

POLICING NIGERIA

in the

21st Century

Part 1, Book 1



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Edited by

SOLOMON E. ARASE
IHEANYI P. O. IWUOFOR

**POLICING NIGERIA IN THE
21ST CENTURY**

NATIONAL POLICE NIGERIA

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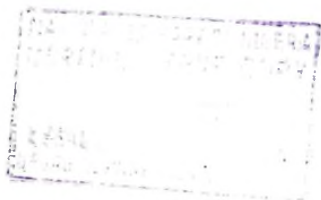
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Edited by

Solomon E. Arase

and

Iheanyi P. O. Iwuofor



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Published by
Spectrum Books Limited
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Ring Road
PMB 5612
Ibadan, Nigeria
e-mail: admin1@spectrumbooksonline.com

in association with
Safari Books (Export) Limited
1st Floor
17 Bond Street
St Helier
Jersey JE2 3NP
Channel Islands
United Kingdom

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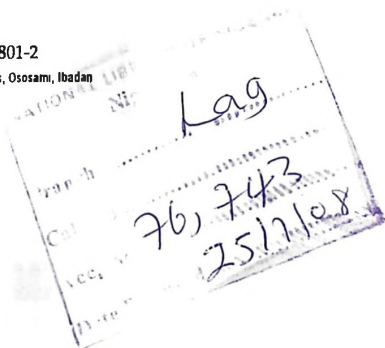
First published, 2007

Editorial Manager: Sola Adedokun
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ISBN: 978-978-029-801-2

Printed by Printmarks Ventures, Ososami, Ibadan



DEDICATION

This book is dedicated in its entirety to the memory of police officers and men who have laid down their lives or become permanently incapacitated in the line of duty while furthering their passion for the security of lives and property in Nigeria.

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FOREWORD

Peace and security of life and property are primary conditions for the progress of society. All over the world, the principal agency established by governments to guarantee the internal peace and security of nations, and by implication their progress also, is the police. To this extent therefore, the standard of policing available to a country is a veritable indicator of its level of development. Consequently, it is axiomatic to observe that the developed economies of the modern world have highly efficient police organisations, while the police forces of Third World nations are reflective of their inferior social, economic and political status.

Within this context also, the Nigeria Police is that very visible guardian of the social, economic and political interest of the nation, as measured by the prevailing climate of peace and security of lives and property throughout the length and breadth of Nigeria. There is a constitutionally assigned responsibility that successive generations of policemen and women have tried to fulfill since the Force came into being, first, as a tool of colonial oppression and later as an expression of the corporate will of a free and independent country under, the control of the executive arm of government.

Opinion may be widely divided on how well the Nigeria Police has executed its statutory mandate to maintain peace and protect law and order in the country. There can be no doubt or dispute however, that the perfect police cannot exist before the advent of the perfect society. Evidently, therefore, the challenge of law enforcement gets even more complex as society gets ever more sophisticated. As such, the Police in Nigeria must contend always with the various social, economic and political developments that take place in Nigeria and around the world. For example, the creation of new states and local governments had implications for law enforcement that were not always sufficiently addressed before these popular administrative policies were taken. In like manner, the benefits of technological developments such as mobile telephony and the World Wide Web are available to both the honest citizens and the criminal fraternity alike.



ACKNOWLEDGEMENTS

The decision to develop a compendium of varied police subjects was borne out of the desire to evolve a literature that will be of intellectual value to serving police officers, scholars with bias for police research and the general public. The accomplishment of this vision was indeed facilitated by the fact that the Inspector General of Police, Sunday Gabriel Ehindero CFR, NPM, fwc, has, by his style of leadership, created an enabling environment for the intellectual engagements of this nature to flourish. Being a lawyer of national repute, it was motivating rather than surprising that after going through the manuscript, not only did he give his blessing but offered, despite his usually tight official schedules, to contribute a chapter to the publication! This singular gesture reinforced my confidence that this project was a worthwhile endeavour. I am also indebted to the former Inspector General of Police, Tafa Balogun CFR, NPM, fwc, who made me a PSO (Principal Staff Officer) from the list of other qualified officers. Both Inspectors General of Police have made the difference in my career in the Police.

An earlier attempt had been made in 2004 by one Obasi, a research fellow at the National War College, Abuja, to document the activities and achievements of the tenure of IGP Tafa Balogun (rtd), particularly his eight-point programme of action. Although the IGP Secretariat provided all necessary materials in support of the project, it was sadly truncated by the retirement of the former Inspector General.

This current initiative arose from the avalanche of materials on varied police issues garnered over the years and in the course of their official schedules, by staff officers in the IGP Secretariat under my supervision. It was resolved that there was the urgent need to bridge the missing link between policing and documentation and preserve in academic form, the knowledge, exposure and experience which the privilege of our common posting to the IGP Secretariat has bestowed on us. The objective is to leave a legacy of academic and professional excellence that will

be a source of future reference and to maintain the intellectual standard already created over the past four years in the IGP Secretariat.

The job of doing this was made lighter by the encouragement, sacrifice and support given to me by Mr Iheanyi Pita Iwuofor, my journalist friend and classmate whom I had met in my undergraduate years at the Ahmadu Bello University, Zaria, thirty years ago. A versatile journalist who writes under the pen name of Pita Okute, he has remained a sought-after columnist in many national dailies including *Vanguard*, *The Champion* and other newspapers. He complemented me in the arduous task of editing the bulky manuscript and offered incisive advice leading to the success of this endeavour. Despite his critical insights into some police actions, he is usually patient enough to accommodate and appreciate my own point of view. I certainly owe Pita some gratitude and thank him for an enduring friendship.

Also worthy of mention is Professor Etannibi Alemika, a professor of criminology and sociology of law at the University of Jos. A good friend and critic of the Nigeria Police, Professor Alemika took time out of his busy academic schedule to review and offer valuable editorial advice on the structure and form of this work. I thank him for being there always.

I am immensely grateful to my professional colleagues, staff officers and superiors who, in response to my request and encouragement, contributed chapters to this maiden edition of the publication. I thank them most sincerely for accommodating my sometimes overbearing tendencies aimed at prodding them to meet the standard and deadline set out for the project. I am sure that they will, with the success of the endeavour, be fulfilled and proud, individually and collectively for being part of this novel initiative.

This compendium would certainly have gone the way of other brilliant but moribund initiatives but for the moral and financial support of some well-meaning friends, who not only believed in the project, but extended financial support for its publication. In this special roll of honour are Alhaji Abdul Bashir, Dr B.O. Babalakin, SAN, C. Enehaja, D. Wali-Holma, Mr M. Risser,

Barrister Omo-Agege, Chief (Sen.) T. Omilani, E. Moses, K. Bamigbetan, T. Majekodunmi, D. Ijeonu, Chief M.E. Udeh, Professor Sam. E. Ifidon and Senator Olayinka Omilani.

To my wife and children, I apologise that I have, on account of my official schedule, not been a very good husband and dad. However, we have agreed that for the period of my sojourn as the Principal Staff Officer to Inspector General of Police (PSO-IGP), I would be on 'loan' to the Force. But remembering my constant refrain that "for your sakes, I toil," I remain appreciative of their support, understanding, encouragement and above all, their fortitude in keeping the home front while I traverse through my challenging professional commitments.

Finally, while recognising and appreciating the input of junior officers in the IGP Secretariat, (especially W/Sgt. Doris O. Elakhe and Spy Jerry Innocent) who worked tirelessly to type all the articles contained herein. I, however, wish to take absolute responsibility for whatever shortcomings that may be found in them. Further academic exposures resulting from this effort will be inputted into future editions.

It is my hope that this book will further enrich the debate on policing in Nigeria and enhance the public profile, human capacity building, general administration and operational efficiency of the Nigeria Police. Achieving these will not only be a source of fulfillment for me, but shall challenge me and other officers of like minds to explore further possibilities as we project the Nigeria Police through the 21st century.

Solomon Ehigiator Arase
April 2007



LIST OF CONTRIBUTORS

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CP Abayomi Onashile, heads the Force Forensic Department. He enlisted in the Nigeria Police after graduating from university with a degree in Microbiology. A lawyer and a barrister-at-law, he also holds a Master's degree in Science to his credit.

CP M.O. Anegbode, a former Force Provost Marshal has held various command positions including State Police Command in Oyo and Anambra States. He enlisted into the Nigeria Police in 1976 and is presently the Commissioner of Police, Akwa Ibom State.

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DSP Yunana Dickson was among the first set of trained Community Policing Developers (CPDs) who piloted the introduction of community policing in Enugu State. A Political Science graduate of the University of Jos, he is the Staff Officer (Administration) to the Inspector General of Police.

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PROLOGUE

President Obasanjo's Reform Initiatives for the Nigeria Police

S.G. Ehindero, IGP

I have always been hesitant to eulogise persons or engage in reflexive or dissimulative tendencies that smack of sycophancy. However, it is only fair that credit should be given to whomsoever it is due. Thus, it has to be placed on record that in the annals of Nigeria history, no other government has done as much for the Nigeria Police as the Obasanjo administration from 1999 to 2007.

At its inception, the administration inherited a demoralised Police Force that had no logistics, no barracks and a poorly motivated workforce. In order for the Force to have the numerical strength that can conveniently police the country, President Olusegun Obasanjo gave approval for the recruitment of forty thousand (40,000) personnel per year for a period of five years. It is important to recall that the manpower of the Police was diminishing through deaths, dismissals and retirements.

When the administration came on board in 1999, the numerical strength of the police was one hundred and twelve thousand (112,000). However, following this presidential directive, it was tripled to three hundred and twenty thousand (320,000) by 2007. This increase in numerical strength has helped the Nigeria Police in no small measure to carry out its statutory duties.

All together, the administration took far-reaching measures to turn things around through strengthening, reorganising, restructuring as well as re-equipping the police to ensure a more modern and highly efficient Police Force that can earn the desired confidence of the people through the effective performance of its mandate.

OVERALL POLICY FRAMEWORK

A. Reorientation of the Police, Improved Image and Public Relations

To bring about the desired change in its attitude to duty and improve its relationship with members of the society which it serves, the president enabled the organisation of seminars, workshops and symposia aimed at self-examination, identifying the problems confronting the police and reorientating the mindset of its personnel. We were also empowered to embark on massive public enlightenment to improve on the image of the Force.

B. Manpower Development and Training

Training is an invaluable tool for the effective policing of any society. An untrained or ill-trained police officer lacks the requisite knowledge, skill and attitude for effective crime control and is also a threat to the society. Consequently, the administration of President Olusegun Obasanjo facilitated comprehensive task-oriented training programmes for officers and men of the Nigeria Police. These training programmes, which covered all aspects of police duties, were designed to enhance the professionalism and productivity of the Nigeria Police in the critical areas of investigation, guard duties, surveillance/intelligence gathering, management skills, crisis/conflict resolution and management, prevention of abuses/protection of human rights and election monitoring among others.

The giant strides that have been achieved in capacity building programmes through the motivation of President Olusegun Obasanjo also cut across a variety of courses at the National War College, Abuja, National Institute of Policy and Strategic Studies, Kuru, Jos, command courses, PMF combat courses, detective/refresher courses and overseas training. Worthy of mention also, is the approval of a Women Police Mobile Force wing for the Nigeria Police. This unit has been effective in fighting the scourge of women trafficking and other related offences.

The provision of facilities in police colleges and training

institutions and their rehabilitation to enable them cope with manpower development should also be acknowledged. In order to strengthen the Nigeria Police for better performance in the maintenance of law and order as well as the security of lives and property, the federal government has partnered and collaborated with foreign countries and agencies. The foreign countries and agencies that have assisted the Nigeria Police in training include the United States Agency for International Development (USAID) in conjunction with the United States Office of Transition Initiatives (OTI), MacArthur Foundation; the British Government through the Department for International Development (DFID) and more recently the Italian Embassy, in conjunction with the United Nations Department for Peacekeeping.

C. Infrastructural Enhancement/Provision of Logistics

The administration of President Olusegun Obasanjo fared greatly in this direction. In this regard, our first point of gratitude is the befitting Force Headquarters that serves as the administrative nucleus of the Nigeria Police. A gigantic edifice named after the first indigenous Inspector General of Police, Louis Edet House is the pride of, not only the Nigeria Police but the country as well. Similarly, through the support of President Obasanjo, the Nigeria Police witnessed a boost in the construction of barracks for its officers and men. This gesture has made more officers and men to be accommodated in the barracks and has enabled speedier response to distress calls. Also, in 2002, the federal government committed one thousand, five hundred new vehicles to the operations of the Nigeria Police. Government then promised that with time, the air fleet of the Nigeria Police would be revitalised and its mobility facilitated by the procurement of additional helicopters and patrol motorcycles. The four helicopters that were later acquired boosted aerial surveillance and patrol activities while the motorcycles facilitated wider and deeper penetration of the country for anti-crime operations and control, thus building a synergy capability such that the police can simultaneously and effectively deploy its air power and ground forces to combat crime and avert crises.

Similarly in 2002, the federal government procured 53 modern patrol boats to provide security along the nation's waterways. This is a testimony of the commitment of the Obasanjo administration to the security of Nigeria on all fronts.

D. Improvement in Firearms Holding

Through the immense support of the federal government, a very bold effort has been made to improve on firearms and ammunition holdings within the period under review. The following arms and ammunition have been procured:

- Forty thousand (40,000) pieces of AK-47 rifles with twenty million (20,000,000) rounds of 7.62 x 39mm ammunition;
- Thirty thousand (30,000) pieces of K2 rifles with ten million (10,000,000) rounds of 5.56 x 45mm ammunition;
- Ten thousand (10,000) pieces of Beretta pistols with two million (2,000,000) rounds of 9mm ammunition.

Purchase of more bulletproof vests, helmets, arms and ammunition have also enhanced the capability of the Force to deal effectively with cases of insecurity in any part of the country. It has also helped to improve the quality of weapon training of our personnel.

E. Community Policing

It is necessary to recall that the idea to adopt community policing started when Mr President visited Houston and discovered that the adoption of this policing method will impact favourably on crime prevention and control in Nigeria. On the strength of this, seven senior Nigeria Police officers undertook a six week study tour of some police formations in the United Kingdom in late 2003. Consequently, a project plan was designed for the community policing initiative. The plan defined community policing in Nigeria in holistic terms and envisaged a transformation of the culture and organisation of the Nigeria Police to improve the quality of

services delivered. The project plan has five major interrelated elements as follows:

- (i) Creating awareness and information sharing campaign on community policing;
- (ii) Community policing training for officers in the states;
- (iii) Examination of police structure;
- (iv) Development of intelligence led policing, new technology and science;
- (v) Examination of laws and procedures.

From the experimental nature of the Community Policing Project in the pioneer state of Enugu since February 2004, it has been rolled out to eighteen states of the federation thanks to the human and financial support of DFID. Recently, fifty senior police officers also proceeded to the United States of America for a course of training in community policing. They would be posted to cover those states where the concept had not been applied.

The shining light of community policing has been focused on the Nigeria Police to show the way towards improved police performance, *vis-à-vis* quality service delivery, respect for human rights, commitment to duty and loyalty to the wishes and aspirations of the populace as guided by the constitution and the law. Community policing has been introduced into the whole gamut of policing to create the enabling environment for the empowerment of all police personnel in the daily discharge of their onerous duties. It has come to remodel our recruitment, training and placement strategies, so that the best hands wield the baton; as well as elicit public cooperation and partnership in policing Nigeria.

Our approach to community policing is to create and adopt a wholly Nigeria model, which not only accommodates our peculiar circumstances as a pluralistic society, but also caters for the varying needs and aspirations of the various nationalities in Nigeria. Our model is to accommodate the indigenous, autonomous and informal policing systems that have been the tradition over the years. We look forward to a model that will be exportable to sister

African states who look up to Nigeria for inspiration and good leadership. Interestingly, while it has equally brought policing nearer to the populace, the dividends of community policing, in terms of information gathering and reduction in crime wave, have been encouraging.

E. Enhanced Welfare Package

The policies of the federal government aimed at revitalising the Nigeria Police include numerous welfare packages for the members of the Nigeria Police. Salary payments have been regular and in 2006, President Obasanjo approved the payment of the Consolidated Police Salary Structure to the members of the Police Force. This will no doubt spur officers and men to discharge their duties more efficiently and effectively.

Within the period also, the Nigeria Police Insurance Programme has been expanded to include the Supernumerary Service (Spys), Road Traffic Wardens and teachers in Police Primary and Secondary Schools. Claims have been regularly paid to beneficiaries on schedule. The construction of Police Pensions Offices in each State Command in the federation has brought the administration of pensions closer to the people, and reduced the hardship of pension payment to pensioners.

G. Integration with Interpol 1-24/7 and Introduction of Closed Circuit Television

Through the support of the federal government, we have set up in Nigeria the INTERPOL 1-24/7 which connects us directly to Interpol Information Network. The 1-24/7 is Interpol's global communication system for swift exchange of messages and access to various databases of the 181 member countries of the organisation. Nigeria happens to be among the few countries that have hooked up to the information network which can facilitate monitoring of criminals within and across our borders. The introduction of Closed Circuit Television (CCTV) will also remain indelible in our minds. It is on record that President Olusegun Obasanjo is the first chief executive to introduce such a highly

sophisticated technology through which Abuja and Lagos can be monitored. This technology has greatly assisted us in checking criminal activities in Abuja, Lagos and their environs.

H. Presidential Committee on the Reform of the Nigeria Police

Mindful of the need to reform the Nigeria Police Force, the Obasanjo administration also set up the above committee headed by the retired Deputy Inspector General Dan Madami. It would be recalled that this committee was set up by the president following rising agitations by officers over alleged unpaid entitlements. At that time, members of the rank and file were showing disaffection over the non-payment of some entitlements, which they claimed had been paid to their military counterparts and were also enjoyed by civil servants.

The committee had the following terms of reference:

- (i) Review and recommend measures for the reorganisation, administration, operations and control of the Nigeria Police Force with a view to enhancing effectiveness and efficiency in its operations and services delivery;
- (ii) Reappraise existing strategies and methods of crime prevention and control including the intelligence and investigate capabilities of the Force and make recommendations for a modern Nigeria Police;
- (iii) Examine Force recruitment policy, equipment, scope and standard of training and other personnel development activities and make recommendations for a modern Nigeria Police;
- (iv) Examine ways and means of enhancing remuneration and welfare package of police personnel including provision of adequate office and housing accommodation with a view to boosting the morale of officers and men;
- (v) To ascertain the general and specific causes of the low public opinion and confidence in the Police, particularly

on corruption issues and proffer ways of restoring public trust in the institution;

- (vi) Examine the provision of adequate logistic support for the Force, (including transportation, communication and technology);
- (vii) Examine the issue of community policing and recommend how best it can be adopted and adapted in Nigeria;
- (viii) To make any other recommendations for the improvement of the services of the Nigeria Police Force.

At the end of its consultations across the nation, the committee submitted its report to the president. After deliberations on the report, the federal government issued a white paper giving approval to most of its recommendations. It is important to state that the implementation of this white paper has greatly turned the fortunes of the Nigeria Police for better performance and service delivery.

I. Police Equipment Fund

President Obasanjo also initiated the establishment of a Presidential Committee on the Police Equipment Fund. This committee was inaugurated on the 3rd of June, 2006. The committee is saddled with the responsibility of ensuring that the Nigeria Police Force gets adequate contributions from citizens and corporate bodies for the acquisition of equipment and facilities that will enable it face the challenges of modern policing. Thus, the Equipment Fund is to mobilise funds from the private sector and other stakeholders to assist in providing these equipment for the Nigeria Police.

Suffice it to say that this is a laudable initiative by the president and we believe the Fund will empower the government to bequeath to the nation a Police Force that is dedicated to the service and protection of the people of Nigeria with integrity, pride, dignity and consummate loyalty.

J. Presidential Advice and Assistance

National security and crime control are the primary responsibilities of the Nigeria Police. The task of maintaining national security, especially management of crises and conflicts capable of destabilising the country would have been more herculean, but for the astute technical guidance of the president. This has always been given without undue interference in the administration of the Nigeria Police. Recently, as part of exploring his practical suggestion, the Administrative Staff College of Nigeria (ASCON) was consulted to set qualifying examinations for graduate junior officers seeking to be promoted to the rank of Assistant Superintendents of Police. This is no doubt a step in the right direction and will go a long way to guarantee that the best available brains aspire to the senior officer cadre.

CONCLUSION

The list is not exhaustive of the enormous contributions of the Obasanjo administration to the reformation of the Nigeria Police Force. There is no doubt that the Nigeria Police and posterity will eternally remain grateful to President Olusegun Obasanjo for these laudable feats and many more that space and time cannot permit us to categorise.

We remain indebted to the president for the broad based reforms aimed at the evolution of a modern, effective and regenerated Nigeria Police Force. His Excellency has taken deliberate measures to modernise and enhance Police Service delivery. A comprehensive Five Year Development Plan aimed at reforming, revamping and overhauling the existing system of policing by addressing the perceived deficient areas of structure, personnel, logistics requirements as well as training has been judiciously executed.

It is important to state that the government's determination to reposition the Nigeria Police Force for better services underscores a priority concern for maximum security in the country. It is a highly commendable course of action as no meaningful progress or development is attainable in a country without modern

technology to prepare the police well ahead of time. Security is the life wire of any nation; it ranks highest amongst the basic needs of the people. It gives the people the confidence and vigour to pursue their legitimate activities. It provides for government the stability to actualise its policies and programmes. It is perhaps the strongest means by which any government can sustain its leadership and legitimate control over its citizenry. This is perhaps President Obasanjo's greatest legacy to the Nigerian people.

Part 1

Background to a New Order

FROM SMITH TO BALOGUN, EHINDERO...

Solomon Arase, CP and Iheanyi Iwuofor

CAVEAT

In a hierarchical and disciplined organisation such as the Nigeria Police Force, it is not the norm for junior police officers to pass judgement on the performance of their superiors in or out of service. As such, the account which follows, of the eras of three Inspectors General by a Commissioner of Police and his civilian friend may seem like a breach of established traditions. However, the baton changes from Smith to Balogun and then Ehindero should not be seen as indictment or glorification of the performance of any of these much respected Police Chiefs. Rather, this report is a historical survey for a proper understanding of the challenges which the police had to face in recent times and the continuing implications of some of these difficulties for the maintenance of law and order in Nigeria.

INTRODUCTION

May 29th, 1999 was a defining moment in the history of Nigeria, when, for the second time in twenty years the nation witnessed a change of baton from a military head of government to an elected civilian government.

The crowning irony of the occasion was the personality of the new president: Olusegun Obasanjo. As a military head of state twenty years earlier, he had conducted elections and handed over power to a democratically elected civilian government. So as he took the solemn oath to abide by, and protect the constitution,

Nigerians in their millions had cause to reflect on the ennobling merits of constitutionality and the rule of law in the conduct of national affairs.

Prominent at the event and resplendent in their ceremonial uniforms were the Inspector General of Police with the Army, Navy and Air Force chiefs of staff. It stood to common observation that, willingly or unwillingly, the Police (chief guardians of law and order as prescribed by the constitution) had acquiesced to, and participated in the violation of the constitution as symbolised by twenty eight cumulative years of jackboot dictatorship.

From the first military putsch of January 15th, 1966, when Inspector General Kam Salem became a member of General Aguiyi Ironsi's Supreme Military Council to the "last watch" administration of General Abdulsalam Abubakar (June 1998-May 1999), senior police officers had routinely taken political appointments as state governors or administrators and members of tribunals, task forces and commissions of inquiry, etc. It went without saying then that whatever may have been the compelling arguments for the intrusions of the military into politics; the Nigeria Police Force was as culpable for the descent to the grim harvest of military rule in Nigeria.

Nonetheless, the mood of the nation resonated with hope for a return to cherished traditional norms of due process in public affairs and respect for the fundamental rights of citizens. After the gross disappointments of the past, many Nigerians sincerely believed that May 29, 1999 represented a remarkable watershed for the armed services and the police most especially. The other services might be expected to 'return to barracks' even in a figurative sense. But the police could hardly abandon its constitutional responsibilities of maintaining law and order, defending civil liberties and protecting life and property, etc, in society.

It was clear to many Nigerians therefore, that the emerging political dispensation imposed a new reality on the officers and men of the Nigeria Police Force. The mailed fist of law enforcement in a dictatorship had to be replaced by velvet gloved policing ethics fully compliant with democratic norms. It was taken for granted

that the police would adjust and transform into a citizen friendly organisation as soon as possible.

This is the short, but salient background to the high public expectations of May 29, 1999. The incoming president gauged well the mood of the nation and barely seventy two hours later, the government announced the appointment of Musliu Abdul Kareem Smith as the new Inspector General of Africa's largest police organisation.

Enter Musliu A. K Smith

Born on April 17th, 1946, he had joined the Police as a cadet officer in 1970. Graduating from officer training school as Assistant Superintendent in 1972, he climbed the rungs from training instructor to Divisional Police Officer, head of X- Squad, Area Commander and Deputy Commandant of the Oji River Police College, Commissioner, then Assistant Inspector General, before ascending to the highest rank of the Force in 1999. His vast experience through twenty seven years of police duties notwithstanding, the task that awaited the new Inspector General was most daunting.

A Blueprint for Police Reforms

Chief among Smith's immediate concerns was the lean numerical strength of the Force whose ranks had been depleted by an embargo on recruitment since 1993. Apart from the shortfall in personnel there was also a critical lack of arms, munitions and other vital equipment for containing the increased menace and sophistication of violent criminals. Lastly, but hardly the least of headaches, was the appalling living condition of the average cop and the dire requirement of funds to meet the welfare needs of the officers and men.

Clearly, the solutions to these challenges were located beyond the beat and office of the Inspector General. Years earlier, federal policy makers had woken up to the necessity for a firm institutional platform that would address the peculiar needs of a large crime fighting machine such as the Nigeria Police Force. A Ministry of Police Affairs had thus been established to oversee the various

needs of the police and coordinate these with the broader corporate goals of the federal government. In forming his Executive Council, President Obasanjo assigned the responsibility for Police Affairs to David Jemibewon, a retired army general, who initiated a reform programme for the Force.

After several meetings with serving officers, members of the Association of Retired Police Officers of Nigeria (ARPON), stakeholders and other public spirited citizens around the country, Jemibewon made a presentation of his findings to a Sunday Forum presided over by President Obasanjo. This *working paper* generated extensive discussions by participants and elicited several new suggestions. These and other submissions by several interested groups at the parley formed the basis of a draft report, thereafter known as the Five Year Development Plan for the Nigeria Police Force (2000-2004). Receiving the draft report for his own comments and input, Smith inaugurated an 8-man Committee which scrupulously examined his observations on the report and after reconciling them with the original document, submitted its recommendations to the government.

The highlights of the proposals in the document included the following:

- (i) Increase in the total strength of the Force from 138, 000 in July 2000 to 210, 000 by 2004 (government had already decided on a rapid increase of 40,000 per year over the period);
- (ii) Provision of barracks accommodation for a projected 165, 000 policemen by 2004 as against 46,000 officers in 1999;
- (iii) Rehabilitation of the existing four Police Colleges existing and upgrading of all other training institutions in the various State Commands to meet the objective of the mass training and re-training of the rank and file;
- (iv) Proper maintenance of existing police communication network and aggressive completion of the Police Integrated Communication System;

- (v) Improvement of police transport facilities including the reactivation of its air wing and vehicle workshops;
- (vi) Establishment of an integrated welfare scheme covering salaries and allowances, pension and gratuity, and special financial services including a Police Community Bank;
- (vii) Rehabilitation of existing medical and recreational facilities and establishment of new ones;
- (viii) Improvement of the Force's image through an internal rejuvenation process and robust public enlightenment;
- (ix) Improvement of funding for the police through the establishment of a National Police Trust Fund to which stakeholders and interest groups would make mandatory contribution; and improvement of cooperation between the Force and other agencies of government whose activities relate or impact on the maintenance of internal security and the prevention and control of crime all over the country.

Force Reforms and Development Under Smith

Efforts were made during Smith's tenure to implement these programmes and solve the many problems of the police. For example, in response to the acute shortage of barracks accommodation, the government in August 2001 handed over some military barracks including the once famous Dodan Barracks to the police. However, the barracks were never released to the police. In the same month, Louis Edet House, a new seven storey Police Headquarters complex named after the first indigenous Inspector General of Police, was commissioned and handed over to the police. As already stated, the federal government had approved a yearly recruitment of 40, 000 men and women into the Force.

Government also released the sum of ₦2.5 billion for the procurement of patrol vans and communication equipment and supplied significant quantity of new arms and ammunition to the

Force. The "Hero's Grant" for a police officer who dies or is injured while on active duty, was increased from four to fifty thousand naira for the rank and file and from eight thousand to four million naira for officers. Earlier in the year, Smith had directed all the State Commands to reactivate the public information network as a means of providing access for senior police officers to listen directly to complaints from members of the public. Yet, in spite of these improvements, certain negative developments beclouded the modest gains of the reform measures.

Ironically, some of these untoward events could be blamed on the return to democracy. Long years of military rule had left indelible marks on the psyche of the people. The advent of civil democracy was like the uncorking of pent up anger and frustrations, the legitimate expression of which had been thwarted by the denial of basic freedom. Overflowing from that era also were smouldering fires of ethnic and religious discontent which soon flared into raging riots. Accordingly, the period from May 1999 to the end of 2001 witnessed a large number of ethnic and religious conflicts that the police were powerless to forestall or suppress, due largely for reasons of long-standing neglect.

The theatres of conflict included the Sagamu riots, the clashes in Lagos between militia of the Odua Peoples Congress and Hausa traders, the bloodletting in the Umuleri and Aguleri areas of Anambra State, the Kano and Kaduna riots of May 2000, the repeated clashes between Ijaw, Urhobo and Itsekiri ethnic combatants in the Niger Delta. The high fatality rate of these disturbances was blamed on the failure of the police to act preemptively or promptly. In the immediate years preceding the return to civil democracy, the nation had begun to witness the proliferation of militant vigilante groups, organised along ethnic or communal lines and claiming to be fighting crime within their enclaves or righting some perceived political wrongs.

The Odua Peoples Congress (OPC), which began as a Yoruba self-determination movement in the mid-nineties, soon incorporated crime fighting into its agenda. The Bakassi Boys had begun as a small vigilante group among Igbo shoe traders at the Ariara Market in Aba, but rode on a wave of popular acclaim to

assume responsibility for the investigation and extrajudicial prosecution of alleged criminals in the entire south-east zone. The Egbesu Boys from the Izon ethnic nationality of the Niger Delta and militant elements of the Arewa Peoples Congress acquired the reputation of being a law unto themselves. Sadly, the police appeared unable to check the growth and menace of these groups even as it became clear that their members were, with contemptuous disregard for the police, applying instant jungle justice to suspects and metamorphosing into ethnic armies or cultic gangs that could be used by unscrupulous interest groups to disrupt the democratic process.

The seeming helplessness of the police was further compounded by a sharp increase in violent robberies, including a spate of high profile murders and assassinations that shocked the entire nation. The death toll included Chief Layi Balogun, a former presidential aspirant; Tony Ikhazobo, retired air force general and former Sports Minister; Chief Tony Eromosele, a former Bank Director; Osun State legislator, Odunayo Olagbaju and many others. But the murder on 23rd December, 2001 of Chief Bola Ige, Justice Minister and Attorney General of the Federation was perhaps the most puzzling incident for both the police and the public. It was a bleak Christmas for the hierarchy of the police as suddenly, the alarming crime situation became the burning issue for public discourse.

