission, on the subject recommended a minimum salary package of between 30,000 naira and 50,000 naira per month.

2.0 **OBSERVATION**

Many of the problems of ineffectiveness and inefficiency, as well as gross misconducts in the Nigeria Police Force, can be traced to the poor conditions of service of the Force. Most of the memoranda received and people who made oral submissions during the public hearing session, identified poor salary and conditions of service generally, as sources of many serious problems of Police inefficiency, corruption and hostility to the public. Therefore, considerable improvement in the salary, allowances and welfare of the Police will enhance the performance and reduce incidence, of serious indiscipline among the police officers and rank and file.

2.1 **RECOMMENDATION**

- i. The Committee recommends that a distinct salary scale, that adequately reflects the responsibilities and risks associated with police work, be introduced.
- ii. Government should substantially increase the salary and allowances of the police, if need be, through supplementary budget or appropriation.
- iii. The basic salary of the police should be increased as follows:

| | <i>Ranks</i> | <i>Recommended % Increase in Salary (p.a)</i> | <i>Current starting basic salary (p.a)</i> | <i>Recommended Starting basic salary (p.a)</i> |
|---|---------------------|------------------------------------------------------|---------------------------------------------------|-------------------------------------------------------|
| | | Training Positions | | |
| 1 | Recruit | 200 | 54,012 | 162,036 |
| 2 | Cadet Inspector | 200 | 98,929 | 296,785 |
| 3 | Cadet ASP | 200 | 129,624 | 388,872 |
| | | Ranks | | |
| 4 | Constable | 350 | 61,896 | 278,532 |
| 5 | Corporal | 340 | 70,448 | 309,971.2 |

| | | | | |
|----|-----------------------------|-----|-----------|-------------|
| 6 | Sergeant | 330 | 83,400 | 358,620 |
| 7 | Inspector | 320 | 129,624 | 544,420.8 |
| 8 | Assistant Superintendent | 300 | 167,892 | 671,568 |
| 9 | Deputy Superintendent | 280 | 231,036 | 877,936.8 |
| 10 | Superintendent | 260 | 259,260 | 933,336 |
| 11 | Chief Superintendent | 240 | 288,012 | 979,240.8 |
| 12 | Assistant Commissioner | 220 | 314,580 | 1,006,656 |
| 13 | Deputy Commissioner. | 200 | 344,316 | 1,032,948 |
| 14 | Commissioner | 180 | 402,276 | 1,126,372.8 |
| 15 | Assistant Inspector-General | 160 | 470,628 | 1,223,632.8 |
| 16 | Deputy Inspector-General | 100 | 865,200 | 1,730,400 |
| 17 | Inspector-General | 100 | 1,194,600 | 2,389,200 |

iv. It is recommended that allowances should be increased as follows:

a) Public Service Allowances as applicable under the monetisation policy:

- i. Accommodation - 50%
- ii. Medical - 10%
- iii. Transport - 25%
- iv. Meal Subsidy - 10%
- v. Utility - 15%

b) Police peculiar allowances as recommended

- i. Hazard Allowance - 15%
- ii. Uniform and maintenance Allowance - 10%
- iii. Torchlight Allowance - 5%
- iv. Police posted to special duties such as highway patrol, events management (crowd management and control), etc, should be provided with dry ration or appropriate allowances on deployment.
- v. Officers sent on course should be paid their allowances before and during their training
- vi. The following allowances should be paid along with monthly salaries – accommodation, medical, transport, meal subsidy, hazard, utility, uniform maintenance and touch light allowances.
- vii) Officers should be paid allowances due to them prior to departure on transfer.

3.0 MECHANISM FOR NEGOTIATION OF SALARY AND WORKING CONDITIONS

The Police Regulations prohibit the members of the Nigeria Police Force from embarking on strike. There is no mechanism through which they can negotiate for increase in their salary or improvement in their conditions of service. This has led to frustration and resentment by the country's policemen and women. In 2002, some police officers went on strike and in January 2006, another strike was averted. Out of frustration, junior officers of the Nigeria Police Force have become increasingly militant in their demands for improved conditions of service; the law against strike notwithstanding. The dangers associated with police strike are many and serious. Therefore, it is necessary for the government to adopt a realistic policy to address the current absence of mechanisms for negotiation or bargaining by the police.

3.1 OBSERVATION

In many countries, the Police are allowed to form unions, associations and federations to promote professionalism and welfare of their members. During the public hearings in different parts of the country, some contributors advocated that the Police should be allowed to form associations, to aggregate and articulate the grievances of police officers for negotiation with the authorities.

3.2 RECOMMENDATION

- i) In order to afford the police a channel for collective bargaining, the Committee recommends that a law be enacted for the purpose of the creation of associations for the various ranks: (a) Junior Police Officers' Association (constable – sergeant); (b) Inspectors' Association; (c) Police Superintendents' Association, and (d) Police Commissioners' Association.
- ii) Strike by the police should remain prohibited.
- iii) A standing, binding, collective bargaining machinery with members from the government and representatives of the police associations should be established in the Secretariat of the Police Council.
- iv) It is recommended that membership of the committee on the government side, should include representatives of the Police Council, the Ministry of Police Affairs, Police Service Commission, office of the Head of Service, Ministry of Finance, Wages and Salaries Commission and Revenue Mobilization Commission.
- v) It is also recommended that membership of the committee from the side of police officers, shall include representatives of the Police Commissioners

Association (2); Police Superintendents' Association (3); Inspectors' Association (1) Junior Police Officers Association (5), as well as a representative of the Trade Union Congress and the Association of Local Government of Nigeria (ALGON)

- vi) In case of unresolved dispute by the committee, collective bargaining by the Police shall comply with appropriate legislation, including recourse to the Industrial Arbitration Panel and the National Industrial Court.

4.0 ECONOMIC EMPOWERMENT OF POLICE OFFICERS

Besides enhanced salary and wages, there is need to establish an economic framework through which, Police Officers can be economically empowered both during and after service.

4.1 OBSERVATION

The Nigeria Police Force has established two economic institutions which, if properly organized, managed and patronized, can economically empower and motivate Police. These are the Police Cooperative Society and the Police Community Bank. These institutions are, at present, not very well positioned to empower policemen and women. The Police Cooperative Society, for instance, is reputed to be the largest of its kind in Africa. Unfortunately, it is being managed by policemen without requisite qualifications, experience or training.

4.2 RECOMMENDATION

- i) Highly qualified capital investment and management firms, with requisite professional competence and experience, should be engaged to manage the Police Cooperative Society.
- ii) Policemen currently serving in the Cooperative Society, should be redeployed to main stream police Departments to perform police duties, for which they were trained.
- iii) The proposed private sector managers of the Police Cooperative Society, should reorganise and invigorate the Society to impact positively on the welfare of policemen. The Society should assist in procuring and selling goods at cheaper rates, giving soft loans and assisting serving police officers to build or acquire houses, cars, computers and other household items, in line with modern operations of similar cooperative societies.
- iv) The government should make a reasonable grant to the Police Cooperative Society, in order to invigorate it for expansion to all states of the Federation

and the Federal Capital Territory, and position it to economically empower policemen all over the Federation;

- v) Police Community Bank which is already being managed by private sector professionals, should be re-capitalized and branches established in all state capitals, to ease payment of police salary and also to provide police officers with access to loans.
- vi) Police management should patronise both economic institutions by making deposits in the bank and procuring goods from the Police Cooperative Society.

5.0 ACCOMMODATION

Accommodation in barracks is very important for at least three major reasons. First, it eases the mobilisation of police personnel, especially in times of emergency. Second, barracks accommodation enhances the well-being of the officers and creates opportunity for constant interaction among officers, within their residences and recreational facilities located within barracks. Third, it facilitates regimentation and discipline of officers. Overall, barracks accommodation enhances police welfare, effectiveness and discipline.

5.1 OBSERVATION:

Most policemen and women are not accommodated in the barracks. Those accommodated are housed mainly in dehumanizing and dilapidated structures that were built several decades ago and are hardly maintained. The barrack accommodations lack modern facilities and are very filthy. Available statistics show that only 18.59% of policemen and women are accommodated in the various dilapidated barrack accommodations across the country. As a result, police officers face very serious difficulty in securing accommodation. Due to their low salary, junior police officers are not able to find suitable accommodation within the society. The problem has serious adverse effects on the performance and discipline of policemen and women. Many of the barracks accommodation are single-room apartments occupied by married persons, in some cases with several children. This is not healthy for the morale of the officers and their children.

5.2 RECOMMENDATION

- i) Government should embark on the construction of barracks so that, at least 50% of policemen and women, can be accommodated within the next three years and not less than 60% of them within the next five years.

- ii) Funds should be provided, within the shortest possible time, for the renovation of existing barracks.
- iii) Single room accommodation for married junior police officers is grossly inadequate, and should be allocated only to unmarried junior officers.
- iv) Adequate arrangements for accommodation should be made for officers on inter-state transfers.
- v) Transit accommodation designed in the form of hostel but with very good toilet and bathroom facilities should be provided in every state command for officers on transfer or temporary assignment.

6.0 MEDICAL CARE

Police officers are involved in extremely difficult tasks in which the risks of death and injury are pervasive. Besides, police officers and members of their families are subject to sicknesses requiring medical attention. An effective health care system for the Police will enhance the welfare, performance and commitment of the officers and the Rank and File.

6.1 OBSERVATION

Under the conditions of service for public officers in the country, police officers are entitled to free medical care. But over the years, the provision is rarely implemented, leaving individual police officers to look after themselves, even when they sustain injury while on duty. This constitutes another major burden on the Police, especially in the light of their poor remuneration. Both oral and written submissions by members of the public and the Police emphasized the need to guarantee free medical treatment for police officers. There is a Police Hospital in Lagos and Police Clinics in many State Commands, but most of them are under-staffed and under-equipped. Government has recently introduced the National Health Insurance Scheme, but how this will serve the needs of the Police will only be appreciated in the long run.

6.2 RECOMMENDATION

- i. Policemen and women and their families, should enjoy free medical care
- ii. Existing police medical facilities should be renovated and properly staffed and equipped.
- iii. Well equipped Police Clinics should be established in all state commands and hospitals in each of the twelve Police Zonal Commands, the four Police Colleges, Police Academy and Police Staff College, Jos.

- iv. Well equipped government and private hospitals should be retained by the government, for the treatment of police officers requiring specialized treatment.
- v. Special provision should be made for proper treatment of police personnel within and outside Nigeria, who sustain injury while on duty. For example, in addition to retainership of well-equipped hospitals, financial allocations for such emergencies should be made.
- vi. Contribution of policemen and women to NHIS should be reduced to 2% of basic salary, at the earliest possible time.

7.0 UNIFORM AND ACCOUTREMENT:

Kitting in the Nigeria Police Force consists of the following major items: uniform, shoes, raincoats, sweaters, blankets, batons, peak and beret caps, socks, belts, buttons, cap badge, torchlights, notebooks, etc. Policemen and women will perform effectively, if they are properly and adequately kitted. Members of the Nigeria Police Force are currently poorly kitted. Some people have advocated the change of the quality and colour of police uniform.

7.1 OBSERVATION

In the past, the government provided uniform and accoutrements to police officers. However, over time, this practice was neglected resulting in very poor appearances of police officers. The appearance of junior police officers does not inspire public confidence and respect. Majority of them appear in tattered clothes, worn-out shoes and slippers, partly contributing to the poor image of the police. Due to inadequate provision of uniform and accoutrement, it is difficult to enforce strict adherence to dressing code in the Force. Police officials buy their uniform from various sources resulting in lack of uniformity of the uniform due to varying colour shades.

The quality of the present Police Uniform is very poor and unsuitable for our harsh weather condition, particularly in hot areas like Sokoto, Kano, Maiduguri, Yola and others. Black materials are known to be heat absorbent and considering the nature of police duties, which often entail standing in the sun for long periods, the current uniform also exposes policemen to health hazards.

Under our typical traditional setting, black colour is customarily associated with evil or bad omen. During the public hearings of the Committee, several speakers alluded to this fact and identified the poor quality and colour of police uniform as one of the major factors responsible for the low public perception of the Police.