Frustration over the insecurity of lives and property in Oyo State prompted Lam Adesina, the governor, to declare that "the police are powerless to protect the citizens." Commenting further, he sent a distress signal to the president asking him to "send a detachment of soldiers" to take charge of the security situation in the state. *ThisDay* agreed with him. The newspaper stated in an editorial that "the horrible picture of insecurity he (Adesina) painted in his state is largely true of most states of Nigeria."

But perhaps the greatest setback to the reform programme embarked upon by Smith was the wildcat strike action of 1st February 2002, declared by the rank and file. The strike was unprecedented in the history of the Force. To press home their demands for rent arrears totaling ₦5 billion, policemen downed

tools and abandoned their duty posts in six states of the federation. According to media reports, Smith had advised the government to provide funds for meeting the junior officers' demands, but this well intentioned request was disregarded because, policy makers did not believe that the aggrieved policemen would dare to make good their threats. Curiously enough, the Inspector General proceeded on his annual leave only a few days before the strike. His action suggested to many that the top echelon of the Force probably lacked an accurate reading of the situation and effective command of their men.

The strike was quelled by a combination of police big stick and the government's sweet carrot. Declaring the action a "mutiny", the police high command arrested over 153 junior officers for disciplinary actions and dismissed three others outright. On its part, the government pacified the revolting cops by promptly releasing one billion naira for the payment of some of the contentious arrears. But though it was foiled, the contemplation of a strike action by policemen was a serious embarrassment to the police and the government of the day. The image of the Force was further dented as a result. The strike demonstrated to the nation that the police had become a deeply traumatised organisation wherein welfare issues had undermined discipline and professionalism had sunk to its lowest ebb.

The government was still mulling over the full implications of these developments when the disgruntled policemen issued yet another strike notice a fortnight later. The strikers' threat that this time they would team up with like-minded soldiers under the umbrella of a renegade Armed Forces Patriotic Front of Nigeria signaled that a major crisis lay ahead that could imperil the nation's fragile democracy. Preemptive measures were considered most necessary to halt the precipitous drift to looming anarchy.

Exit Smith, Enter Balogun

On 6th March, 2002, Smith and the entire top echelon of the police comprising all the six Deputy Inspectors General were compulsorily retired. Briefing correspondents at the end of a meeting of the Council of States at which these measures were decided,

Governors Ahmed Makarfi of Kaduna State and Chimaroke Nnamani of Enugu State, explained that the federal government opted for the sack of the top brass "to make the Nigeria Police better and give it a new direction." The government also announced the appointment of Mr Tafa Balogun, until then the Assistant Inspector General in charge of Zone One, Kano, as the new Inspector General. Also appointed with him were six new Deputy Inspectors General from the six geopolitical zones of the federation.

Balogun, like his predecessor, was a highly experienced policeman who, upon graduation from university had joined the Force in May 1973 as an Assistant Superintendent. He had risen up the service ladder with a distinguished record of performance in several command and staff appointments and arrived at the post of Inspector General with degrees in political science, law and strategic studies among his many accomplishments.

The Eight-Point Reform Agenda

As soon as he assumed office in March 2002, Balogun espoused a vision to bequeath to the nation a well trained, adequately equipped, highly motivated, disciplined, courteous and efficient Police Force. In pursuance of this mission, the new Inspector General laid out a strategic scheme hinged on eight core themes as follows:

- (i) Massive onslaught against armed robbery, gruesome murder, assassination and other crimes of violence: the methodology for which will be, "fire for fire";
- (ii) Fast and decisive crisis/conflict management;
- (iii) Comprehensive training programme conducive for qualitative policing;
- (iv) Serious anti-corruption crusade, both within and outside the Force;
- (v) Robust public relations, necessary for achieving the vision of a "people's police";

- (vi) Community partnership in policing which is the modern approach to policing all over the world;
- (vii) Inter-service/Agency cooperation at all levels down the line; and
- (viii) Improved conditions of service and enhanced welfare package for all officers, and rank and file.

Overtime, these strategic signposts came to be known as Balogun's 8-Point Agenda. The prompt enunciation of a broad policy thrust for restoring the image of the police and arresting the rapid descent to a climate of lawlessness spoke well of the new Inspector General and won him many admirers among members of the general public. His agenda suggested that he had a clear vision of what was required to re-engineer the Force and make it a more effective and efficient crime fighting machine for the maintenance of law and order in a fledgling democracy.

Let us now examine the initiatives which Balogun sought to introduce through each of the 8- points of his agenda, the successes achieved and setbacks encountered in each of these areas during his reign at Louis Edet House.

REVIEW OF Tafa Balogun's 8-Point Programme

"Operation Fire for Fire"

Balogun came into office with a reputation for operational efficiency and mastery of strategy. According to reports, this was an underlying factor in his remarkable successes as Commissioner of Police in Delta, Rivers and Abia States where daredevil hoodlums had posed serious challenges to the security of lives and property.

Part of his objective therefore, for choosing the code name "Operation Fire-for-Fire", was to galvanise a very demoralised Nigeria Police Force for effective operations against very daring and brutal gangs of criminals who would stop at nothing, even the killing of policemen, to achieve their nefarious aims. Indeed, police casualties were mounting daily as a result; so, his "massive

onslaught against armed robbery, gruesome murder, assassination and other crimes of violence" was an immense boost to morale. It was underscored by the introduction of proactive policing techniques, including the beat system, motorised patrols, investigation and surveillance, stop and search, interrogation and cultivation of information and informants, decoy operations coupled with undercover investigations and operations. The detective arm of this programme relied on nipping points, motorized patrols, the Aberdeen system, highway patrol and crime prevention task forces backed by adequate fire power – "fire for fire" – and the complement of forensic, ballistic and fingerprint analysis.

An August 2003 press release by the Force Public Relations Officer, indicated that these measures had begun to bear fruit in containing the growing menace of violent criminals to a tolerable level. In 1,857 reported cases of armed robbery from January 2002 to February 2003, a total of 4,189 armed robbery suspects had been arrested by the police all over the country. 1,248 armed robbers had been killed in shootouts with law enforcement agents, while 99 policemen had lost their lives and 127 injured in these firefights. Large caches of weapons and ammunition and huge sums of money totaling nearly ₦227 million had been recovered from the hoodlums. During this period as well, the police had lost 72 firearms to armed robbers.

These figures showed an encouraging dip from 2,422 reported cases of armed robbery in 1999; 2,953 in 2000; 2,909 in 2001 and 2,711 in 2002. Statistics for theft and stealing, house breaking, false pretence and cheating and unlawful possession showed progressive decline as well.

The police authorities also reported encouraging developments in the investigations of certain celebrated cases like the high profile murders of Chief Bola Ige, the late Attorney General of the Federation; Mr. Barnabas Igwe, Chairman of the Onitsha branch of the NBA who was killed with wife; Alhaji Isyaku Mohammad, National Vice Chairman of the United Nigeria People's Party (UNPP); Sir Theodore Egwuatu, Principal Secretary to the Imo State Governor; Dr. Harry Marshall, National Coordinator of the

ANPP in the South-South zone and Chief Ogbonnaya Uche, ANPP candidate for the Orlu senatorial seat in Imo State.

Fast and Decisive Crisis/ Conflict Management

Balogun believed that "although crisis is inevitable in a large and multiethnic society like ours", they should not lead to a breakdown of law and order. For this reason, he placed emphasis on fast and decisive crisis management as the second strategy of his agenda. To achieve this, he initiated a policy of training seminars and workshops on crisis management for officers and men of the Force. This was backed in turn by prompt mobilisation of men to crisis areas; the encouragement of dialogue and the brokering of truce and peace between disputants and warring factions; enhanced training of police for minimisation of casualties during crises control; extensive patrols during periods of tension in flashpoints, some of which were led by the Inspector General of Police himself; arrest and prosecution of instigators of crises and regular meetings to bridge information gaps.

An official release on the achievements of the eight-point programme attributes to these measures the good management of the Tiv-Jukun crisis and the resolution of the Ife-Modakeke face off. The deployment of nine units of the Police Mobile Force to assist the military in efforts to stem the Warri crisis in Delta State was mentioned as a preventive devise of decisive conflict management.

On the other hand, the establishment of all female units of the PMF "to complement their male counterparts in enforcing laws particularly in the areas of human trafficking and child labour" introduced a proactive dimension to the measures. This initiative was no doubt reinforced by Balogun's tour of the entire police commands, the clinical abortion of the threats of a second strike action and his resolute outreach efforts to the Inspector cadre, NCOs, the rank and file, women police officers and interest groups such as student leaders and experts in peace and conflict resolution strategies.

Nonetheless, the effective suppression of ethnic militias marked a turning point in the history of these powerful, but illegal

organisations. The Bakassi Boys, who had held Abia State hostage to law enforcement by terror, were finally emasculated on August 6, 2002, when detectives acting on intelligence reports swooped on secret detention and torture camps in Aba to arrest some members of the dreaded vigilante force. They seized a large cache of arms and ammunition and released 45 innocent citizens illegally detained by them.

The clampdown was extended to the Anambra Vigilante Service, a branch of the Bakassi gang that held sway in Anambra State, whose violations and abuses of human rights had, in the words of a police report, "reached a deafening height." On the 25th of September, 2002, a combined team of riot policemen and detectives were deployed to seal off their offices in the state, particularly in Onitsha. During the raid over 100 members of the AVS were arrested, assorted firearms and a large cache of ammunition were recovered. Forty-six (46) innocent victims, held in various detention camps, many of whom bore injuries occasioned by prolonged torture, were released.

By quite the same token, elements of the Odua Peoples Congress (OPC) were dislodged from their strongholds in Lagos and Owo, Ondo State. In Kano, the Yandaba, gangs of drug crazed miscreants specialising in the abduction of women and territorial fights among rival groups were denied the freedom to hold the city to ransom.

Comprehensive Training Programme

The Balogun agenda rightly qualified this to be such training that would be "conducive to qualitative policing". The records would indicate also that this task was taken rather seriously. From January 2002 to September 2003, over seventy two thousand new recruits had passed through the portals and training pitches of the various police colleges, while another twenty five thousand were yet going through the required paces to become constables. Within the same period, the Police Academy, Kano had turned out 398 Cadet Assistant Superintendents and 385 Cadet Inspectors, while two streams of 411 Cadets each were receiving training for the two cadres of police officers.

Promotion courses involving 1000 Assistant Superintendents, 2023 Sergeants, 483 Corporals and 489 Constables were conducted. Seven hundred and nine (709) officers had been enrolled for various categories of command staff courses, while 14 very senior officers were at both the National Institute for Policy and Strategic Studies and the National War College. Add to this a complement of 72 officers who had attended local seminars and workshops on diverse issues ranging from conflict management to leadership and visioning for productivity. Another set of sixteen officers were on several courses in places as far-flung as China, Egypt, Sweden, USA, etc. Top this with the range of foreign training assistance to the Nigeria Police Force by the US, France and the UK, and one would rightly conclude that, as far as comprehensive training was concerned, the Nigeria Police was geared to shake off the somnolence of earlier years and position itself for a brighter era of "qualitative policing".

Little wonder that the Force was also offering training assistance to African countries such as the Democratic Republic of the Congo and Uganda at the same time. Yet, the Police Management Team, as Balogun loved to call the topmost hierarchy of police officers with whom he ran the Force, had other training "aces" up its sleeves. Under Balogun's team, the police established a computer training college in Abeokuta and a Police Mobile training school in Osun State. Other training initiatives from that era include a policy of compulsory driving lessons in all police training schools, the commencement of arms drill by the women's wing of the Police Mobile Force, training of police drivers and mechanics at the two leading motor assembly plants in Nigeria, Anambra Motor Company (ANAMCOO), and Peugeot Automobile Nigeria (PAN) and a programme of assistance for police training institutions by the Education Task Force.

Serious Anti-Corruption Crusade

Balogun and his management team maintained that "corruption affects an officer's sense of judgment, justice, fairness and commitment to service." This perspective provided the impetus for the police boss to embark on a "serious non-discriminatory

anti-corruption crusade both within and outside the Force." His action was also informed by the Obasanjo administration's policy of due process, transparency and accountability in public affairs.

Balogun's crusade kicked off on 22nd of April, 2002, with the launching of an anti-corruption squad at the Force Headquarters in Abuja. Units of the anti-corruption squads were established in all the six geopolitical zones of the country. Further to this measure, monitoring units were established at the Force Headquarters to monitor and effect the arrest of corrupt police officers, especially those who extort money from members of the public. The X-squad, a hitherto existing but poorly motivated unit, was brought back to life. Members of the X-squad were retrained and reoriented for a more serious and effective monitoring of corrupt tendencies among police officers.

These actions resulted in the arrest of 113 officers and 14 civilians for extortion. Between 15th and 24th of June, 2002, the monitoring units embarked on a nationwide operation during which 127 officers, including eight civilians were arrested. Sixty-seven (67) of the offenders were dismissed; thirteen demoted in rank, while fifteen others were discharged and acquitted. The officers among them were recommended for trial by the Police Service Commission and the rest awarded entry punishment.

A year later, the Force introduced a multidimensional approach to the crusade by involving the state commands, while monitoring teams patrolled the public highways and roads. By the end of the month, 327 police officers had been arrested by the anti-corruption squads. Various sums of money totaling ₦206,000 were recovered. A public announcement by the Force Public Relations Office in September 2003, revealed also that the Force had thwarted three attempts at embezzlement and fraud by public office holders. The total amounts involved was over ₦237 million. The police report ended on an encouraging note with the return by police pay officer, Inspector Ayuba Waknung of one million naira overpayment made to him by a branch of the United Bank for Africa.

Robust Public Relations

The Inspector General had rightly observed that though the police

was "established to protect the populace", it "had found itself at loggerheads with them." He blamed it on prolonged years of military rule, which, not only militarised the people's psyche but eroded their sense of due process, vital ingredient for democracy and the rule of law. The return to civil democracy called for a change in relations between the police and its primary constituency. Balogun desired to achieve this objective through a constructive engagement with the public, which he labeled "robust public relations." This was defined as "a soul-searching new way of fostering a symbiotic relationship between the police and the people they serve." This, said the Inspector General, was necessary for the team's vision of a "People's Police." To this end, the Police Management Team identified several power centres or "vital public" that could make or mar its public image and honoured each of them with an official visit by the Inspector General.

And so, over a period of three months only, Tafa Balogun had "touched base" with all the state governors and important traditional rulers in the country. He followed up his visits with interviews and talk shows in the print and electronic media. Special supplements on the police were sponsored for publication in a few authoritative magazines. From February 2002 to September 2003, more than 170 press releases were issued by the police to explain issues and policies relating to law and order and public security. This forceful campaign went beyond the national borders to include the international media as the Inspector General held interactive sessions with the BBC, CNN, AFP, VOA and Reuters News Agency.

Balogun reached out to the business community and stakeholder professional and social groups like the Nigerian Bar Association, the National Association of Nigerian Students and other nongovernmental organisations. He initiated the establishment of human rights protection units within the Force to strengthen existing public complaints avenues such as the Public Complaints Bureau and curtail incidence of the violations of the rights of suspects and other citizens. Police- Students Relation Committees were set up at the headquarters and command levels with a brief to devise ways and means of containing the ever frosty

and tempestuous relationship between police and student communities all over the country.

From every perspective, it was an ingenious effort at self advertising through a cocktail of "hard sell" postures that showed the police as strong but friendly and dependable to all the "vital publics". According to a release by the Force Public Relations Office, the "successful policing of the 2003 elections could not have been possible", but for these measures. They "helped tremendously in checking adverse media reports against the police and the attendant public odium."

Community Partnership in Policing

According to Balogun "The active involvement of the people in policing the society had become imperative as the police cannot handle the enormous responsibility which internal security entails. Community partnership being the key to ensure that police services cover the entire society, this plank of the 8-point programme was therefore, aimed at bringing Nigeria policing standards at par with "a modern approach all over the world."

In pursuance of this objective, the Police Management Team adopted a strategy of encouraging community members to provide vigilante services in support of local forces. As earlier indicated, the Inspector General undertook a nationwide tour to pay official visits to governors and traditional rulers. Officers at the command and divisional levels were directed to make courtesy calls on community and business leaders to promote the participation of community members in vigilante work and solicit their support for police operations either by the supply of vital information on criminal activities or provision of logistic materials for efficient and extensive police operations.

These efforts resulted in pledges of assistance and support from various stakeholders including state governments, traditional rulers, community leaders and corporate organisations. The police high command acknowledged the donation of appreciable logistic support by state governors, some of whom underwrote the welfare expenses for special operations to stem the crime waves in their domains. Corporate organisations such as First Bank Plc, Peugeot

Automobile and Elizade Nigeria came to the aid of the police with categories of operational vehicles including jeeps and troop carriers. The Niger Delta Development Commission made a huge donation of 1,500 vehicles to the police for the enhancement of its peacekeeping efforts in the delta region. The DFID sponsored some officers to the UK to study Community Policing implementation and came up with a holistic blueprint for its adaptation in Nigeria.

Interservice and Agency Cooperation at all Levels

The seventh of the 8-point agenda arose from the huge manpower and logistic needs of the police. Having observed that "internal security is a combination of the roles played by the police and other security agencies", the Police Management Team had to admit that "the police could hardly cope without the cooperation and support of the other services." For this reason, it decided to re-energise interservice/agency cooperation between the police and the other arms of the security services.

This would be achieved, the police hierarchy proposed, by the exchange of visits at the topmost levels of the security services and agencies. These gestures would be strengthened by social interactions at the officer and middle rank levels in the officers' messes and at sporting and religious events among other social occasions. The exchange of information and intelligence on security risks coupled with joint analysis of internal security initiatives, monitoring and analysis by the agencies was seen as potentially beneficial for the improved performance of the police. Balogun, during several courtesy visits to the top brass of sister agencies, harped on the need for cooperation among the services.

These high ranking officers, some of whom returned his visits, agreed with him on this score and pledged to make their contributions to better understanding and cooperation between the security services and agencies. As a result of this, there was a marked improvement in the provision of police assistance to sister services on request. There was a dramatic reduction also in incidence of violent clashes between the junior ranks of the police and other security services and agencies.

Improved Conditions of Service and Enhanced Welfare Package

Balogun had declared in a public statement that "employees are the active agents of any organisation...every seed of welfare sown in a worker will contribute to the reaping of generations of highly productive workers." He therefore adopted a "man-material mix" approach to address the welfare needs of police officers. This involves providing a policeman the needed psychological frame of mind to enable him utilise effectively and efficiently, the facilities provided him to execute his task.

Consequently, he listed some priority objectives to shore up the sagging confidence of police officers for increased productivity and efficiency. These include, the expansion and rehabilitation of existing barracks, prompt payment of salaries and allowances, promotions as and when due, adequate kitting of the men, prompt payment of retirement benefits and gratuities as well as death benefits to families of officers and men killed in the line of duty.

A comprehensive promotions scheme was put in place to determine the number of years that officers wore a rank before they were due for promotion. The payment of insurance benefits to officers killed in the line of duty received the serious attention of the Police Management Team. By the eighteenth month of the Balogun era, claims worth N98 million naira had been processed and ₦43 million naira paid out to seventy beneficiary families. During this period also 98,553 officers and men, from constables right up to Assistant Inspectors General of Police were elevated in rank to clear a backlog of delayed promotions which, apart from clogging up the ranking structure, had led to low morale and inefficiency in the system.

Reimbursement of medical expenses to policemen, restructuring of police housing, insurance and cooperative schemes for the greater benefit of policemen, were added incentives for greater dedication to duty. Subsequently, police personnel could be entitled to motorcycle or car loans and could also benefit from the housing scheme after ten years of service. Furthermore, a police primary school was established in every state capital and a police secondary school in each of the six geopolitical zones of the country.

The expansion of the Police Community Bank system for easy access and use of its service by policemen was initiated. At a combined cost of ₦65 million naira, five branches of the bank were put up at Kaduna, Onitsha, Sokoto, Benin and Oshogbo to ameliorate the problems faced by officers in the receipt and saving of their incomes. The bank has also been helpful in granting soft loans to officers. In line with this initiative, the Police Cooperative Society disbursed a revolving loan of ₦50 million naira to 1,060 serving policemen of all ranks who needed housing, farming, car repair and furniture loans.

Other important measures taken to boost the morale of officers included the restoration of eight hourly shifts. No doubt, the regular intake of 40,000 new recruits had improved the manpower situation. He also reviewed the disciplinary procedure for senior officers to include physical appearance at the Force Disciplinary Committee (FDC) for their defence. Hitherto, they had been judged in absentia after submission of their written defence. The old system had several lapses to recommend its review, which was hailed by a majority of officers.

Under Balogun, the kitting of the junior ranks became more regular and the Police Management Team assured that junior staff did not have to buy any items of their kit by themselves. The provision of 108 welfare buses to all the commands and formations in the country eased some of the transportation problems in these commands and formations. No doubt at all, these measures helped to achieve some of the grand aims of the last point of the Balogun agenda.

Whatever shortcomings there were in the much maligned policing system could only be traced to other institutional defects beyond the reach of the Police Management Team's strategic initiatives. These could only be addressed by policy measures to shore up the very foundations on which any efficient and effective security system is built. Balogun drew attention to this at a public hearing in Abuja on the 18th December, 2002. It was estimated at the time, that an annual vote of ₦187 billion naira was required to deliver to the people and government of Nigeria an effective, efficient and reliable police.

I led the management team to canvass very strongly the need for a Police Trust Fund into which government, private individuals and corporate bodies would make financial contributions annually to enhance police performance.

According to Balogun, the Fund would have a "standby intervention" function to be used for containing major crises and improve welfare and logistics. Under the constitution, only an act of the National Assembly could make this possible. In a public statement nine months later, Balogun declared: "it is gratifying to note that a bill to this effect is receiving serious attention at the National Assembly."

But for all the somber perusal by the federal lawmakers, the Police Trust Fund Bill did not see the light of day before Tafa Balogun was removed from office on the 17th of January, 2005.

AND A PARADIGM SHIFT

The accusations of gross misconduct and abuse of office, which led to the exit of Tafa Balogun from the Nigeria Police Force after thirty-two years of service were no doubt shocking to everyone in the country and beyond.

Sunday Gabriel Ehindero was thrust into the saddle to become the twelfth indigenous Inspector General of Police. Clearly, the situation called for decisive and imaginative thinking to seize the moment and restore public confidence in the Force. He did this by replacing the methodology of "fire-for-fire" with a humane ethos that re-established in one stroke the primary goal of a civilised policing system: "to serve and protect with integrity".

This became the main thrust of a ten point programme to *"reposition the Force on the premise of being responsive, effective and accountable."* The new initiative signified a paradigm shift away from the approach symbolised by "fire-for-fire" to a rights-friendly law enforcement policy more compatible with democratic principles. Indeed, there had been disquieting rumours and allegations in the mass media that the much acclaimed "massive onslaught against armed robbery, gruesome murder and other crimes of violence" had degenerated to a gruesome charade involving the extrajudicial killing of suspects and other human

rights abuses by the police. The new philosophy by Sunday Ehindero appeared to deflate public apprehension about the ugly face of "fire-for-fire" and was greeted with praise by the media.

Sunday Gabriel Ehindero was born in March 1946 in Jos, Plateau State. After undergraduate studies at the University of Ibadan where he took a degree in mathematics, he joined the police as a Cadet Assistant Superintendent in 1973. By the time he stepped into the office of the Inspector General thirty two years later, he had manned several important command positions, been called to the bar and published five books on policing and the law. At various times from 1994 to 2000, he had been the Commissioner of Police in charge of the Police Mobile Force, the Police Legal Department and also Plateau State Command. Ehindero, who pioneered police prosecutions at the superior courts of the land, was in 2001 promoted Assistant Inspector General of Police in charge of Zone 2, Lagos. A year later, he rose up the ladder again after the typhoon that swept M.U. Smith and all his deputies away. His ascension to the post of Inspector General on January 18th, 2005 was therefore as fortuitous as it was merited.

It went without saying then that he knew where the police shoe pinched and had the necessary experience to galvanise the Force to newer heights. Accordingly, his module for revamping the organisation was not just a numerical deviation from his predecessor's eight-point strategy but a fundamental reappraisal of the problems confronting it and a road map for overcoming them. The ten-point programme enunciated by Ehindero was as follows:

- (i) Effective crime prevention and control through intelligence led policing;
- (ii) Combat of violent and economic crimes;
- (iii) Conflict prevention and resolution;
- (iv) Community policing and police public partnership;
- (v) Zero tolerance for police corruption and indiscipline;
- (vi) Improved career development, salary and welfare

- packages to motivate police officers and thereby promote better service delivery and discipline;
- (vii) Reorganisation of the investigation outfit of the force to ensure prompt and timely investigation of cases;
- (viii) Contribute positively to improving the quality of justice delivery in Nigeria;
- (ix) Empower field officers operationally by devolution of powers to improve the standards, reliability, consistency and responsiveness of the service; and to
- (x) Reorient the FPRO to focus on improving public perception and image of the Force.

At first glance, there hardly seems to be any vital difference between the Ehindero vision and his predecessor's. However, a thorough reading of the blueprint of the ten-point programme reveals some salient details, which show that Ehindero was concerned with the internal dynamics of creating an efficient, citizen friendly police organisation.

Here is a breakdown of the strategy by which the new police boss hoped to inculcate in the Force this new expression of its mandate: to "serve and protect with integrity".

Effective Crime Prevention and Control

Ehindero believed that this should be realised by means of "intelligence-led policing." In actual terms, he hoped to strengthen the intelligence and investigative capacity of the Force through training of officers and provision of intelligence and investigation equipment and tools. Through the efficient deployment of officers and resources by putting "the right peg in the right hole", he was determined to "emphasise crime prevention rather than crime detection". This important aspect would further be guaranteed by partnership with the public to ensure that "the opportunity for crime is not created". The backbone to all of this would be an improved criminal records database through a revamped research, planning and statistics department for the production of reliable

crime statistics and dissemination of adequate information for intelligence, planning and operations.

To this end, he had put into immediate effect a methodical reformation of the Police Mobile Force, the Federal Highway Patrol and the Force Criminal Investigation Department. Officers and men who had served diligently but overstayed their tour of duty in these departments were quickly redeployed to other duty posts after attending normal debriefing programmes at the Police Staff College, Jos. According to the Inspector General of Police, the course content of these programmes "were arranged to inculcate the rudiments of policing in a democratic setting" into the officers. Yet, his good intentions could hardly become reality if he did not address the problem of inadequate funding, which had been a continuing headache for successive Inspectors General of Police.

A hundred days into his new assignment, Ehindero declared that proper funding of the Police Mobile Force to make the personnel *"more resourceful and alert to their duties had been revisited"*. Henceforth, he said, *"the welfare of the officers and men and the maintenance of their vehicles and other logistics needed for their optimal performance is the focus"*. Thus, he initiated a practice of direct disbursement of funds to Mobile Police squadrons for the payment of allowances, vehicle repairs and other essential logistics. In line also with the focus on intelligence-led policing, the Inspector General revealed that an appreciable number of officers and men of the Criminal Intelligence Bureau had attended courses within and outside the country to expose them further to the ethics of modern policing. Training and retraining were necessary prerequisites, he emphasised, to acquaint the officers and men with the skills and knowledge necessary to deal decisively with crime.

Combat of Violent and Economic Crimes

In other circumstances, this aspect of the ten-point programme should have come under the first point on the list. Understandably though, the issue of violent crimes and the rampant corruption in society had to take a front burner distinct from the general trend of criminal activity. The "methodology of fire-for-fire" appeared

to have had limited effect in stemming the menace of armed bandits as indeed, more ingenious and virulent breeds of these social miscreants continued to torment the populace and task the efficiency of the police.

Even so, Ehindero's blueprint suggested that some of the tactics and strategies for containing the "lesser" crimes could apply also to the more odious ones. These include:

- Effective surveillance intelligence and patrols to reduce crime and the fear thereof ;
- Effective control of illegal firearms;
- Organisation of the Police Mobile Force and the regular patrol units to be public friendly and thus be able to secure public support, trust and assistance in crime fighting;
- Maintain up to date records from landlords about their tenants and their occupations , so as to identify those without jobs but living above their means and therefore subject to police surveillance;
- Quick response to distress calls and report of crime incidents;
- Effective presence and patrol of borders to ensure that arms smuggling is controlled and collaboration with law enforcement agencies in neighbouring countries to control transborder crimes.

Clearly, the prevailing dictum was still "crime prevention rather than crime detection". Yet an old impediment could hardly be swept under the carpet and Ehindero sought a resolution in these words;

- Seek the assistance of the federal government through the Ministry of Police Affairs and relevant National Assembly Committees on Police, the state and local governments, as well as private organisations for adequate equipping of the Force with transport, communication equipment and crime fighting facilities.

The scoresheet of his first hundred days indicated that the newly redeployed men of the Federal Highway Patrol had curtailed and recorded successes on the much dreaded Lokoja-Abaji-Abuja expressway. Motorised patrols on the nation's highways had also been intensified and regular dialogue initiated with officials of the National Union of Road Transport Workers Union (NURTW), the Luxury Bus Owners Association of Nigeria (LUBOAN), and other stakeholders in the transport sector on how to keep the roads safe for movement of goods and persons.

The recovery of arms and ammunitions from hoodlums was another item on the interim scorecard. Two hundred and sixty-six (266) assorted caliber of firearms and 21,202 rounds of ammunition were seized during police raids on several criminal hideouts around the country. During these encounters, 319 armed robbery suspects were arrested, 25 of the hoodlums lost their lives while the police casualties were six dead and seven wounded. Over N2 million, 3,000 US dollars, 880 pounds sterling, 3,200 euro and various arms and ammunition were recovered from an armed robbery gang which had been responsible for several high profile bank robberies around the country.

An increasing spate of bank robberies all over the country led to consultative meetings with senior management of banks for the creation of a 'Banker's Forum' to fully address the development. In this regard, the Inspector General's address to the 2005 Banker's Committee Conference deserves special reference.

I must say that times are changing and the security situations in our banks today are gradually degenerating into a psychological quagmire. This is why we cannot afford to wait any longer before coming out with a holistic blueprint to nip this hydra-headed monster in the bud. Time has come as a matter of policy for banks to put in place, effective and efficient security measures to protect the deposits of their clients and the nation's economy in general. If we must tell ourselves the truth, the police, with the increasing security need in the country today is handicapped to provide effective and uninterrupted security services in all existing banks in the country due to gross logistics inadequacy. The Nigeria Police is saddled with the responsibility of providing security coverage for banks and over the years have been carrying out

this function. During these years under review, the police have suffered heavy losses in terms of human resources as many policemen have been killed by armed robbers either while on bank guard or on specie escort.

In recent times, armed robbers have adopted a new *modus operandi* and special device of heavy shelling and use of gas cylinders to break bank strongrooms and safe. Our recent experience at Surulere, Lagos, is instructive here. A crack team of police anti-robbery patrol foiled a well planned robbery operation at Zenith Bank branch in Surulere. The armed robbers numbering over thirty men invaded the bank with sophisticated machine guns and gas cylinders to break the bank vault. Police responded swiftly to this assault with armoured personnel carrier (APC) and were able to dislodge the hoodlums after the robbers had fired over 1000 rounds on the APC. This feat was possible because there was a serviceable armoured personnel carrier (APC) on ground to counterattack. But the question is how many armoured personnel carriers (APC) do Nigeria Police have?

The recent bank robbery at Standard Trust Bank, Akpakpava Road, Benin City brings to the fore the need for armoured patrol vehicles for the Police. Robbers numbering about fifty had raided the bank, positioned themselves with automatic rifles and a machine gun. The security guard at the bank was shot dead while the few police guards were overwhelmed and retreated for reinforcement. Efforts made by patrol units to penetrate and reach the bank were effectively checkmated with heavy machine gun and rifle fire. Three policemen were seriously injured and their police patrol vehicles riddled with bullets. The robbers who expended over two (2) thousand rounds of ammunition were able to keep police at bay while they cut into the strong room of the bank with acetylene gas equipment. They succeeded in carting away unspecified amount of cash and other valuables from the bank. This incident contrasts with the Suluere case where the presence of an armoured vehicle assisted police foiled the robbery attack.

Admittedly, to counter the present upsurge of bank robberies, the police should be equipped with armoured cars, bulletproof vehicles and other sophisticated equipment which must be devoted to bank duties. The costs of provision of adequate security cannot be borne alone by government, rather banks and

other corporate establishments should see the new development not only as a challenge to their corporate existence but an obstacle that must be surmounted...

On our own part, I have deployed four units of Police Mobile Force (PMF) personnel to beef up bank guards in Abuja and Lagos. These two cities were chosen as a result of their metropolitan nature and strategic importance to the nation's economy. It is estimated that about 120 Hilux pick-up vehicles fitted with communication systems will be needed at each of these cities, to halt the excesses of deviants. The sum of fifty million naira will also be required for the payment of allowances, fueling, lubrication and other incidentals for a period of four months. This will be extended, to other states in due course.

Clearly, therefore, Ehindero's forceful revelations at the conference put in some perspective – the heavy financial implications of efficient law enforcement, which many citizens rarely take into consideration when they criticise the police for non-performance.

Conflict Prevention and Resolution

Inter communal and religious clashes had dropped significantly in the years after 2004. Save for the Danish cartoon riots in Maiduguri and Bauchi in 2006 and the reprisal attacks in Onitsha, the nation had cause to heave a sigh of relief from these areas of concern. Before he left office, Balogun had claimed credit for the dislodgement and incapacitation of the OPC, Yandaba, MASSOB, the Anambra Vigilante Service, Egbesu Boys ethnic militias and vigilante groups. But these groups, given the heightened political climate of the times continued to flex their muscles in regular tests of will with the established organs of state.

In Port Harcourt, a long running gang war between the rival cult groups Dey Bam and Dey Well continued to be a source of worry to business and political leaders within and outside the state. The restiveness of youth in the delta region had easily ballooned to hostage taking richly publicised in the local and international media.

In the face of all these threats to internal security, the worn

pacifist model seemed to be the only panacea. Accordingly, Ehindero contented himself with measures to:

- monitor potential conflicts and alert appropriate authority
- training in interventions in situations of violent conflicts to ensure that they do not escalate, linger or cause serious harm and damage
- maintain relations with groups and organisations to develop trust and partnership in conflict resolution.

Arguably, these actions had been of minimal effect in the delta region where ethnic militias going under a variety of names had taken advantage of the government's conciliatory approach to engage in car bombings and hostage taking. All things considered therefore, the effort towards conflict prevention and resolution appeared to hold little promise for total success.

Yet, on the political arena, the approach to another year of general elections heightened tension and misunderstanding between rival political parties and associations. Stories became rife in the media about violent clashes between rival groups and bare faced attempts to assassinate some leading politicians. When political party chieftains from Bornu State petitioned the Federal House of Representatives over the rising level of political violence in the state, the Speaker of the House elected to invite the Inspector General of Police "to come and explain to the National Assembly what is going on." (*The Punch*, July 13, 2006, p7).

In any event, the murder of two gubernatorial candidates in Lagos and Ekiti States in the months of July and August 2006 respectively, raised public fears about a brewing political crisis in the country. While investigations into these gruesome murders went on, the police held series of consultations with the political classes in all the states on the need to maintain peace and avoid all actions, statements and decisions that incite their followers to acts of violence and brigandage.

Community Policing and Police-Public Partnership

In a speech in a workshop on service delivery and corruption held

in Jos in June 2005, the Inspector General had rationalised as follows:

The perception of the public is that we are not as effective and proficient as we ought to be. We are, therefore, now working on a holistic change in the way we provide services to the people of Nigeria. In order to change these negative perceptions towards the police and to earn the justifiable confidence and trust of members of the public, we are developing community policing.

Community policing means more than responding to distress calls and solving crime. It means transforming the Nigeria Police Force to adopt a more proactive approach to our responsibilities, where crimes are prevented before they occur. It also means forging partnership with residents, business owners, community leaders, government departments and agencies to solve community problems and improve the quality of life in our communities. Community policing is the vogue in such cities as Chicago, Houston and Atlanta in the United States of America. It has also been very successful in countries like South Africa, Australia and Britain. You will agree with me that as Nigeria begins to grapple with the challenges of our elected government, the need for the police to change from its style of enforcing law to democratic policing that respects human rights, cannot be over emphasised. This will bridge the existing gap between the police and the public.

In fact community policing is founded on the principle that in our democratic society, we have been entrusted by our fellow citizens to protect and serve the public's fundamental rights to liberty, equality and justice under the law. If we are to be worthy of such public trust, we must provide a service that enriches the quality of life and earns the confidence, satisfaction and active support of the population at large. This public trust demands that in exercising our authority as police, we must:

- Respect human dignity; behave with integrity; act without prejudice to the rights of others, regardless of their race, ethnicity, gender, religion or other social circumstances.
 - Set the best example in our professional competence, in our fairness, compassion, restraint, civility and dedication.
 - Be responsive to community needs, perceptions and priorities.
- (Vision for the Nigeria Police Force Using the 10-Point Programme as a Platform by S. G. Ehindero, 27th June, 2005).*

In furtherance of these ideals, he had earlier marked out distinct programmes that should lead to the desired goal. He would create, maintain and strengthen avenues for positive interactions between the police and various groups in society, such as transport workers unions, students, religious and community leaders, private enterprises, market and trade associations, etc. Through this, the Inspector General hoped to "build trust and implement crime prevention and control measures that reflect the fears and concerns of citizens."

The campaign for a people – focused police would also be carried to the police training institutions. There, the curriculum at entry and other levels would be reviewed to include courses on human rights, Nigerian history, culture, economic and political development as well as police public relations, "so that policemen and women can better understand the context in which they work."

Machinery for public complaints against police misconduct would also be strengthened, he promised, even as he declared that prompt response to distress calls, the rule of law and respect for human rights, in relation especially to arrest, detention and interrogation would be the new order of police service delivery. The police boss promised also to assist the Legal Aid Council in ensuring access to justice for the downtrodden and disadvantaged as part of the package for enhancing the community policing ethic.

Zero Tolerance for Police Corruption and Indiscipline

It went without saying, however, that the success of these strategies would depend a great deal on the loyalty of the officers and men. Accordingly, the Inspector General was determined to enforce discipline without fear or favour.

Police training curriculum would henceforth include topics on democratic policing and international legal instruments on the conduct of law enforcement officers so that officers would be acquainted with the demands of efficient and accountable policing. Training of police officers in the proper handling of firearms, crowd and traffic control, highway patrol, etc, was emphasised.

The internal discipline mechanisms of the Force would also be

strengthened, Ehindero promised. The police hierarchy would collaborate with the Police Service Commission to enforce discipline and liaise with the National Human Rights Commission, the mass media and NGOs to promote public enlightenment on police public interaction for the greater good of society.

A 'rugby tackle of corruption on our roads' was highlighted along with the reorganisation of the highway patrol system.

Improved Career Development, Salary and Welfare Packages

This was necessary, to motivate police officers and promote better service delivery and discipline. The final authority to actualise this was beyond the Inspector General, no doubt, so Ehindero wisely opted to "seek the assistance of the federal government for adequate funding of the Nigeria Police Force." The overall objective would be to ensure that police officers and men are well remunerated, salary and allowances are paid as at when due, training programmes regularly conducted as scheduled, deserving officers promoted without delay, while adequate and appropriate communication and transportation, intelligence and investigation tools and accommodation are provided.

Given the inability of the National Assembly to expedite debate and approval of the Police Trust Fund Bill, it was not surprising that funding remained a source of worry for the Force. Not long afterward, a fresh initiative which enjoyed the support of the federal executive was floated. This was the N100 billion Police Rehabilitation Fund to be established by the private sector for the use of the Force. The relevant committee was set up by the president and soon important consultations were held with stakeholders from all parts of the country on the desirability for, and administration of the fund. Before long, fund raising functions had been organised by the committee with encouraging results for the success of the programme. It is hoped that the momentum will be sustained as the nation grapples with the challenge of a properly funded and highly motivated Police Force.

Reorganisation of the Investigation Outfit of the Force

The rationale for this, as already pointed out, was to ensure prompt and timely investigation of cases. An essential part of this programme was the transfer of policemen and women with professional skills such as lawyers, computer scientists, accountants, insurance officers, bankers, etc, to the Criminal Investigation Department (CID).

The practice was also initiated whereby all the police divisions and stations nationwide are staffed with police lawyers who act as legal officers and advisors on cases handled at the station level. They would vet complaint and case files to weed out weak cases from the system and save the Force the time and dishonour of taking such cases to court. Ehindero also placed a time limit for police investigations and installed an administrative mechanism to ensure that investigators were not routinely posted out of the CID. Henceforth, police witnesses would be subpoenaed to court by investigators so as to improve the detection and conviction rates of Africa's largest crime fighting force.

Contribute Positively to Improving the Quality of Justice Delivery

In a public statement in June 2005, Ehindero called for the harmonised prosecution of cases by disparate agencies.

At present, there are diverse laws, decrees and statutes covering the criminal justice system in Nigeria. Similarly, there are different agencies charged with the investigation and prosecution of offences under the different statutes. It is recommended that offences which cut across diverse statutes are investigated and prosecuted by a harmonised body.

The Nigeria Police Force as an institution proposed some sweeping reforms which if given the effective backing by government will translate into easier access to justice and more effective law enforcement. Top on this reform agenda is the drive of the present Force Management Team to secure leave for the police to prosecute cases through police lawyers up to the level of High Courts and the Supreme Court.

The Inspector General indicated that the over 400 police lawyers available to the Force were equal to the task of improving the access of the people to justice through efficient and qualitative prosecution of cases.

Concluding, he added,

The burden of bequeathing to our fatherland a criminal justice system where the rich and poor have greater access to fair and speedy justice is that of the three arms of government. As we pursue reforms in this vital aspect of our national life, it is clear that any desire for reform cannot be affected except there is willingness on the part of the principal officers of the executive, legislative and judicial arms of government. (*Address to the Judicial and Legal Reforms Committee of the National Political Reforms Conference*).

According to the Inspector General, the police under him would continue to uphold the banner of qualitative justice delivery by obeying lawful court orders and facilitating the conviction of the guilty and acquittal of the innocent. The Force would also give effect to the pretrial rights of accused persons, while abhorring any extrajudicial punishment of suspects by police officers.

Empower Field Officers Operationally by Devolution of Powers

This policy option sought to improve the standards, reliability, consistency and responsiveness of the Force. Through this administrative reform, Assistant Inspectors General were authorised, subject to the approval of the Inspector General to discipline, promote and take other decisions on issues relating to officers of the ranks of Inspectors and below. By the same token, Commissioners of Police at the state command levels could take decisions on similar matters relating to the rank and file in their command.

Reorientate the Force Public Relations Office

The last item on Sunday Ehindero's gift pack for the Nigeria Police Force had the prime objective of improving public perception and image of the Force. It was a most desirable task bearing in mind the circumstances in which he came into office. Credit must be

given to the Inspector General for striving as he did to prove to a very skeptical Nigerian public that "to serve and protect with integrity" was not mere public relations gimmickry, but a paradigm shift indeed for a new improved policing ethic.

His road map for this exercise involved outreach programmes in schools, colleges and tertiary institutions to educate the younger ones on the functions of the police and their civic duties as law abiding citizens. In like manner, the civil society organisations, the academia and other established organs such as the Police Community Relations Committees (PCRC) would play their part in helping the police to spruce up its image. The Inspector General further directed the FPRO to promote the programmes and policies of the Force and develop activities to foster good police community relations.

Yet, he had barely stepped into office when the Force began to face serious public relations crises that threatened to undermine the credibility of his new policing philosophy. The integrity of the entire organisation was brought into disrepute by the unfortunate death of six young citizens at a police checkpoint in Abuja. Allegations were made to suggest that they had been the victims of extrajudicial murder by policemen on duty at the checkpoint.

The Inspector General promptly set up an internal but public inquiry of the matter at which strong evidence was adduced to show that some police operatives were indeed liable for the murder of these young men and lady. A judicial commission by the government further established these conclusions and thereafter, the officers and men were indicted for culpable homicide. The revelations at the judicial inquiry were shocking to say the least, but through it all, the Inspector General earned high praise for his public spiritedness and sense of justice.

Earlier in 2005, a victim of an accidental shooting by a police officer received the apology of police authorities in the state, who also undertook to foot the medical bills of the unfortunate man. This was an unprecedented action in the history of the police. Nigerians were beginning to look forward to more examples of this humane spirit on the part of the police, when the checkpoint incident occurred.

Not long afterwards, the public relations debacle occasioned by the gory checkpoint incident was further compounded when, Human Rights Watch, a nongovernmental organisation, came out with an indicting report on the level of human rights violations by the police. The startling allegations contained in that report were most damning. According to the authors, the police routinely used torture and other cruel, inhuman and degrading treatment to extract confessions from suspects. Government officials strenuously repudiated the findings of the report. The police and other federal agencies denied the allegations.

However, the consensus among stakeholders was that while gross violations of human rights did occur, the authorities were doing their best to minimise these incidents and would need the cooperation of all, human rights organisations included, to stem the ugly trend. Against this background therefore, Ehindero's invitation to representatives of nongovernmental organisations for a meeting of minds on this problem, was applauded by all observers.

The two-day interactive session with nongovernmental, especially human rights organisations, was very well attended; at the end of which, a communiqué approving the initiatives of the IGP to improve the human rights record of the Nigeria Police was endorsed by all the participants. The interaction with civil society organisations was duplicated at the zonal and state command levels as a deliberate means of sensitising the officers and men of the police to the urgent realities of the new democratic ethos. These countrywide seminars and workshops also helped to shore up public confidence in the stated desire of the IGP to effect a 'paradigm shift' in the Force.

That singular drive, to initiate a comprehensive reform agenda for the Nigeria Police Force and bring it at par with modern trends and practices in policing, marked the tenure of Mr. Sunday Gabriel Ehindero. The results of this may long be felt in the unfolding reorganisation of the command structure, the whittling of police ranks from twenty two to twelve, the increased professionalism of police officers and other such innovations as the Police Equipment Fund, etc.

Regrettably, at some point during the Ehindero era, the spectre

of violent crimes reared its ugly, frightful head with much intensity. The shocking assassinations of two gubernatorial aspirants in Lagos and Ekiti States and the daring escapades of bank robbers in several cities around the country, led the Senate to summon him to a meeting on 24th August, 2006, to brief the members of the Committee on Police Affairs on the security situation in the country.

"There is a real threat of proliferation of arms in this country", the Inspector General of Police informed the distinguished senators. "From 1st May, 2005 to 22nd August 2006", he revealed, "over 1,265 armed robbery suspects were arrested, and 734 firearms and 27,835 ammunitions recovered". The emergence of illegal security outfits, many of which had grown out of ethnic affiliations, was also a source of great worry for the police. "They were used by some members of the political class both as shields and as swords. While they performed the role of bodyguards, they simultaneously acted as agents of vendetta to sometimes make life unbearable for hapless opponents", Mr. Ehindero charged.

In a detailed presentation to the Senate, Mr. Ehindero debunked the "erroneous impression" that crime was on the increase in the country. "Crime is on the decrease, the intensity of crime, especially when it affects the known in the society appears to indicate that crime is on the increase". Nonetheless, he outlined the valiant efforts of the police to contain the crime situation, but decried the impatience of Nigerians to get cases investigated and achieve results. In this regard, Ehindero gave examples of landmark cases in England and the United States that had taken the police in those countries several years to conclude successfully. One of these, of course, was Damilola Taylor, the unfortunate Nigerian boy who was stabbed to death with a broken bottle in London. It took six years for Damilola's killers to be found and brought to justice. The successful resolution of that murder by the Metropolitan Police was made possible by forensic investigation.

This may also be one of Ehindero's lasting achievements for the Nigeria Police: A state of the art National Forensic Laboratory soon to be established in Abuja is one of the fallouts of the retooling programme which he oversaw as Inspector General of Police from 17th January, 2004 to May 29, 2007. The Nigeria Police Force can only be the better for this.



Part 2

Organisation and Reorganisation

2

TOWARDS A NEW NIGERIA POLICE FORCE

Solomon Arase, CP

The origin of the Nigeria Police is firmly rooted in the country's colonial history. It began with the formation in 1861, of a 30-man strong Consular Guard in Lagos Colony primarily to protect British colonial interests. In 1879, a 1,200 member armed constabulary believed to be the nucleus of what later became the Nigeria Police Force was formed while in 1888, the Royal Niger Company Constabulary was formed in Lokoja (in present Kogi State). In 1894, the Niger Coast Constabulary was formed in Calabar (now in Cross Rivers State) and in 1896, the Lagos Police was formed.

Following the 1914 amalgamation of the southern and northern protectorates of Nigeria by Lord Lugard, the several Police Forces formed across the country and which were hitherto operating separately and independently of each other, were merged to usher in what is today known as the 'Nigeria Police Force'.

CURRENT DEVELOPMENTS IN THE NIGERIA POLICE

Since the 1930 amalgamation of the country, the Nigeria Police has undergone series of constitutional, structural, command and control reforms such that today, with a manpower profile of over 320,000 officers and men, the Force is rated as the largest law enforcement institution in Africa. The Area of Responsibility (AOR) of the Nigeria Police in the country covers 5,000 village posts; 5,515 Police Stations; 1,115 Police Divisions; 123 Area Commands; 37 State Commands (including the FCT); 12 Zonal Commands and a Force Headquarters, which is the overall administrative and operational head of the Force.

Sec. 214 of the Nigerian Constitution (1999) provides that:

There shall be a Police Force for Nigeria, which shall be known as the Nigeria Police Force, and subject to the provisions of this section no other police force shall be established for the federation or any part thereof.

The import of this provision is that the country shall, constitutionally speaking, have only one police force under a centralised command of the Inspector General of Police.

Following the various phases of restructuring that have taken place in the Nigeria Police, current organisational structure of the Force is as follows:

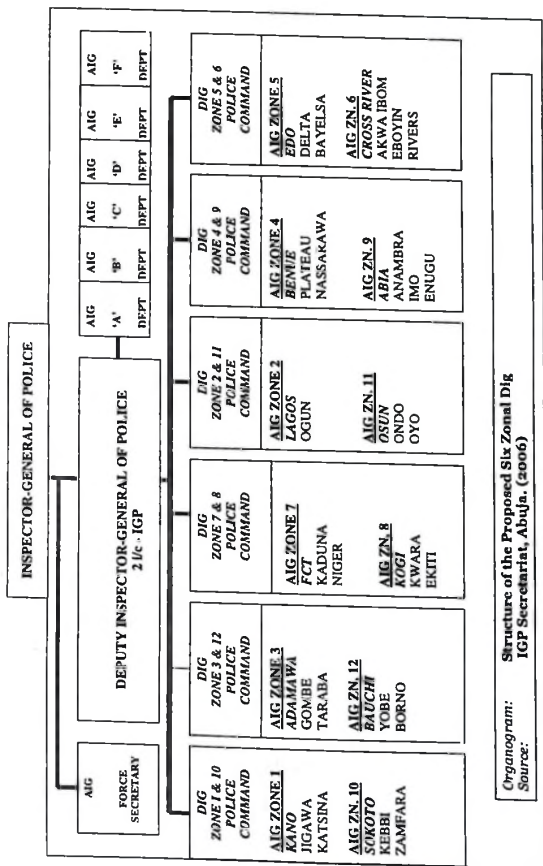


Fig. 2.1: Organisational Structure of the Nigeria Police.

Over the years, however, the Nigeria Police had earned the reputation of a poorly equipped Police Force, decimated in numerical strength, deprived of necessary logistics and consequently lacking moral and public support for performance and enhancement of the security of the nation. By 2005, the poor image of the Force had become a matter of serious concern to the government and people of Nigeria.

Determined to bequeath to Nigerians a legacy of a modern, efficient, people-oriented, well motivated and highly professional Force, President Olusegun Obasanjo inaugurated a Presidential Committee on Police Reform on 17th January, 2006, whose terms of reference were as follows:

- (i) Review and recommend measures on the reorganisation, administration, operation and control of the Nigeria Police Force, with a view to enhancing effectiveness and efficiency in its operations and service delivery;
- (ii) Reappraise existing strategies and measures of crime prevention and control, including the intelligence and investigative capabilities of the Force and make recommendations towards improvement;
- (iii) Examine Force recruitment policy, equipment, scope and standard of training and other personnel development activities and make recommendations for the modern Nigeria Police;
- (iv) Examine ways for enhancing remuneration and welfare package of the police including provision of adequate office and housing accommodation with a view to boosting the morale of officers and men;
- (v) Ascertain the general and specific causes of the low public opinion and confidence in the police, particularly on corruption issues and proffer ways of restoring public trust in the institution;
- (vi) Examine the provision of adequate logistic support for the Force, including transportation, communication

equipment, and ICT (information communication and technology gadgets).

- (vii) Examine the issue of community policing and recommend how best it can be adapted and adopted in Nigeria; and
- (viii) Make any other recommendation for the improvement of the services of the Nigeria Police Force.

The committee met between January and May 2006; held public hearings in the six geopolitical zones of the country and received a total of 132 written memoranda and 111 oral presentations from serving police officers, civil society groups and other members of the public. The committee also undertook a visit to the United Kingdom to understudy the operations of the London Metropolitan Police.

• "We were overwhelmed and encouraged", the committee reported, "by the high degree of sympathy expressed by members of the public on the poor conditions of service of the police and the near absence of operational equipment, relevant training and welfare as summarised here under:

- Inadequate and non-regular payment of salaries and allowances;
- Inadequate and dilapidated housing and office accommodation for officers and men;
- Inadequate and outdated communications equipment;
- Inadequate and obsolete training facilities and demoralisation of teaching staff;
- Inadequate funding for the day-to-day running of formations such as fuelling of vehicles, purchase of stationery, various police books and forms and transport allowances.

The report further indicated that the committee was inundated with suggestions on how to improve the battered image of the

police resulting from the effects of cumulative neglect exacerbated by these inadequacies.

Following the presentation of the committee's report to the president on Friday, 20th May, 2006, the president constituted a Draft White Paper Committee, whose report was accepted by the Federal Executive Council in August, 2006, and is currently being implemented by an Implementation Committee constituted by the Ministry of Police Affairs and the Inspector General of Police.

HIGHLIGHTS OF THE APPROVED REFORM AGENDA

There were over thirty approved recommendations in the Reform Committee's report as contained in the white paper. Most significant of these were the following:

(i) **Re-invigoration, equipment and funding of the Criminal Investigation Bureau**

An effective, highly equipped and adequately trained and motivated intelligence unit is recognised as vital to the efficiency of the police, especially in the vital areas of crime detection and prevention. Hence, the federal government has approved the reorganisation, equipment and adequate training of CIB operatives, with a view to refocusing, reinvigorating and standardising its operations.

(ii) **Restructuring of Police Ranks**

Currently, the police rank structure is made up of twenty two ranks. This frustratingly lengthy and colonially modeled rank structure was identified as one of the major factors that negatively affect police motivation, effective command and overall efficiency. Most modern police services across Africa, America and Europe have jettisoned the current rank structure in the NPF. With the experience garnered by the Reform Committee members during their study visit to the London Metropolitan Police, after which the Nigeria Police structure, operations, ranks and ethics were modeled, coupled with comparative studies of the rank structures of other police forces, the federal government, on the recommendation of the committee approved a new rank structure of twelve ranks as follows:

Table 2.1: Existing Nigeria Police Rank Structure

S/NO.	RANK	BADGES OF RANK	DESCRIPTION OF BADGES OF RANK
1.	CONSTABLE	-	NIL
2.	CORPORAL		Two chevrons, worn points down
3.	SERGEANT		Three chevrons, worn points down
4.	SERGEANT-MAJOR		Woven device of the federation worn on the shoulder sleeve
5.	INSPECTOR (UNCONFIRMED)		One horizontal bar worn on the shoulder flap
6.	INSPECTOR (CONFIRMED)		One horizontal bar and a miniature bar worn on the shoulder flap
7.	SENIOR INSPECTOR		Two horizontal bars worn on the shoulder flap

S/NO.	RANK	BADGES OF RANK	DESCRIPTION OF BADGES OF RANK
8.	PRINCIPAL INSPECTOR		Two horizontal bars and a miniature bar worn on the shoulder flap
9.	ASSISTANT CHIEF INSPECTOR		Three horizontal bars worn on the shoulder flap
10.	DEPUTY CHIEF INSPECTOR		Three horizontal bars and a miniature bar worn on the shoulder flap
11.	CHIEF INSPECTOR		Four horizontal bars worn on the shoulder flap
12.	ASSISTANT SUPT. OF POLICE (UNCONFIRMED)		One Star
13.	ASSISTANT SUPT. OF POLICE (CONFIRMED)		Two Stars

S/NO.	RANK	BADGES OF RANK	DESCRIPTION OF BADGES OF RANK
14.	DEPUTY SUPT. OF POLICE		Three Stars
15.	SUPERINTENDENT		The device of the federation
16.	CHIEF SUPERINTENDENT		The device of the federation and one star
17.	ASSISTANT COMMISSIONER OF POLICE		Crossed tip stave surrounded by laurel wreath
18.	DEPUTY COMMISSIONER OF POLICE		Crossed tip staves surrounded by laurel wreath and one star
19.	COMMISSIONER OF POLICE		Crossed tip staves surrounded by laurel wreath and two stars
20.	ASSISTANT INSPECTOR GENERAL OF POLICE		The device of the federation; crossed tip staves surrounded by laurel wreath

S/NO.	RANK	BADGES OF RANK	DESCRIPTION OF BADGES OF RANK
21.	DEPUTY INSPECTOR GENERAL OF POLICE		The device of the federation; one star, crossed tip staves surrounded by laurel wreath
22.	INSPECTOR GENERAL OF POLICE		The device of the federation; two stars; crossed tip staves surrounded by laurel wreath

Table 2.2: Proposed Nigeria Police Rank Structure

S/NO.	PROPOSED RANK	PROPOSED BADGES OF RANK	DESCRIPTION OF BADGES OF RANK
1.	CONSTABLE		NIL
2.	SERGEANT		Three chevrons, worn points down
3.	SUB-INSPECTOR		One horizontal bar worn on the shoulder flap
4.	INSPECTOR		Two horizontal bars worn on the shoulder flap

S/NO.	PROPOSED RANK	PROPOSED BADGES OF RANK	DESCRIPTION OF BADGES OF RANK
5.	CHIEF INSPECTOR		Three horizontal bars worn on the shoulder flap
6.	SUPERINTENDENT		The device of the federation
7.	CHIEF SUPERINTENDENT		The device of the federation and one star
8.	DEPUTY COMMISSIONER OF POLICE		The device of the federation and two stars
9.	COMMISSIONER OF POLICE		Crossed tip staves surrounded by laurel wreath and two 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

It is believed that this restructuring will enhance decision making process in the NPF and bring it in line with modern trends in policing.

(iii) Organisational Restructuring of the Force

The Federal Government approved a new administrative arrangement for the Force to consist of the following:

- Appointment of one Deputy Inspector General of Police to be known and deployed as the second in command to the Inspector General of Police at Force Headquarters;
- Appointment of six Assistant Inspector General of Police to be deployed as head of each of the six departments ('A' - 'F') at the Force Headquarters;
- The current arrangement whereby each Police zone in the federation is headed by an AIG will be retained. However, for purposes of command and effective coordination, the twelve Police zones will be grouped into six Force Headquarters Zones. Each headquarter zone will be headed by a Deputy Inspector General of Police, to be known as DIG, Headquarter Zone 'A' - 'F' (as the case may be).
- It is being proposed that the seat of the Zonal DIGs would be located at state capitals not coinciding with the current state of the zonal AIGs.

The layout of the proposed organisational structure of the Force will be as follows:

(iv) Field Command

Following the new rank structure as approved for the police by the federal government, the following ranks were also proposed to head the field offices:

- (a) Area Commands – CSPs
- (b) Divisional Commands – SPs
- (c) Stations – Chief Inspectors
- (d) Posts – Inspectors

(v) Allocation of Funds

The government observed that allocation of funds is lopsided to the detriment of the commands and formations, hence it accepted the recommendation that the commands and formations should prepare their own separate budget proposals and forward to headquarters for collation. Release for funds based on budgetary approvals will follow the same pattern as the proposals submitted by each command or formation.

(vi) Roadblocks

The government accepted the recommendation for the immediate dismantling of all roadblocks across the country. They are to be replaced by observation posts. Pursuant to this proposal, the country has been mapped out and the construction of observation posts in strategic locations along the nation's highways has commenced.

(vii) Resuscitation of the Anti-Vice Squads

The government accepted to resuscitate the Anti-Vice Squads in all Police Commands in the country. Officers to be deployed to this section will be thoroughly screened, trained and equipped for their duties. They are however expected to cooperate with other security agencies in their operations.

(viii) Reactivation of the Police Printing Press

Approval has been given for the reactivation of the Police Printing Press. This is with a view to repositioning the department to undertake the printing of police stationery and relevant police publications for distribution to serving personnel, formations and commands as was the case in the past.

(ix) Display of Suspects on Television

The recommendation by the committee that suspects should no longer be shown on television was rejected by the federal government. However, the government has directed that suspects may be paraded on television without showing their identities. DPOs, ACPOLs and CPs were advised to heed this directive.

(x) Establishment of a National Forensic Laboratory

Conscious of the need to remain in tune with modern police practices and the central role of forensic analysis in successful police investigations, the federal government approved the recommendation of the Reform Committee for a national, modern Forensic Science Laboratory for the Force. The laboratory to be located in Abuja will have the following units:

- (a) Mobile (made up of scene of crime officers)
- (b) Photographic
- (c) Ballistic / Tool Marks
- (d) Document Examination
- (e) Chemistry
- (f) Biology
- (g) Fingerprints
- (h) Voice Identification
- (i) DNA

In future, zonal laboratories will be established in specific states across the country.

(ix) Training

The government also accepted the recommendations for the upgrading of the Police Academy to a degree awarding institution. A Governing Council is to be constituted by the Inspector General of Police to regulate all Police Training Institutions.

(xii) Repositioning of the Police Cooperative

The Police Cooperative is to be strengthened and modernised in its operations to enable it achieve its objectives and empower the officers and men for whom it was established.

(xiv) Scholarship

Government accepted that, in addition to other existing benefits, at least four children of policemen who die on duty or active service are to enjoy scholarship to the secondary school level.

(xv) Private Guards

It was recommended and accepted that the registration, supervision and monitoring of private guards should be vested in the office of the IGP.

(xvi) Promotion Based on Educational Qualification

Government also accepted the recommendation that Junior Officer with university degrees and higher national diplomas should be considered for promotion based on the following criteria:

- (a) Those who obtained permission before undertaking their studies should be considered for ASP promotion course;
- (b) Those who are in service but did not obtain permission before undertaking further studies should be considered next depending on availability of vacancies in the ASP rank;
- (c) Those who hid their degree qualifications and enlisted as Constables with their school certificates should run only normal promotions;
- (d) Seniority should be a requirement of the selection process.