7. 2 RECOMMENDATION

- i) A new working dress that will be colour and quality friendly should be introduced for the Police.
- ii) For this purpose, the Committee recommends the introduction of a new working dress made up of a **sky blue (light texture) shirt over a black trouser/skirt** for the Police. This combination, which takes into cognisance our hot weather, will positively impact on the perception of members of the public. It will also align the Nigeria Police uniform with internationally accepted security standards, which recognise blue as a symbol and colour of friendliness.
- iii) Every policeman and woman should be provided with adequate uniform, at least two pairs of uniforms and shoes every year by the government.
- iv) The government should adequately kit members of the Nigeria Police Force, in order to improve their appearance, enhance the self-confidence of the Police and engender public confidence in the Force;

8.0 POLICE SCHOOLS AND EDUCATION OF POLICE CHILDREN:

Due to several factors, like incessant transfer and poor salary, children of many police personnel do not receive good education. Therefore, the establishment of Police Schools and Colleges by the government was a right decision. Provision of good education for police children will serve as a big motivation for their parents and relieve them of anxiety about their children's education.

8.1 OBSERVATION:

Currently, there are few Police Schools and Colleges in the country. There are forty – six (46) Police Children Schools (PCS) and four (4) Police Secondary Schools (PSS) located in different states. They are accessible to only a small fraction of police children.

8. 2. RECOMMENDATION

- i) The government should provide adequate fund for the renovation, proper equipping and staffing of the existing Police Children Schools and Police Secondary Schools over the next two years;
- ii) Police Children Schools should be established in all State Commands and Police Secondary Schools in every Police Zonal Command;
- iii) In view of the expected high quality and standards that police schools and secondary schools are expected to maintain, the cost of tuition and other fees will be relatively high. The government should subsidize the school

fees of police children so that fees are not a barrier to all qualified police children;

- iv) Children of officers who lose their lives on duty or active service should be guaranteed free education up to secondary school level;
- v) The Federal Government should award scholarship or bursary for tertiary education to those who may qualify and obtain admission to tertiary institutions in the country.

9.0 RECREATIONAL AND SPORTING FACILITIES

Police require recreational and sporting facilities to keep them fit, and as avenues for relaxation with fellow officers after what is often a hectic day, sometimes characterized by very anxious moments and serious danger. Recreational and sporting facilities will promote understanding and bonding among police officers, while improving their overall well-being.

9.1 OBSERVATION

Police formations and barracks lack adequate facilities for recreation and sports. In the past, members of the force participated in national sporting events and represented the country in several international competitions. However, due to neglect of sporting facilities and sport men and women, this is no longer the case.

9.2 RECOMMENDATION

- i) All police formations, from the divisional level to the Force Headquarters, should be provided with adequate recreational and sporting facilities.
- ii) Existing mess structures and facilities should be renovated and equipped and new ones built where none exists.
- iii) Recreational facilities should be provided for junior officers and inspectors in all commands.
- iv) Sports competition between police formations should be revived, and
- v) Police Day celebration should be re-introduced.

10.0 OBSERVATION

10.1 RECRUITMENT, PROMOTION AND DEPLOYMENT

A very large number of officers are frustrated due to lack of promotion and sometimes, inequity in promotion exercises. Some efficient officers remain on the same rank for ten or more years, even without any disciplinary record. This problem is most acute at sergeant and inspector cadres.

10.2 **RECOMMENDATION**

- i. Federal character principle and policy should be applied only at the point of entry or recruitment.
- ii. Promotion should be strictly based on approved guidelines reflecting performance and conduct, as well as the requirements tabulated below.
- iii. Favouritism in promotion and deployment should be discouraged.
- iv. Officers should be deployed to areas where they have demonstrated competence and/or potential
- v. Junior officers from Constables to Sergeants should be posted to either their States of origin or States in which they had previously resided for at least five years
- vi. Police Inspectors and Chief Inspectors should be posted to Police Zones of their origin or Zones in which they have previously resided for a minimum of five years
- vii. Officers of the rank of Superintendent and above may be posted to any state of the Federation and the Federal Capital Territory.
- viii. Postings to Training Institutions should be exempt from this arrangement.
- ix. Guidelines for promotion should be as follows:

| Rank | Requirements for promotion |
|-------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Constable – Sergeants | <ul style="list-style-type: none"> • 5 years as constable • Good record of service • Successful completion of promotion course, including pass in prescribed examinations |
| Sergeant - Inspector | <ul style="list-style-type: none"> • 4 years as sergeant • Good record of service • Successfully completed NCOs Development Course • Successfully completed Inspectorate promotion course |
| Inspector – Chief Insp. | <ul style="list-style-type: none"> • 3 years as Inspector • Confirmed as Inspector • Good record of service in APER during the preceding 3 years • Successfully completed Inspectors Development Course • Successfully completed prescribed promotion course • Recommended by the Nigeria Police Departmental Selection Board |

| | |
|-------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Chief Inspr. - SP | <ul style="list-style-type: none"> • 3 years as Chief Inspector. • Good APER rating during the preceding 3 years • Passed the Junior Command Course at the Police Staff College • Passed the Chief Inspector - SP promotion examination |
| SP – CSP | <ul style="list-style-type: none"> • 3 years as SP • Good APER rating during the preceding 3 years • Passed the Junior Command Course at the Police Staff College • Passed the SP-CSP promotion examination |
| CSP – DCP | <ul style="list-style-type: none"> • 4 years as CSP • Good APER rating during the preceding 3 years • Passed the Senior Command Course at the Police Staff College • Passed the CSP-DCP prescribed interview by the promotion interview board |
| DCP – CP | <ul style="list-style-type: none"> • 3 years as DCP • Good APER rating during the preceding 3 years • Successfully attended and passed senior command course • High level of job output and integrity • Good sense of leadership, direction and initiative • Attended and passed DCP – CP interview by the promotion interview board |
| CP – AIG | <ul style="list-style-type: none"> • 3 years as CP • Good APER rating during the preceding 3 years • High level of job output and integrity • Possesses and exhibited qualities of leadership, initiative, drive and transparency • Attended and passed National War College course or the National Institute for Policy and Strategic Studies course |
| AIG – DIG | <ul style="list-style-type: none"> • 3 years as AIG • Good APER rating during the preceding 3 years • High level of job output and integrity |

| | |
|-----|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <ul style="list-style-type: none"> • Possesses and exhibited qualities of leadership, initiative, drive and transparency • Attended and passed National War College course or the National Institute for Policy and Strategic Studies Course |
| IGP | <ul style="list-style-type: none"> • Must have attained DIG rank • President of the Federal Republic of Nigeria in consultation with the Police Council and two thirds approval of the Senate. |

Remarks

- Promotion subject to vacancy
- Three successive failures at confirmation or promotion examinations will lead to the disengagement of the officer or a reduction in rank.

CHAPTER FIVE

TERM OF REFERENCE V:

To ascertain the general and specific causes of low public opinion and confidence in the Police, particularly, on corruption issue and proffer ways of restoring public trust in the institution:

1.0 INTRODUCTION

The police are officials of the state mandated to enforce the law and maintain public order. Several factors determine the effectiveness and efficiency of the Police. Among such factors are quality of people recruited into the Force; quality of training; remuneration and welfare of officers; quality and quantity of facilities and the cooperation of members of the public. The latter factor is very important because, without public support, the Police cannot perform satisfactorily. This is because, the police require the cooperation of the public to attain a high degree of effectiveness in crime prevention and detection; apprehension of offenders; investigation of crimes and prosecution of suspects. The relationship between the Police and the public is determined by several factors, including the nature of laws that the Police are required to enforce; performance and conduct of the police and public attitudes towards law and law enforcement agencies.

1.1 GENERAL CAUSES OF LOW PUBLIC OPINION AND CONFIDENCE IN THE POLICE

In Nigeria, the relationship between the Police and the public is largely characterized by mutual mistrust and hostility. The general causes of the negative opinion on Police by the public include, the repressive nature of law enforcement under authoritarian colonial and post-colonial governments; general inefficiency of the Police due to inadequate facilities; corruption; poor remuneration and conditions of service, and insensitivity and incivility towards the public by the Police. In addition, the attitude of the public towards government and laws tends to be negative. This attitude is transferred to the Police whose duty it is to enforce the laws enacted by the government.

1.2 SPECIFIC CAUSES OF THE LOW PUBLIC OPINION AND CONFIDENCE IN THE POLICE

Several factors are responsible for the lack of cooperation and trust between the public and Police in Nigeria. Some of the specific factors are identified below and recommendations proffered.

2.1 OBSERVATION

2.0 PERFORMANCE IN CRIME PREVENTION AND CONTROL

The Nigeria Police has not been able to demonstrate a very high level of efficiency in the prevention and control of crime. This failure tends to portray the Police as ineffective and unreliable. Worse still, citizens who call on the Police for assistance during or after crime incidents, do not get prompt assistance. Ineffectiveness is also observed in the area of investigation, apprehension of offenders, and prosecution. These problems create disaffection towards the Police.

The reasons for the inefficiency of the police include:

- a) Progressive decline in the capacity and effectiveness of the Police in the areas of intelligence gathering since the 'E' (Special) Branch was excised to form the core of the National Security Organisation (NSO) in 1976;
- b) Grossly inadequate facilities for intelligence gathering, patrol, transportation and communication;
- c) Poor remuneration and conditions of service, which demoralise the officers, rank and file;
- d) Inadequate training due to lack of funds for proper and continuous training, poor facilities at training institutions and deployment of several officers without competence, or interest to police educational institutions;
- e) Discontinuance of the Special Constabulary Scheme which created volunteer police service and provided a bridge between the Police and the public coupled with gradual neglect of beat (foot) patrol which also created visibility and accessibility of the Police to the ordinary citizen, and
- (f) Poor urban planning and absence of appropriate city and highway maps that can aid Police operations, especially in response to emergencies.

2.2 RECOMMENDATION

To create and sustain mutual trust, respect and cooperation between the Police and the public the Committee recommends the following actions and measures:

- i. The government should adequately equip the Nigeria Police Force as well as properly train, remunerate and motivate police personnel with a view to

- promoting a very high level of effectiveness and efficiency in crime prevention and control;
- ii. The Nigeria Police Force should re - organise its Criminal Intelligence Bureau (CIB) whose name the Committee recommends should be changed to Special Branch; as well as the Criminal Investigation Department (CID), with a view to strengthening their capability and efficiency. To this effect, the immediate construction of the Force CID complex which has been on the drawing board since 1982, should be embarked upon;
 - iii. The Nigeria Police Force should provide adequate resources for intelligence gathering and investigation in all operational commands and stations;
 - iv. The government should substantially increase the remuneration of the Police and improve their conditions of service so as to motivate them for effective performance of their duties in the overall interest of the nation;
 - v. The Nigeria Police Force should ensure that only competent and hardworking officers with records of proven integrity are posted to the CIB and CID;
 - vi. The Nigeria Police Force should ensure that officers in the CID and CIB are properly trained and that they undergo periodic refresher courses;
 - vii. The Nigeria Police Force should ensure that officers involved in intelligence gathering , criminal investigation and prosecution at the levels of Divisional Police and Police Station formations receive regular on-the-job training to enhance their performance;
 - viii. Government should provide adequate funds for facilities at the Police Training Institutions in order to enhance training and motivate officers and trainees;
 - ix. The Nigeria Police Force should review and re-introduce the Special Constabulary Scheme as a means of bridging the gap between the Police and community, improving intelligence gathering and criminal investigation;
 - x. The Nigeria Police Force should reintroduce beat (foot) patrol in all the Divisions in urban and semi-urban areas,
 - xi. Community-based vigilantes or crime watch groups can contribute to crime prevention and control, while strengthening police-public partnership. The Police should therefore register, train and supervise community policing assistants and crime watch groups to operate within the local communities and, where possible, undertake joint patrol.
 - xii. Government should develop and implement urban development policies that enhance security and access for emergency services such as the police fire service, medical ambulance services, etc.

- vi. The Nigeria Police should work with the appropriate government agencies, for example, Survey Department to produce street maps that will facilitate crime prevention and control as well as enhance access for emergency services.
- vii. Police input should be sought in planning new settlements.