(xvii) Police Day Celebration

The government also approved the recommendation for the resuscitation of the Police Day celebrations. An appropriate day for the celebration will soon be announced.

In conclusion, it should be pointed out that the above recommendations represent the highlights of the Federal Government White Paper on the recommendations of the Police Reform Committee. The implementation programme is currently being executed by the Minister of Police Affairs. It is expected that when fully implemented, these reform initiatives will enhance the operational efficiency of the police, strengthen the organisation and above all motivate the officers and men of the NPF to excel in their noble profession.

3

TRAINING AND RETRAINING IN THE NIGERIA POLICE FORCE

Stephen Otitoju, ACP

INTRODUCTION

The arduous responsibility of maintaining the rule of law in society is of such social, economic and political significance, that it can not be relegated to the background. In Nigeria, the Nigeria Police Force (NPF) has the sole responsibility for this national assignment, which is so paramount in national security considerations. Since there is a minimum standard of performance below which the police must not fall, the required nourishment for maintaining standards and keeping up with the latest trends in policing is training and retraining. The Nigeria Police Force cannot afford to fail in its statutory duties; thus, it strives at all times to make training one of its foremost priorities. This writeup, therefore, is an insight into the training activities of the Nigeria Police to help the reader understand the existing arrangements for improving the skills of its personnel as well as the obstacles that impede such efforts.

Historical Perspective

Training in the Nigeria Police is as old as the Force itself. Records abound on this. Suffice to state here that the first police training institution in Nigeria was opened in 1921 at Obalende in Lagos, for the training of recruits and Native Authority policemen from that part of the country. The Southern Police College was founded in 1949 at its present site in Ikeja and the change of its maiden

name was effected in 1966 to remove the dichotomy between the North and South of Nigeria in order to forge national unity.

A similar training school was established in 1922 in Kaduna to train officers from the northern part of the country. In 1932, a Police Reserve Training Depot was established in Enugu to train recruits. In 1972, the school, which had acquired the status of a Refresher Course School, was upgraded to a Police College and its first batch of 60 recruits drawn from all over the federation were admitted for training. The recruitment and training function of this institution was transferred to the Police College, Oji-River when the latter was established, while the former was renamed Police Detective College. On 1st April, 1976, the Police College Maiduguri was also established to serve the training needs of the police in the north eastern part of the country.

Department of Training at the FHQ

A Training Department exists in the Nigeria Police Force and it is known as 'E' Department. One of the six departments of the Force, it is solely responsible for all its training needs. It is specifically saddled with the task of formulating and implementing policies on training and manpower development to keep the Force in alignment with the dynamic nature of the society. Through its programmes, the department works assiduously to ensure that the Force executes her cardinal objectives: protection of life and property and the preservation of peace and order.

In view of the importance attached to training in the Force, especially on standard and uniformity, the functions of 'E' Department are not replicated at the zone and state levels. Therefore, the department coordinates all training and manpower development programmes of the Force from the Headquarters at Abuja. At this level, it operates two sections; one purely for administrative purposes and the other for all training activities. With this arrangement, it controls and coordinates the programmes and activities of all training institutions in the Force. Furthermore, all training proposals for the Force and advanced proposals on training as they relate to budgeting originate from 'E' Department.

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- (e) Police College Maiduguri
- (f) Police College Oji-River
- (g) Police Detective College Enugu
- (h) Police Mobile Force Training School Maiduguri
- (i) Force Communication Training School Ikeja and Kaduna
- (j) Mounted Training School Jos
- (k) Dog Training School Jos
- (l) Police Training School Bauchi, Benin, Ibadan, Iperu, Nonwa and Sokoto.

Each of the institutions mentioned above has specific responsibilities and the establishment of each of them was informed by specific training needs of the Nigeria Police Force. For a fair insight of the importance and the need for each of the institutions, the responsibilities of each training institution are briefly described below.

Police Staff College, Jos

The Police Staff College was established in 1973 but actually took off in 1976. It is headed by an Assistant Inspector General of Police, who is answerable to the Deputy Inspector General of Police 'E' Department. The college runs courses aimed at expanding the professional knowledge of officers and prepare them for command appointments while making them adaptable to management functions. The college also prepares officers for high-level manpower requirements and exposes them to a variety of non-police studies with a view to widening their horizon. Less than 1,000 officers attend manpower development programmes in this institution annually. This number is considered rather too small when compared to the total of 19,376 officers of the Force who are expected to attend courses regularly. The inability of the department to train more officers is due to lack of facilities in the institution. Since the inception of the institution, only the first phase has been completed. For this reason, the Police Staff College

can not admit more course participants than it presently can accommodate.

This institution carries out manpower development training programmes for the officer cadre of the Force under scheduled programmes. These programmes are scheduled because they run throughout the year and none can be skipped unless via a major policy review. Thus, the various courses in the institutions are synchronised and run the year round. The following scheduled training programmes are undertaken at the College.

Senior Command Course (SCC)

This is a training programme for Assistant and Deputy Commissioners of Police. It is designed to awaken the sense of responsibility in policy and decision-making as well as human resource management of participants. The programme keeps participants abreast of strategies for the prudent management of the lean resources available to the Force for the attainment of its goals and objectives. Built into the programme is a two-week management training for participants which leads to the award of the Higher Certificate in Management. The management training schedule is strictly a programme of the Administrative Staff College of Nigeria (ASCON) over which, apart from administrative convenience, the police authorities have no control. A total of 50 officers attend this course at any given time.

Intermediate Command Course (ICC)

This is a management related programme. It is designed for Superintendents and Chief Superintendents of Police who are mainly divisional police officers and staff officers in the offices. The programme is made to improve the managerial ability of the participants for effective running of the police divisions under them. This is organised twice yearly with each course having fifty participants. Just like the case of the senior command course, the Industrial Training Fund (ITF) is in partnership with the Force to ensure that management skill is imbued into the psyche of participants. The gradual inculcation of such principles provides

the foundation for future responsibilities to be undertaken by these officers when they rise into the Commissioner cadre. Also, officers on this course are exposed to interactive lectures with their counterparts in the Armed Forces at the Armed Forces Command and Staff College, Jaji. This programme prepares the officers for the nature of activities during internal security operations where the military is invited in aid of civil authorities.

Junior Command Course (JCC)

This training programme is designed for officers of the ranks of Assistant and Deputy Superintendents of Police. In view of their supervisory role over the Inspectorate and Rank & File cadres, which incidentally forms the largest workforce of the police, the course introduces them to management principles. The six-month programme covers virtually all aspects of policing for comprehension of the entire working principles and also to enable participants exercise effective control of their subordinates. Two courses are run in a year from January to June and July to December. Each course accommodates eighty (80) officers and this brings to one hundred and sixty (160) the total number of officers that are trained in a year.

Advanced Detective Course (ADC)

This course is designed to improve the skill of officers in criminal investigation and prosecution as well as elements of management of human and material resources in the investigative outfits of the Force. To qualify for this training, an officer must be of the rank of Assistant or Deputy Superintendent of Police who must be deployed or is likely to be deployed to investigative outfits in any command or formation of the Force. Currently, only about sixty-five (65) can be accommodated on this programme. It is a six-week course and is conducted twice a year. The course contents are principally on investigative principles, which include practical mock trials, scene of crime preservation and methodologies in the investigation of some specific crimes.

Assistant Superintendents of Police (ASP) Promotion Course

This is a promotion course designed to train policemen in the Inspectorate and Rank and File cadres who possess a university degree or its equivalent. Such candidates must have been considered fit for the office of Assistant Superintendent of Police by the Inspector General of Police in consultation with the Police Service Commission. The duration of this course is twelve months but may be varied at any time at the discretion of the Inspector General of Police. It is pertinent to note that this course is an exception to the basic rule that persons of the same ranks are trained together in the Nigeria Police. On this programme however, the university degree or its equivalent, as well as good service record, can qualify constables, sergeants and inspectors alike for the course. It is also important to note that this is not a regular programme of the Police Staff College. This is because the Nigeria Police Force in consultation with the Police Service Commission must agree on vacancies in the ASP cadre before personnel are interviewed to fill such vacant posts. The number trained on this programme is also not fixed but tied to the existing vacancies.

Police Academy, Kano

The Nigeria Police Academy was established in 1988 with the sole aim of producing officers with educational, professional and moral standards who in turn, should direct other ranks to achieve the objectives of the police as contained in Section 4 of the Police Act.

The main objectives of the institution include:

- (a) The training of young university graduates who possess not less than bachelor's degree (honours) in disciplines relevant to the responsibilities of the police to become Assistant Superintendents of Police.
- (b) The training of young senior secondary school leavers who possess WASC/GCE/SSC with credits in not less than five subjects including English Language and Mathematics to become Inspectors of Police.

- (c) The provision of appropriate orientation to such graduates and school certificate holders in order to imbue them with moral rectitude and sense of honour and duty.
- (d) Producing through these schemes, a systematic chain of an incorruptible and virile police leadership with a bias for good public relationship.

To give effect to the above, the institution started its programmes in 1988 with the training of officers and inspectors under the two schemes at Challawa Campus in Kano (cadet inspectors) and Police Academy, Kaduna Campus (cadet ASPs). The College now occupies its permanent site at Wudil-Kano; about 45 kilometres along Kano/Maiduguri road. In each case, a programme of activities covering eighteen (18) months of intensive training in law, police duties and other educational topics have been included with a view to turning out officers and inspectors that can rise up to the challenges of the current sociopolitical pulse of the nation. Furthermore, cadets are exposed to citizenship and leadership training usually organised by the Citizenship and Leadership Training Centre of the Federal Ministry of Intergovernmental Affairs, Youth Development and Special Duties (Presidency) at Shere Hills, Jos. Also as part of the program is the endurance and anti-riot training carried out by the Police Mobile Training School (Bush Camp) Gwoza.

Police Colleges

There are four Police Colleges located at Ikeja, Kaduna, Maiduguri and Oji-River and their historical evolution has been briefly discussed above. Each of the colleges is strategically located to cater for training needs of the geographical location where it is located. The colleges run the following courses:

- (i) Basic Recruit Training
- (ii) Inspectors Promotion Course
- (iii) Rank and File Promotion Course
- (iv) PC Promotion Course

- (v) Inspectors Development Course
- (vi) NCO Development Course
- (vii) PC Development Course
- (viii) Officers Traffic Course
- (ix) Inspector Traffic Course
- (x) Rank and File Traffic Course
- (xi) First Aid Course
- (xii) Rank and File Drill Course
- (xiii) Rank and File Guards Course
- (xiv) Drivers Refresher Course
- (xv) Motor Maintenance Course
- (xvi) Doron Simulator Course

Some of these courses and their broad objectives are described below.

Organise Basic Recruit Training

The major preoccupation of the premier Police Colleges is to train recruit constables. To ensure uniformity and standards, the training curricula have been reviewed and upgraded to meet with the current democratic culture in the country. Accordingly, new courses in humanities e.g. sociology, psychology, public relations and image making, French language, human rights, etc have been introduced. At this level, recruit constables are given basic police training for six months in the Police Colleges.

In 2000 when the government directed the enlargement of the police workforce by 40,000 every year up to 2003, activities in the colleges were reawakened after the temporary halt in recruitments between 1991 and 1999. During this time, recruit training programmes in the colleges had become moribund. It should be noted that basic training is the traditional responsibility of the premier police colleges aimed at ensuring continuity in the Force

with new intakes filling the gaps created by retirements, dismissals, deaths, desertions and other manpower wastages in the Force.

Apart from the recruits trained under the mass recruitment programme between 2000 and 2004, the government directed yet another bulk recruitment of 50,000 constables to be trained between June 2006 and December 2008. With this gesture, there is no doubt of the fact that the government must be desirous of meeting the United Nations' recommended ratio 1:400 in policing. The increase in manpower has obviously improved the strength of the Force and by extension, its capacity as the situation hitherto did not allow for adequate manpower to police the entire country. However, aside from the recruitment exercise currently being embarked upon, there must be a continuous and steady recruitment and training process to cater for the wastages mentioned above as well as the injection of new blood into the system. The Force cannot therefore, run away from the need to improve on the present style of training of new recruits through the expansion of the existing police training institutions and methodology adapted for their training.

Promotion Courses for Inspectors and Members of the Rank and File

It is a tradition of the Force that before members of the rank and file are promoted, they must attend promotion courses as appropriate. Such courses are designed to refresh the knowledge of participants and further develop their aptitude and suitability for the new rank. In the case of constable and corporals, it is designed principally to prepare them for the practical aspect of policing on the field while sergeants are brushed up for leadership to enable them supervise and effectively control the constables and junior noncommissioned officers (NCOs).

Refresher (Development) Courses

These are development courses organised in the colleges with the sole objective of retraining personnel within the junior cadre of the Force. From constable to the inspectorate ranks, personnel are scheduled on retraining programmes. The courses include:

- (i) PC Development Course
- (ii) NCO Development Course
- (iii) Inspectors Development Course

Refresher courses are in-house training programmes that are programmed to enhance the output of work of personnel. Considering this, it becomes extremely necessary that all serving junior members of the Force should be scheduled for development courses at least once in every two years. This keeps them abreast of current trends and developments both in their career and in the society. The need for this was aptly demonstrated by the result of a survey conducted by the International Association of Chiefs of Police (IACP) about a decade ago in the United States of America. The survey shows the percentage of declining retention of facts by policemen as:

In ½ a week	- 80%
In 1 week	- 58%
In 2 weeks	- 48%
In 8 weeks	- 36%

The result of this survey prompted the Association to recommend a minimum of 80 hours or 3 1/3 days formal in-service training for every police officer in every year, since it is a known fact that the knowledge gained during basic training cannot last any police officer for the duration of his career. In addition, it is clear that as a society develops, so also its laws develop to accommodate new changes. Changes in the laws equally pose new challenges to the police. In view of this, in order for them to be effective and efficient, it is mandatory to train and retrain police personnel even more than those of other organisations.

Central Planning and Training Unit (CPTU)

The Central Planning and Training Unit (CPTU) of the Nigeria Police Force was established in 1991. It is fashioned after the British Police Planning and Instructor Training Unit established in

England in 1965. It is currently located in the premises of the Police Staff College, Jos. The outfit conducts "Train-the-Trainers" courses with the aim of:

- (a) Preparing participants for modern day teaching techniques as appropriate within the Nigeria Police Force.
- (b) Encouraging innovation and creativity in the design of training courses and lessons.
- (c) Assessing the student ability in relation to achieving the trainer's course objectives using the process of continuous assessment.
- (d) Developing trainer's level of professionalism towards training and police duties.
- (e) Training participants to become effective communicators.

The unit has the responsibility of training teachers for deployment to all police training institutions across the country. During such training, teaching techniques as well as ability to use modern audio visual and teaching aids are inculcated into the students. The overall objective of this programme is to enhance the quality of police training through enhanced audio visual aids, standardised training manuals and the turning out of well-equipped trainers. The courses offered enable participants to practice and develop skills on their own while in training. Thus, the course is developmental since it is recognised that genuine change cannot be imposed but comes from within the individual.

The Police Detective College, Enugu

The Force runs a Detective College that is situated at Enugu where the bulk of inspectors and rank and file deployed in the investigative and intelligence outfits are trained and retrained. The programmes of the college include:

- (i) Detective Course
- (ii) Anti-Fraud Course

- (iii) Fingerprint Course
- (iv) Modus Operandi Course
- (v) Prosecution Course
- (vi) Photographic Course
- (vii) Criminal Intelligence Course
- (viii) Scene of Crime Course
- (ix) Criminal Records and Statistics Course

Each of the courses offered is specially designed to enhance the professional knowledge and proficiency of participants who are already, or will thereafter, be deployed for investigative duties. More specifically, the detective course will give a general overview of the ability to investigate all criminal cases and present criminal evidence before any court of law in a logical and professional manner. Other courses are specialised and adapted to the specific needs as applicable. Thus, after a successful training, detectives are posted to their areas of specialisation for efficiency. For example, after attending the Prosecution Course, a police officer would have acquired the basic skill required in the prosecution of criminal cases in magistrate courts while a fingerprint expert will be apt for assignments at the Central Criminal Registry as well as scene of crime investigation.

Police Training Schools

By the training policy of the Force, each command is expected to run a training school to serve as manpower development facility for its own use and needs. They are used at the discretion of the Command CPs to organise retraining programmes for their personnel, albeit in line with the training policies, standards and existing curricula of the Force. It should be noted that the Force, at the Headquarters level may, at any time, decide to involve these training schools in the training of personnel other than the local training programmes of the Command CPs.

This type of arrangement was clearly demonstrated at the

commencement of the mass recruitment programme in 2000, when the Police Training Schools in Bauchi, Ibadan, Iperu, Nonwa-Tai and Sokoto were co-opted for the training of recruit constables as available space in the colleges could not cope with the increased number of recruits to be trained. For the purpose of this exercise, all training curricula in these schools as well as the financing of the training programmes came under the Training Department at the Headquarters. Although staffing and administration of the training schools remained the responsibility of the respective state commands, the Force Headquarters ensured that they met up with acceptable standards.

The Police Training School, Ogida, in Benin City has been specifically established for the training of supernumerary police (SPY). The need arose from requests by various organisations including government establishments and multinational companies in need of such services. The centralisation of this training facility became necessary in order to harmonise standards and ensure, not only that SPYs have the same orientation, but also that account can be made of those trained by the Force for services in those organisations. All police training schools are headed by police officers of the ranks not below Chief Superintendents of Police.

Police Mobile Force Training School, Gwoza

The Police Mobile Force Training School was established in 1983. The main purpose of the school is to train and retrain serving senior police officers and other ranks that are mobilised from the general duty or conventional police units to the Police Mobile Force Unit. It may be of interest to note that the Police Mobile Force (PMF) was first introduced as the specialised Anti-Riot Squad of the Nigeria Police Force in 1962. The PMF Unit which specialises in anti-riot duties was created to specially deal with any violent outbreak of riots or situations which conventional policemen are unable to deal expeditiously with. Also, they are sometimes called up for special patrol duties when violent crimes are in the upsurge in particular areas of the country as well as guard duties in special cases such as provision of guards for foreign diplomatic missions in Nigeria.

The school specialises in anti-riot training. It prepares officers and men for serious emergency duties, especially those brought about by insurgency and other violent demonstrations that cannot be handled by conventional police operations. With its location and very harsh weather conditions, adaptability for effective training in endurance and alertness for combat operations like rescues as well as guard/defence of VIPs are attainable. Apart from the initial training of mobilised personnel into the PMF, all personnel of the PMF are kept at alert by the regular and scheduled refresher courses in the school throughout the year. Such courses include:

- (a) Eight weeks PMF Unit combat operation course for newly formed PMF units;
- (b) Four weeks Armoured Personnel Carrier (APC) course;
- (c) Two weeks officers induction course for newly mobilised officers;
- (d) Two weeks squadron commander's seminars;
- (e) Two weeks squadron's 2 i/c seminar;
- (f) Eight weeks "train the trainer's" course; and
- (g) Eight weeks cadet officers/inspectors PMF training course.

Other Specialised Schools

Force School of Communication Ikeja & Kaduna: This school runs courses in Wireless Telegraphy and Radio/Telephone Operations. These courses are designed to enhance the capability of participants to be able to handle all wireless communication of the Force. The training acquired promotes utmost confidentiality as may be required in both open and covert operations and intelligence gathering during very serious emergencies and crime prevention/control operations. Course participants include fresh intakes into the Force and members of the Force who may require induction/refresher courses. The duration spans a period of three to six months as applicable.

Mounted Training School (MTS) Jos offers mounted basic training for men on horses and camels who are often needed for different situations. It is a six month training programme for fresh intakes into the Force. These animals can be most valuable aids to policing depending on the geographical location and terrain in which they are deployed. In the desert, camels are used for border patrols where men in motor vehicles cannot be deployed. Horses can be used in areas where there are no access roads as well as crowd control during big events. The Force Mounted Training School offers courses to cover all requirements of police officers on Force animals.



Fig. 3.1: Policemen on horses.

Dog Handler's Training School, Jos: This school offers basic dog handling, narcotics and crowd control courses. Dogs are essential to police activities as they contribute in no small way to crime prevention and detection as well as crowd control efforts of the Force. Dog handler's training is therefore a very important part of police training. Handlers are trained to detect crime, hard/dangerous drugs and explosive. Dogs can be used to control large crowds during big events. The available courses are meant for fresh recruits as well as serving members of the Force. The duration of this course is six months.

School of Music Ikeja: The School of Music of the Nigeria Police Force provides entertainment for the Force during ceremonial parades, visits by foreign heads of state, funeral services, etc. The school trains policemen and women to become musicians in the Force for the purpose of providing the needed entertainment. Martial music, jazz, highlife, bugle calls/signals, etc are areas of specialisation. The courses available run for between six months and one year and they are available for fresh police recruits as well as serving personnel.

Training Outside Police Training Institutions in Nigeria

More advanced training needs of the Force are sought through bilateral arrangements with institutions of higher learning in Nigeria. Of specific mention is the selection of senior officers to attend the National Institute for Policy and Strategic Studies (NIPSS), and the National War College (NWC). Under this programme, senior officers of the Force enjoy the privilege of interacting with policy and decision makers drawn from other government ministries, parastatals and the military. This provides them the opportunity to bring the situation prevalent in the Force to others who would otherwise be ignorant of them. The benefit of this is double fold. Such senior officers acquire knowledge while on course and impact same to their subordinates through practice and lectures on their return. In another way, they expose the correct state of the Force to policy makers who take advantage of such added knowledge in their decision-making process as may affect the Force. These institutions include:

- (i) National War College Abuja
- (ii) National Institute for Policy and Strategic Studies (NIPSS) Jos
- (iii) Administrative Staff College of Nigeria (ASCON)
- (iv) University of Ibadan – Master’s Degree in Strategic Studies
- (v) Nigerian Law School Abuja, Lagos, Kano and Enugu

- (vi) Armed Forces Command and Staff College Jaji
- (vii) Nigerian Army School of Finance and Administration Lagos
- (viii) Nigerian Army Medical Corps School Lagos
- (ix) Citizenship and Leadership Training Centres in Lagos and Jos
- (x) Federal Training Centre Kaduna
- (xi) Industrial Training Centre (ITC) Jos

To those who gain admission or are selected to attend courses in these institutions, the Inspector General of Police grants study leave. They are also sponsored to these courses by the Force in accordance with the provisions of federal government circulars.

Foreign Training

Apart from the courses offered by police training institutions in Nigeria and those offered by other external (non-police) training institutions in Nigeria, the department also maintains a list of approved courses in institutions outside the country for patronage. Periodically, the Inspector General of Police sponsors officers in these training institutions to enhance their professional competence. These institutions include:

- (i) Senior Command Course at Bramshill – UK
- (ii) Police Order Management at West Yorkshire
- (iii) Operations and Traffic Management course at Greater Manchester Police Training School UK
- (iv) "Train the trainers" Course at Harrogate UK
- (v) Senior Detective Course at Royal Mounted Police College, Ottawa
- (vi) Explosives and Ordnance Disposal Reorientation Course at the USA (Hazardous Disposal School, Alabama)
- (vii) Ballistic E.O.D. Course in USA

- (viii) Microcomputer Orientation Course at the University of Boston USA
- (ix) Handwriting Analysts Course in the United Kingdom
- (x) Ballistics Course at Harrogate United Kingdom
- (xi) Helicopter Pilot Course at the USA – mandatory recurrent training for aircraft pilots and engineers/technicians
- (xii) Police Academy in Cairo for various courses

Seminars, Workshops and Conference

Regularly, the Force sponsors officers and men on local and international seminars, workshops and conferences. These are conducted by organisations in the public and private sectors as well as foreign-based NGOs. These programmes help to create awareness in officers of current phenomena around the world. Of particular importance is the relevance of such training seminars to specialist officers, e.g. medical officers, engineers and transport officers when they meet their colleagues to share experiences. Such interactions are no doubt, appropriate for manpower development.

It is pertinent to mention that the frequency of such foreign courses has reduced drastically. A few reasons can be adduced for this:

- (a) the harsh economic realities of our time; and
- (b) the availability of local institutions where some of these programmes could be run.

This notwithstanding, the Force maintains close ties with police forces in some foreign countries that have similar policing experiences, for bilateral training cooperation. These efforts have been fruitful, as some countries have entered into bilateral agreement with Nigeria to assist in the area of training for our personnel. Of specific mention are offers by the British, French and US Governments for training assistance in some specialised areas of police operations. These include, civil disorder

management for Police Mobile Force personnel, forensic science immersion programme, marine police activities, community policing and transborder operations. Officers have benefited from this cooperation and arrangements are ongoing to send out more officers on such courses.

Constraints

The need to build a modern Police Force comparable to any police organisation of the developed societies cannot be overemphasised. Training is identified as a major factor in achieving this objective. However, a number of constraints hinder this process. In general terms, two major factors are contributory to this setback: finance and facilities. These are briefly described below so that the inability to attain the appropriate level of training could be appreciated.

Finance: There are usually no enough funds for retraining programmes of the Force. Similarly, specialised courses like forensic science, police air wing operations, the explosive ordnance disposal (bomb disposal), criminal intelligence, communications, force animals and marine services require huge sums of money as their training are technologically based and mostly attainable outside the country. The foreign training requirement of the Force continues to depend heavily on foreign technical assistance. From available funds, only very few personnel can attend local courses. Very few seminars, conferences and workshops are organised for the huge workforce. This is grossly inadequate as it denies officers and men opportunity of acquiring new ideas by mixing freely with the public within and outside Nigeria for better understanding of the dynamics of policing. The most affected institutions and their constraints are briefly highlighted below:

Police Staff College, Jos: In a given year, the Police Staff College can only accommodate and train very few officers in her scheduled training programmes. This is considered rather inappropriate when compared with the total number of officers who ought to be retrained yearly. The inability of the Force to train more officers is due to lack of facilities in the institution; most prominent of which

is accommodation and teaching aids. It would be recalled that since inception of the institution, only the first phase has been completed. For this reason, it is extremely difficult for the college to take in more course participants. In addition to this, problems relating to the dilapidation of facilities also militate against the smooth running of the programmes of the college.

Police Academy, Kano: Accommodation is a major problem of the Police Academy. Although the institution has continued to turn out cadets, this has been achieved at very great pressure on the existing facilities in the college. Lecture theatres and hostel accommodation were originally designed for about half of the current number of intakes. More hostel and classroom accommodation are required in addition to modern facilities that will aid teaching and learning processes in the institution. In addition to this, the upgrading of the institution to a degree awarding academy as earlier planned has continued to be an illusion. This, if approved and implemented, will go a long way at improving the standard of officers trained in the college.

Police Colleges in Ikeja, Kaduna, Maiduguri and Oji-River: The major preoccupation of the Police Colleges is recruit-training, though some promotion courses are run once in a while. Over time, facilities like offices, classrooms and dormitories have been stretched beyond limit. The existing facilities had been in place for between thirty to fifty years. Apart from being old, most of these facilities were meant for very few trainees. The increase in the intake of recruits for training further compounded the problem, thereby necessitating the use of the five police training schools at Bauchi, Ibadan, Iperu, Nonwa-Tai and Sokoto to augment the efforts of these colleges.

Police Detective College, Enugu: The Detective College sharpens the skills of personnel in the field of investigation and intelligence. Current trends in world technological advancement demand that lectures must adopt scientific approaches in order to improve investigation and intelligence in the Force. This process is currently

lacking in the college but needs to be put in place for the Force to attain the required relevance in contemporary crime prevention and detection in our society. More resources are required in Audio Visual Aids (AVA), computer based crime detection equipment to aid scientific investigation and intelligence led crime prevention.

The effect of the financial constraint of the Force is felt in all training institutions where their meagre allocations have very little impact on their programmes. Areas most affected by inadequate funding include the libraries, maintenance of structures, insufficient drugs and hospital equipment. Others are payment for utility services like NEPA, NITEL, Water Board bills and maintenance of vehicles.

Equipment/Infrastructure: As a result of the mass recruitment exercise embarked upon in 2000 as well as the increase in the number of cadet intakes, facilities in all the training institutions were highly overstretched. The areas most affected were the hostels, the classrooms, dining halls, sporting facilities, desks, chairs, beds and even the parade grounds. Dining halls were converted to provide the triple services of dinning, class room and accommodation at night. Shortage of scientific aids and computers also affects modern teaching methods and efficiency. Barracks accommodation and staff quarters in all training institutions are grossly inadequate. Majority of existing structures show glaring signs of decay and dilapidation. It is, however, worthy of mention that the Force hierarchy has of late addressed the issues raised above. It has formally introduced direct allocation of funds to the training institutions for their training programmes, while efforts are geared up to ensure adequate supply of equipment and teaching aids. This, if sustained, will go a long way at improving the conditions of the training institutions.

Projections

The Force is no doubt mindful of the importance of training to its mandate and corporate objectives. It also takes cognizance of the effect of training in relation to the effectiveness of its services to the society. It therefore intends to pursue more training

programmes in specialised areas in order to improve on its services to the society. To achieve this, facilities in the training institutions must be improved upon tremendously. Since subventions from the government are not enough to effectively cater for the training needs of the Force, efforts should be intensified at securing further assistance from donor countries and organisations in areas of training. More local courses, seminars and workshops focusing on the following areas are urgently needed:

Investigation: This is to include detective courses, anti-fraud, modus operandi, prosecution, handwriting, modern fingerprint devices and computer database.

Intelligence: This should cover criminal intelligence surveillance and intelligence gathering techniques.

Forensic Science: Should be at the forefront of criminal investigation through specialised courses.

Band: To improve their skills in the field of entertainment and martial music

Dog: For efficient services in crime detection, narcotics, bombs and explosives, etc.

Mounted Troop (Horse & Camel): For improved services in border patrols and crowd control.

Marine: To improve the capacity of the Marine Police in their services in the riverine areas.

Communication: To improve their level of support service to the Force and their maintenance capability in order to be able to adequately take care of their equipment.

Transport: For the general management and maintenance of vehicles on charge to the Force.

Medical: For improved skill of the professionals through foreign courses, workshops and seminars.

Bomb (Explosives) Disposal Unit: Training needs in areas of anti-terrorism.

Air Wing: Regular training in air operation to include search and rescue and other related assignments.

Police Mobile Force (PMF): To improve their skills in conflict resolution and management while using force as the last resort.

The above is a concise narration of the role of the current procedures and standards adopted for training of the personnel of the Nigeria Police. This, no doubt, can be improved upon especially given technological advancement in contemporary times, which has made crime prevention and detection a more herculean task. Criminals have also become more sophisticated with modern devices being put into use. The police cannot afford to lag behind in this task and this is a call for concerted efforts to accomplish the mission.

It is pertinent at this point to mention that no matter the resolve of the Force to accomplish its statutory responsibilities of protection of life and property as well as maintenance of law and order in the society, it is of essence that the wherewithal to do this should be placed higher in the priority list of the government. The efforts of the government are evidenced in the policies it has implemented with a view to improving the services of the police for the society. These include beefing up of the strength of the Force, the Committee for the Reformation of the Police and the acceptance of some of its recommendations. This has no doubt drawn some criticisms from the public, especially on the expected output. It should be borne in mind that preventive actions of the police in her services to the society are immeasurable and most often intangible. Output of the government's investments should therefore not be immediate as generally canvassed.