3.0 CORRUPTION AND EXTORTION:

Negative perception of the police is perhaps due more to the widespread incidence of corruption and extortion by a significant proportion of the members of the Nigeria Police Force. Corruption erodes the integrity of the Police and public respect for law enforcement officers. The Nigeria Police has been accused of different forms of corrupt behaviour. Among them are the following:

- a) Soliciting and receiving bribes from members of the public, especially crime suspects and victims; drivers, especially commercial vehicle operators at check-points, with the threat of arrest and prosecution;
- b) Frequent raid of places with a concentration of vulnerable groups such as unemployed youths, commercial sex workers, motor park officials – ostensibly as crime control measures but also as a means of extortion of bribes;
- c) Establishment of road blocks on highways, ostensibly to fight crime but in many situations as a means of extorting bribes from motorists;
- d) Receiving bribe to alter evidence;
- e) Receiving gratuities for returning stolen property recovered by Police;
- f) Stealing from suspects or accident victims;
- g) Receiving bribes in order not to effect arrest of crime suspects;
- h) Receiving bribes in order to arrest an innocent citizen as a form of intimidation and harassment;
- i) Supply of *police arms and uniform* to armed robbers for a fee;
- j) Divulging information about complainants to criminals for a fee;
- k) Stealing from crime scene;
- l) Receiving bribes and failing to enforce the law against motorists who contravene the law or failing to search vehicles that may be carrying prohibited items, and
- m) Demanding money from suspects as a condition for granting bail, which is supposed to be free.

3.1 OBSERVATION

These corrupt practices were found to be the consequences of many inadequacies, such as inadequate funding for operational vehicles and stationery; lack of rigorous screening of candidates prior to recruitment; improper monitoring and handling of misconduct among officers; poor remuneration and conditions of service; inadequate training to inculcate professionalism as enshrined in sections 324 and 325 of the Police Regulations. During the public hearings by the Committee, it was reported that there are no provisions for the fuelling of police patrol vehicles and that they are generally fuelled through the ₦20:00 bribes collected at the check-points. Similar stories were told of lack of important stationery and forms required at police stations. As a result, restricted Police forms are printed by some civilians and sold to the police and members of the public at police stations; thereby fuelling corruption in the relationship between complainants, or suspects, and police officials.

3.2. RECOMMENDATION:

The following measures are recommended for the prevention and control of corruption by the Police and minimize its adverse effects on the image of the Force.

- i. As recommended in some sections of this report, the government should substantially increase the salaries and allowances of the Police;
- ii. Funds should be provided by the government and judiciously utilized for the printing and supply of stationery and forms to police stations;
- iii. The government should make money available to the Police to upgrade the Force Printing Press by acquiring modern equipment and recruiting highly qualified staff so that it can undertake the printing of police forms and stationery as well as undertake printing jobs for other clients on a commercial basis. This will minimise the shortage of forms and stationery, reduce the opportunity for corruption and extortion by police officials on account of lack of stationery, and engender a positive image for the Police;
- iv. Police authority should discourage the practice of raiding public places, and arresting and detaining people for purposes of extortion;
- v. Police informants should be adequately protected so that they do not suffer reprisal;
- vi. The internal disciplinary procedure of the Nigeria Police Force should be reviewed and strengthened, so that officers involved in misconduct are promptly and fairly disciplined;

- vii. The Nigeria Police Force should devise means of ensuring that officers are aware of, and observe, the Code of Ethics in sections 324 – 325 of the Police Regulations;
- viii. The Nigeria Police Force, the Police Service Commission and the Ministry of Police Affairs should review, strengthen and co-ordinate their respective public complaints mechanisms so that they can become more accessible to the public and also serve as important elements of performance and integrity appraisal, discipline and promotion.

4.0 BRUTALITY, UNLAWFUL ARREST AND DETENTION, AND INCIVILITY

Public dissatisfaction with the Police also emanates from such practices as brutality, unlawful arrest and detention, and incivility to members of the public. Instances of police brutality are common during crime control; crowd control during public events and ceremonies; control of processions, protests and demonstrations, investigation, and at checkpoints. Extra-judicial killings, summary execution of suspects and revenge killings are also widely reported, in spite of repeated warnings against such practices by the leadership of the Force. Due to a combination of poor training, inadequate infrastructure, and absence of respect for due process and human rights, the Police often resort to torture to extract confession and information from suspects. Another practice that has brought the Police into disrepute is that of arresting relations of a suspect as substitutes or hostages. In addition, individuals are arrested and detained on flimsy grounds, with a view to extorting money from them.

4.1 OBSERVATION

Police brutality is sometimes the result of public disregard of laws and disrespect for police authority. In addition, unlawful arrest and detention are sometimes due to directives by the government and the manipulation of the Police by influential people in society. To reduce the incidence of police brutality, unlawful arrest and detention, the government needs to demonstrate to the citizens that it does not tolerate these practices, by showing itself as an example of government under the rule of law. First, by respecting and protecting the rights of association, assembly and protest by citizens, especially those in opposition; restraining itself from directing the Police to arrest and detain those who do not agree with it and by ensuring that victims of police brutality are duly compensated.

4.2 **RECOMMENDATION**

For the specific purpose of cultivating and sustaining a positive relationship between the public and the police, the following measures are recommended:

- i. Government should ensure that the constitutional rights of citizens are respected and protected by all agencies of government. Police and security officials involved in the violation of the rights of citizens should be severely punished – through both administrative and judicial processes.
- ii. Professionalism and operational autonomy of the Police should be guaranteed and observed both by the government and the leadership of the Force.
- iii. Internal disciplinary procedures should be reviewed and its provisions widely disseminated among police personnel with a view to making them serve as effective checks against brutality, incivility, unlawful arrest and detention.
- iv. Police training curriculum should include effective instruction in human rights provisions and observance. In particular, Police should observe constitutional provisions on civil rights, including the rights of the accused with regards to arrest, detention, bail and treatment of accused persons and offenders.
- v. Effective and accessible public complaints mechanism should be introduced and sustained by the Nigeria Police Force. Police emergency telephone numbers should be widely advertised and posted at every police station and other public places. Complaint and suggestion boxes should be placed or mounted in public places.
- vi. An effective human rights desk should be established in every police station. Such a desk should be manned by an officer not below the rank of Sergeant at the station level; an Assistant Superintendent at the Divisional level and a Superintendent, with legal qualifications, at the State Command level.
- vii. The National Human Rights Commission should be strengthened to undertake regular inspection of Police and Prison cells to determine and redress cases of unlawful arrest and detention.
- viii. Police should respect and enforce court orders and judgments against the Force, other organisations and individuals;
- ix. Police officers should be adequately trained in the use of weapons and conditions under which firearms may be used.
- x. Police should be civil to members of the public and show sensitivity in handling women and children.

- xi. Conditions in police cells should be drastically improved. Currently, the cells are very small, dirty, unhygienic and congested, often without light and toilet facilities. Feeding arrangements are unsatisfactory and efforts should be made to improve them.
- xii. Persons arrested for minor crimes should be granted bail without an illegal bail fee or bribe. To give effect to this and eliminate corruption, the following measures should be undertaken.
 - a) Enlightenment of the public through jingles, posters, etc.,
 - b) Conspicuous display of the telephone numbers of Divisional Police Officers at the stations.
 - c) Daily monitoring of police cells by DPOs and Area Commanders to ensure that no suspect is detained longer than allowed by the law.
- xiii. The Public Relations Department should be reorganized, strengthened and properly funded to achieve optimum effect and efficiency in cultivating and maintaining understanding and cooperation between the public and the Police. Highly qualified, competent and experienced civilians may be recruited to handle the public relations of the Police. The Department should have at least two principal officers, one for public relations and the other for public enlightenment – tasked with organising career talks in schools, sporting and recreational activities, seminars and lectures, etc. involving the Police and groups within the society;
- xiv. The Inspector-General of Police should be accessible to the public, the press and members of non-governmental human rights organisations;
- viii. The Police should advertise its good deeds from time to time to counter the bad publicity it regularly receives.
- ix. Police journals should be circulated to decision-makers, high government officials, editors, libraries of educational institutions and also deposited at public places such as airport lounges and offices.
- x. The Nigeria Police Force in collaboration with the National Orientation Agency, public television and radio stations, and newspapers should embark on rigorous enlightenment of the citizens on the functions and powers of the Police, and the need for citizens to respect and obey the law.
- xi. Government should ensure that the curricula in the schools should include topics on the rights of citizens as well as the duties of citizens to respect and obey all laws that are justifiable in democratic societies.
- xii. There should be established an Independent Police Complaints Commission under the Ministry of Police Affairs.

CHAPTER SIX

TERMS OF REFERENCE VI

Provision of adequate logistics support for the Force (including transportation, investigation equipment, information and communication technology):

1.0 OFFICE BUILDINGS, CHARGE OFFICES, POLICE STATIONS AND POSTS.

From four regions in 1963 to 1999, a period of 36 years, thirty six (36) States, the Federal Capital Territory, and 774 local government council areas were created in the country. This has correspondingly resulted in the establishment of 36 State Commands and the Federal Capital Territory Command, Abuja, twelve Zonal Commands, 123 Area Commands, etc. There are thousands of police stations, posts, offices which are yet to have appropriate buildings. At the creation of new States and Local Governments, the Federal Government would make take - off grants available for necessary infrastructure. Sadly, the Police was always left out in the Scheme of things. Thus they operated from make shift buildings and rented quarters not appropriate for Police duties. The Police is still occupying such unsuitable, over crowded buildings, many years afterwards. The number of police offices in the country run into thousands and are tabulated below:

| S/No | Level of Command | No in the Federation |
|------|------------------------------|----------------------|
| 1. | Village Posts | 5,000 |
| 2. | Police Stations | 5,515 |
| 3. | Police Divisions | 1,115 |
| 4. | Area Commands | 123 |
| 5. | State Commands plus FCT | 37 |
| 6. | Zonal Commands | 12 |
| 7. | Force C I D | 1 |
| 8. | State CIDs + FCT | 37 |
| 9. | CIBs – All States Plus Abuja | 37 proposed |
| 10. | Force Headquarters | 1 |

| | | |
|-----|---------------------------------|--------|
| 11. | Force Headquarters Annex | 1 |
| 12. | Police Staff College Jos | 1 |
| 13. | Police Academy Kano | 1 |
| 14. | Police colleges | |
| | Ikeja | 1 |
| | Kaduna | 1 |
| | Enugu | 1 |
| | Maiduguri | 1 |
| 15. | Police Detective College, Enugu | 1 |
| 16. | Force Dog Sections | 37 |
| | All the States plus FCT | |
| 17. | Border Patrol Stations | 4 |
| | Benin, Niger, Chad Cameroon | |
| 18. | Railway Police Command | 7 |
| | Ikeja | 7 |
| | Enugu | 7 |
| | Kano | 7 |
| | Kaduna | 7 |
| | PH etc | 7 |
| 19. | Medical services | 7 |
| 20. | Mounted Training Centre | 37 |
| 21. | Works/Building Departments | 1 |
| 22. | Central Band | 36 |
| 23. | State Band | 37 |
| 24. | Medical – states/ FCT | 37 |
| 25. | Transport and workshop | 21 |
| 26. | Marine | 1 |
| 27. | Force Armament | |
| | Total | 12,153 |

1.1 OBSERVATION

We note that police offices throughout the entire country, Louis Edet House, Abuja excepted, deface the cities for lack of fund, to furnish and maintain them. The working environments in these buildings do not create room for job satisfaction. Besides, the outdated designs of police stations and barracks do not enhance the image of the policemen and win the respect of the society they are serving. Some of the Police stations we visited in Port Harcourt, Ikeja, Kano and Bauchi, had neither light nor water. The cells were dirty and dark and unfit for human habitation. We were told by experts that people kept in such dark cells for a considerable length of time could go blind. In Garki Police Station, Abuja, armed robbery suspects who had life threatening bullet injuries on their legs and thighs, were removed from over - crowded and stuffy cells and kept in leg chains under the shade of trees for fresh air. All the aforementioned police stations were not furnished by government. Well meaning individuals and non-governmental organisations donated furniture to the stations. From the memoranda and oral evidence received, it was the same story of neglect of barracks and housing, building and furnishing of offices for police use throughout the entire country.

1.2 RECOMMENDATION

Government should, by law, set up a task force and make funds available for the building of modern offices, stations and police posts in all the states and local government areas of the federation. The project should be executed within a given time frame of five years, with effect from the date of approval of this recommendation. For details of the buildings, locations and estimated cost please see Appendices 'C'.

2.0 TRANSPORTATION

Policing, in a modern sense, revolves around four main factors; trainable manpower, communication, transportation and logistic support, all of which constitute a package deal. The land size of Nigeria is 967,000 square kilometres and the rapid urbanization of otherwise rural towns and villages has made the job of the Police daunting. There are over 12,000 police formations in the country, which require one type of transportation at one time or another, both day and night.

The primary purpose of government is the maintenance of law and order and the preservation of life and property, hence the need for massive investment in transportation to enable the police carry out these functions effectively.

2.2 OBSERVATION

From the memoranda and oral evidence received, there was abundant evidence and instances of complainants of suspects providing vehicles for the Police to use in their duties. Some Police Stations and Divisions have no vehicles. When members of the public in distress call for police assistance, they are usually told that there are no vehicles. When there are vehicles, there is no fuel.

2.3 RECOMMENDATION

The Committee recommends the provision of more vehicles to meet the requirements of the Police.

3.0 BOATS AND LUNCHES

Twenty one (21) out of the 36 states in this country have riverine terrain. In the last decade, activities of oil bunkerers have been on the increase, resulting in the avoidable loss of billions of dollars from oil revenue by government. There is also the issue of pipeline vandalism which enables the perpetrators to scoop petrol and kerosene from burst pipes.

3.1 OBSERVATION

The Committee observes that there has been a long neglect of the Police Marine Division, due to non-provision of boats and launches, lack of repairs and maintenance of all the existing in the country.

3.2 RECOMMENDATION

The Committee recommends the purchase of the following:-

- i. 20m landing crafts with capacity for one Armoured Personnel Carrier (APC) and 25 men.
- ii. 27m patrol/personnel launches with capacity of 47 patrol officers, including crew members.
- iii. 20m Motorized Steel fabricated House boat with capacity for 20 officers and men.
- iv. The Committee also recommends the construction of jetties at strategic marine bases across the country.

4.0 POLICE AIRWING

There are two serviceable helicopters in the police airwing. Two other helicopters are about to be delivered. Considering the size of the country, increased incidents of robbery on the highways, generally in broad day light, and occasional

incursion of criminals into Nigeria from our neighbouring countries, there is need for increased aerial patrol and surveillance.

4.2 OBSERVATION

Considering the growing sophistication of crime and the size of the country, four helicopters are grossly inadequate.

4.3 RECOMMENDATION

The Committee recommends the purchase of additional helicopters. The types recommended are Bell Helicopter 427 and Bell Helicopter 412.

5.0 COMMUNICATIONS

Communications is the life wire of police activities worldwide. Without adequate communications, the men working in the field cannot communicate with their bases, neither can they communicate with themselves. This way they become isolated and cannot effectively monitor criminals, nor track them down. In a new world of information technology, the criminals also monitor the activities of the Police through their own network and sometimes, have an edge over the Police in Nigeria.

In the area of communication, it is regrettable that the entire Nigeria Police can only boast of the following .

| S/NO | EQUIPMENT | NO. |
|-------------|------------------------------------|------------|
| 1 | Fax Machine | 95 |
| 2 | High Frequency Radio | 317 |
| 3 | Ultra High Frequency Walkie Talkie | 6,702 |
| 4 | Ultra High Frequency Mobile | 415 |
| 5 | Ultra High Frequency Base | 380 |
| 6 | Ultra High Frequency Repeaters | 78 |
| 7 | Solar Panel | 51 |
| 8 | Aerial Masts | 189 |

For example, there are only 6,702 walkie – talkies whereas, each policeman on a beat ought to have one, that is, 300,000 walkie – talkies. Also, there are only 317 high frequency radios, which are not even enough to cover the 774 Local Government Areas in the country, let alone cover all police stations and posts.

5.1 OBSERVATION

The Committee notes that the Police need adequate communication equipment for highway patrols. The Committee further notes that the communication equipment available to the Force and in use at the moment is not standardized. There appears to be a proliferation of equipment, a lot of which are now unserviceable, inspite of the huge amount spent on these equipment over the years. The committee also observes that the manpower in charge of Police Communications are merely technicians, who are not familiar with modern communication technology.

The following key areas have been determined to be areas of immediate priority and absolute necessity.

- a) Provision of secured voice communications
- b) Availability of data, including internet protocol, e-mail, fax, internet, short messaging service.
- c) Inter-connectivity with “sub-groups”

It has been proposed that a Digital Radio System, i.e. 25 (1P) Digital Trunking Radio System, designed to comply with the unique public safety requirement of an organisation such as the Nigeria Police Force, utilising internationally accepted standards of modern digital communication system should be adopted.

This system is able to utilise the existing UHF/VHF analog systems installed in the Nigeria Police Force.

5.2 RECOMMENDATION

The Committee recommends the provision of adequate and secure communication system for the police.

6.0 INFORMATION AND COMMUNICATION TECHNOLOGY (ICT)

The journey for the computerisation project in the Nigeria Police Force has been quite slow. Reasons for this slow pace have been attributed to the constraints of funds, probable lack of awareness of the advantages of computerisation and inadequate skilled manpower.

6.1 OBSERVATION

a) *Use of Computers for Crime Control and Criminal Records Management System:*

The Committee notes that in England and all the European countries, the following have been established and put to use:-

- i. National Crime Information And Crime Record Bureau (NCRB).
- ii. National Crime and Information Centre (NCIC)
- iii. Central Data Bank for crime and criminals in the country.
- iv. Automated fingerprints Identification Systems (AFIS)

6.2 OBSERVATION

The committee recommends the computerisation of the following in the Nigeria Police.

- i. Police Pay Rolls in all the 42 Mechanized Salary Section (MSS) all over the country.
- ii. Central Motor Registry
- iii. Crime records
- iv. Logistics including:
 - Police properties e.g. Barracks, Stations, Headquarters, etc.
 - Armory i.e. firearms tracking system.
 - Stores i.e. Inventory control system.
 - Vehicles i.e. Transportation section.

7.0 ARMS AND AMMUNITION:

These are essential items required for use in preventing and combating major crime incidents. The Police currently has a total of 46, 450 rifles and pistols. Force Orders provide for what should be the stock holding by the Force of these items relative to the number of officers and men in various Commands and Formations of the Force. Under this provision, all Superior Police Officers and Inspectors bear small arms as official personal issue. This is based on one SPO to one Pistol and in the case of Inspectors, it is two to one pistol. For the general duty Rank and File, each has a personal issue of one rifle, excepting those who are specialists.

The policy is ideal. However, due to some obvious constraints including the inadequacy of funds, this policy has not been adhered to. If the Force is to improve on its efforts at preventing and combating major crime incidents, it is strongly recommended that the stipulation of the Force Orders on arms and ammunition holdings should be strictly adhered to.

There should be seven (7 No.) Rifles to each Division and Police Station for use in the Station. Second, twenty eight (28 No.) other rifles as the basic requirement for one fully armed unit. The number of rifles, however, increases correspondingly with the number of riot units each Division or Station could form, especially, the larger Divisions with more officers and men. Third, 7 rifles for each motorised patrol team based on a minimum of 4 patrol teams normally provided by a Division totaling 28 rifles for each.

Fourth, 30 rifles for men on daily static guard or beat duties for every Division, it could be more in busier Divisions like those in Lagos. The minimum overall total holding of the type of firearms per Division should be 100 rifles thus allowing for 7 rifles, on reserve at any given time. Sufficient number of bullet proof vests should also be provided. This should however be at the discretion of the Inspector-General. The number of small arms to be provided should be in line with the aforementioned orders and should however depend on the numbers of SPOs and Inspectors in each Division.

The total number of firearms should therefore be guided by the fact that there are 5,125 Police Stations, 1,115 Police Divisions, 118 Area Commands, 24PMF Squadrons, 185 conventional units and numerous other support services that bear arms, e.g Border Patrol, Bombs Disposal Squad, Marine etc.

7.1 OBSERVATION

The Committee notes that the present holding of rifle is grossly inadequate.

7.2 RECOMMENDATION

The Committee recommends that the present holding of arms and ammunition should be tripled in the next 5 years.

8.0 POLICE HORSES:

- a. **Horse:** The present holding of Police horses is put at 747. Although, their upkeep and maintenance are more expensive than those of human beings, their use in border patrols, crowd and riot control is invaluable. They are also used on ceremonial occasions, like independence anniversary and visits of foreign heads of states.
- b. **Police Dogs:** The use of Police dogs in cases of murder, burglaries, stealing cannot be substituted by human effort.

8.1 OBSERVATION

The Committee observes that horses and dogs have been relegated in these duties. For example, in England, horses and dogs are still very much in use. They are deployed for duties that cannot be performed by human beings. These include the use of sniffer dogs to sniff luggages and expose drug couriers at air and seaports.

8.2 RECOMMENDATION

The Committee recommends the acquisition of more horses and dogs for effective border patrol, crowd control and investigative duties.

9.0 BOMB DISPOSAL UNIT (EOD)

This is an essential support service of the force in this era of insurgency and terrorism. Its role is an important one which must be taken very seriously

9.1 OBSERVATION

Terrorism by any means including bomb explosion has become a global phenomenon. Nigeria needs to be prepared for any eventuality.

9.2 RECOMMENDATION:

To update the performance of the Bomb Disposal Unit and adequately equip them for optimum performance, the Committee recommends the procurement of the following equipment:-

| S/NO. | ITEMS | QTY |
|--------------|----------------------------------------------------------------------------------------------------------------------------------------------|------------|
| 1. | IED/EOD specialised vehicle complete with Bomb trailer, vehicle workshop and EOD equipment as per technical specification | 12 |
| 2. | Jamming system Model HP 32505 installed in M/Benz G.500 Diesel Engine suitable for protecting moving convoys as per technical specifications | 24 |
| 3. | Light operational vehicle Deer 4 X 4 pick-up, 2.7 litres diesel engine, double cabin with light bus and public address system/siren etc. | 24 |

| | | |
|-----|---------------------------------------------------------------------------|----|
| 4. | Hand held explosive detectors | 36 |
| 5. | EOD operational search light | 48 |
| 6. | EOD Mines/Burried object detector | 36 |
| 7. | Bomb BlanketChrono's Electronic | 48 |
| 8. | Stethoscope | 24 |
| 9. | 12 Ga disputer cannons/ammo | 30 |
| 10. | Protector 11 EOD protection suit with Helmet etc. | 30 |
| 11. | "Fox -Ray" PCBase X-Ray Inspector sys. | 24 |
| 12. | Collapsible Walk through Detectors | 36 |
| 13. | Advance explosive detectors | 36 |
| 14. | Ex - spray explosive detector kit | 60 |
| 15. | Total Bomb container vessel etc | 12 |
| 16. | Module X-Ray screening system with mobile floodlight tower (base vehicle) | 6 |
| 17. | Portable EOD/IED Jamming System HP 3035 - 3260 | 24 |

10.0 RIOT KITS PERSONAL EQUIPMENT:-

Force Order 316 provides for the personal holding of:

1. Steel Helment
2. Defence Shield
3. Long Baton
4. Respirator
5. Water Bottle with carrier and sling
6. Haversack with sling
7. Kit bag
8. Torchlight and lamps

10.1 OBSERVATION:

These items enumerated above are issued to serving members of the Force employed on general duty. Because of inadequate funding, the Force cannot meet this ideal situation.

10.2 RECOMMENDATION:

It is accordingly recommended that:

- i. Sufficient stock of these items should be procured in every Division, for men engaged in anti-riot operations.
- ii. The following items should also be stocked in store in each Division and PMF Units.
 1. Tents
 2. Public Address System
 3. Water Containers (Jerry Can)
 4. Axes
 5. Camp Beds
 6. Lanterns
 7. Cutlasses
 8. First - Aid Equipment
 9. Dry Rations
 10. Tow Ropes
 11. Stretchers

11.0 OBSERVATION:

The Committee notes that policemen engaged in riot duties are not well kitted.