In conclusion, the business of policing and making the society a safe place for everyone should not be left for the government alone. A collaborative effort of the government, NGOs, public spirited individuals and foreign governments is needed to bring the Force to the required standard in the 21st century. This calls for serious rethink as all hands must be on deck for the attainment of the foremost objectives of the Force, which is the maintenance of law and order and the protection of life and property in the society.

METHODOLOGY OF POLICING

Lanre Ogunlowo, SP

The police is the agency of government that is responsible for maintaining public order and preventing and detecting crime. The basic police mission; preserving order by enforcing rules of conduct or laws, was the same in ancient societies as it is in modern environments. The conception of the Police Force as a protective and law enforcement organisation developed from the use of military bodies as guardians of the peace. In order for police officers to do their job well, they are vested by the State with certain powers which include the powers to arrest, search, seize, investigate; and if necessary, use lethal force. In nations with democratic systems and the rule of law, the law of criminal procedure has been developed to regulate officers' discretion so that they do not exercise their vast powers arbitrarily or unjustly.

The history of the Nigeria Police Force could be traced to the birth of the Lagos Police Force in 1861, when following the annexation of Lagos by the British, the first Acting Governor, McCoskry began to establish a "Police Force" to enable him cope with anticipated problems from the Oba of Lagos and his Chiefs who were opposed to the annexation. The Nigeria Police has evolved through various stages of pre-colonial, colonial and post-colonial era to its current state. At the early period, the style of policing was essentially a function of the nature of crimes that were prevalent in the communities.

In performing its duties, the Nigeria Police Force is confronted with the ever increasing challenges of crime control and internal security in the country. The advent of modern technology,

particularly information technology like e-mail, V-sat, GSM and the Internet, has made the world a global village. Criminals have become more sophisticated in their operation by employing these technologies. They are graduating from predatory theft to sophisticated crimes such as robberies, transborder crimes and hi-tech financial crimes using these technologies. With the global liberalisation of trade, the world is becoming borderless hence the need for the Nigeria Police to develop strategies to meet these challenges.

Before the advent of the colonialists, the indigenous police were subject to the control of traditional authorities. The basic security concern at this time was obedience to native laws organisations and community development efforts. During this period, the police was answerable to the dominant authority, the king, who by all standards was above the law. The import of this was that the native police acted unchallenged in the discharge of their duties.

The arrival of the colonialists altered the status quo. The supremacy of the traditional institution was subjugated and law and order was tailored to the whims and caprices of the colonial master. There was resistance to this arrangement by the people which was expressed in the forms of protests and riots. These were usually quelled by the use of maximum force. Policing at this period was not people-friendly. This repressive method of law enforcement which generated ill-feelings from the population against the police during the colonial era was carried over to the post-independent time.

The entrenched interest of the colonial rulers gave way to a new dawn when Nigeria became a sovereign state in 1960. Since independence, the Nigeria Police has discharged its obligations to the nation through two noticeable phases; the military dispensation and the democratic dispensation. Both phases involve the use of different methods to maintain law and order.

METHODOLOGY

Methodology is a body of methods applied by the police for the effective discharge of its duties. It contains a set of procedures and

guiding principles that direct the conduct of police officers in line of duty. Methodology of policing is the act of policing the society with a view to ensuring that law and order reign supreme, and the security of citizens and the safety of property are ensured. The police is therefore empowered to maintain the rule of law and the important goal of keeping the society free of crime irrespective of the system of government in practice.

From its inception till date, the Nigeria Police Force has gone through reforms which have resulted in the unification of the inherited colonial Police Forces; decentralisation of administration and functions; and refinement of operational strategies and methodologies. These reforms are basically necessitated by the peculiarity and complexity of the country and the need to enhance the operational capacity of the police to tackle these challenges. These peculiarities can be summarised as follows:

- The ever increasing population of the country;
- The need to protect the country's vast land and porous borders that are prone to all manners of anti-social activities and crimes;
- Multiethnic groups with different languages, cultures and religions and the incessant ethno-religious clashes;
- Social inequality and high level of poverty among the citizenry and the consequential resort to crime to meet concurrent needs;
- Unequal regional distribution of wealth with attendant conflict arising from resource allocation to federating states;
- Organised crimes and acts of terrorism;
- Corruption;
- Political intolerance;
- Unemployment; and
- Student activism.

The primary tasks of the police in national security are crime control and maintenance of law and order. These tasks are

accomplished using both preventive and detective methods as explained below:

(i) Preventive Methods

Preventive measures are employed by the police to forestall or reduce the opportunity or avenue for committing crime. This is in appreciation of the fact that it is cheaper to prevent crime than to detect it. The methods usually employed include:

- Motorised patrol and foot patrols, including highway and border patrols. This remains the most feasible operational method of checking the menace of criminals;
- Surveillance on buildings and suspected criminal individuals. This method affords the police the opportunity to collate intelligence on criminals;
- Cultivation of informants: Information is the key to all policing functional activities. There is need to continuously gather intelligence reports about criminal individuals and associates, receivers of loots, operational hideouts, targets, and mode of operations. Information is vital and investigators must regard everyone they come in contact with as a potential source of information. Information received through this medium is useful in planning strategies to combat crime. Cultivating informers is an essential part of police duty and this is achieved by building relationships as well as developing rapport with members of the public with good intention to assist the Police, criminals in police custody and victims of criminal activities. Every investigator has a moral, professional and ethical obligation to safeguard the identity of an informer. Failure to do this may result in death, injury or intimidation for the informer and/or his or her family. As a general rule, an informer should not be exposed unless he or she has agreed (for example, if he or she is willing to give evidence in court).
- Decoy methods are strategies employed by the police to

destabilise the set plans of the criminals. This is sequel to intelligence gathered on the activities of the criminals and their preparedness to commit crime;

- Covert operations undertaken by the police to forestall criminal activities who are oblivious of such operations until they are apprehended;
- Raiding of criminal hideouts to apprehend criminals and recover arms and ammunition;
- Arrest and interrogation of suspected criminals;
- Simulation of crime situations: The police create scenario by engaging in some activities aimed at selling dummies to criminals who mistake such actions for real life situation and unwittingly expose their identities;
- Police-Public cooperation aimed at assisting the police in tracking criminals. Such cooperation include volunteering information to the police on criminal activities, forming vigilante group to complement police efforts and creating security awareness in the neighbourhood; and
- Inter-Service/Agency cooperation and sharing of information on criminal activities.

(ii) Detective methods

Crimes that escape police preventive networks are subjected to rigorous investigations by detectives who are guided by the following principles:

- (a) Ensuring that investigations are thoroughly and exhaustively carried out;
- (b) Ensuring that the facts about a crime are carefully assembled and closely examined;
- (c) Ensuring that suspects are painstakingly questioned and their statements obtained;
- (d) Ensuring that witnesses' statements are properly recorded;

- (e) Ensuring that exhibits are collected, labeled and safely kept;
- (f) Ensuring neat compilation of case files;
- (g) Seeking legal advice, where necessary; and
- (h) Ensuring diligent prosecution of cases.

METHODOLOGY AS A FUNCTION OF CRIME SITUATION

All states, whether democratic or not, have a form of policing. One of the ways in which a democratic State can be distinguished from a Police State is the extent to which the police are controlled by the government and the level of accountability built into police organisational structures as well as the involvement of the public in police issues and crime strategies. The dynamics of the modern Nigerian society and increase in public education and awareness are putting the activities of the Nigeria Police under public scrutiny. Recourse to human rights and accountability demand that police officers discharge their duties in line with the provisions of the constitution and be prepared to defend actions such as illegal arrest and detention, high handedness, non-response to distress calls e.t.c. Conscious of the ever-increasing demand by the public for quality and efficient police service, the police is conscientiously working towards increasing the standards of its performance and re-evaluating its methodology in much more measurable and profound terms such as:

- (i) *Introduction of community policing strategy throughout the country:* The Nigeria Police is following the global trend in achieving a policing legitimacy and the development of a new administrative approach through Police-Community Partnership. It is a way of involving the people in planning, organising and coordinating anti-crime activities to ensure the preservation of order, protection of life and property and enforcement of law in the society. Community policing

removes the strains of the public from perceiving members of the Force as strangers.

- (ii) *Training and retraining on principles of modern policing:* Retraining should be a combination of experience and education to provide the required knowledge, skills and abilities. Areas of importance include:
- (a) Democratic Policing Principles
 - (b) Community Policing
 - (c) Role of Police in Elections
 - (d) Human Rights
 - (e) Gender Issues
 - (f) Communication Skill
 - (g) Professional Policing Ethics
 - (h) Stress Management and
 - (i) Crime Scene Management.
- (iii) *Proactive policing:* This entails the police taking actions that put operatives on top of the situation using sound judgment derived from realistic analysis of intelligent reports. Based on the prevailing situation and taking into cognizance past experiences, police planners are able to project the possibility of events taken place and therefore adopt various measures to check the occurrence;
- (iv) Increase in manpower;
- (v) Increase in equipment holding the Police Equipment Fund initiative;
- (vi) Computerisation of operations and crime control activities;
- (vii) Improved response time;
- (viii) *Philosophy of victim-centered policing:* The implementation of this principle will enhance the support for restorative justice issues for victims of crime, and rebuild their confidence in the effort of the Nigeria Police in engendering an efficient criminal justice system.

- (ix) Enhanced public relations strategies;
- (x) Better interservice cooperation;
- (xi) Improved funding; and
- (xii) The rejuvenation of the police air wing and motorcycle patrol unit.

Apart from the measures mentioned above, the Nigeria Police has since 1999 been engaged in some key activities and reform measures aimed at reinvigorating the Force and strengthening its service delivery capacity such as:

- (i) The reinvigorated anti-corruption initiative;
- (ii) Seminars, workshops and symposia aimed at self-examination, identifying the problems confronting the Force and proffering solutions;
- (iii) The Police Insurance Scheme;
- (iv) The restructuring of the Police Pension Scheme;
- (v) The reactivation of the Federal Highway Patrol;
- (vi) The establishment of the Anti-Robbery Task Force;
- (vii) The establishment of the Joint Border Patrol Unit; and
- (viii) Improved welfare.

The aims of the new methodology of policing are to:

- maintain effective officers discipline and sustain their morale;
- evaluate and aid in the professional development;
- ensure that new police officers receive adequate training in modern police procedures and methods;
- establish appropriate service and staffing levels;
- monitor and evaluate the efficiency and effectiveness of service delivery methods and procedures;
- maintain effective public relations and handle community issues in a tactful and courteous fashion establish;
- ability to work with community oriented policing groups and programs;

- objectively review and handle citizen complaints;
- establish and maintain cooperative working relationships with other agencies in similar line of duty through effective working relationships;
- carry out long-term and short-term initiatives to meet the needs of the country;
- trigger the acquisition of knowledge in modern and scientific methods of crime prevention and criminal identification methodology;
- understand organisational development and efficient use of resources;
- handle complaints and problems in a courteous and tactful fashion;
- perform all duties the government may assign to the Nigeria Police effectively.

Methodology of policing is not constant over a period of time and the Nigeria Police remains dynamic in its approach to meet this challenge. The introduction of "e-investigation" in dealing with Internet and telecommunication fraud and the training of officers on the application of information technology are some of the current strategies put in place by the Force to curb the increasing rate of sophisticated crimes in the country. The police have also devised effective warning systems which alert the authorities of possible outbreak of violent crimes and thus, enable the activation of preventive mechanism to stop criminals from perpetrating crime.

INTERNAL FORCE CONTROL MECHANISM

M.O. Anegbode, CP

Discipline is a guiding principle for ensuring proper conduct in both our public and private lives. It connotes self-control for the greater good of the society and is the bedrock of efficiency in all the services. It involves a consistent and programmed training of the mind for the control of behaviour such that the aims and objectives of the organisation may be attained with minimum fuss.

From the foregoing, we may rightly surmise that discipline is a crucial factor in the optimum performance of the Force. Indeed, there can be no limit to improved behaviour and professionalism. For this reason, the need for a proper standard of discipline in the organisation can not be overemphasised. To achieve this goal, the Nigeria Police Force has established several internal control measures and structures, which all officers must be familiar with.

They include the following:

1. Police Rules and Regulations
2. Force Orders and Directives
3. Force Administrative Instructions
4. The Police Act
5. The Constitution of the Federal Republic of Nigeria
6. The Criminal Code and Procedures
7. The Force Anti-Corruption Monitoring Units.

The desire to maintain the appropriate level of discipline at all times also led to the establishment of the Force Secretariat and Force Provost Departments. Within the last two years, the provost department and the anti-corruption monitoring units have performed creditably to check the spate of indiscipline in the Force. In like manner, the Force Disciplinary Committee (FDC) in the office of the Force Secretary has ensured a high level of good conduct among senior officers.

The procedure for the sanction and discipline of senior police officers is stipulated in Section 369 of the Police Regulation. Such issues are handled in accordance with Chapter 4 of the General Orders and the competent authority in this respect is the Nigeria Police Council.

As the name implies, the FDC is a disciplinary committee of the Deputy Inspectors-General (DIGs) and the Force Secretary as scribe, deliberating on pending disciplinary matters (PDMs) brought to it by the Force Secretary. Recently, there has been a modification in its standing rules such that officers may appear physically to defend themselves of allegations against them. Previously, accused officers could only defend themselves by written submissions to the committee. But the new rules allow for greater objectivity and fairer hearing of all cases. The additional stipulation that officers with PDM may not benefit from promotion until the matters are resolved in their favour, has further enhanced discipline among the officer cadre. Promotion may be withheld consecutively on two occasions until the allegations are disposed of. Officers with pending disciplinary matters against their names risk losing the opportunity for promotion at the appropriate times. However, it should be emphasised that not all disciplinary cases may lead to appearance before the FDC. The Inspector General of Police may dispose of some of these in the exercise of his functions.

Conduct Militating Against Police Ethics

The following offenses against discipline are highlighted in the first schedule of Regulation 370:

- (a) Absence from duty

- (b) Breach of confidence
- (c) Corrupt practices
- (d) Damage to clothing and other articles
- (e) Discreditable conduct
- (f) Disobedience to orders
- (g) Drunkenness
- (h) Drinking or soliciting for drink on duty
- (i) Keeping a house for sale of liquor
- (j) Falsehood or prevarication
- (k) Insubordinate or oppressive conduct
- (l) Malingering
- (m) Neglect of duty
- (n) Improper conduct
- (o) Uncleanliness
- (p) Unlawful or unnecessary exercise of authority

Any act or omission in contravention of the regulations shall attract the appropriate disciplinary action at the departmental level. Section 371 of the Police Regulation stipulates that the following punishments may be imposed on a junior officer who commits any of the disciplinary offenses listed above.

- (i) Dismissal
- (ii) Reduction in rank
- (iii) Reprimand
- (iv) Withholding and deferment of increment
- (v) Fines not exceeding N10. 00 (Ten Naira)
- (vi) Confinement to barracks for any number of days not exceeding fourteen days

- (vii) Fatigue or other duties or punishment drill not exceeding a total of ten separate hours.

Apart from these internal departmental actions, officers may be prosecuted in court for serious breaches of discipline.

Motivation

The internal control mechanisms of the Nigeria Police Force involve not only the punishment of erring officers, but measures for encouraging diligence and hardwork among officers. Consequently, the Force has an established tradition of motivating and rewarding excellence through periodic assessment of performances. Further to established procedures, the Inspector General may exercise the prerogatives of his office to give instant recognition and reward to officers and men who have excelled in the performance of a particular task.

On an official visit to Oyo State in 2005, the Inspector General of Police having observed the superlative performance of the sentry guard of honour organised for him rewarded the men with instant promotion. On a similar trip to Maidugiri in the same year, he favoured the sentry guard of the Maidugiri Police College with the same bonus for an equally impressive display. Both promotions were of immense relief to the beneficiaries because most of them had remained on one rank for eight years and more.

Motivational reward efforts such as these have assisted the Force in maintaining discipline and morale. On a regular basis also, commendations and awards are conferred on deserving police men and women. State Commissioners of Police have powers to promote the rank and file in their respective commands. Assistant Inspectors General of Police have authority also to reward deserving Inspectors within their areas of influence. Though promotions are a periodic occurrence, punitive action for disciplinary offences are enforced more frequently to serve as a forceful deterrent and underline the importance of discipline in the minds of all police personnel. They help to check misconduct and motivate good conduct.

Disciplinary Authority

The power to enforce discipline among the officers and men of the police is spread across the upper ranks of the police hierarchy. The Inspector General of Police can mete out punishment to officers from the ranks of Inspector downwards. Senior officers from the ranks of Deputy Commissioner to Commissioner, Assistant Inspectors General and Deputy Inspectors General of Police can take disciplinary action against officers below the rank of Inspector. They can also hand out minor reprimands to officers of the Inspectorate cadre. Officers from the ranks of Assistant Superintendents to Assistant Commissioners have the authority to give minor disciplinary punishment to all other officers below the rank of Inspector.

Discipline problems have become very prominent in the Force in recent years. The organisation has suffered major public relations disasters due to the serious breaches of discipline by police officers on duty. The occurrences have ranged from simple acts of disobedience to flagrant violations of police ethics and criminality. In the period from 2005 to 2006, about 425 cases of misconduct against police personnel were received by the authorities. This resulted in the dismissal of 224 policemen and the demotion of 29 others, while 154 received entry punishment. The review panels considered 407 cases of discipline. Four dismissed policemen were reinstated and the rest had their appeals rejected.

In conclusion, the internal control mechanism of the Force has proved to be adequate for its intended purposes. It has set the standard for appropriate conduct by ensuring that the core values of integrity, loyalty, courage, self control and honesty are upheld by all police personnel.

Part 3

Investigations/Prosecution



6

SCIENTIFIC AIDS TO CRIMINAL INVESTIGATION

Tunde Ogunshakin, ACP

Black's Law Dictionary, 6th Edition, defines investigation as "the process of inquiring into or tracking down through inquiring". The investigator's duty is mainly to consider whether or not an offence has been committed under the law. In achieving this goal, the investigator can tap valuable information/evidence from various scientific facilities available to him. Scientific aids are not only valuable in gathering evidence but imperative for the successful prosecution of criminal cases. Scientific investigations demand clear cut answers to questions that are lucid, reasonable and verifiable; for example, why is grass green? Why does skin wrinkle with age? The answers supplied by scientific investigation are based on observations and information gained through previous research or knowledge.

Comparative Scientific Investigation

Modern day policing depends on the latest advances in technology and scientific investigation to tackle every variety of crime. Global approaches to policing have become more proactive and scientific approaches are routinely employed to prevent the commission of crime and where one has already been committed, to promptly fish out the guilty and exonerate the innocent. The Damilola Taylor case, a ten-year-old Nigerian resident in the United Kingdom who was murdered on November 27, 2000, is indicative of this assertion. It should be recalled that the boy bled to death as a result of a leg wound inflicted on him by some street boys in Peckham, East London.

The riddle surrounding the boy's death went through a lot of turns and twists but through scientific forensic investigation, the culprits were eventually apprehended, prosecuted and convicted. The identities of the murder suspects were blown open when Damilola's blood and fibre from his garment were found on the clothing of two brothers who had earlier been released by the police. A friend of Damilola who was an eyewitness to the murder had intimated investigators that one of the now convicted brothers might have come off worse in a fight with Damilola who broke his gold chain. Damilola who was stabbed with a broken bottle in his left thigh, limped along the road but was later picked in a stairway half dead.

The successful investigation, prosecution and conviction of the suspects would not have been achieved without an efficient and painstaking forensic investigation through which vital leads were discovered and confirmed. There are also seasoned investigators in the Nigeria Police today who, if given the prerequisite forensic scientific tools available to the British police officers, will break the ice in some unresolved murders and assassinations in the country. However, it must also be borne in mind that even in Europe and America, assassinations still take place that remain unsolved.

Lamentably however, the state of forensic investigation in Nigeria is very poor at the moment due to a severe lack of the necessary implements. For example, there is yet no computerised database for criminal records in the country. At the moment, the Nigerian Central Criminal Registry still makes use of outdated manually kept records. The enormity of the task of manually comparing and assessing the fingerprints of 150 million Nigerians is perhaps better imagined than described.

A time there was, when New York was the murder capital of the world. We could ask; how did New York redeem its notoriety as the most insecure city in the world? Under Mayor Rudolph Giuliani, some systemic developments took place. There was a holistic strategic review of the security and criminal justice system in New York. The place of intelligence gathering prior to crime and inter-agency collaboration between the FBI, the CIA, and the NYPD was reinforced. Remuneration packages for security

personnel were enhanced. After this review, the leakages and loopholes in the system were plugged. Since then, the New York security system has seen great improvement and all governments – city, state and federal – expend a lot of resources on security, because they understand a common fact: that the main duty of a responsible government is the safety and security of its citizens. In this connection, it is generally believed that the terrorist attack on the World Trade Centre on September 11, 2001, the so-called 9/11, could have been avoided if the FBI and CIA had not worked at cross purposes to each other.

For more emphasis, the importance of effective scientific investigation is laid bare in the July 7, 2005 series of bomb attacks on London transport network that killed 52 people and left 750 injured. Three explosives were detonated on the underground train stations and another in a double deck bus. During police investigations, 12,500 statements were recorded and checked, 26,000 items including 5,000 exhibits were forensically examined, while 6,000 hours of CCTV were clinically viewed. The CCTV concealed on the buses and the underground trains were the invaluable tools by which the detectives of the Metropolitan Police were able to trace the identities of the terrorists.

In a post-9/11 world; the proliferation of surveillance systems, in-car camera and even video-enabled cell phones has resulted in an unprecedented flood of video evidence all over the developed world. Added to the above, video forensic labs are now created and linked to corresponding police formations with new forms of technology that allow for transfer of large video files in a matter of seconds.

It is heartwarming, that on the initiative of the current Inspector General of Police, Mr Sunday G. Ehindero, CCTV video cameras have now been mounted in Abuja, which are operated and controlled from the Police Headquarters operations room. This is a welcome development. It is hoped that in a short while, this equipment will be connected to a video forensic lab to create a national network for training and sharing critical visual evidence and other valuable information. The network will enable security agencies in the country collaborate on vital information regarding

trends in criminal activity while sharing intelligence information and thereby enhancing their ability to solve crimes.

From the above examples of successful investigations around the world, there appears to be no short cut to effective scientific forensic investigation in a world where criminals have become increasingly scientific in their methods of operation. The Nigeria Police can not afford to lag behind when criminals employ the latest advances in technology to break the law with impunity.

There has been a marked improvement in government funding of the security sector since 1999. However, for the police to surmount the challenges posed by unresolved murders, hi-tech and cyber crimes, etc., it must be scientifically equipped with the right men and materials.

Scientific Aids to Police Investigations

Among the prerequisites of a successful investigating officer is the ability to recognise instinctively those circumstances under which the scientific aid may be useful to an investigation. He must be able to:

- (a) Recognise significant traces.
- (b) Know what information may have a bearing on a scientific investigation.
- (c) Collect such traces in the proper manner for transmission to the laboratory.
- (d) Appreciate the possible scope and nature of the evidence that may accrue from these traces.

However, it must be noted that scientific aids do not replace the more usual police inquiries but are meant to complement them. A good scientific aid can be beneficial to an investigator in the following ways:

- (i) It supplies one or more links in a chain of evidence.
- (ii) It strengthens the links.
- (iii) Checks the accuracy or otherwise of statements made by a witness or a suspect.

- (iv) It assists in separating essentials from non- essentials at the early stage of an investigation.
- (v) Assists in the rapid completion of inquiries.

HANDLING OF POTENTIAL EXHIBITS FOR FORENSIC INVESTIGATION

Matchet Stained with Blood

Get a glass paper, wrap the stained position and use a brown paper to wrap all parts of the matchet. Make a wooden box to contain the wrapped matchet before forwarding to the expert.

Firearms, Stray Bullets and Cartridges Case

Mostly in connection with murder and culpable homicide cases: The firearm is wrapped with cotton wool to avoid friction and marks before parceling into a box for immediate conveyance to The Ballistics Office, Force CID. The arms should NOT be forwarded by post.

Packing of Blood Stained Walls

Mostly in connection with murder/culpable homicide cases: In the process of packing or parceling, the exhibits should NOT be dried by fire or in any artificial manner, even if there is urgency in forwarding them, the materials should be allowed to dry naturally. Other procedures are:

- (i) Photograph the spot on the wall
- (ii) Use blotting paper soaked in saline solution to soak the spot and absorb the stain.
- (iii) Keep in a bottle and cover with bottle stopper, cork, or dry wool.

Hair

Mostly in connection with sexual and violent assault cases: This kind of exhibit is normally parceled in an envelope. The sample

Scientific aids can be obtained from the appropriate departments as follows:

- blood stains, saliva, intestinal contents, urine, glasses, fibre, hairs, clothing, nails and bones:

The Chief Consultant, or The Pathologist,
Forensic Science Laboratory,
PMB 1011, Oshodi, Lagos.
Tel: STAINS, Ikeja or Kaduna Annex

- all sorts of drugs, alcohol, marijuana, food and poisoned food

Federal Ministry of Health,
Food and Drug Administration Dept.,
Oshodi, Lagos
Tel: Govchem, Ikeja or Kaduna Annex

- suspected counterfeit coin, re-etching of vehicle chassis/engine, other metals suspected, currency note, moulds and negatives used in making counterfeit to DIG 'D' who may pass it unto Governor, Central Bank of Nigeria on Form D22 for analysis.

Counterfeit Investigation Officer,
Force CID, Lagos
Tel: FORCID, Lagos or Kaduna Annex

- revolvers, pistols, shotguns, rifles, bullets, cartridges, gunpowder, clothing with bullet shots

The Ballistics Officer,
Force CID, Lagos
Tel: FORCID, Lagos or Kaduna Annex

- forged documents, anonymous letters, writings for comparison

Handwriting Expert,
Disputed Documents Office,
Force CID, Lagos

- tin, gold, iron, etc, determination of metal composition
The Mines Department, Jos
or, Geological Survey Dept., Kaduna.
- fingerprints of arrested persons, fingerprints from the scenes
of crimes

Fingerprints Expert,
Finger Section, FCID,
Lagos or Kaduna Annex.

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THE SCOPE AND IMPACT OF POLICE POWER OF PROSECUTION IN THE ADMINISTRATION OF CRIMINAL JUSTICE

C. Okaro, CP

Every modern society has legal procedures for dealing with breaches of accepted norms and standardised rules. The process means of identifying, sifting and punishing infractions are by various regularised institutions and agencies in a manner that ensures a smooth operation of the criminal system. The criminal justice system is defined as the institutions through which accused persons must pass if accusations against them have been disposed of or the punishment concluded.¹

Thus, the administration of criminal justice is not limited to the hearing of cases in courts. It includes preliminary steps taken to the hearing or trial of such cases, beginning from receipt of complaint by the police (or other law enforcement agencies), to investigation, arrest and arraignment/prosecution of the wrongdoer.² The administration of criminal justice therefore involves the various law enforcement agencies such as the Nigeria Police, the Economic and Financial Crimes Commission (EFCC), Independent Corrupt Practices Commission (ICPC), National Drug Law Enforcement Agency (NDLEA), State Security Service (SSS), Nigeria Customs, the courts, public prosecutors, the prisons, etc.

The Nigeria Police Force as a law enforcement agency is vested with a wider range of duties and powers than the other law enforcement agencies. From prevention and detection of crimes to prosecution of cases among others,³ the agency performs a

vast melting pot of functions, and appears to be the necessary anvil in the systemic forge of criminal justice administration. The agency was described by a learned writer as the gatekeeper of the system.⁴ It is however apparent that police officers are more than gatekeepers. They are the most veritable force that activate, more than other components of the system, the criminal justice system. They translate the penal laws into action.

Perhaps, the enormity of police duties had led to the offloading of some responsibilities from the Force and the creation of other agencies to perform the excised functions. This fact explains the reason behind the emergence and establishment of such agencies as, FRSC, SSS, EFCC, ICPC etc. It may have also stirred up a new wave of agitation for the reform of the criminal justice system with special concern on the need to sever police powers of prosecution and to transfer same to the Ministry of Justice as is the practice in many countries such as Britain, United States of America etc.

Nonetheless, until such anticipated reform, this work is intended to x-ray the scope and impact of the police power of prosecution in the administration of criminal justice system in Nigeria.

The Scope of Police Power of Prosecution

The Nigeria Police was established as the only Police Force for the country and conferred with such powers and duties as may be prescribed by law.⁵ The Nigeria Police Force is an authority of the Federal Government of Nigeria and the Police Act being a Federal Act has conferred various duties and powers on the police which include the power of prosecution.⁶

Section 23 of the Police Act provides:

Subject to the provision of Sections 174 and 211 of the Constitution of the Federal Republic of Nigeria (which relate to the power of the Attorney General of the Federation and the State to institute and undertake, take over and continue or discontinue criminal proceedings against any person before any Court of Law in Nigeria) any police officer may conduct in person all prosecution before any Court whether or not the information or complaint is laid in his name.

The phrase, *subject to* has been interpreted to mean liable,

subordinate, subservient, or inferior to, governed or affected by, provided that or provided, answerable for. The expression or term introduces a condition, restriction, limitation, or proviso which subordinates the provisions of the subject section to the section empowered by reference thereto, and which is intended not to be diminished by the subject section.

It generally implies that what is *subject to* shall govern, control and prevail over what follows in that subject section of the enactment, so that it renders the provisions to which it is subject conditional upon compliance with, or adherence to, what is prescribed in the provisions referred to.⁷ In *Tukur v Government of Gongola State*⁸, the Supreme Court held that the phrase is often used in statutes to introduce a condition, a provision, a restriction, and a limitation.

It can be surmised, in the light of the foregoing, that the power of the police to prosecute or undertake criminal prosecution, as simply conferred under the Police Act, is not limited, restricted or circumscribed until the Attorney General either of the states or of the federation exercises his powers under the constitution. This power therefore remains active and can only cease to apply whenever the Attorney General decides to exercise his powers under the constitution. Also, a police officer does not need the fiat of the Attorney General to effectuate this power, nor must he necessarily be a legal practitioner.⁹

In *FRN v OSAHON*,¹⁰ it was held that though a police officer must not necessarily be a person admitted as a legal practitioner, but if he is, the better. The power to institute criminal prosecution is not exclusive to the Attorney General.¹¹

It is therefore palpably wrong to argue that prosecution by the police is restricted to offences that can only be tried in the magistrate court¹². The decision of the Supreme Court has also sounded a death knell on every subtle move aimed at unlawfully severing the power of prosecution from the police. It is undoubtedly clear that only the National Assembly can amend, sever, or abrogate this power.

Given the present position of the law, it can be contended that except for offences the prosecution of which expressly¹³ require

the consent of the Attorney General, it is not mandatory to refer police case files to the office of the Director of Public Prosecutions (DPP) for vetting and legal advice as is currently the practice; not with the array of lawyers now in charge of virtually all the legal sections of the various Police commands and formations, including Force CID. A police lawyer can prosecute any offence, including murder and armed robbery cases, as already embarked upon by lawyers in the legal section of the Force CID. This is made possible in view of the provisions of both the Criminal Procedure Act,¹⁴ and the Criminal Procedure Code,¹⁵ which have provided for the methods of instituting criminal proceedings.