11.1 RECOMMENDATION:

The purchase and use of these items for riot duties are mandatory and we recommend their procurement.

11.2 UNIFORM AND ACCOUTERMENT

Every policeman needs at least 3 sets of uniform and 2 pairs of shoes with accompanying accoutrement as first issue. Subsequently, he needs 2 pairs each of the above items annually to maintain a reasonable level of good appearance always. Apart from the working dress, he has to be kitted with special operational and ceremonial dresses which are only replaced in special circumstances.

A summary of mandatory kit requirements is as follows:-

1. Working Dress (Shirt and Trousers) 3 sets first issue and subsequent 2 pairs annually.
2. Operational Dress (Long Sleeve Shirt and Trousers) - 1 Pair
3. Ceremonial Dress - 1 Pair
4. Black Shoes - 2 Pairs First issue and 1 pair annually

| | |
|------------------------|-----------|
| 5. Peak Cap | - 1 |
| 6. Beret | - 2 |
| 7. Whistle and Lanyard | - 2 each |
| 8. Socks | - 2 Pairs |
| 9. Blanket | - 1 |
| 10. Rain cape | - 1 |
| 11. Sweater | - 1 |
| 12. Boots | - 2 Pair |
| 13. Large Buttons | - 6 No. |
| 14. Small Buttons | - 6 No. |
| 15. Long Baton | - 1 |
| 16. Torchlight | - 1 |
| 17. Police Notebook | - 1 |

12.1 OBSERVATION

The Committee observes that although Government, in recent years, has made remarkable effort to purchase items of uniform for policemen, there is still plenty of room for improvement. The Committee notes that shoes and mobile uniforms are not standardised. Policemen still individually source for their uniforms from the open market.

12.2 RECOMMENDATION

- i. The Committee recommends the free supply of all items of kits and uniform to members of the Inspectorate and Rank and File on a yearly basis
- ii. The Committee further recommends that Government should not recruit and train policemen unless Government is prepared to kit and house them.

13.0 BULLET PROOF JACKET:

The trend the world over is to boost the psychological confidence of policemen engaged in anti-crime patrol. With this, they become bold enough to confront criminals. Several police officers and men have lost their lives on duty. Some of these deaths could have been prevented by the use of bullet proof jackets.

13.1 RECOMMENDATION

The Committee recommends the purchase of sufficient bullet proof jackets for policemen in anti - crime patrol duties.

14.0 POLICE RECORDS:

Provision of Police Record Books in sufficient quantities is a must for the Police, as they are required under the law to have such records for the benefit of the public and the Force itself. It should be noted that for a long time, the Force has failed to provide sufficient statement forms, case file Jackets, search warrants, bail bond forms, stationery and pockets notebooks to all Police Formations. It is imperative that all statutory Police books records, registers and forms are provided in order to enhance their performance. In this vein, the reactivation of the Police Printing Press becomes imperative as a matter of urgency. The Police Printing Press at Ikeja and the FCID Printing Press at Alagbon, Lagos, should be adequately funded, equipped and maintained to undertake the printing of these items in order to reduce cost. A Force Master Printer with requisite qualification in Printing should be appointed to man the Police Printing Press ensure its effectiveness.

14.1 OBSERVATION

The Committee notes that these records are no more available in our Police Stations, due to lack of funds to produce them. Policemen now resort to improvisation and use of note books, and exercise books which they purchase at times with their money. It further notes that complainants are compelled to buy stationery and the case files jackets for Police. This encourages corruption.

14.2 RECOMMENDATION

The Committee recommends:

- i. That these forms, records and registers should be used as teaching materials in all police training institutions. Their absence has led to the massive production of ill-baked, ill-trained and crude policemen.
- ii. The urgent reactivation of the Police Printing Press, Ikeja and Alagbon, the employment of master printers and the adequate provision of funds for their regular production and distribution to Police stations where they are needed.
- iii. In compliance with the provisions of Section 236 - 242 of the Police Regulations, the following records are to be maintained at every police station:
 - a) Section 237 - Crime Prevention Records
 - i. The Duty Roster
 - ii. The Station Diary
 - iii. The Register of persons Sentenced to Police supervision

- b) Section 238 - Criminal Records
 - i. The Station Crime and incidents diary.
 - ii. The Register of Arrests (Persons Newly Apprehended)
 - iii. The Register of sudden and unnatural deaths
 - iv. The Charge Register (of Felonies and Misdemeanours)
 - v. The Register of Simple Offences (Offences punishable with imprisonment for not more than 6 months)
 - vi. The Register of Court Exhibits
 - vii. The Register of Lost, Stolen and Recovered Property
 - viii. The Register of Warrants of Arrests
 - ix. The Register of Court Processes
 - x. The Register of Missing Persons.
- c) Section 239 - Minor Offences Records
 - i. The Station Minor Offences Diary;
 - ii. The Register of Minor Offences;
 - iii. The Register of Motor Traffic Offences;
 - iv. The Register of lost, stolen and recovered vehicles;
 - v. The Register of Court Processes.
- d) Section 240 - Incident Records
 - i. The Register of Road Accidents;
 - ii. The Register of Fires and Other Incidents;
 - iii. The Medical Report Book.
- e) Section 240 - Provides for Records to be Maintained at a Police Post as Follows:-
 - i. The Duty Roster;
 - ii. The Station Routine Diary;
 - iii. The Station Crime and Incident Diary;
 - iv. The Register of Arrests;
 - v. The Register of Court Exhibits;
 - vi. The Register of lost, stolen and recovered property
- f) Section 424 - Provides for Records to be Maintained at a Village Post:
 - i. The Duty Roster
 - ii. The Station Routine Diary;
 - iii. The Station Crime and incident Diary;
 - iv. The Register of Arrests.

B. OTHER STATION RECORDS

In addition to the above, other police records which ought to be kept at the Police station are:-

- a) Sick Report Book
- b) Telephone Call Book
- c) Visitors Book
- d) Visiting Rounds Book
- e) Barracks Inspection Register
- f) Kit Inspection Register.

Force Order 379 and Force Directives (CID) list out Books and forms used by the CID as follows:-

| S/NO. | STATION RECORDS | OLD NO. | NEW NO. |
|-------|----------------------------------------------|---------|---------|
| 1. | Station Diary | X31 | D1 |
| 2. | Charge Register | X20 | D2 |
| 3. | Lost, Stolen and Recovered Property Register | X23 | D3 |
| 4. | Prisoners Lock-up and property register | X24 | D4 |
| 5. | Court Exhibits Register | X25 | D5 |
| 6. | Warrant of Arrest Register | X25 | D6 |
| 7. | Criminal Processes Register | X29 | D7 |
| 8. | Missing Persons Register | X28 | D8 |
| 9. | Sudden and Unnatural Death Register | X27 | D9 |
| 10. | Lost and Stolen Cycle Register | A56 | D10 |
| 11. | Simple Offences Register | X21 | D10 |
| 12. | Charges Sheet | X5 | D12 |
| 13. | Criminal Statistics Table I | X1 | D13 |
| 14. | Criminal Statistics Table II | X1a | D13a |
| 15. | Criminal Statistics Table III | X2 | D14 |
| 16. | Criminal Statistics Table IV | X2a | D14a |
| 17. | Criminal Statistics Table V | X3 | D15 |

| | | | |
|-----|-----------------------------------------------|------|------|
| 18. | Criminal Statistics Table VI | X3a | D15a |
| 19. | Statistics of Indian Hemp and other Narcotics | X43 | D16 |
| 20. | Indian Hemp Individual Returns | | D16a |
| 21. | Arms Licensed Return | X40 | D17 |
| 22. | Information of M.O. Holding Post Mortem Exam. | X36 | D18 |
| 23. | Statement of Witness/Accused Case file | A29 | D19 |
| 24. | Case File | X4 | D20 |
| 25. | Wanted Persons | X7 | D21 |
| 26. | Scientific Aid Request Form | X11 | D22 |
| 27. | Exhibit for Government Analyst Label | X11a | D23 |
| 28. | Court Exhibit labels | X17 | D24 |
| 29. | Found and Recovered Property Level | X18 | D25 |
| 30. | Prisoners Property label | X19 | D26 |
| 31. | Confiscated Firearms Label | X16 | D27 |
| 32. | Handwriting Comparism Form | X39 | D28 |
| 33. | Application for Index Card (M.O. System) | X12 | D29 |
| 34. | Contact Report Slip (M.O.) Systems | X13 | D30 |
| 35. | Index Card (M.O. Systems) | X15 | D31 |
| 36. | Direction of Making out Personal Descriptions | X44 | D32 |
| 37. | Disputed Document file | X38 | D33 |
| 38. | Arms Index Card | X41 | D34 |
| 39. | Slip File Cover (M.O. Systems) | X14 | D35 |
| 40. | State of Case Register | | D40 |

| | | | |
|-----|------------------------------------------------|--|-----|
| 41. | Case File Register | | D41 |
| 42. | Removal of Court Exhibits Register | | D42 |
| 43. | Prisoners Meal Register | | D43 |
| 44. | Medical Report Book | | D44 |
| 45. | Case Dispatch Book | | D45 |
| 46. | Police Gazette Card Indices | | D46 |
| 47. | Request for medical exams of an Accused Person | | D47 |
| 48. | Identification Parade Notice | | D48 |
| 49. | Report of Identification Parade | | D49 |
| 50. | Identification Parade - Witness form | | D50 |
| 51. | Counterfeit Classification Cards | | D51 |
| 52. | Photographic Albums of Criminals | | D52 |

(C) LIST OF C.R.O. FORMS

- 1A Name Index Card (Males)
- 1B Name Index Card (Female)
- 2 Particulars of Conviction Form
- 3 C.R. Number Register
- 4A Remand Prisoners Fingerprint Form (Male)
- 4B Remand Prisoners Fingerprint Form (Female)
- 5 Forms used in transmitting materials for publication under any of the following heads:
 - a. Persons wanted or suspected
 - b. Persons in custody who may be wanted elsewhere, or
 - c. Crime when the M.O. may assist to identify the offender.
- 6 Surveillance Register
- 7 Reserved
- 8 Report of Change of Address of Police Supervisee
- 9 Notice of Police supervisee on Discharge from prison
- 10 Notice of Police supervisee on First Reporting
- 11 Notice on Police Supervisee on Notifying intended Change of Address
- 12 For use in the Transmitting Materials for Publication under the Heading ‘Amendments’ and ‘cancellation’.

- 13 Fingerprint Enquiry Dispatch note
- 14 Fingerprint Search Result and Court Case Form
- 15 For use in transmitting materials for publication under the heading 'missing persons'
- 16 Dossier
- 17 Single Fingerprint Collection Card
- 18 Crime Index Card
- 19 Temporary No. Register
- 20 Elimination Fingerprint Form
- 21A Applicants Fingerprint Form (Males)
- 21B Applicant Fingerprint Form (Females)
- 22 Fingerprint file cover
- 23A Proof of Previous Conviction Fingerprint (Males)
- 23B Proof of previous conviction Fingerprint (Females)
- 23C Proof of Previous Conviction Certificate of Register of Criminals
- 24 Fingerprint Exhibit Label
- 25 Scene of Crime Receipt Book
- 26 Property Index Card
- 27 Requisition of Photograph Form
- 28 Letters of forwarding form CRO. 2 and photographs of a Police Supervisee
- 29 Extract Sheet
- 30B Result of Trial Temporary Collection Form - Final Reminder
- 31B Improperly taken Fingerprints Rejected for submission.
- 32A Report of Fingerprint Examination - Negative Result (No Marks Found)
- 33 Report of Fingerprints Examination - Positive Result
- 34 Report of Fingerprint Marks left at the Scene of Crime
- 35 Additional Data for Police Gazette
- 36A Convict Fingerprint Forms (Males)
- 36B Convict Fingerprint Forms (Females)
- 37 Result of Special Search
- 38 Police Supervise - Criminal History Sheet (submitted by Police Formation to C.C.R. for completion)
- 39 Police Supervisee - Record of Reports
- 40 Covering letter forwarding CRO.38 and CRO 39 to Reg. CRO
- 41 Police Supervise and Registered Bad Character Result of Enquiry
- 42 Registered Bad Character used for forwarding CRO. 38 and CRO. 39 between stations

- 43 Reserved
- 45 Requisition for Screen Negative from F. I. S.
- 46 Scene of Crime Collection Fingerprint Sheet
- 47 Reserved
- 49 Index card for latest Fingerprint
- 50 Reserved
- 51 Reserved
- 52 Notification of Location of Defaulting Police Supervisee
- 53 Publication of Details of Sentence Imposed on Police Supervisee
- 54 Two Hand Fingerprint Collection
- 55 For crime where M. O. mat assist to identify offender
- 56 Crime Index Carding Sheet
- 57 Dossier Location Card (Not yet in use)
- 58 Fingerprint Proficient Certificate
- 59 Reserved
- 60 Reserved
- 61 Allocation of C. R. O. N. to First Offender
- 62 Fingerprint Enquiry Register
- 63 Notification to Prison re-C.R.O No. Alloted to Convict
- 64 Request to Police for Fingerprint of Convict Serving sentence
- 65 Reserved
- 66 Reserved
- 67 Unidentified Crime (M. O.) Card.

N.B. *Where form No. is shown as 'Reserved' it means that the form allotted to this number is now obsolete.*

15.0 REFORM OF POLICE MOBILE FORCE (PMF)

The conventional Riot Units if well equipped and motivated can hold their own in any riot situation. Calling out the PMF men at the slightest excuse to riot scenes is not ideal. The PMF should be the police's last line of defence in quelling riots. Frequent and indiscriminate mobilisation of the PMF to 'local' riot scenes or even on regular checkpoint/roadblock and escort duties is not the original concept for its establishment. What it ought to be is the last line of defence by the Police before handing over to the military if the PMF fails to cope with the situation.

15.1 **OBSERVATION:**

The Committee observes that PMF are now being used for duties that are irrelevant to their training including orderlies to VIPs, specie escort, static guard and road block duties. Furthermore, the number of PMF Squadrons which is forty seven is too large to be effectively trained and maintained.

15.2 **RECOMMENDATION**

The Committee recommends :

- i. The scaling down of the number of PMF Squadrons from 47 to 24 with two Squadrons based in each Zonal Command to contend with any serious civil disturbance;
- ii. The present composition of one Squadron Commander, one 2i/c Squadron and 632 men should be retained.
- iii. Age limits at the point of mobilisation into PMF should be pegged as follows:
 - (a) Commanding Officer (CO) - Not above 40Years
 - (b) Unit Commander (UC) - Not above 35 Years
 - (c) Others - Not above 30 YearsHeight should not be less than 5ft 9ins for men and 5ft 7ins for women.
- iv. **Length of Tour of Duty in PMF:**

The Police regulation stipulates a time frame of service in PMF of 36 months. It is recommended that the status quo be maintained and a Unit Commander should be mobilized, trained and demobilised at the same time with his Unit (men).
- v. **Arms Requirement:**

Since the idea is to have a fully armed Unit in the PMF, the following arms requirement is very necessary to meet the demand of a Unit.

| ARM/RIOT EQUIPMENT: | | | |
|----------------------------|----------------------|------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| S/NO. | NO. FOR UNIT | EQUIPMENT | REMARK |
| 1 | Rifles | 63 | These equipments will be made available to the Unit by the CO depending on the kind of operation the Unit is about to be engaged in. |
| 2 | Riot Gun | 20 | |
| 3 | Smoke Pistol | 20 | |
| 4 | Tear Gas –Thunder | 120 PCs | |
| | Flash | “ | |
| | - Hand Grenade | “ | |
| | - Coloration Grenade | “ | |

| | | | |
|--------------|----------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|---------------|
| | - Stun Grenade - Eliminate | | |
| 5 | Paper Spray | 120 PCs | |
| 6 | Plastic Shield | 120 PCs | |
| S/NO. | FOR A SQUADRON | EQUIPMENT | REMARK |
| 1 | Rifles | 100 | |
| 2 | Riot Gunner | 50 | |
| 3 | Smoke Pistol | 50 | |
| 4 | Tear Gas –Thunder Flash - Hand Grenade - Coloration Grenade - Stun Grenade - Eliminate -Pepper Spray -Plastic Shield | 100 Pieces 100 Pieces 100 Pieces 100 Pieces 100 Pieces 100 Pieces 100 Pieces | |

vi. **Logistics Requirement:**

(a) **For A Unit**

- i. 1 No 4 x 4 Wheel drive Pick-up (double cabin) for UC
- ii. 1 No. Uninog Lorry
- iii. 1 No. Lorry/Truck
- iv. 1 No. APC
- v. 1 No. Mobile Kitchen
- vi. 1 No. Anti-Riot Water Caron
- vii. 1 No. Fuel Bouncer
- viii. 1 No. Water Tanker
- ix. 1 No. Ambulance
- x. 1 No. Motorcycle
- xi. 7 No. Tents
- xii. 63 No. Camp bed and Beddings
- xiii. 1 No. 10 KVA Moble Generator
- xiv. 4 No. Powerful Rechargeable Search Lamp/Light.

- b. **For A Squadron**
- i. 2 No. 4 x 4 Wheel Drive Pick-up (Double Cabin for Commanding Officer, CO and 2i/c)
 - ii. 2 No. Unimog
 - iii. 2 No. Lorry/Trucks
 - iv. 2 No. APC
 - v. 2 No. Anti-Riot Water Canon
 - vi. 2 No. Water Tankers
 - vii. 2 No. Fuel Bouncer
 - viii. 2 No. Ambulances
 - ix. 5 No. Motorcycles
 - x. 7 No. Tents
 - xi. 63 No. Camp Beds and Beddings
 - xii. 100 KVA Generator for the Squadron i.e. office and residential accommodation
 - xiii. 1 standard Armoury that can contain all the required arms, ammunition and Tear gas
 - xiv. 1 No. Sick Bay (Clinic)
 - xv. 2 No. Welfare buses for transportation of personnel and their families who are visiting or going out of the base.
 - xvi. 10 No. Powerful and Rechargeable Lamp/Light
 - xvii. 2 No. Mobile Kitchen.

CHAPTER SEVEN

TERM OF REFERENCE VII:

Examine the issue of Community policing and recommend how best it can be adapted and adopted in Nigeria:

1.0 OBSERVATION

Community policing or problem - oriented policing has been evolving in the past two decades, as a response to the perceived inadequacies of the traditional model of policing. Growing crime rates have been blamed, in large part, on the ineffectiveness of the traditional policing method. Besides, a new economic framework that stresses less government role and more private initiatives in the economy, and private-public sector partnership in public administration has evolved, thus making a new policing model virtually imperative.

The new model, community policing, emphasizes that effective prevention and control of crime can only be achieved through a strong partnership between the Police and Public. The core elements of Community Policing are:-

- a) A broader definition of Police work;
- b) A reordering of Police priorities giving greater attention to “soft” crime and disorder;
- c) A focus on problem - solving and prevention, rather than incident-driven policing;
- d) A recognition that the “Community”, however defined, plays a critical role in solving neighbourhood problems, and
- e) A recognition that Police organisations must be restructured and reorganized to be responsive to the demands of this new approach and to encourage a new pattern of behaviour;
- f) A recognition that police services, operation and management must be decentralized for effectiveness, so that local Police Officers can speedily address problems and needs encountered at the Local level;
- g) That the training of Police Officers must cover the areas of social interaction and problem –solving, in addition to traditional policing skills;
- h) There must be a partnership between the Police and the community in defining, or identifying, local problems and needs and developing solutions to identified problems;

- i) Commitment to development of long-term and proactive policies and programmes to prevent crime and disorder.
It may be noted that Community Policing has been introduced in many African countries such as Kenya, South Africa, Mozambique, Ethiopia, Namibia, Botswana, Uganda and Sierra Leone.
However, the model as practised in Africa has been dogged by some problems:-
- a) The programmes are driven by foreign donors and implemented by foreign consultants with very little knowledge of local circumstances;
 - b) Majority of the foreign consultants employed to direct Community Policing in Africa are retired police officers who did not implement such a programme, during their career in their countries;
 - c) The programmes were introduced by foreign agencies and governments as part of country assistance programme, without an overall national framework on Community Policing Doctrine and Strategy. This is the case in Nigeria;
 - d) The programme is not owned by the national Police leadership but merely tolerated, because of the additional financial resources it may provide;
 - e) The programmes take too long to permeate the Police organisation and create a critical mass for its sustenance.

Community Policing was introduced into Nigeria through the Access to Justice, an agency of the British Council with funds provided by the Department for International Development (DFID) of the United Kingdom. It is one of the assistance programmes by the British Government aimed at supporting the country's transition to democracy. Some Police Officers were sent on a course for several weeks in the United Kingdom on Community Policing. Subsequently, a Pilot Community Policing Project was introduced in Enugu in 2004 and extended to three other states in 2005. This involved intensive training of Police Officers, preponderantly Junior Officers, who were deployed to Police Stations to sensitise their colleagues and enlighten the public.

1.2 RECOMMENDATION

Community policing has already been adopted, albeit on a skeletal basis in Nigeria. What remains to be done is to adapt it to suit Nigeria's peculiarities. The Committee therefore recommends the following:-

- i. That Government should convoke a national seminar to formulate a Community Policing Policy and Framework for the Country; taking into consideration our socio-economic, cultural and political environment;
- ii. The Committee recommends that Police Management and Operation be decentralised in the areas of decision - making on local policing priorities, needs and funding;
- iii. Police Divisional Command/Local Government area should constitute a "*Community*" for the purpose of the programme.
- iv. For effectiveness of the programme a Police Post should be established in every ward/development area within each Local Government area;
- v. A Community Policing Committee should be established in every Local Government/Divisional Command level incorporating Police Officers, Local Government Officials and the community elite;
- vi. There must be appointed State and National Community Policing Officers whose responsibility will be the coordination of Community Policing activities;
- vii. It is recommended that the functions of the Police Council be expanded to include formulation of policies on Community Policing Programmes within the Country;
- viii. All Police Officers should undergo training in the basic philosophy and practice of Community Policing to such a degree that is required by their area of operation within the Force. Training should also aim at development of the capacity and skills of Police Officers in the areas of social interaction and problem-solving in addition to traditional policing skills.
- ix. All foreign assistance in the implementation of the programme should be channeled primarily towards training at all levels in the police institutions as well as the provision of equipment and relevant books.
- x. A police station or police post should be established in each of the 8,790 wards in the country with appropriate communication facilities.
- xi. The Principles of Community Policing should be included in police training curriculum and taught in all Police Training Institutions.

CHAPTER EIGHT

TERM OF REFERENCE VIII:

To make any other recommendations for the improvement of services of the Nigeria Police Force:

1.0 OBSERVATION

The Committee observed that there are some factors, organizations, and institutions that tend to affect the effectiveness and efficiency of the police in the discharge of its statutory responsibilities. For the Police to operate maximally and meet the expectations of the public, these institutions must play their part in such a way that they will help rather than hinder the efficiency of the Police.

1.1 RECOMMENDATION

- i) Institutions such as the Prisons and the Judiciary, which together with the police make up the Criminal Justice System have to be reformed to ensure a harmonious working relationship with the reformed Nigeria Police.
- ii) Police should be trained and encouraged to resist illegal influence peddling, through efficient and professional handling of cases. Where it is established that an officer has violated official procedures, official instructions and standards, appropriate sanctions should be immediately applied. For instance, it is not a defence for an officer who contravenes the provision of the law in dealing with a supposed suspect to say that his action was in compliance with an order from above.
- iii) Criminal immunity for political office holders should be removed because, it creates image problems for the Police, since the police are restrained from dealing with their suspected involvement in criminal activities.
- iv) General insecurity posed by armed robbery has very negative effects on both productivity and investment. Efforts should be made to de-emphasize the movement of huge sums of money in cash. This will serve as a disincentive to armed robbers. Accordingly, banks should extend their electronic transfer services to all areas, so that the risk can be minimized.
- v) Undemocratic and do or die politicking, which tends to heat up the polity, is a major source of insecurity, that should be addressed.
- vi) Non-observance of the rule of law by both the Executive and the Legislature poses a serious danger to the maintenance of law and order, as it undermines the effectiveness of the Nigeria Police in law enforcement.