Section 77 of the CPA, for instance provides:

Subject to the provisions of any other enactment, criminal proceedings may in accordance with the provisions of this Act be instituted:

(a) The High Court –

- (i) by information of the Attorney General of the state in accordance with the provisions of section 72 of this Act, and
- (ii) by information filed in the court after the accused has been summarily committed for perjury by a judge or magistrate under the provisions of Part 31 of this Act, and
- (iii) by information filed in the court after the accused has been committed for trial by a magistrate under the provisions of Part 36 of this Act, and
- (iv) on complaint whether on oath or not.

Though this section is not exhaustive of all the methods by which criminal proceeding may be commenced, subsection (b) (iv) is quite instructive and appears to be the most ample method available to the police prosecutor to initiate criminal proceedings at the high court in the southern states. A complaint is a formal charge accusing a person of an offence.¹⁶ It therefore means the same thing as the ordinary charge. However, when faced with

non summary trial cases, it is imperative to include proof of evidence or list and addresses of witnesses and their statements, list of exhibit, etc. The procedure is clear in the northern states where, with the exception of a few states, cases triable at the high courts including FCT high courts are commenced after leave to prefer a criminal charge had been obtained from the judge. Furthermore, the FCT High Court Act and the various High Court Laws and Rules grant right of audience to a police officer.¹⁷

It is therefore canvassed that offences under the Robbery and Firearms (Special Provisions) Act¹⁸ can be initiated and prosecuted by the police despite the provisions of Section 9 (2) of the said Act. This is fortified by the fact that jurisdiction in respect of the offences created under the Act are now vested in the high courts and the rules made under there are no longer applicable.¹⁹ Being a federal agency, a police prosecutor is clothed with the necessary competence and enjoys wider powers to institute and undertake the prosecution of armed robbery cases whether in the states or FCT vis-a-vis the Attorneys-General of the federation and the states and their officers who are restricted to the FCT and the various states respectively.²⁰

In a broad sense, to prosecute means to commence and carry out a legal action.²¹ It is stating the obvious to say that as a juristic establishment the police can sue and be sued by its name. Given its complementary nature, the police can seek redress or defend any suit against it without immediate recourse to, or undermining, the office of the Attorney General. The police legal sections have doggedly and successfully challenged some of these suits, especially those bordering on fundamental rights application. It is unfortunate to note, based on experience, that some of these fundamental rights applications are frivolous, baseless and, are indeed, veiled attempts to deflect the course of justice. It is therefore advised that all fundamental rights applications be scrupulously and painstakingly read and urgent steps taken to vacate or vary same, especially, where the orders tend to overreach, manacle or hamper the police in the proper discharge of its statutory functions.

Nonetheless, any unbridled and reckless exercise of police powers is condemnable and unjustifiable. Some are simply

unpardonable and have brought a sad blot on the image of the police. There is hardly any beautiful or articulate advocacy that can protect the police from judicial ire whenever it embarks on any voyage that is not within the ambit of the law.

Incidence of unlawful detention abound against which the police have paid heavy damages. Of course, this and other unfulfilled contractual obligations have led to a worrisome spate of garnishee orders against the Force. As a consequence, police funds or accounts held in banks are attached in satisfaction of such judgment debts. This situation can only abate if its field and legal officers are alert to the scope of their responsibilities and powers.²²

Needless to remind ourselves that with the direct and enhanced funding of the legal section by the present Inspector General of Police, more is expected of legal officers in terms of diligence, competence, unwavering and honest discharge of the functions of their office.

The Impact

The consequence of the exercise of this power is not far-fetched. The entire firmament of the criminal justice system has been remarkably reinvigorated with the landmark and restorative decision of the Supreme Court in *FRN v. OSAHON*²³, which unlocked the gates of the federal high courts, hitherto shut against police prosecutors by virtue of the Court of Appeal's decision in *OSAHON v FRN*²⁴. With this new lease of life, police legal officers have swarmed various courts, especially the Federal High Court, with hungry zeal that suggest a desire to reassert their relevance, after a long lay off, in the administration of criminal justice. The harvest so far is simply bounteous as felt more in the following areas.

While the Court of Appeal's decision was awaited, many police cells were filled with suspects, largely of oil pipeline and electric cable vandalism, armed robbery and illegal possession of firearms, etc. Besides, it has been acknowledged by a legal writer that "the number of criminal complaints far outstrips the capacity of the Directorate of Public Prosecutions to handle them exclusively"²⁵. It cannot be gainsaid after all, that police prosecutors

have actively and effectively complemented the effort of the DPF in this regard. Already, no fewer than forty cases of oil pipeline vandalism, six of electric cable vandalism, and four unlawful possessions of firearms are before the Federal High Court being prosecuted by police lawyers. This has invariably helped in the decongestion of police cells and reduced the spate of unlawful detention and fundamental rights applications against the police.

In the same vein, it has ended the era of holding charges which, as a child of circumstance, was borne out of the need to get suspects out of police custody without violating their guaranteed rights to personal liberty. It is also apparent that various garnishee proceedings and default judgment against the police, especially those of the federal high courts can now be promptly challenged.

Similarly, given its advisory power, the legal section is vested with the determination of the desirability or otherwise of any criminal prosecution. Loopholes and yawning gaps in investigations will be discovered and addressed during the vetting of case files, while weak and frivolous cases will be terminated thus limiting the pressure in the courts and the prisons.

CONCLUSION

For the criminal justice system to really work effectively, all the subsystems, namely the various agencies and institutions so involved must embrace themselves and accept their mutual indispensability to the effective working of the system. If one agency is hampered from the efficient and effective performance of its functions, the entire system will be affected.

The statutory power of the police to prosecute will not derogate or compete with that of the Attorney General, which has been held to be supreme or superior to that of the police. The situation should rather promote a higher degree of complementarity and symbiosis between the legal section of the police and the office of the Attorney General. Apart from reducing the workload of the Ministry of Justice, the power will enable the police attend to cases affecting the organisation. The legal section must see itself as the hub of the Force and must thus ensure that it meets all the expectations of the organisation.

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POLICE DUTY SOLICITOR'S SCHEME – A POLICE PERSPECTIVE

Bernard U. Ajewole, ASP

Efforts to articulate and affect the establishment of the Police Duty Solicitor's Scheme in Nigeria are reflective of a desire by stakeholders to reorientate and re-energise police personnel towards enhancing respect for the fundamental human rights of citizens. This will no doubt assist the police in carrying out its statutory obligations more effectively.

BASIS OF THE SCHEME

The Police Duty Solicitor's Scheme in Nigeria was conceived to give voice to the voiceless. The initiative was the idea of the dynamic Director General of the Legal Aid Council, Mrs. Uju Aisha Hassan Baba and was supported by the Open Society Justice Initiative and the Nigeria Police. This is a welcome development to the Nigeria Police, because the ultimate objectives of the Duty Solicitor's Scheme are in tandem with paradigm shift in policing, enunciated by the current Inspector General of Police, Mr Sunday Ehindero.

Upon his assumption of office as the Inspector General of police, he articulated a ten-point programme of action with a guiding philosophy: *"to serve and protect with integrity"*, in which the notions of justice, fairness and the pursuit of the common goals of society are the focus. It is therefore not surprising that one of his foremost preoccupations was the restoration of respect for the rule of law and respect for the fundamental rights of every Nigerian

as guaranteed under the constitution of the Federal Republic of Nigeria.

To this effect, he put the following measures in place to ensure that human rights violations are minimised:

- Establishment of Public Complaint Bureau;
- The use of Police Community Relations Committees;
- Organisation of seminars, courses and lectures on human rights;
- Training and retraining in musketry, use of firearms and restriction of issuance of firearms to officers of rank of corporal and above;
- Establishment of Human Rights Desk and designation of a senior officer of the rank of Assistant Inspector General of police to coordinate human rights matters;
- Liaising with human rights groups in capacity building and enlightenment programmes;
- Reorganisation of the X-Squad to ensure effectiveness in monitoring and sanctioning of deviant officers;
- Proper training, reorientation of the officers and men in line with the norms of democratic policing and the rule of law which require civility and respect for the rights of the citizens by the police, in the performance of their duties. In view of this, that the course contents and manuals of police training institutions were revised to entrench instructions on human rights. Other measures introduced by IGP Ehindero include,
- The establishment of Human Rights Section at the divisional, area command and state command levels of the Nigeria Police Force with the aim of ensuring:
 1. That innocent person(s) involved in civil and non-criminal matters are not arrested and/or detained by the police.
 2. That suspected persons are not detained beyond the statutory period allowed by law;

3. That no person or suspect is subjected to torture or any inhuman or degrading treatment in the course of police investigation; and
- The strengthening of community policing strategy by the Nigeria Police in furtherance of the strategy for Community Partnership in Policing.

The idea behind the Police Duty Solicitors' Scheme is to introduce a system through which legal advice can be provided by lawyers to suspects, majority of whom are ignorant of their rights. Therefore, the scheme seeks to ensure respect for the constitutional rights of suspects, detainees and accused persons. It equally provides basic legal advice to the poor, unrepresented and illiterate and contributes as well as to the realisation of the 10-point programme.

Conceptualisation and Plan for Implementation of the Scheme in Nigeria

The Police Duty Solicitors' Scheme evolved from the practices and activities developed from the Legal Aid and Pretrial Detention Project being implemented by the Legal Aid Council of Nigeria in conjunction with the Open Society Justice Initiative.

In pursuit of this project, these two bodies approached the Inspector General of Police with the proposal that they be given access to enable Legal Aid Council Lawyers visit police stations in the four pilot states of Imo, Ondo, Kaduna and Sokoto. The access was granted and within one year there was a measurable degree of success in those states in the reduction of incidences of violation of rights and duration of detention in police custody. With the successes recorded in the four pilot states, the Legal Aid Council of Nigeria and the Open Society Justice Initiative, in conjunction with the Nigeria Police Force, decided to step up the implementation and incremental introduction of the scheme in all the states of the federation.

To this effect, a one-day round table meeting of stakeholders was held on 10th December, 2005 to discuss the desirability of the Police Duty Solicitors' Scheme in Nigeria. It was unanimously

decided that the scheme was a welcome one and should be supported by all stakeholders. However, the modalities for its implementation in the states was referred to a committee to be set up by the Inspector General of Police and the Director General, Legal Aid Council of Nigeria, in consultation with the Director General, National Orientation Agency and the Open Society Justice Initiative.

It has been agreed that a nine-member Duty Solicitor Advisory Committee made up of a representative of the Inspector General of Police, the Director General Legal Aid Council, the director general National Orientation Agency and the Director, Open Society Justice Initiative, the Chief Judge of the state, the Attorney General of the state and the chairman of the Nigerian Bar Association (NBA) in the state capital have to be co-opted into each State Committee. The Advisory Committee is to meet periodically (every three months) with the Commissioner of police and the Legal Aid Council supervisor in the state to review, advise and resolve any outstanding issues affecting the effective implementation of the scheme in the states.

Police Collaborative Rollout Plan for Implementation of the Scheme

As part of the efforts towards reformation and reorganisation, the Nigeria Police Force has been collaborating with the Legal Aid Council of Nigeria and Open Society Justice Initiative, to ensure that the Police Duty Solicitors' Scheme receives a national spread in the shortest possible time.

This was one of the reasons for organising the roundtable discussion on the strategies for the Police Duty Solicitors' Scheme in Nigeria. The legal advice and assistance which is to be rendered by lawyers under the employment or supervision of the Legal Aid Council is meant to avail legal services to suspects in police custody, magistrate, area, customary and sharia courts. Lawyers in this service shall report to designated police stations regularly and attend to the client's legal needs in a professional manner. At the end of the roundtable discussion mentioned above, the following communiqué was issued:

- (a) Police stations should establish Legal Aid "Corner" at a conspicuous location.
- (b) These Legal Aid "Corners" are to store and display publicity materials like leaflets, pamphlets and posters on the services of the Legal Aid Council.
- (c) The stations should appoint a police welfare officer that will liaise with the LAC through the Duty Solicitors to ensure that detainees have access to this service at the first available opportunity in every police command.
- (d) Sensitisation of the Nigeria Police Force through seminars, courses on human rights and the Police Duty Solicitors Scheme.
- (e) The welfare of police officers should be improved to enhance their performance.
- (f) Training should be conducted for the lawyers involved in the scheme on its workings and how to relate with police officers.
- (g) Similar training should be conducted for police officers of the lower cadre and other stakeholders.
- (h) Copies of the roster including the names of lawyers and their mobile phone numbers together with the days they would be on duty at the designated police stations will be made available to facilitate prompt and efficient delivery of services.
- (i) Police Commissioners will make their phone numbers available to the Duty Solicitors.
- (j) The NBA will participate in the scheme through the use of its various branches of human rights committees.
- (k) For purposes of dissemination of information on the scheme, the council will collaborate with the National Orientation Agency.
- (l) The conference unanimously commended the director general, Legal Aid Council for her efforts at conceiving

and bringing the scheme so far, the courage, humility and boldness exhibited in taking the initiative to implement the scheme were greatly extolled.

In a paper titled: "The Effective Strategies for the Implementation of a Police Duty Solicitors' Scheme in Nigeria", Mr Ehindero had highlighted the successes already achieved by the scheme in the four pilot States of Imo, Kaduna, Ondo and Sokoto. He also expressed the desire of the police to step up the spread of the project in the country.

The scheme is to be piloted in the state criminal investigation departments and a designated police station within the states and, subject to the outcome of an end of year review with the state police commands, expanded to other divisions of the Police Force within the state, based on the need and availability of resources. The Legal Aid Council is to consult with the office of the Inspector General and state commissioners of police in designating the said police stations. The police shall designate a cadet liaison officer in the state criminal investigation department and in all designated police stations. The liaison officer shall be a lawyer under the supervision of the O/C Legal and the divisional police officer respectively. The said liaison officer will be responsible for ensuring the smooth operation of the scheme by ensuring that the suspects get the services of the duty solicitor within the police station twenty four hour duty schedule, everyday.

The Police Duty Solicitors Scheme is a welcome development because; more than ever before, the need to respect human rights and protect them is now of paramount concern the world over. Law, order, peace and security are matters of state responsibility. The need for the enforcement of national laws that ensure respect for the law and of consequences for offences against those laws are reasons for the establishment of law enforcement agencies. As activists, for the true promotion and protection of rights and freedom as envisaged under the Police Duty Solicitors' Scheme, it is essential that police officers understand the extent, implications and the workings of the scheme.

To this effect, the Nigeria Police has tried to promote and

create awareness on the scheme and disseminate information about it to the public. It is also essential that officers know what the human rights which this scheme seeks to protect are all about. Human rights are derived from the inherent dignity and worth of all human beings. They are universal and inalienable; no one has the right to take rights away except in accordance with the law. It should be noted that security and peace is made easier where the culture of respect for human rights and fundamental freedom are exercised responsibly. Thus, respect for human rights creates an environment in which people can develop their full potentials and live creative lives by ensuring and promoting social progress.

Conclusion

As we continue in our stride at making respect for fundamental human rights an enduring yardstick in our polity through the mechanism of the Police Duty Solicitors' Scheme, we look forward to having quintessential officers and men in the Nigeria Police, Legal Aid Council and Open Society Justice Initiative who would not only discharge their duties as required by law, but also have full grasp of what human rights is all about and the accepted norms in handling issues arising therefrom.

In an address to a seminar workshop on the Police Duty Solicitor's Scheme which held in Abuja on 28 November, 2006, the Inspector General of Police had this to say: "I am fortified in my belief that at the end of this workshop, participants would have been adequately prepared to face the challenges ahead. It is also my conviction that you will imbibe enough skills for effective service in a democratic society so as to give effect to the noble ideals of the Police Duty Solicitors' Scheme. I also wish to add that the implementation of this scheme with the Police Community Policing Project, if properly implemented, would ultimately help to build public confidence and participation in crime prevention and detection."

The Nigeria Police remains wholly committed to the working of this scheme and to the realisation of all the noble ideals for which it was initiated. The government and the private sector should support this initiative by ensuring that its implementation is sustained in the years ahead.

FORENSIC SCIENCE: AID TO MODERN POLICE INVESTIGATION

Yomi Onashile, CP

In the developed countries of the world, the scientific aspects of criminology have advanced tremendously, drawing great insights from techniques and expertise utilised in the cutting edge of science because crime investigation always involves complicated processes and it is sometimes very difficult to resolve through confessional statements only. The legal and scientific advancements that have taken place within the last decade have further placed additional burden on police investigators to establish incontrovertible, legally admissible pieces of evidence in respect of complex crimes. It is for this reason that modern day police departments are shifting emphasis from conventional methods of police investigations to scientific methods with forensic science taking a significant lead.

Unfortunately, application of forensic science to police investigation is still at its infancy in Nigeria, despite the fact that the Forensic Science Laboratory, Oshodi, Lagos State has been in the fore for more than three decades in providing relevant information of a crime. This essay provides an insight into the concept of 'forensic science' and explores ways it could be applied by the Nigeria Police Force in the 21st century.

What is Forensic Science?

In its simplest form, 'forensic science' is defined as:

The science used in the detection and prosecution of crime; or as the application of scientific skills of examination and evaluation

to the resolution of social and legal issues; or in its broadest sense, the application of science to law.

Forensic science is basically the adoption of scientific methods either in establishing the facts or corroborating pieces of evidence gathered from other sources by detectives in relation to a case under police investigation. Forensic science as a crime detection field of study has developed into various areas of specialisation covering forensic pathology; forensic anthropology; forensic entomology; forensic psychiatry; forensic odontology; forensic engineering; forensic geology and forensic accounting. Each of these fields is relevant to modern day policing.

Field	Explanation
<i>Forensic Pathology</i>	Study into the cause of death. Useful especially in determining the cause of death in the investigation of sudden and unnatural death.
<i>Forensic Anthropology</i>	Field of forensic science that is concerned primarily with the identification and examination of human skeletal remains. It could be adopted in determining the origin, sex, approximate age, race and signs of skeletal injuries of a decomposed victim.
<i>Forensic Entomology</i>	It is the study of developmental stages of insects (e.g. blowfly) and their relation to criminal investigation. Some insects normally infest exposed dead bodies and it is the responsibility of a forensic entomologist to identify the specific insect present. He can then calculate how long the body has been exposed

by identifying which stage of the life cycle of the insect the larva is when the body was found.

Forensic Psychiatry

It is the study of behavioural patterns of human beings especially criminals. It could be used to determine the state of mental health of a suspect and to advise the court if such a suspect is legally competent to stand trial before a court in respect of the offence for which he is charged.

Forensic Odontology

The study of the characteristics of the teeth, their alignment and overall structure of the mouth, which together could provide evidence for identifying individuals. A forensic odontologist can establish bite mark on a victim in a case of assault occasioning harm or other crimes where teeth bite was present.

Forensic Engineering

Concerned mainly with failure analysis and the reconstruction of accidents involving automobiles. The Vehicle Inspection Officers in Nigeria, as in the advanced countries, are supposed to be forensic engineers.

Forensic Geology

Concerned with the usefulness of the soil as physical evidence by comparing soil colour and texture.

Forensic Accounting

The study of financial positions and operating results of a business concern in order to establish cases of fraud.

Forensic Science Laboratory

A Forensic Science Laboratory or Crime Laboratory as is sometimes called is the place where comprehensive scientific tests are carried out, the results of which are of great importance to an investigator. The main purpose of the test is to establish a triangular link between the suspect, the scene of crime and the victim.

Depending on the country's policing culture and ethics, legal status and government policy, the organisation, control, staffing and operations of forensic science laboratory differ from country to country. For instance, in Canada, even though the head of the forensic department is a senior serving police officer, skills are usually drawn from university professors or other researchers who are specialists in specific fields of forensic science. In Namibia, the National Forensic Science Institute in Windhoek is a distinct department under the Ministry of Home Affairs. It is headed by the Chief Forensic Analyst and staffed with specialists who are not serving policemen. It is equally not directly under police control. The underlying principle is that for an unbiased evidence processing, analysis and report, separating the Institute from the command of the head of the National Police aids credibility, fairness and justice.

In Nigeria, the Forensic Science Laboratory in Oshodi, Lagos is manned entirely by civilian professionals and it is free of police control. Even at that, in its strictest sense, the Oshodi laboratory falls short of the organisational standard of modern day forensic laboratory. This is because it is not a comprehensive laboratory that encompasses fingerprint, ballistic and drugs analysis as practiced in other countries. Hence, while the Oshodi laboratory is concerned mainly with human anatomy, the fingerprint and ballistic aspects of criminal investigation are units under the direct control of the Force Criminal and Intelligence Bureau (FCID) of the Nigeria Police while the National Food and Drugs Administration Agency (NAFDAC) handles the analysis of drug related exhibits. The import of the Nigerian experience is that as of date, Nigeria has no comprehensive forensic science policy.

Whatever the structure and orientation of a forensic laboratory,

there is a consensus opinion that a modern laboratory should include the following units under a centralised administration.

Mobile Unit

This section is responsible for the screening of crime scenes and preparing crime sketches, and the collection of anything of evidential value from a scene of crime, for onward transmission to the laboratory.

Photographic Section

This section operates, maintains, processes and supplies photographic materials and equipment for the department especially the mobile unit. The photography section should be able to produce accurate and precise duplicates, negatives and contact prints by using various photographic techniques.

Ballistics / Tool Marks Section

Ballistics has been identified as the science of the motion and general behaviour of missiles, including projectiles, bombs, etc. It also comprises interior ballistics (which is the imparting of energy to missiles); exterior ballistics (which is the performance of missiles both in the air and space); and terminal ballistics (which is the study of the effects of missiles at the targets). A ballisticians should understand the design of gun and know a lot about propellant and projectiles. The section should be able to carry out the following functions:

- (i) Examine bullets, bullet fragments, cartridges and firearms; their identity, i.e. make, caliber of weapon, serial numbers, restoration of obliterated serial numbers on a weapon or any other object;
- (ii) Microscopic comparison of bullets recovered from crime scene with bullets from suspected weapons;
- (iii) Carry out tests to determine the distance from which a gun was fired;

- (iv) Examine and identify other objects which have been used as weapons or tools in the commission of a crime;
- (v) Detect gunshot powder or residue on a suspect or suspected gun.

Disputed Documents Section

The following functions are carried out in this section:

- (i) Comparison of handwriting and typewriting to identify the author;
- (ii) Comparison of photocopies to identify the photocopying machine used;
- (iii) Ink analysis to link suspect found with some writing pens with a particular document;
- (iv) Restoration of obliterated or erased writings and making of indented writings visible and readable;
- (v) Identification of forged documents/currency.

Chemistry Section

The section is concerned with the identification of unknown substances e.g. drugs, poison or concoctions and the interpretation of drug analytical data leading to the identification of drug origins and distribution pattern.

Biology Section

The following functions are performed by this section:

- (i) Identification of body fluid e.g. blood stains, semen, saliva, etc;
- (ii) Blood grouping and DNA tests;
- (iii) Identification of hairs and fibres including man-made fibres;
- (iv) Microscopic analysis of plant for purpose of specie identification.

Fingerprint Section

The functions of this all important section include:

- (i) Identification and classification of fingerprints;
- (ii) Processing of fingerprints for presentation as co evidence by using modern photographic and chemi techniques;
- (iii) Comparison of latent fingerprints lifted from a scene crime with stored fingerprints of individual suspect;
- (iv) Comparison of latent fingerprints from a scene of crim with unidentified fingerprints in all pending/unsolve cases in order to know if there is any connection betwee a new case and an old unsolved case;
- (v) Compilation and maintenance of fingerprint files, whic could later on be entered into the computerised fingerprint identification system for the purpose of automatic comparison.

Polygraph Examination /Voice Identification

The main function of this section is to identify recorded voice by comparing the laboratory-recorded voices of the suspect with the ones on the tape in question. The section also uses polygraph machines to establish if a suspect is lying or not.

Advantages of Forensic Science in Police Investigation

A functional forensic laboratory aids police activity in the following ways:

- (i) Establish an element of crime;
- (ii) Link the crime scene to the victim or criminal;
- (iii) Corroborate or disprove an alibi or a confession;
- (iv) Encourage an admission or confession;
- (v) Exonerate the innocent or confirm the guilt of the accused;

- (vi) Provide expert and scientifically-verifiable evidence and testimony in court during prosecution.

The Nigeria Police, Forensic Science and the 21st Century

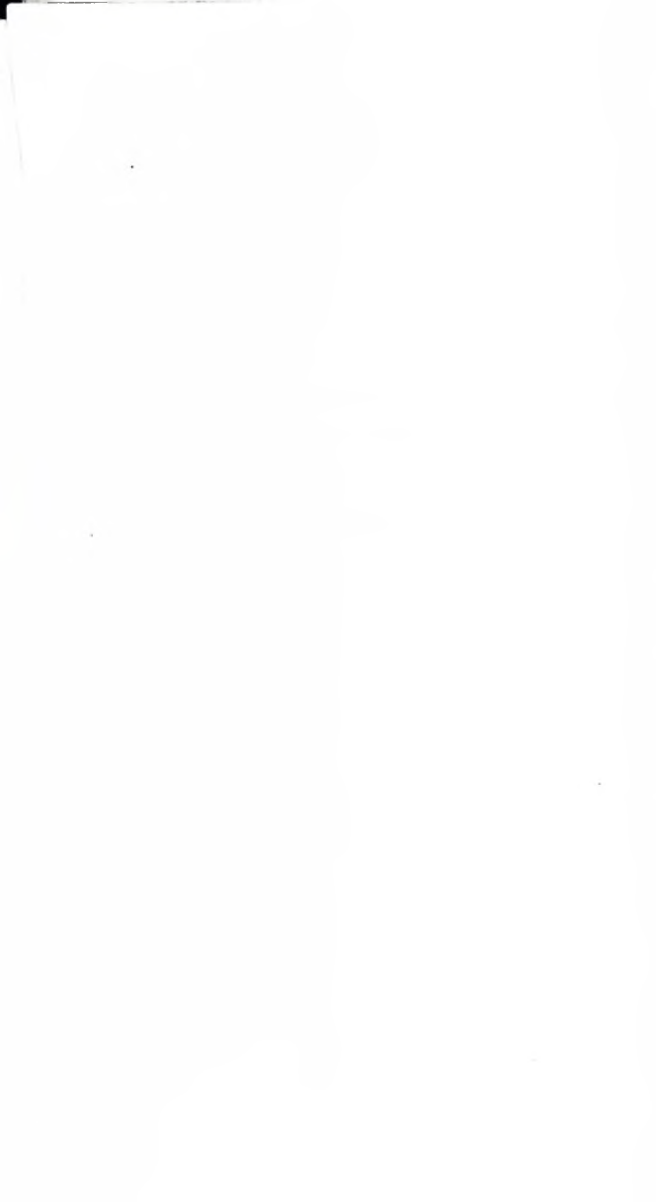
The Nigeria Police has come to the realisation that modern policing demands that investigation and prosecution of criminals should be based on scientific methods. In line with this reality, the federal government, acting on the recommendations of the Presidential Committee on Police Reform has approved the establishment of a modern and futuristic National Forensic Laboratory for the Nigeria Police. The National Forensic Laboratory which will be located in Abuja, will have zonal offices across the country.

In the interim, the incumbent police leadership has procured Automated Fingerprints Integrated Systems (AFIS) for fingerprint analysis. The ultramodern machines are currently located at the Force Headquarters, Abuja. It is expected that in due course, more of such machines will be procured and replicated in the state commands.

Establishment and maintenance of modern forensic laboratory is capital-intensive not only in terms of acquisition and maintenance of state of the art equipment but also in the attraction and retention of quality professionals into the department. It is for this reason that concerned individuals and groups have consistently advocated a private-public partnership in the establishment of the Nigerian National Forensic Laboratory in aid of police activities as the Force strives to modernise its operations in the 21st century.

Part 4

The Police and its Public



HUMAN RIGHTS AND LAW ENFORCEMENT

Dickson Ayuba, DSP and Bernard U. Ajewole, ASP

A right is an entitlement. It is a claim which one person can bring against another to the extent that the exercise of the right does not infringe on the rights of other people. "Human Rights" are legal entitlements which every person, as a human being, possesses. They are universal and belong to everyone, rich or poor, male or female. Such rights may be violated but they can never be taken away.

Human rights are legal rights – this means that they are part of the law. The fundamental basis of the modern laws of human rights has existed throughout history. However, it was not until the last century that the international community realised the need to develop minimum standards for the treatment of citizens by their governments. The reasons for this awareness are best expressed in the preamble to the Universal Declaration of Human Rights, adopted by the United Nations in 1948:

recognition of the inherent dignity and equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world disregard and contempt for human rights have resulted in barbarous acts it is essential, if man is not to be compelled to have recourse, as a last resort, to rebellion against tyranny and oppression, that human rights should be protected by the rule of law.

Law enforcement officials play a great role in the promotion and protection of human rights. The law enforcement function is a public service created by law, with responsibilities for

maintaining and enforcing the law, maintaining public order and rendering aid and assistance in emergencies. The powers and authorities that are required for the effective discharge of law enforcement responsibilities are also granted by the laws of the land. However, these legal foundations in themselves are insufficient to guarantee lawful and non-arbitrary law enforcement practices; they merely offer a framework and create potential.

The effective and correct task performance of law enforcement agencies depends upon the quality and capability of each one of its law enforcement officials. Law enforcement must be carried out in full compliance with the law and with a correct and reasonable use of powers and authorities granted by the law. Law enforcement cannot be founded on illegal, discriminatory or arbitrary practices on the part of law enforcement officials. Such practices will destroy public confidence, trust and support and will serve to undermine the very authority of the law enforcement organisation.

Ethical and Legal Law Enforcement Conduct

Law enforcement practices must conform to the basic principles of legality, necessity and proportionality. Every law enforcement practice must have its basis in law. Recourse to it must be unavoidable, given the circumstances of a particular case in hand and its impact must be appropriate in relation to the seriousness of the offence and the legitimate objective to be achieved. The relationship between law enforcement practices and the perception and experience of rights and freedoms and/or the quality of life in general within a society are subjects that still receive insufficient thought and attention.

Code of Conduct for Law Enforcement Officials

This issue of professional ethics for law enforcement has been given some thought in international instruments on human rights and criminal justice and most prominently, in the code of conduct for Law Enforcement Officials (CCLEO) adopted by the General

Assembly of the United Nations in its Resolution 34/169 of 17th December, 1979. This resolution states that the nature of the functions of law enforcement in the defence of public order, and the manner in which those functions are exercised, have a direct impact on the quality of life of individuals as well as of the society as a whole. While stressing the importance of the tasks performed by law enforcement officials, the General Assembly also underlined the potential for abuse which the exercise of such duties entails.

The Nigeria Police and Law Enforcement

The Nigeria Police Force is the principal agency for crime control and law enforcement in Nigeria. The Nigeria Police Force is a law enforcement agency controlled by and responsible to the Federal Government of Nigeria and the Nigerian populace. It is therefore true to say that the police is the solid rock on which the government builds its social and economic policies, because without peace and stability, the aims and objectives for economic and social aspirations of the nation cannot be attained.

Obviously, the role of the Nigeria Police Force is a direct consequence of the powers conferred upon it by law. Consequently, the law must regulate the performance of its duties relating to arrest, detention, search and seizure, and the use of force. In other words, these duties must be exercised strictly within the limits prescribed for the police by law. Any form of exercise of these powers which does not strictly conform to the prescriptions of the law can have unpleasant consequences for the Police Force (as a corporate entity, as well as for the individual police personnel).