- vii) Government should strive to aggressively address the issue of unemployment. It is necessary to positively engage the unemployed youths who, otherwise, would indulge in crime and other social vices.
- viii) Sport is a strong, unifying force as well as a big money earner in many parts of the world. In Nigeria, it is no less so. Government and private sector, should invest massively in this sector, particularly in football and basketball, so as to create a viable league in the country that can absorb a lot of talented youths.

2.0 CIVILIANIZATION OF CERTAIN POSITIONS IN THE NIGERIA POLICE FORCE:

2.1. OBSERVATION

By their training and profession, the specialist cadre of the Nigeria Police find it difficult to align with the general duty of the Police in view of the following reasons:

- a) Their services are restricted to their areas of profession e.g. a medical doctor remains in his profession throughout his years of service and therefore cannot aspire to be an Inspector – General of Police. Hence his ambition is curtailed.
- b) By their training, professionals can earn a salary, which is much higher than that of the Inspector - General of Police. But, once in uniform and attached to a particular rank, such an officer cannot earn a salary more than the rank he is wearing. This has often led to frustration and a feeling of inferiority amongst his colleagues in other Ministries or Organisations.

2.2 RECOMMENDATION

The Committee therefore recommends:

- i. The civilianisation of the following sections:-
 - a. Medical
 - b. Air wing
 - c. Veterinary
 - d. Communication (Technical)
 - e. Marine (Technical)
 - f. Transport (Technical, i.e mechanics)
 - g. Forensic Science
 - h. Computer (Technical)

- i. Works Section
- j. Tailoring
- ii. Cobblers and barbers to be phased out
- iii. The condition of service of such civilianized staff should be as obtains in their professions.

3.0 PRIVATE GUARDS:

3.1 OBSERVATION

By the provision of the Private Guards Company Act, Cap 30, Laws of the Federation of Nigeria 1990 the registration, supervision and monitoring of the activities of private guards are vested in the Minister of Internal Affairs. This is an anomaly. The activities of private guards are directly related to Police duties and have virtually nothing to do with Internal Affairs, as constituted at present.

3.2 RECOMMENDATION

It is therefore, the strong recommendation of the Committee that the registration, supervision, monitoring and general control of private guards should be vested in the office of the Inspector-General of Police, with a view to complementing the efforts of the Nigeria Police, especially in the area of criminal intelligence gathering.

4.0 APPOINTMENT OF INSPECTOR-GENERAL OF POLICE:

4.1 OBSERVATION

Although Section 215 of the Constitution of the Federal Republic of Nigeria has made provisions for the appointment of the Inspector – General of Police (IGP), it has only stated that he should be appointed from serving members of the Police Force. It has not specified the method of succession. Accordingly, anytime a vacancy is about to exist for the post of IGP, officers from the rank of Commissioners to Deputy Inspectors – General are found to hustle and lobby for the vacant post. On about four occasions, relatively junior Assistant Inspectors – General of Police (AIGs) were picked and made Inspector – General of Police, which subsequently led to the retirement of comparatively young, able and experienced officers. This unsystematic approach to succession led to gross indiscipline among the serving officers of the Force and lowered the standard of loyalty and morale.

4.2 RECOMMENDATION

The Committee recommends that:

- i. In the appointment of the IGP, selection should be restricted to the rank of DIGs. However, where there is only one DIG, he should be considered for the post, unless he has shown clear evidence of gross incompetence.
- ii. For maximum efficiency, the Committee recommends a stable non – renewable tenure of four years for the IGP.

5.0 SYSTEMATIC EROSION OF POLICE FUNCTIONS THROUGH THE ESTABLISHMENT OF PARALLEL AGENCIES:

In 1976, the Special Branch of the Nigeria Police, which was responsible for gathering and dissemination of security and criminal intelligence, was excised from the Police and transformed into the National Security Organisation (NSO) and later, State Security Service (SSS). It was massively funded; its officers were given better training and conditions of service. This created a lacuna because the Police had to depend on an outside body for criminal intelligence. This was succinctly highlighted by the Justice Aniagolu Commission of Enquiry into the 1981 Kano Maitatsine Disturbance.

In 1988, the Narcotics Section of the Nigeria Police was excised from the Force and established as National Drug Law Enforcement Agency. It was very well funded and its officers very well trained and remunerated. This created ill – feelings in the Nigeria Police Force.

At the inception of this administration, the ‘X – Squad’ of the Nigeria Police, which was one of the sections that was rated highly by members of the public and was responsible for fighting corruption both within and outside the Force was carved out of the Service and transformed into the Independent Corrupt Practices Commission (ICPC). It was better funded and its officers better remunerated to the chagrin of serving police officers.

The Special Fraud Unit of the Nigeria Police Force was transformed by this administration into the Economic and Financial Crimes Commission (EFCC). An Assistant Commissioner of Police was appointed Chairman of the Commission, given wide powers, sufficient funds and highly remunerated. He was also given the opportunity to select the best cream of police officers for the Commission. This has enabled the Commission to perform excellently well. In 1988, the then Highway Section of the Nigeria Police Force, which was created in 1973 and well equipped with patrol cars and communication equipment, was excised from the Police and transformed into the Federal Road Safety Commission. The Organisation was well funded and its officers well remunerated.

Recently, the Nigerian Security and Civil Defence Corps (NSCDC) was established. Looking at the law establishing it, all the duties provided for the Corps are the same duties covered by Section 4 of the Police Act. It is simply a creation of a parallel Police Force, which violates Section 214 of the 1999 Constitution of the Federal Republic of Nigeria.

5.1 OBSERVATION

It is interesting to note that anytime such a new agency is formed, it is police officers that are deployed there to nurture the organisation. Due to the fact that they are properly funded and remunerated, their performances are often exemplary. The EFCC is a good case in point. By extension, if the Police is properly trained, funded and remunerated, it will perform similar or even better feats than these agencies.

The effect of the proliferation of agencies is that the citizens of the country are worse for it because, it leads to gross violation of human rights as all of these agencies arrest and detain citizens, sometimes for flimsy reasons. In addition, the proliferation of agencies leads to duplication of duties, which subsequently creates rivalry, conflict and inefficiency because the duty is eventually not done. For example, traffic control is being performed by as many as four agencies such as Road Safety Corps, the Nigeria Police Force, the Traffic Wardens and Nigerian Security and Civil Defence Corps.

The proliferation of cells and detention centres by these parallel agencies does not augur well for the human rights image of the country. At the end of the day, their inadequacies and failings are blamed on the Police, which is the primary law enforcement agency in the Country.

5.2 RECOMMENDATION

Whilst it is not the intention of this Committee to recommend the return of these Agencies to the Nigeria Police Force, efficient policing cannot be done without the police having control of traffic. This is because, motor vehicle transportation is one of the most important means of committing crime. Accordingly, the Committee is strongly recommending:

- i. That the Federal Road Safety Commission (FRSC) should once more be merged with the Nigeria Police Force;
- ii. The existence of the Nigerian Security and Civil Defence Corps (NSCDC) amounts to the existence of a parallel Police Force in the country, with all the attendant dangerous consequences. Accordingly, the Committee is strongly recommending the merger of NSCDC with the Nigeria Police Force. Its personnel should be screened, trained and deployed to serve as

orderlies and for the protection of political office holders and other important dignitaries. This will free the regular Police from performing such duties.

6.0 MANPOWER TRAINING AND DEVELOPMENT

Considering the strength of the Nigeria Police Force, which is estimated at three hundred and twenty thousand (320,000) and the need for its regular update of personnel policies, it is recommended that Human Resource Development experts be engaged to continuously assist and advise the Police authority on recruitment, training and manpower development issues.

7.1 SPECIAL PROMOTION BASED ON EDUCATIONAL QUALIFICATION

The Committee was informed that there are over 10,000 policemen of the ranks of PC – Inspectors, who are HND and University degree holders, agitating for promotion to the rank of ASP, which their qualifications entitle them to.

7.2 OBSERVATION

The Committee observes that there are three categories of such officers.

- a) Those who obtained their degrees or higher diplomas while in service, having obtained necessary approvals from the police authorities.
- b) Those who acquired higher qualifications while in service, but without obtaining necessary approvals from police authorities.
- c) Those who joined the service as police constables whilst in possession of university degrees, but fraudulently presented lower certificates and concealed their degree certificates.

The Committee further observes that it will be improper for all the three categories to be promoted to the rank of ASP because, it will be giving undue advantage to those who have been dishonest.

7.2 RECOMMENDATION

The Committee recommends that:

- i. Those who obtained permission before undertaking their studies should be considered for ASP promotion course.
- ii. Those who are in the service, but did not obtain permission before undertaking their studies should be considered next, depending on the availability of vacancies in the ASP rank.
- iii. Those who dishonestly hid their degree qualifications and enlisted as constables with School Certificate should run only normal promotions.
- iv. Seniority should be taken into consideration in the selection process.

SECTION IV

**Report of the One day Round Table Workshop on the
Review of the Recommendations that have been
submitted to the Federal Government of Nigeria on the
Reform of the Nigeria Police Force**

CLEEN Foundation in collaboration with the Network on Police Reform in Nigeria (NOPRIN) organised a one day round table workshop at Royalton Hotel, Area 2, Garki, Abuja on Monday 25th February, 2008 aimed at highlighting the issues that have been of concern to various stakeholders on police and policing which relate to police reform in the country.

Invitations were sent out to government and civil society stakeholders; however the roundtable was only attended by civil society organisations. The roundtable commenced with opening remarks by Mr Frank Odit, retired Commissioner of Police and a member of the board of trustees of CLEEN Foundation. Dr. Mrs Lydia Umar, the chairperson of NOPRIN also welcomed the participants. She stated that the roundtable was aimed at getting stakeholders input to the police reform process in Nigeria, which is being looked at once again by the Presidential Committee on Police reform being led by Alhaji M.D Yusuf retired Inspector General of Police.

The background to the issues and challenges being faced by the Nigeria Police Force was laid by Prof Alemika in a paper he presented titled 'Police Reform in Nigeria: Issues, contentions and options'.

The participants worked in three groups looking at various issues and referring to the report of the Dan Mandami led Presidential Committee on Police Reform, which was set up by President Olusegun Obasanjo and the White Paper that was issued by the government. The essence of the work of the sub groups was to look at various issues and compare with the other two reports mentioned above, areas where they were in agreement with the report – which was not stated in the white papers, such areas were restated, areas that were not stated in the reports – recommendations were made; areas that they were in agreement with the White paper and the reports, they were also stated.

Terms of reference for the Committee are as follows:

1. Examine the present state of the Nigeria Police Force and review previous efforts, reports and Government White Papers on the Reorganisation, restructuring and repositioning of the Nigeria Police Force.
2. To identify and recommend definitive, measurable and practical measures for the enhancement of effective Police Service delivery, including possible areas of assistance from out development partners.

3. Examine and recommend measures needed for complete transformation of the Nigeria Police Force into an effective and proficient Agency for the effective maintenance of law and order in the country, and
4. Make any other recommendations deemed necessary by the Committee.

RECOMMENDATIONS MADE BY CIVIL SOCIETY ORGANISATIONS THAT ATTENDED THE ROUNDTABLE WORKING GROUP MEETING.

Police structure: The working group recommend that the Nigeria Police Force retains its centralised structure – with devolution of powers to the Commissioners of Police or any other officer as it may deem fit. The group further recommended that there should be a constitutional review that mandates and specifies periodic meetings of the Nigeria Police Council. This would give the other members of the Nigeria Police Council an opportunity for periodic review of the activities of the Nigeria Police Force. This recommendation is aimed at curbing the mischief which presently exists whereby the meeting of the Nigeria Police Council is called at the instance of the President.

Administrative control of the police in respect of constables – inspectors should be delegated to the Deputy Inspector General of Police with approval from the Police Service Commission.