One of the functions of the Nigeria Police is to enforce the law. Wisely, the law grants certain freedoms, rights and limits certain liberties. The freedom of an individual ends where that of another begins. The society must therefore recognise the correlates of liberty and restraint and the importance of balancing them without necessarily causing any dislocation or disarticulation within the polity. The difficult task of balancing these seemingly contradictory correlates has been a constant challenge for the Nigeria Police. However, the vitality and creativity of the Nigeria Police in forcing that harmonious balance between liberty and restraint is the potent

factor for the stability of the society.

The Nigeria Police Force has a sacred obligation to ensure that its officers and men perform their duties within the limits prescribed by law. It becomes mandatory that the performance of such duties as arrest, detention, search and seizure, and the use of force are strictly regulated and monitored to ensure compliance with internationally accepted standards. Nigeria is a signatory to the International Charter on Human Rights and since these rights are entrenched in our constitution, the Nigeria Police is obliged to avoid actions which might have negative implications for civil liberties.

Powers and Functions of the Nigeria Police Force

The Nigeria Police Force was established as a Federal Force in 1930 as successor to the Northern and Southern Nigeria Police Forces. Successive constitutions in the country, since independence in 1960, have made provision for the establishment of the Force. Section 214(1) of the 1999 Constitution provided that *"There shall be a Police Force for Nigeria, which shall be known as the Nigeria Police Force"*. It also provided that *"subject to the provisions of this section, no other Police Force shall be established for the Federation or any part thereof"*. Consequently, Nigeria has a national Police Force. Section 2 of the Police Act states the functions of the Police as:

- Prevention and detection of offenders;
- Preservation of law and order;
- Protection of life and property;
- Enforcement of all laws and regulations with which they are charged; and
- Military duties within or outside Nigeria, as may be required of them.

In order to discharge these numerous functions, the Nigeria Police is accorded wide powers by laws. For example, under the Criminal Code, Penal Code, Criminal Procedure Code and Criminal Procedure Act, the Police have powers:

- To take measures to prevent crime;

- To investigate crime;
- To interrogate suspects;
- To prosecute suspects;
- To search properties and persons in order to prevent crimes, detect or investigate crimes, detect and apprehend offenders, and collect evidence for prosecution;
- To grant bail to suspects pending the completion of investigation or before arraignment in court;
- To serve summons;
- To regulate processions and assemblies; and
- To disperse illegal or unlawful procession and assembly.

Due to structural, political and economic conditions, police institutional culture, practices and personality factors among others, there is the inherent danger that the discharge of these functions may lead to the violation of citizen's rights.¹

Human Rights in Nigeria

Nigerian citizens are guaranteed the following fundamental rights under the Nigerian Constitution and law:

- (i) Right to life and human dignity;
- (ii) Freedom from inhuman and degrading treatment and torture;
- (iii) Right to personal liberty;
- (iv) Right to privacy (of family life and personal communication, etc);
- (v) Right to be presumed innocent until proven guilty;
- (vi) Right to remain silent during criminal investigation and trial processes;
- (vii) Right to notice of charges within a reasonable period;

- (viii) Right to be arraigned before a court or tribunal, and to a judicial proceeding in the language understood by the suspect, or the interpretation of proceedings in the language understood by an accused person;
- (ix) Right to be arraigned before a court within a reasonable period;
- (x) Right to be represented by a counsel of one's own choice;
- (xi) Right to bail;
- (xii) Right to cross-examine prosecution's witnesses and present own witnesses;
- (xiii) Right to speedy trial;
- (xiv) Right against self incrimination and compulsion to testify against or for oneself;
- (xv) Right to a fair, open and impartial judicial process;
- (xvi) Right against unduly long detention without trial;
- (xvii) Right against double jeopardy - (multiple trials for the same offence); and
- (xviii) Right to an appeal in respect of the decisions of a court of first instance.

Numerous as they seem, the law enforcement agencies especially the police are obliged to protect and respect these rights. Such observance becomes more compelling, not only because Nigeria has embraced a democratic system of government, but also because issues of human rights have gone beyond the mere concerns of national sovereignty and become matters for protection and enforcement by the international community. Accordingly, the Nigeria Police Force of the twenty-first century will have to contend with the need for meticulous observance of human rights in the performance of its crime prevention and criminal justice duties.

Manifestations of Human Rights Violations by the Police

Specific manifestations of human rights violations that the Nigeria Police are being accused of in the course of law enforcement in Nigeria include:

- Incivility to citizens involving verbal assault;
- Threat of or actual physical restraint without lawful grounds;
- Brutality against citizens, including physical assault;
- Excessive use of force amounting to torture and degrading treatment;
- Frivolous searches and arrests in order to intimidate or harass individuals;
- Extortion and corruption;
- Long pretrial detention either due to frivolous arrests aimed at facilitating extortion or due to incompetence and ineffectiveness in investigation;
- Torture of suspects as means of obtaining confession; and
- Extrajudicial killing.²

One of the major responsibilities of government is to preserve and protect the human rights of its citizens against any violations by agents of the state, other citizens or foreign nationals. As they go about their daily endeavours, citizens interact with different sets of people and government agencies. Since conflict is an integral part of human relationships, it is not uncommon that friction may arise from these interactions which could lead to suspicion and distrust between individuals or between citizens and government agencies.

On this score alone, the Nigeria Police has consistently come under severe public criticism for its poor human rights records. This was most pronounced in the years of military rule with its usual castration of the rule of law, which foisted a utopian character on the people's demand for the protection of human

rights. The following passages will discuss the issues of human rights as it affects the Nigeria Police and help thereby to dispel common stereotypes about the police and human rights issues.

Human Rights Violations by the Police: Myth or Reality

All over the world, police organisations have come under constant and severe criticism for their perceived knack for human rights violations. However, the level of such abuses which varies from one country to another is largely dependent on the degree of democratic governance in each country. Democracy usually gives room, through the rule of law, for active civil society groups to challenge police actions and make police officers more cautious in the way and manner they handle the citizens.

Despite continuous attempts by successive police administrations to change the human rights image of the Force, the notion persists among members of the general public that the Nigeria Police has very scant regard for the civil rights of the average citizen. This perception is borne out by the place of law enforcement in public administration. The police, as the coercive arm of the state, has borne the brunt of the blame for all the excesses of military and civil administrations in Nigeria. Little consideration is given to the fact that the police must give unflinching loyalty and support to the government of the day. The public is always quick to find the police guilty of rights abuses even before the facts of each incident have been made public.

Several reasons have been adduced for the seeming recalcitrance of police operatives to turn a new leaf and show greater respect for the rights of citizens. Some of the often cited reasons include:

- The police is a colonial invention, hence it was not created to respect the rights of citizens but to advance the cause of colonialism;
- Many policemen have minimal education and are incapable of appreciating the value of civil liberties to the entire society;
- Long years of military despotism have made most citizens,

the police included, to have scant regard for basic rights of all citizens;

- Sometimes, the police violate citizens' rights out of anger, frustration and low self esteem resulting from their poor pay and welfare packages.

Indeed, these factors may be responsible for the seeming intractability of human rights situation in police stations and offices around the country. Other plausible causes have been adduced by Professor Femi Otubanjo which throw more light on the subject. They range from the conceptual to the cultural, the social and the environmental.

- (i) **Conceptual** – In several Nigerian languages, there is no direct translation for the word "suspect". So, it is often misconstrued to mean that the arrested person is already guilty of the offence, hence the suspects are treated with indignity, crudity and brutality.
- (ii) **Cultural** – The Nigerian Police operates in a paternalistic society, where authority is rarely questioned, so police personnel do not expect citizens to argue for themselves out of any situation and any attempt to challenge their authority usually leads to all manner of abuses.
- (iii) **Social** – The bulk of policemen and women come from the lower classes of society and are educationally and materially disadvantaged. They tend to express their frustrations and their authority through abusive behaviour.
- (iv) **Environmental** – The poor training of police recruits expose them to brutalisation of their psyche, with inadequate welfare packages such as feeding and other facilities to make their training easier and more humane. Beyond the Police Training Schools, the police in Nigeria operate in a social milieu that is characterised by a legacy of civil war and military rule, political mismanagement and economic adversity that have contributed to a culture of lawlessness and violent crimes. The Nigeria Police is

therefore confronted daily by a relentless army of lawbreakers created by this polluted social environment.

The erudition of this submission notwithstanding, some of the reasons must be admitted with reservation. There are inherent contradictions in citing the poor education, inadequate welfare training and financial background as alibi for the violation of human rights. The truth is that several policemen may be far more educated than the people they police. The modern Nigerian Police can proudly boast of the high entry qualifications for its officer training programmes. Officers with multiple degrees are the norm; even the rank and file has its share of graduates in the various cadres.

The main reason for the poor record of human rights infringements by the police can be found in the popular saying that *power corrupts and absolute power corrupts absolutely*. The Nigeria Police is vested with enormous constitutional powers, some of which are exercised at the discretion of police officers. The powers of arrest and detention, search and investigation are all prone to abuse at the hands of policemen and women whom the society has failed to control.

The Pirelli Tyre slogan, "power is nothing without control" aptly sums up the reasons why some police officers are prone to abusing the rights of citizens. "The police, like the law, reflects the nature of the society in which it operates. For instance, corrupt societies acquire corrupt and omnipotent police, violent societies get violent police, tolerant societies get tolerant police and all wise societies bridle police powers."⁴ From the above submissions, it would be safe to admit that accusations of violations of human rights by police operatives are not farfetched, but grounded on the reality of social experience in Nigeria.

The Silent Victims of Rights Violations

It would appear that the victims of crime have been forgotten in all the hue and cry of human rights violations. Often times, the victims of rape, robbery, assault and theft are left to wallow in their pain because their fate does not seem to catch the fancy of

human rights crusaders. Much energy and resources are dissipated to ensure that the rights of suspects are respected by the police and other law enforcement agencies.

Armed robbery suspects may have several lawyers trying to defend and secure bail for them while the victims of the crime are left to fend for themselves, with only the police to help them through the trauma. The pertinent question to ask is: who should protect the right of the victims of crime? There appears to be loud and conspiratorial silence in the human rights advocacy community over the violated rights of victims of crime. Certainly, the continuous siege on the courts and police stations by human rights bodies and lawyers seeking to cow the law enforcement agencies into granting bail or discharging suspects can only encourage criminals to persist in their nefarious pastimes.

It would appear that human rights activists are, perhaps for pecuniary reasons or their publicity value, more interested in the suspects, rather than victims of crime. It is reasoned that the fight against crime could be made easier if human rights crusaders show more interest in the fate of victims of crime. Their activism would generate public condemnation for the crime and sympathy for victims such that potential criminals would likely be discouraged from engaging in such behaviour. Some nongovernmental organisations exist that are solely devoted to assisting the victims of violent crimes like rape and assault to overcome the trauma of their experiences. But they are less popular than the ones set up to protect human rights, which fix their sights instead on the security agencies and shout from the rooftop at every case of human rights violations.

It would seem that the 21st century shall go down in history as the high noon of the age of democracy. This widely acclaimed form of representative government is fast becoming the vogue all over the world. The momentum began in the twilight of the last century. Many hitherto dictatorial societies have embraced the gospel of democratic rule and human rights advocacy has become a rallying point for many international organisations. It is commendable to protect the inalienable rights of citizens. The danger is that if citizens are not enlightened enough or encouraged

to act in defence of their civic rights, human rights activism in support, or defence of crime suspects may create the impression that it is easier for a citizen to break the law and go scot-free than for law abiding citizens to be protected by the law. There is ever need, therefore, to balance the protection of human rights with the defence of civic rights by all citizens. Only then would human rights crusaders make more meaningful contributions to the fight against crime.

How to Curb Rights Violations by the Police

Most suggestions to contain the violation of human rights by the police have been directed at controlling the action of members of the Force. These include proposals for adequate training, good welfare packages and appropriate logistics for the police and public enlightenment about citizen's rights and responsibilities. Though these submissions are genuine and worthy of implementation, we must appreciate the fact that the Nigerian Police functions in a flawed socioeconomic and political environment in which both the government and people show little respect for the rights of citizens.

The Nigeria Police owes its distant origins to the private security guards of traditional rulers that were converted during colonial rule to the colonial police and after independence in 1960, used by successive civil and military administrations as the prime agents of state security. The sad truth however, is that the history of the police since independence has been one of misuse by the rulers for their own selfish and parochial political gains.

In addition, the wide constitutional powers of the police are largely exercised at the discretion of police officers without the corresponding restraints to guard against the misuse of these powers. Underpaid, ill-equipped, and constantly exposed to hazards of law enforcement in a social climate that appears to have little respect for law and order, the average police operative easily succumbs to temptations to abuse his discretionary powers.

It would require the collective efforts of both the government and civil society to curb the tendency of the police to abuse the rights of citizens. While the government concentrates on providing

adequate funding for the police, the civil society through the various nongovernmental organisations should have responsibility for enlightening the people on their constitutional rights and responsibilities. In the absence of such collaborative efforts, the problems that lead to the widespread allegations of human rights abuses by the police shall linger without resolution.

Protection of Citizen's Rights in an Emerging Democracy

It is a well known fact that citizens' rights are more easily protected in a democratic society than in a dictatorship. A culture of respect for the rule of law by both the citizens and the government is the accepted standard of behaviour in a democracy. On the other hand, military dictatorship thrives on the suppression of the rule of law. The interests of the dictator are usually synonymous to that of the state and any attempt by individuals or groups to resist the imposition of arbitrary rule is considered a crime against the state. Under such conditions, the protection of human rights by the state and its agencies is a mirage.

Countries that experience long years of dictatorial rule are usually characterised by high levels of intolerance among citizens and a disdainful perception of citizens' rights by state security agents who do not appreciate the fact that the citizens have certain inalienable rights and privileges that must be protected by the state. Another characteristic of dictatorial rule is the higher propensity of citizens to easily take the law into their own hands, because the rule of law that should normally guarantee the protection of their rights has been supplanted by the supremacy of force and privilege.

Though an emerging democracy can boast of greater freedoms as a result of the dismantling of dictatorial rule through democratic elections, such a society is yet to make any meaningful progress in the development of democratic structures. The judiciary, the legislature and viable party systems that can sustain the new found democratic culture are still in their formative stages and must grapple with the important task of dismantling the vestiges of dictatorship in the psyche of the people.

Nigeria has had its share of dictatorial rule from three stanzas of military incursion into politics culminating in a total of 28 years,

during which the country's constitution, and by implication the rule of law, was suspended. The leaders of each successive junta were free therefore, to abridge the rights of the people as they saw fit and employed the apparatus of state security to ensure that the infringements of the peoples' rights went unchallenged. The abrogation of political parties by each ruling clique meant that citizens' rights of association, freedom of expression and other fundamental liberties had also been withheld. The people were thus vulnerable to every manner of human rights abuses by agents of the state.

Since the turn of the century, Nigeria has been free of the menace of military dictatorship and is battling to install self sustaining democratic institutions even as it endeavours to instill democratic norms in the citizens. Coming, like the rest of society, from a long tradition of arbitrary rule, the Nigeria Police is challenged primarily by the need to balance its primary role of law enforcement with the protection of human rights in an emergent democracy that is yet struggling to achieve stability as a nation. Some of the daunting obstacles in the pathway of an improved human rights protection record for the Force include:

(i) Change of Orientation

The officers and men of the Nigeria Police must face the arduous duty of reorienting themselves from the old policing methods that obtained in the military dispensations to the new policing ethics that suit a democratic society. In this new dispensation, citizens' rights are encoded in the constitution and the state has the responsibility of protecting such rights from violation by either its agents or other citizens. The difficulty of this change in attitude explains why some police personnel still indulge in the use of unwarranted and excessive force in the discharge of their duties.

(ii) Negative Public Perception

The Nigeria Police is also faced with the daunting task of correcting the long held public impression of the Force as a brutal and corrupt organisation. All efforts by the police leadership at all levels notwithstanding, such widespread misunderstanding and distrust

by citizens still persist. For example, the police leadership set up an administrative panel to investigate the matter, when the sad incident of the killing of six traders by some policemen in Abuja, later to be known as the Apo Six saga, occurred in 2005. Largely due to the stereotypic suspicion of the Nigeria public, who could not trust the police to be objective in its handling of the matter, the federal government established a judicial panel of inquiry whose findings were not remarkably different from the initial conclusions of the police board. In obedience to a court order, the police recently paid ₦2 million to the victim of an accidental shooting by a policeman. Many policemen are currently under trials on charges of murder or manslaughter for excessive use of force leading to the killing or maiming of citizens. In the celebrated case of the Apo Six, a deputy commissioner of police was among the officers indicted for murder. The hierarchy of the police can not afford to condone such despicable acts of extrajudicial murder, no matter the rank of the officer involved. But until the citizens begin to appreciate and support the good intentions of the police, the ghosts of the past will continue to haunt and disrupt the genuine efforts to inculcate a new spirit of respect for human rights in the officers and men of the Force.

(iii) Political Pressures

The Nigeria Police faces another serious challenge in curtailing the excesses of political office holders and exuberant politicians who look upon the police as instrument for the achievement of parochial political ambitions. Many political office holders presume that the law can, and must be, bent to suit their purposes at any time. They have been known to abuse the privilege of their exalted offices by misleading the police to arrest, detain and prosecute innocent citizens. People in positions of authority routinely use the police to curtail the rights of citizens to lawful assembly, by raising unfounded fears about the gathering as threats to public peace. The consequence of such action is the hardening of negative public opinion on the police. The challenge before the leadership of the Nigeria Police is that of enforcing the law without fear or favour and without violating the fundamental rights of citizens.

Thus, the police must be empowered to take independent action irrespective of the positions of those who are likely to be affected by such actions.

(iv) Funding and Welfare

The last obstacle confronting the police in this important task is that of inadequate funding by government. The function of the police in an emerging democracy is so crucial to the peace and progress of the nation, that extra attention must be given to the logistic and motivational needs of the Force. An ill motivated and poorly equipped Police Force can only be a clog in the wheel of political progress for an emergent democracy. The institutions of state are still relatively too weak to cope with the extra pressures of rising crime waves and violations of citizens' rights that will result from poor funding of the police. All hands must be on deck, therefore, to provide the necessary support for the police to function effectively and efficiently in the discharge of its statutory functions.

(v) Militarised Society

The long years of military rule in Nigeria and its attendant disrespect for the rule of law, enthroned a culture of impatience for the niceties of due process. It would appear that due to military rule many Nigerians lost faith in the system and easily resort to violence to press home their demands. Government agencies like the Power Holding Company of Nigeria (PHCN), the Customs Department, the Nigeria Police and even hospitals have borne the brunt of violent attacks by rampaging mobs expressing their anger over the perceived inability of such agencies to meet their demands. Certainly, no responsible government can allow itself to be cowed by violent protest. This is usually considered by responsible public officials as an affront to the nation which the government should rightly address by summoning the police. Under this prevailing situation, the police will be sorely tasked to enforce laws, protect lives and property as well as the fundamental rights of citizens, at the same time.

ENTER THE HUMAN RIGHTS DESK

With the advent of democratic governance in Nigeria in 1999, most government agencies were duty bound to adjust their standard operational procedures to conform to the emergent political order. The Nigeria Police was no exception and being at the forefront of constant interactions with the broad public, began immediately to experiment with various policies to improve its human rights records and earn the respect and confidence of a skeptical Nigerian public.

In 2003, the Force introduced the concept of community policing for which special recruits were trained at the Police College in Kaduna and posted to various police divisions in Kaduna State to propagate the ideals of democratic policing. Along these same lines, Tafa Balogun, the former Inspector General of police introduced the position of human rights officers and directed all state commissioners of police to establish human rights offices in all the divisions in their various commands, which would attend to human rights abuses in the divisions. That initiative may have suffered from the guiding spirit of Balogun's eight point programme, a.k.a "fire for fire", which represented the mailed fist of law enforcement and did not pretend to pander to the niceties of the law. Not surprisingly, his directive on human rights offices was haphazardly implemented and consequently did not make appreciable impact on the mindset of the average cop.

In 2004, Balogun had also with the aid of the British Department for International Development midwifed the birth of the community policing programme. To avoid the mistakes that had stunted the growth and development of the previous initiatives, the new community policing project was introduced in Enugu State as a pilot initiative to test run the idea and find solutions to the problem that had hindered the effective implementation of previous efforts. At the time of writing, the community policing project has spread to six state commands in Nigeria with a plan to involve twelve more states by 2007. All of these initiatives are aimed at enhancing the ability of policemen to respect and protect the human rights of citizens, so as to earn their respect and confidence.

In June 2006, the Nigeria Police, in collaboration with the nongovernmental organisation, Crime Victims Foundation (CRIVIFON) launched the initiative of establishing human rights desks in all the police stations in Lagos State as a pilot project. To this end, a select crew of 228 officers and men from all the 84 divisions and mobile force units in Lagos State attended a sixteen week training exercise to equip them with the necessary skills for handling human rights abuses in their various divisions and to act as role models to fellow police officers and men.

The selected policemen were trained on basic human rights standards, the scope and limits of police powers, how to deal with suspects, victims and witnesses of human rights abuses, investigative interviewing, alternative dispute resolution (ADR), handling of exhibits, report writing and actions to take after investigation. It was correctly adduced that the human rights desk would have the following advantages for the Nigeria Police:

- (i) Improve its image and engender greater public cooperation;
- (ii) Enhance its efficiency and effectiveness in crime prevention;
- (iii) Provide public peace in various communities; and
- (iv) Create a more conducive environment for development as poor standards of human rights, readily instill fear in people, thus affecting the quality of life and governance in such societies.

Recently, also, the Police Duty Solicitor's Scheme was launched in Lagos as yet another initiative to ensure respect for the constitutional rights of suspects, detained and accused persons in police stations across the country. Though both the Human Rights Desk and Police Duty Solicitor's Scheme are in their embryonic stages, they have great prospects for enhancing the human rights records of the Nigeria Police Force in this emerging democracy. The two initiatives are complimentary to each other since they are both aimed at tackling the problem of human rights violations in police stations. Certainly, it behoves on all and sundry to support

these laudable programmes and ensure that their aims and objectives are achieved.

The Way Forward

The police should, in consonance with the broad objectives of the human rights desk and duty solicitor's scheme, fashion out orientation programmes on human rights protection for all its officers and men. The programme should be organised at all the levels of the Force, from the Force Headquarters to the last police post in the country, and in partnership with other stakeholders in the human rights advocacy community. As the challenges of policing Nigeria continues to unravel, the programme must aim at always breaching communication gaps between the police and members of the public such that there will be common approaches to human rights issues, especially those that impinge on the ability of the police to deliver its constitutional responsibilities. The general public need to be constantly reminded that for the good of everyone, they have an obligation to assist the police. For this same reason, everyone must learn to imbibe the principle that, "*your right stops where the right of others start*". The inculcation of this principle must begin at the earliest formative years in the life of citizens. As such, human rights education must be a part of the schools curriculum and the gamut of civic education and public enlightenment outreach by relevant government agencies.

Political parties and religious organisations must espouse the democratic principles of tolerance for opposing views. They must also teach their members to always seek legally acceptable forms of protest against provocative comments and attitudes. Leaders who flagrantly incite their followers to violence should face the full wrath of the law. Religious and political leaders, including other prominent members of society, must not be allowed to get away with infringements against the law so as to protect the sacred dictum that the law is no respecter of persons. The rank and file of the police must be encouraged to act boldly in defence of the law when the elite are involved in crime.

The nation's judicial system is overdue for reforms to bring it into the information age. The judiciary must keep pace always

with social, economic and political developments in society. Justice delayed, they say, is justice denied. When a minor case of assault is allowed to drag on interminably at the courts, a victim may justifiably be tempted to resort to taking the law into his or her own hands. The judiciary should be reorganised in such a manner that criminal cases and civil disputes are resolved within three months or less. Courts should be established at all levels- federal, state and local government- to handle human rights cases and disputes only.

The community policing initiative should also be pursued ever more vigorously. With increasing technological advancements in communication, the police-community partnerships can work more efficiently than ever before to halt criminals in their tracks. The partnership programme, if well implemented, will enhance the protection of civic rights, which also is a cardinal principle of community policing.

In this connection, human rights advocates should turn their searchlights also on the hapless victims of crime and make an even more vigorous case for them to receive justice for their pains and sufferings. The current tendency of fighting solely for the rights of suspects hardly encourages criminals to turn over a new leaf. The adage, evil thrives when pious people remain silent, aptly explains this recommendation.

Because the police has a vital role in the sustenance of a democratic culture in every society, it is imperative that the funding requirements of the Force be given the utmost priority by public sector managers. An underfunded Police Force will be ill equipped to contain the deluge of challenges that confront an emerging democracy. The funding should be directed at logistic requirements of police units to increase their efficiency and the welfare of the personnel to motivate them to greater achievements. Accordingly, a bill on the proposed Police Trust Fund which is currently before the National Assembly and the Presidential Task Force on Police Equipment are very laudable initiatives that, implemented to their logical conclusions, will greatly enhance the efficiency of the police. A Police Force that has wide discretionary powers but is underfunded and poorly motivated is a liability to the society that

it seeks to police. It is like asking a hungry man to watch over a fully stocked kitchen.

Situational Dilemma in the Observance of Human Rights in Nigeria

The Nigeria Police has always performed its duties as statutorily laid down by relevant laws of the nation. This has increasingly become the modus in the wake of the paradigm shift in policing. However, in clamouring for the protection of their rights, most citizens either ignore or fail to take cognizance of the existence of other people's rights. As Lord Denning once said, "*the right to extend your arms stops where another man's nose begins*".

Firstly, it is often said that searches amount to a violation of the constitutional right to private and family life. This is usually conducted for purposes of establishing the fact of commission of a crime, for arresting a suspect and or recovering stolen items. It is common for citizens to often complain that these rights are being infringed each time a search is conducted on them. However, the same citizen would expect the police to intensively conduct this search on other citizens if his property is stolen. They are usually oblivious of the fact that the police has to do all these things in order to achieve results.

In the same vein, the question has been asked by Professor Adedokun Adeyemi in his speech: *Police and Human Rights in a Democratic Nigeria: Challenges for the Twenty-First Century* delivered at a workshop by the police in August, 2005:

....how can one justify any reasonable suspicion of a well dressed permanent secretary, doctor, lawyer or company director who is accosted by a police officer at a check point, on his way to or from a social function, and being subjected to a humiliating search on the road?

It should be noted that criminals are very ingenious in their modus operandi and indulge in all sorts of games to try and beat the watchful eyes of alert policemen. Decent looking men in priestly robes have proved to be hoodlums trying to outwit the law in their bid to escape with snatched vehicles. In some of these

cases, the insistence by the police to conduct searches have led to the arrest of these persons impersonating as reverend gentlemen with arms as well as the recovery of these stolen vehicles. Also, citizens neatly dressed in suits in the "owner's corner" of luxury vehicles, after introducing themselves as important dignitaries, have sometimes been discovered to be transporting arms and ammunition.

This dilemma still exists when a driver claims that he has freedom of movement and maintains that the police is embarrassing him by stopping his vehicle. However, if such driver's car is stolen, he expects the police to recover it in good time. How will the police be able to recover his vehicle if other drivers on the roads are not stopped and interrogated? Or what does one say about a casket, purportedly carrying a corpse but filled with AK-47 rifles? In the same speech, this question was also asked:

Also, how can one justify the now almost routine search of many travelers suspected to be just returning into the country from a trip abroad?

In line with the paradigm shift in policing ethics introduced by the current Inspector General of Police, emphasis is now being placed on proactive policing rather than reactive policing. In the wake of terrorism, money laundering and drug trafficking as major threats to society, it has become inevitable for the police to initiate measures to nip in the bud the grave consequences of these vices. This is all the more imperative as the police will take the blame for the culpable negligence of its officers whenever the laws against these vices are infringed.

Constitutionally, police detention should not exceed one to two days or such longer period as may be reasonable. Mindful of this provision in the release of suspects, the Inspector General of Police is routinely petitioned over the non-release of suspects whose cases have not ended by the officers in the field. Surprisingly, these petitions are sometimes written by lawyers who are not oblivious of this constitutional position.

In the course of discharging their onerous responsibilities, the police have sometimes displayed on television, notorious criminals who have unleashed hardship on communities. One of the reasons

for this is to enable people beware of them in their dealings. It also serves as an implied identification parade in respect of crimes they may have previously committed and which are being investigated by the police in other formations. However, this practice has often times come under serious criticism as infringing on the rights of those who are being displayed on television. One would ask; whose interest is more paramount in this regard, the society or the suspects? What about the owner(s) of the properties that were stolen by these criminals? What happens to their rights or should the police not recognise the rights of victims?

These are some of the dilemma that the police must contend with in the lawful performance of its duties.

Ehindero's Paradigm Shift: A Step in the Right Direction

The need to respect human rights and protect them against violation has always been of paramount concern to the Nigeria Police. This is because human rights are those inherent and inalienable rights of human beings aimed at preserving and restoring their dignity. In his paper titled the "*Liberty and Security of Person*" (Ehindero 2001) the current Inspector General of Police stated:

The Nigeria Police Force encourages, by training members of the Force to imbibe the ethics of these codes. It is realised that there are overzealous operatives in our midst; that the public as much as ourselves are dissatisfied with their operations, be it impoliteness to members of the public, the use of firearms, corruption, illegal search and seizure and delay in the prosecution process. The police perform quality control on these groups realising that the reputation of the Police Service fails each time a number of these discreditable conducts receive wide publicity. The challenge of the police is not only to make the Police Service less vulnerable to these conducts but also how best the police can serve the public.

This position shows that IGP S. G. Ehindero had high regards for the observance of human rights before his assumption of office as the IGP. It is therefore not surprising that upon his assumption of office as the IGP, he set out his philosophy as follows:

Mission –

'To Serve and Protect with Integrity'

Vision –

'To Build a Nigeria Police that must challenge the conventional wisdom and stereotype about our style of policing and develop a strong performance, disciplined culture, rooted in probity and the fundamentals of democratic policing.'

Action Plan –

'A paradigm shift for the Nigeria Police away from paramilitary policing to community, democratic constitutional policing with fundamental principles of security, freedom, justice, equity, and fair-play that is unparalleled in the evolution of the Nigeria Police Force.'

In realisation of the above, the Inspector General of Police has put in place the following measures in order to ensure that human rights are not violated:

- (a) Establishment of the Public Complaint Bureaux;
- (b) The use of the Police Community Relations Committees;
- (c) Organisation of seminars, courses and lectures on human rights;
- (d) Training and retraining in musketry, use of firearms and issuance of firearms to officers of rank of corporal and above;
- (e) Establishment of the Human Rights Desk and designation of a senior officer of the rank of Assistant Inspector General of Police to coordinate human rights matters;
- (f) Liaising with human rights groups in capacity building and enlightenment programmes;
- (g) The reorganisation of the X-Squad to ensure effectiveness in monitoring and sanctioning of deviant officers;

- (h) Proper training, reorientation of the officers and men in line with the norms of democratic policing and the rule of law which require civility and respect for the rights of the citizens by the police, in the performance of their duties. It is in view of this that the course contents/manuals in police training institutions were revised/reviewed to entrench instructions on human rights;
- (i) The establishment of the Human Rights Sections at the divisional, area command and state command levels of the Nigeria Police Force with the aim of ensuring:
 - (i) That innocent person(s) involved in civil/non-criminal matters are not arrested and/or detained by the police.
 - (ii) That suspected persons are not detained beyond the statutory period allowed by law; and
 - (iii) That no person/suspect is subjected to torture or any inhuman/degrading treatment in the course of police investigation.
- (j) The strengthening of community policing strategy by the Nigeria Police in furtherance of community partnership in policing;
- (k) Articulation of the vision and philosophy of the Force into a 10-Point Programme of Action with a guiding philosophy "To Serve and Protect with Integrity" where the notions of justice, fairness and pursuit of the common good are the focus.