Policing models: The working group further adopted and reaffirmed the support of civil society groups to the community policing model which has been adopted in Nigeria. The group however felt that there is a need to develop a particular model for the Nigeria Police Force. The group restated the fact that the community policing model – should be one that is aimed at problem solving – ensuring of public safety and security, which would eventually fuse into crime prevention. The model of community policing to be adopted by the Nigeria Police Force, should include a regular and periodic platform for interaction between the police and members of their local community. The interaction would create an opportunity for members of the public to be able to interact with the police, raise some of their fears and concerns which is located to persons or situations in their local environment. This model would aid more effective service delivery and information management generated during

the interactions could be used as a background to intelligence knowledge which is needed by the police in ensuring crime prevention.

Professionalisation in the Nigeria Police Force: The group agreed with the recommendation made by the Dan Mandami Committee:

a. *University Graduates:*

Candidates for enlistment into this category as general duty officers must possess a first degree from a recognized university with a minimum of second-class lower division in the following disciplines – Law, Arts and Social Sciences. Entrants into this category will attend eighteen months training at the Police Academy, after which, the successful candidate will pass out as an Inspector.

b. *Advanced Level Certificate (Police Academy):*

Products of paragraph 2.2. (iv) above who excel in the final examination, should be further trained for a period of three years at the Police Academy to pass out as Inspectors with a degree in their chosen field of study. This is being recommended with a view to catching them young and giving them a sound professional and academic training.

c. *Cadet ASP Scheme:*

The Committee has recommended a new rank structure which has phased out the rank of ASP and DSP. If this recommendation is accepted, then the Cadet ASP Scheme has no place. Hence, it is recommended for scrapping.

d. *Recruitment of Professional (Specialists)*

The enhanced qualification earlier recommended for the various entry points i.e. Recruit Constables and Cadet Inspectors should also apply to the recruitment of specialists at the appropriate levels, bearing in mind that such professionals must have obtained requisite professional qualification in the field they are applying to join.

It should be noted that under Chapter Eight of this report the Committee has recommended the civilianization of certain sections of the Nigeria Police Force.

e. *Verification of Educational Certificates*

Screening of candidates for enlistment shall be done by State Commissioners of Police, so as to ensure their suitability for enlistment into the Police Force. This shall include a thorough screening of all certificates presented by applicants. In particular, school certificates and certificates issued by tertiary institutions must be cleared by the schools and institutions prior to commencement of training.

f. Recruitment Board

In view of reported corrupt practices and abuse of the established recruitment procedure, the Committee recommends that:

A Recruitment Board should be established. The Board should comprise of one Retired Police Officer not below the rank of Commissioner of Police, two serving Police officers not below the rank of Commissioner of Police, a Director each from both the Police Service Commission and the Ministry of Police Affairs respectively, and an Academician from a recognized university. The Board shall be responsible for the recruitment process including the conduct of examinations, final screening and interviews of all the candidates. This recommendation does not derogate from the powers of the Police Service Commission (PSC) which has the final responsibility for recruitment into the Nigeria Police Force.

Further to this, the stakeholders at the workshop organized by CLEEN Foundation were of the opinion that there has been a proliferation of security agencies in the country and that there is a need for them to be regulated. In respect of this, the group recommended that the private security agencies should be registered with the Nigeria Police Force and the regulations/guidelines that would oversee their work – recruitment, uniforms, carrying/handling of arms should be developed by the Nigeria Police Force.

Civilianization of the Police: The group were in agreement with the recommendation made by the Dan Mandami Police Reform Committee that certain sections as specified in the final report of the Committee should be civilianised. The reason for this, is that it would allow the police to train its personnel and the trained personnel would be able to concentrate on core policing duties. The condition of service of the civilianised staff should be as obtains in their profession. The areas suggested for civilianisation are:

- Medical

- Air wing
- Veterinary
- Communication
- Marine transportation
- Forensic science
- Computer
- Works section
- Tailoring etc

Further to the above, the group also recommend that the professionalisation should be encouraged in the police. This would give room for development of expertise and specialisation.

Rationalisation: We recommend that federal policing agencies should be streamlined under the Nigeria Police Force to reduce duplication and enhance effective service delivery mechanisms. The reintroduction of special branch that is public spirited and people centred with enhanced capacity for intelligence gathering proactive policing and prompt effective investigation aimed at promoting and engendering justice.

Arms and Ammunition: The group considered the inadequacies of arms and ammunition available to the police and the lack of control and specification of fire arms that is used by the various agencies. In view of this, the group agreed with the recommendation made by the Dan Mandami Commission and further recommended that:

1. More arms and ammunition should be procured for the police. The increase in the procurement of fire arms should be guided by the number of police formation and personnel
2. The arms/ammunitions provided to the crime fighting agencies should be specified and classified. Those agencies that their duties are strictly on civil activities should not carry arms but can be supported by arms and ammunition carrying police.

Operational Effectiveness and Efficiency: The group are of the opinion that the Nigeria Police has not been able to demonstrate a very high level of efficiency in the prevention and control of crime portraying the police as ineffective and unreliable.

This inefficiency can be seen in the areas of intelligence gathering, investigation, apprehension of offenders and prosecution.

The group therefore recommends that there should be a legal framework, preferably the reviewed Police Bill that would include a structure for the periodic review of the salary of the police and other benefits/allowances, this should include but not limited to pension benefits, salaries, insurance, tools of work (transportation, uniform, communication gadgets etc; all necessary things that would enhance their welfare.

Provision of regular up to date training and retraining should be provided for intelligence gathering and investigation for the police in all commands and stations to this effect, the immediate construction of the Force C.I.D complex should be embarked upon. Collaboration with organised private sector and tertiary institutions should also be explored so as to ensure effective implementation.

Review the special constabulary scheme with a view to implementing the community policing concept.

Code of conduct should be reviewed and enforced particularly on ethics as regards confidentiality of the information and protection of informant and agents. Furthermore there should be statutory compensation for victimised informants.

Human resource management

1. Recruitment – all persons seeking recruitment into the Nigeria Police Force must fulfil basic requirements for joining the police including letters of recommendations from the applicant's community and religious leaders. Also the applicants should submit at least 3 names of sureties for character attestation. The recruitment officers in the Nigeria Police Force should carry out background checks on the applicants through the sureties. Similar process is carried out by the State Security Service during recruitment exercise.
2. The Internal disciplinary mechanism should be updated, popularised and strictly enforced.

Complaint System: There should be an independent inspectorate office that would manage the implementation of internal and external complaints while the Nigeria Police Council should monitor the adherence of these regulations by the Inspectorate.

Internal Democracy and Rights of the Police: An enabling law should be enacted for the police to enable them enjoy the ‘right of freedom of association’ – the police should be allowed to unionise across the various ranks.

Police Public Relations including access to information: There is a need for the police to develop a strategy which would assist it to better explain its actions to the public, and mobilise the public to support appropriate crime prevention measures. The group were of the opinion that the police are too defensive and there is a need to be more open and less defensive – they need to see every crime incident as a crime against the society therefore information that would assist members of the public come forward to assist them with information should be given to the public, also information that would assist others not too become victims too should also be given to the public. The group adopted the recommendations already put forward by the Dan Mandami led Presidential Committee on Police Reform.

The group were also of the opinion that the adoption of the community policing strategy by the Nigeria Police Force makes it compulsory for the police to see their duties beyond crime fighting – but that it should be broadened to include public safety, human security issues, basically ‘things that are not only crime related’.

To create an interactive and public friendly environment, the police should have functional interactive websites; decentralise the process of processing and responding to public complaints so as to ensure speedy feedbacks to the complainants.

The Police should enter into consultation /agreement with the Nigeria Communications Corporation NCC on the need for all the telephone service operators to ensure that the universal access code – **911** - works on all networks in Nigeria.

The police should have regular interactive forums with members of their local community – which will be similar to a village towns meeting – this would provide them the opportunity to hear directly from the community and also for them to discuss directly with members of the community. This serves as an opportunity for confidence building in the activities of the police.

Periodic bulletins/news letters should be produced informing the public on crime incidents, missing peoples’ security alerts and ongoing investigations to keep the immediate community abreast of their activities.

Police Service Commission: The Police Service Commission should be insulated from political interference. A review of the PSC Act should be carried out – this would assist to define the powers of the PSC in relation to investigation of disciplinary issues that pertain to the police. The PSC should endeavour to build public awareness and exercise more powers with dealings with external complaints. The National Assembly should also be enlightened on their oversight roles which would be used to oversee the activities of the Police Service Commission too.

The group were also of the opinion that the tenure of the Inspector General of Police be put at five years – this is to ensure that at no point in time – an Inspector General of Police is serving within the same time frame with the Executive – President – whose tenure is four years. The nomination/recommendation of the IGP to the Senate should be made by the Nigeria Police Council and not the President. The President should nominate persons to the Nigeria Police Council, the Police Council would short list them to Three and thereafter send the names of the three to the National Assembly for screening. The National Assembly may call for a public hearing – if need be on the nominations before it – before making a final selection. This makes the process of the appointing the IGP more inclusive and hopefully, it should lead to the IGP seeing himself to be more accountable to the different sectors of the government and the general populace unlike the present system where he is seems only accountable to the President.

The group agreed with the observation made in 3.1 page 76 of the Dan Mandami led Police Reform Committee and consequently adopts the recommendation made by the said committee in respect of the observation.

The group went on further to state that there is a need to review and ensure the enforcement of the code of ethics of the police to reflect the recent developments in the society and policing.

Gender Issues: The group are of the opinion that every police station should establish a family crisis center (a gender friendly environment/desk) across the country. The crisis centers would have psychologists, doctors, nurses etc professional trained staff to work there. They would assist the police in responding to gender based violence and similar cases that are reported to the police. Gender issues should be mainstreamed into training and other areas in the NPF.

This would also include a review of the human rights training of the police – this should be made core to the curricular of the police training institutions. The review of the Police Act and Regulations is also necessary to ensure that provisions that are gender biased and archaic are expunged from the Police Act and Regulations and incorporate more gender sensitive provisions. Recruitment policies that would encourage women to join the police should be formulated and a strategic recruitment drive that would also attract women should be embarked upon.

The group recommend that the NPF partner with civil society, researchers in relation with crime/policing. The regulatory bodies should initiate efforts for the academic and civil society to partner with NPF. Encourage the creation of more criminology policing departments in the university. Internship exchange programs between the police and civil society groups should be introduced and encourages. This would give the opportunity for both parties to be able to identify good practices, exchange and build on such identified good practices.

Review of the Police Act (1943) to especially imbibe the human rights values – also to give life to most of the reform initiatives that have taken place in the country. The amendment of the police act should also include the modifying the primary duty of the police to provide public security.

The mission and vision statement of the Nigeria Police Force should focus on the State and not the executive arm of government.

Other areas of recommendation are as follows:

- Civil society participation: more capacity should be built in the area of monitoring and evaluation of the activities of the police. This should be assessed based on the reform initiatives that are going on in the country.
- Proliferation of uniforms and carrying of arms by private security agencies should be looked into and the police should come up with guidelines and standards to be adhered to by the private security organisations.

**List of Participants at Review of Mandami-Led Presidential
Committee Report on Police Reform
Held at Rovalton Hotel Abuja on February 25, 2008**

| | |
|---------------------|--------------------------------------------|
| Abigail Edoho | Project Alert on Violence Against Women |
| Adoba Echono | Voice of Nigeria |
| Ahmed Mohammed | Daily Trust |
| E.E.O Alemika | University of Jos |
| Emeka Nwanevu | NOPRIN |
| Erubami Mashood | CHRED Ibadan |
| Esther Eziashi | Leadership Newspaper |
| Frank Oditia | Member Board of Trustees, CLEEN Foundation |
| Joel Odigie | Nigeria Labour Congress |
| Lydia Umar | GAT Kaduna |
| Obo Effanga | ActionAid |
| Oby Oraka | Project Alert on Violence Against Women |
| Omdiiir Terzungwe | Abuja Inquirer |
| Osadebamwen Patrick | Fresh Facts |
| Vivian Azubike | NOPRIN |
| Kemi Asiwaju | CLEEN Foundation |
| Linda Asuquo | CLEEN Foundation |
| Ojuolape Olukanni | CLEEN Foundation |

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