Respect for Court Orders/ Judgments

One of the cardinal attributes of a democratic society is the supremacy of the rule of law. Once a court order is made, it subsists until set aside on appeal, and the person against whom the order is made is obliged to abide by it. The practice of disobeying or ignoring court orders properly entered is perhaps the most embarrassing manifestation of military regimes. However, in line

with the emerging democratic culture in Nigeria and the paradigm shift in policing, the Nigeria Police Force now has utmost regard and respect for court orders and judgments. Now, the Nigeria Police always complies with the terms of court orders and judgments that emanate from our courts of law.

Any objections to such orders/judgments are now by way of appeal as authorised and laid down by the law. This is because the Inspector General of Police has always emphasised the view that to guarantee the observance and protection of human rights and fundamental freedoms in any society, including our own, it is absolutely imperative that the authorities should always comply with pronouncements of the courts.

Peaceful Management of Labour Rally

Following the increase in the pump prices of fuel in 2005, the Nigeria Labour Congress served notice of its intention to organise protest rallies in some major cities in the country. Against the background of similar protest rallies in the recent past, and coming soon after the enunciation of the new policing ethic or paradigm shift, the Nigeria Police Force was faced with the challenge of how to effectively supervise these protest rallies so that the events would not be hijacked by social miscreants. Obviously, given the mass rejection of the said increase in pump prices by the general public, the proposed rallies were capable of leading to a breakdown of law and order.

However, the Inspector General of Police, Mr S. G. Ehindero and top management of the Nigeria Police Force went into dialogue with the leaders of the Nigeria Labour Congress. In the course of the dialogue, the need to strike a balance between pressing for their rights and respect for the law was considered. The police reiterated its resolve to always perform the statutory duties with which they are charged under the constitution, which includes protection of life and property, preservation of law and order among others. Under this arrangement, the IGP agreed to offer protection to the Nigeria Labour Congress while they assured him that their protest rallies would not lead to any breakdown of law and order.

Upon the commencement of the protest rallies, officers and men in the respective Police Commands were kept on alert. Officers and men accompanied the protesters to ensure that social miscreants in the states did not take advantage of the situation to wreak havoc. The protesters were also advised to march along certain routes and not those that were identified as trouble-prone areas. During the protest rallies, both overt and covert policing techniques were adopted in the respective states. The close monitor of these protest rallies in all the states where they were held ensured that there was no breakdown of law and order in the country. It is important to state that giving protection to protesters is novel in the history of policing in Nigeria.

CONCLUSION

There is no doubt that frantic efforts have been made with a view to aligning the Nigeria Police Force with the tenets of the emerging democratic culture which entails respect for human rights. In order to ensure the evolvement of a modern, effective, and regenerated Police Force, deliberate measures to modernise and enhance its service delivery capabilities have been taken. Some of the reforms and restructuring policies include the commencement of intensive local and overseas training in human rights, new cooperation agreements with other countries, especially in the area of community policing. This is borne out of the fact that the observance of respect for human rights by the police will tremendously improve its image, engender much greater public cooperation and consequently, greater efficiency and effectiveness in the function of crime prevention and detection.

The Nigeria Police Force has also been conscious to ensure that the conduct of officers and men in the course of policing are in line with accepted democratic practice worldwide. Adequate internal administrative and disciplinary measures have been put in place to ensure observance of human rights. It is important to mention that between 18th - 19th of August, 2005 the management of the Nigeria Police Force organised a workshop on the prevention of human rights violation in Nigeria. The workshop took place at Sheraton Hotels and Towers, Abuja, and was attended by

dignitaries whose experience in the area of human rights adequately empowered them to deliver papers on various aspects of human rights violation to officers and men of the Nigeria Police Force. This workshop has enabled positive changes in the officers and men in respect for human rights in the performance of police duties. It is not surprising that the Zonal Assistant Inspectors-General of Police and State Commissioners of Police also held similar workshops in their respective commands.

The new Police Force now in emergence is one dedicated to the service and protection of the people of Nigeria with pride, dignity and consummate professionalism. The new Force has no place for indiscriminate violation of human rights and all its attendant ramifications. With the present stance of respect for human rights, there is no doubt that a new dawn has arrived in the history of policing in Nigeria.

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4. Otubanjo, Femi, *op. cit.*

ANATOMY OF POLICE CORRUPTION

Idowu Owohunwa, SP

The consequence of a corrupt police institution is that for one corrupt police officer, justice is either denied or miscarried in respect of four hundred citizens!

Introduction

Corruption has evolved over the years to become a major and global topical discourse among scholars, civil society and statesmen. So serious are the negative consequences of acts of corruption on the economic, political and judicial development and corporate international profile of nation-states that the United Nations General Assembly, on 31 October, 2003 adopted the *United Nations Convention Against Corruption*.¹ The Convention which came into force on 14 December, 2005, recognised that corruption “*is no longer a local matter but a transnational phenomenon that affects all societies and economies.*”² It further highlighted the concern of state parties to the Convention:

...but the seriousness of problems and threats posed by corruption to the stability and security of societies, undermining the institution and values of democracy, ethical values and justice and jeopardising sustainable development and the rule of law.³

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1. United Nations Convention Against Corruption – See online document at [corruption paper\UN convention signatories.htm](#).
 2. United Nations Convention Against Corruption – p.1.
 3. *Ibid.*

Contributing to the debate on the scope of corruption, Rose-Ackerman, a Professor of Law and Political Science, Yale University argued that though countries vary widely in the pervasiveness and level of corruption, but within individual countries, surveys demonstrate that some public agencies are more of a problem than others. Within her scholarly sphere, she identified Customs and tax collection and Police Departments as facing more corruption challenges than others.⁴

Although, the Transparency International Global Corruption Barometer 2005, which was released in Berlin, Germany on 9th December, 2005 ranked for the second year running, the political sector as topmost in the sectors and institutions most affected by corruption worldwide, in the continental breakdown of the analysis, it was established that in Africa and Latin America, the police or legal systems/judiciary are atop the corruption perception index.⁵

Given the statutory role of police departments in the fight against crime and corruption, the increasing prevalence of corrupt and other unethical practices within police institutions is worrisome. Unfortunately, contrary to widely held opinion, corruption among law enforcement agencies knows no developmental boundary. It is as pervasive in the advanced countries as in the underdeveloped ones.

While profiling police corruption in the advanced world, Newburn, a Professor of Urban Social Policy, Goldsmiths College, University of London noted in a police research paper that from the earliest days of the Bow Street Runners; through the formation of the New Police in 1820's; to the scandals in the 1960's and 1970's, policing in the United Kingdom has been punctuated with examples of malpractice and misconduct. He identified concealment of serious crimes, bribery, the fabrication and planting of evidence as a range of corrupt activities associated with early days police institutions in the UK. He also made reference to the

4. S. Rose-Ackerman, *Political Economy of Corruption* (see online paper at [http | www.iie.com](http://www.iie.com)).

5. Transparency International 'Global Corruption Barometer' (2005).

Birmingham Six, the Guildford Four, the Carl Bridgewater affair and the activities of the West Midlands Serious Crime Squad involving the suppression of evidence, beating of suspects, tampering with confessional evidence and perjury ostensibly under corrupt inducement as modern day corrupt acts identified with UK police services.⁶

In the United States, the Knapp Commission (1970) established that the New York Police Department, reputed to be the largest state police department in the USA, was from the end of the nineteenth century through to the 1950's linked with acts of corruption ranging from systematic payoffs from brothels and gambling dens and shakedowns of small businesses. During the 1970's widespread 'graft' and bribery covering drugs, vice, gambling enforcement and criminal investigations were uncovered.⁷

In the 1990s, more serious unethical acts bordering on allegations of officers involving themselves in not just the usual shakedown and protection activities, but getting directly involved in trafficking cocaine and other illicit drugs were documented against the NYPD by the 1994 Mollen Commission.⁸

Even the FBI despite its avowed professionalism and efficiency, have its own documented history of corruption-related indictments. In January 1993 allegations surfaced that William S. Sessions, who had become FBI director in 1987, had committed numerous ethics violations while in office. According to the allegations, later confirmed by a Justice Department investigation, Sessions took personal trips in the bureau's plane, used FBI resources to construct a security fence around his home, and allowed his wife improper access to FBI headquarters. President Bill Clinton fired Sessions in July 1993 after he refused to resign.⁹

6. T. Newburn, *Understanding and Preventing Police Corruption: Lessons from the Literature*, *Police Research Series 110* – p.1.

7. *Ibid.*

8. *Ibid.*

9. Microsoft Encarta Encyclopedia 2006 (See article on 'Police Corruption/FBI under Freeh').

In the Australian Police Service, considerable evidence of longstanding corruption also abounds. Newburn made reference to several unofficial inquiries and commissions which unearthed evidence of gambling-related corruption and other organised police corruption in New South Wales, Queensland and Victoria since the 1970's.¹⁰ For example, in Victoria, officers were reported to 'refuse to charge' or investigate 'criminal and other offences' of politicians (such as the Premier of the Province) who were influential and supportive of the police agency in order to ensure her/his continued support.¹¹

These corrupt tendencies are not unique to the advanced world as history of policing in the developing countries is also replete with police corrupt tendencies. In an article entitled '*Small Bribes, Big Challenge: Extent and Nature of Petty Corruption in South Africa*' Hennie Van Vuuren of the Institute for Security Studies, Pretoria, South Africa, acting on empirical analysis, identified corruption (the three variants being money, favours and gifts) as the second most prevalent crime in South Africa and officers of traffic and police departments as topmost in the corruption graph. Vuuren asserted that:

Corruption was most evident in encounters with traffic officials, followed by the police and then during interactions with officials over employment opportunities. This supports the perception that corruption is a problem in local government departments, municipal police services and the SAPS (South African Police Service), and highlights the discretionary power of some of these officials. For example, the public largely interacts with traffic officials on the road where the actions of corrupt officials are difficult to monitor.¹²

Aside South Africa, the Transparency International Global Corruption Barometer 2005 concluded that respondents from

10. T. Newburn. *Op cit*, p1.

11. T. Newburn, *op cit*.

12. H.V. Vuuren, '*Small Bribes, Big Challenge: Extent and Nature of Petty Corruption in South Africa*, Published in *Crime Quarterly*, No.9 2004 (available online).

Cameroon, Ghana, Kenya, Nigeria and Senegal (in Africa) and Dominican Republic, Guatemala, Mexico, Peru and Venezuela (in Latin America) rated the police or legal systems/judiciary high on the sectorial corruption index in their individual countries. Respondents from Central European countries rate the police departments as second in the corruption index while Asian countries consider the police institution as the third most corrupt sector in their countries.¹³ So challenging was the issue of institutional police corruption in Republic of Georgia that Prime Minister Mikhail Saakashvili within six weeks of his administration, undertook a major shake up in the Police Service leading to the reduction of the manpower profile of the Service from 56,000 to 25,000. After the mass purge, the Prime Minister was quoted to have said "*it was risky*". But he is sure that "*now, no one of them is demanding bribes*".¹⁴

The nature, practice and extent of police corruption vary from a country to the other depending on the cultural setting, individual/societal value system, legal provisions, quality of police personnel/training and general policing environment. An incontrovertible reality of modern law enforcement, however, is that corruption, has assumed the dimension of a major unethical virus which has fatally infected police departments all across the world. The challenge has become so significant that it can no longer be explained away with the proverbial '*one bad apple*' (*spoiling the whole bunch*). Viewed against the standard United Nations policing ratio of one policeman to four hundred citizens (1:400), the consequence of a corrupt police institution is that for one corrupt police officer, justice is either denied or miscarried in respect of four hundred citizens! By extension, to the extent that a corrupt officer compromises his oath of office (to serve and protect) by acting or omitting to carry out certain statutory responsibilities in fulfillment of his unethical commitment to his inducer, for every corrupt police officer, the lives and property of 400 citizens are endangered.

13. Transparency International, *op cit*.

14. B. Balogun and A Mohammed, *Reforming*.

Concerned with the global dimension of police corruption and its increasing consequences on national and world security, peace and stability in a local and international order that is currently passing through security fragility on account of domestic and international terrorism, international bodies, national governments, civil societies and Chiefs of Police have been exploring new ways of addressing the challenge with a view to restoring institutional integrity, professionalism, public confidence/support and efficiency to police departments worldwide. This piece, *'Anatomy of Police Corruption'* is a modest contribution to this exploration.

What is Police Corruption?

Sanja Kutnjak Ivkovic in an article published in the *Journal of Criminal Law and Criminology* (2003) under the caption *'To Serve and Collect: Measuring Police Corruption'* acknowledged the difficulty involved in developing a standard definition for the concept of corruption. He notes:

Unfortunately, in most countries legal statutes do not feature a crime specifically titled "corruption." Even if it were not so, the definitions would probably vary at least as much as the definitions of most crimes across the world do. Behaviour typically understood as "corruption" is classified as bribery and extortion, but, depending on the legal system, it may also be classified as theft, fraud, tax evasion, or racketeering. Some countries "may not even define some of the acts (e.g., bribery) as criminal at all." Similarly, what corrupt behaviour is prohibited by internal agency rules varies from agency to agency and across time within the same agency. Thus, as challenging as measuring corruption in a given agency at a given time undoubtedly is, making any comparisons across space and time is inherently even more difficult and riddled with problems that render any resulting conclusions questionable and tentative at best.¹⁵

In Nigeria for example the Criminal Code, Criminal Procedure Act, the Economic and Financial Crimes Commission Act, the Independent Corrupt Practices and Related Offences Act, all of

15. S. K. Ivkovic, *'To Serve and Collect: Measuring Police Corruption'*, Article Published in *Journal of Criminal Law and Criminology*, Vol. 93, 2003.

which regulate criminal behaviours in the country and the Police Act and Regulations which guide police disciplinary procedure have no section where 'corruption' is specifically and in itself defined as a crime for which an offender could be charged and convicted with stipulated punishment. However, all the legal and regulatory statutes have specific and collection of criminal acts which are often categorised as 'corrupt practices'. Examples are soliciting, offering or receiving gratification. Hence, in Nigeria, corruption is merely a term commonly adopted to describe a specific or group of criminal acts as contained in the various criminal statutes in the country. Similarly, in South Africa, to be considered corrupt,

an act must be a violation of South African criminal or civil law or qualify as misconduct under either the South African Police Service (SAPS) or traffic officers' regulations.¹⁶

No matter the intellectual debate on its conceptual scope, there seems to be a consensus among police researchers that the term '*corruption*' is a derivative of the Latin word '*corruptus*' which literally means '*to destroy*'.¹⁷ Broadly defined, corruption according to the Law Library's Lexicon is:

An act done with an intent to give some advantage inconsistent with official duty and the rights of others. It includes bribery, but is more comprehensive; because an act may be corruptly done, though the advantage to be derived from it may not be offered by another.¹⁸

Drawing from this, police scholars have attempted to make the general definition of corruption relative to police. Hence, Roebuck and Barker (1974) defines it as:

16. T. Sayed and D. Bruce, '*Inside and Outside of Police Corruption*', Journal article published in *African Security Review*, Vol. 7, No.2, 1998 (also available online).

17. Namibia's Zero Tolerance for Corruption Campaign Official Website (see '*defining corruption*').

18. Namibia Anti-Corruption Website, *op cit*.

Deviant, dishonest, improper, unethical or criminal behaviour by a police officer."¹⁹

Punch (1985) on the other hand sees police corruption as occurring:

when an official receives or is promised significant advantage or reward (personal, group or organisational) for doing something that he is under a duty to do anyway, that he is under a duty not to do, for exercising a legitimate discretion for improper reasons, and for employing illegal means to achieve approved goals.²⁰

Kleinig (1996) on the other hand suggests that:

Police officers act corruptly when, in exercising or failing to exercise their authority, they act with the primary intention of furthering private or departmental/divisional advantage.²¹

The simplest and yet most capturing definition of police corruption is arguably that provided by Sayed and Bruce in a journal article entitled '*Inside and Outside the Boundaries of Police Corruption*' (1998). In undertaking a detailed analysis of corruption challenges in the South African Police Service (SAPS), they define the concept as:

any illegal conduct or misconduct involving the use of occupational power for personal, group or organisational gain.²²

From this conceptual sojourn it could be established that the following ingredients are vital to a suitable definition of police corruption:

- (a) It involves a police officer, his agent or accomplice who;
- (b) Takes advantage of his occupational duties, powers and privileges to;
- (c) Illegally or unethically carry out some acts or omission in order to;

19. T. Newburn, *op cit* - p5.

20. *Ibid* - p. 6.

21. *Ibid* - p. 6.

22. T. Sayed and D. Bruce, *op cit*.

- (d) Pervert the course of justice for;
- (e) Personal, group or organisational gains against;
- (f) The existing criminal statutes of his country or/and the regulatory code of his police department.

Typology of Police Corruption

Corruption has been identified as a societal challenge which is not limited to police institutions. Indeed, police commentators have argued in several fora that the police are a reflection of the society in which they operate. However, police corruption takes many forms depending on participants, settings, stakes, techniques and different degrees of cultural legitimacy existing in the policing community. Police corruption as has been established is not only about graft or stealing. It is a form of behaviour that deviates from professional ethics, morality, tradition, law and civic virtues. This being so, several scholarly and professional debates exist as to the classification of police corruption. What are those acts of corruption peculiar to police departments?

In a seminar organised by the British Council, Abuja, Nigeria (March 2006) for a selected group of young professionals on *Small Group Communication and Petty Corruption*, the facilitator adopted the classifications of corruption offered by the Namibia Anti-Corruption Campaign group. In the classification, six broad types of corruption were identified out of which four are directly related to the explanation of police corruption. These are:

Table 11.1: Namibian Anti-Corruption Classification

S/NO	TYPE	EXPLANATION
1.	PETTY CORRUPTION	Defined as the use of public office for private benefit in the course of delivering a public service. Usually involves relatively small amounts of money, including bribery

(grease money or speed payments). The direct victim of this abuse is the citizen and it involves usually, lower cadre public servants in the course of discharging routine, discretionary duties off the supervision of their superiors. Corruption by traffic officers or police officers on routine stop and search duties fall under this categorisation.

2. **GRAND CORRUPTION**

A covert type of corruption where policy making, its design and implementation are compromised by corrupt practices. Found where public officers in high positions, in the process of making decisions of significant economic value, routinely demand bribes or kickbacks. Occurs at financial, political or administrative centres of power. It is said to usually involve huge amounts of money and the higher-ups concealed from prying eyes of the public.

-
3. **ORGANISED CORRUPTION** A well-organised system of corruption in which there is clear idea of whom to bribe, how much should be offered and participants are confident they will receive the favour in return. Organised corruption

is usually perpetrated by crime gangs and syndicates and includes white-collar crime and identity theft with police collaboration. It is normally done under strict secrecy and hence, usually difficult to detect.

4. **CHAOTIC CORRUPTION** A disorganised system where there is no clarity regarding whom to bribe and how much payments should be offered. There is no guarantee that further bribes will not have to be paid to other officials; no reasonable assurance that the favour will be delivered; no coordination between the recipient of benefits, with the result that the price of corruption is often inflated.²³
-

The Namibian classification tends to assume that acts of corruption are limited to exchange of gratification for official favours. Studies have shown that corruption transcends these thin analytical lenses. In addressing the Namibian limitations, Sayed and Bruce (1998) gave a commendably comprehensive and professionally-packaged tabulation of forms of police corruption around the world under seven broad subheads to include *favouritism; bribery and related practice; kickbacks and similar payments; diversion of police resources; deceptive practices; theft and premeditated criminal activities*. Detailed tabulation is as follows:²⁴

23. Namibia Anti-Corruption Website, *op cit*.

24. T. Sayed and D. Bruce, *op cit*.

Table 11.2: Bribery and Related Practice

S/No	Practice	Type of Gain	International Example
1.	Looking the other way for family members or friends in trouble with the law.	Personal	
2.	Looking the other way' for 'favoured' people, fellow officers or influential people.	Personal, group or organisational	Victoria, Australia
3.	Using police access and influence to provide illegitimate assistance to any member of the above groups (involves police intervention in the criminal justice process, above and beyond the use of discretionary powers).	Personal, group or organisational	New York
4.	Taking a bribe, solicited or not, for non-enforcement of a violation (e.g. not giving a speeding ticket to someone in return for some kind of payment.	Personal	Mexico City
5.	Bribery for obstruction of criminal justice process (e.g. 'making a bad case', one that the officer knows the defence can exploit, or failing to show up at a trial).	Personal	London

S/No	Practice	Type of Gain	International Example
6.	Bribery for direct intervention in criminal justice process (e.g. destroying a docket).	Personal	New York
7.	Extortion, i.e., demanding payment, under threat of action, from those in conflict with the law (possibly involving an element of victimisation or framing by the police).	Personal or group	Victoria, Australia
8.	Paid protection, i.e., providing police assistance and information to criminals in order to help avoid arrest or prosecution (e.g. tipping someone off on a drug raid coming up).	Personal or group	Virgin Islands, United States
9.	Regular protection – similar to above, but more organised and systematic, often in relation to gambling, prostitution and drug rings.	Personal or group	Queensland, Australia

Table 11.3: Kickbacks and Similar Payments

S/No	Practice	Type of Gain	International Example
10.	Payment for favouritism regarding the delegation of legitimate tasks (e.g. assignment of towing work to specific companies who pay).	Personal	Victoria, Australia
11.	Payment (among police officers) in return for the awarding of work-related opportunities for corrupt incomes.	Personal	Mexico City
12.	Payment regarding delivery or favourable treatment in respect of legitimate services (e.g. expediting issuing of firearm licences)	Personal	New York
13.	Payment for delivery of illegitimate/illegal services (e.g. issuing false gambling licenses).	Personal	Queensland, Australia

Table 11.4: Diversion of Police Resources

S/No	Practice	Type of Gain	International Example
14.	Officers or commanders selling or disproportionately providing police services (e.g. police officers, during working hours, guarding a private business).	Personal or group	Mexico City
15.	Officers or commanders selling legitimate police services to criminals.	Personal or group	

S/No	Practice	Type of Gain	International Example
16.	Targeting (using police powers to help criminals, business people, etc., to target certain people or groups).	Personal	New York

Table 11.5: Deceptive Practices

S/No	Practice	Type of Gain	International Example
17.	Falsifying evidence or documents for the purpose of falsely enhancing performance of self, others or organisation.	Personal or organisational	London
18.	Making false statements or committing perjury.	Personal or organisational	Los Angeles

Table 11.6: Theft

S/No	Practice	Type of Gain	International Example
19.	Stealing from crime scenes and other areas of legitimate police presence (e.g. an unlocked shop).	Personal	Atlanta
20.	Stealing from stored goods, evidence, or turned in, seized or recovered property (e.g. stealing parts from a car stored in police compound).	Personal	Los Angeles

Table 11.7: Premeditated Criminal Activity

S/No	Practice	Type of Gain	International Example
21.	Premeditated criminal acts for gain such as theft, robbery, involvement in car hijacking or drug trafficking, the opportunities for which do not just arise in the course of police work, provided that police occupational power is used to facilitate the crime (e.g issuing of false clearance certificates as part of a hijacking ring).	Personal	New York
22.	Extension of corruption such as pooling corrupt money among officers or selling goods acquired by corrupt practices.	Personal or Group	Mexico City

Other than the detailed nature of Sayed and Bruce's contribution to the discourse on typology of police corruption globally, the quality of their research exposition lies in the practical examples given to support assertions made in each classification. While reporting on Police Corruption in England and Wales, Miller (2003) reproduced the typology of police corruption as provided by Roebuck and Barker (1974) and amended by Punch (1985), to further explain the type and dimensions of police corruption. The Roebuck and Barker classification is as follows.²⁵

Table 11.8: Types and Dimension of Police Corruption: The Roebuck and Barker's Model

Type	Dimension
Corruption of authority	When an officer receives some form of material gain by virtue of his position as a police officer without violating the law <i>per se</i> (e.g. free drinks, meals, services).

25. J. Miller, *Police Corruption in England and Wales: An Assessment of Current Evidence*, Home Office Online Report 11/03- p46.

Table (cont'd)

'Kickbacks'	Receipt of goods, service or money for referring business to particular individuals or companies.
Opportunistic theft	Stealing from arrestees (sometimes referred to as 'rolling'), from traffic accident, crime victims and the bodies or property of dead citizens.
'Shakedowns'	Acceptance of a bribe for not following through a criminal violation i.e not making arrest, filing a complaint or impounding property.
Protection of illegal activities	Police protection of those engaged in illegal activities (prostitution, drugs, pornography) enabling the business to continue operating.
'The fix'	Undermining of criminal investigations or proceedings, or 'loss' of traffic tickets.
Direct criminal activities	A police officer commits a crime against person or property for personal gain 'in clear violation of both departmental and criminal norm.'
Internal payoffs	Prerogative available to police officers (holidays, shift allocations, promotion) are bought, bartered and sold.
'Flaking' or 'padding'	Planting of or adding to evidence (argued by Punch to be particularly evident in drugs cases).

The essence of embarking on this comprehensive academic inroad into the types of police corruption is to establish that broadly speaking; the nature of police corruption is similar in all police departments across the world. The extent and public response may, however, differ from individual police department to the other and from one country to the other. What explains this near uniformity is the fact that police duties, operations, privileges, ethical values and the publics they serve are the same everywhere. Hence, police officers worldwide are exposed to similar on-the-job temptations and challenges. How each officer or department, the public and the state respond to such temptations determines the extent and variation of corruption tendencies among police officers and police departments.

Causes of Police Corruption

Ologbondiyan K., a reporter with *This Day* newspaper quoted a police officer as saying:

...they accuse us of collecting bribes and I wonder why? We maintain the patrol vehicles attached to us to combat crime, we fuel them and if any of us is injured in an operation, we tax ourselves to treat that person.²⁶

Other police officers are quick to point to 'inadequate' salary as justification for corrupt practices. Yet studies have shown that salary increments have never effectively addressed the challenges of corruption either in police institutions or other sectors for that matter. Hence, plausible as the argument of poor remuneration and logistics inadequacies may be, they certainly do not effectively explain the phenomenon of contemporary police corruption. Indeed, a school of thought exists that believes that such factors as poor remuneration and logistic inadequacies rather than being causes, are mere excuses used by corrupt-minded officers to justify their illegalities. Else, how can one explain a situation where

26. K. Ologbondiyan, *Police to Senate: "We Collect Bribe to Augment Our Salary"*, *This Day Newspaper*, 29 August, 1996.

corruption still abound among police officers in the advanced countries reputed to have well equipped, funded and remunerated law enforcement institutions? This has prompted scholars with bias for police studies to explore further research outcomes.

Adebayo (2005), a psychology lecturer at the University of Ibadan, Nigeria in a journal article titled 'Gender and Attitudes Toward Professional Ethics: A Nigeria Police Perspective' identified underpayment, stressful working condition, poor equipment, inadequate operational vehicles and erratic communication facilities as some of the institutional and structural factors responsible for corruption challenges in police departments.²⁷

Miller (2003) on the other hand, identifies the following broad work-based and non-work-based factors as underlying contemporary police corruption:²⁸

- personal circumstance - (history of non-contentment; demoralisation with job due to perceived injustices; poor remuneration/welfare scheme; financial pressures from family members/friends and illicit habit formation –drug/ alcohol problems);
- opportunities for corruption- (longstanding relationship with criminals; targeting by organised gangs and inadequate supervision. It also includes weak monitoring and disciplinary mechanisms and departmental inadequacies - e.g lack of basic writing materials, case files, forms, record books, operational vehicles, fuel, communication equipment, uniform and accoutrement at police departments); and
- broader culture and values – (protection by police colleagues-misapplication of 'esprit-de-corps'. It also includes corruption culture and prevalence within the larger society and traditional value system which glorifies materialism.

27. D. O. Adebayo, 'Gender and Attitudes toward Professional Ethics: A Nigeria Police Perspective'. – Journal article published in *African Security Review* Vol. 14, No. 2, 2005.

28. J. Miller (2003), *op cit*, p. 19-24.

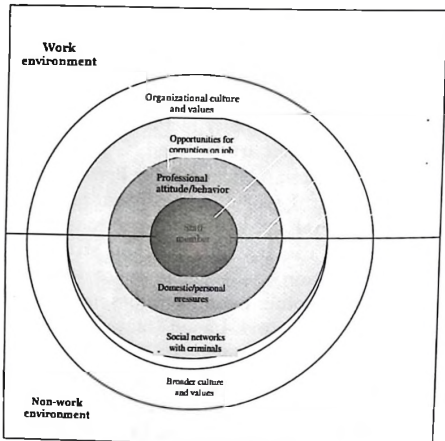


Fig. 11.1: Miller's Illustration of Corruption Influences on Members of Police Staff.²⁹

Newburn (1999) alluded to the fact that the literature is reasonably consistent in identifying key issues in the development of corrupt practices within police organisations and that what tends to vary is the way in which these issues are compartmentalised. He adopted the Sherman's (1974) outline which categorised the causes of police corruption into 'constant factors' and 'variable factors'. The constant factors are those which facilitate corruption, the extent of which is subsequently influenced by a number of variables.

29. J. Miller, *op cit* – p18.

Table 11.9: Sherman's Casual Factors Affecting the Development of Corrupt Practices

A. Constant Factors	
Discretion	The exercise of discretion is argued to have both legitimate and illegitimate bases.
Low managerial visibility	A police officer's actions are often low in visibility as far as line management is concerned.
Low public visibility	Much of what police officers do is not witnessed by members of the public. (<i>though this is not true of police illegalities in some countries where corrupt practices are carried out publicly – eg collection of bribes at check points</i>).
Peer group secrecy	'Police culture' is characterised by a high degree of internal solidarity and secrecy.
Managerial secrecy	Police managers have generally worked themselves up from the 'beat' and share many of the values held by those they manage.
Status problems	Police officers are sometimes said to be poorly paid relative to their powers.
Association with lawbreakers/contact with temptation	Police officers inevitably come into contact with a wide variety of people who have an interest in police not doing what they have a duty to do. Such people may have access to considerable resources.

Table 11.10: Variable factors

Community structure	Refers to the degree of 'anomie', the political 'ethos', and the extent of culture conflict.
Organisational characteristics	Levels of bureaucracy, integrity of leadership, solidarity of work subcultures, moral career stages of police officers and, the perception of legitimate opportunities.
Legal opportunities for corruption	Moral: so-called 'victimless crimes' (Schur, 1965) associated with the policing of vice. Regulative: the exploitation of minor or trivial regulations such as those associated with construction, traffic and licensing.
Corruption controls	How the guardians are themselves 'guarded'.
Social organisation of corruption	Two basic forms: 'arrangements' and 'events'.
Moral cynicism	Association with lawbreakers and contact with temptation is inevitable in police work, inclining officers towards moral cynicism.

In contextualising the various approaches adopted in understanding factors responsible for corruption within police departments, it could be rightly said that the individual police officer, the police department, the state and the society at large

are major contributory factors, in varying forms and extents, to the seemingly intractable problem. The temptation, however, is for each of these contributory elements to want to trade blames rather than collaborating, in the interest of national security and justice, to effectively address the challenge! It does seem therefore that the greatest impediment towards addressing issue of police corruption lies in the rigid mindset of all stakeholders.

Preventing Police Corruption

Corruption debases human dignity, encourages miscarriage of justice, threatens the integrity of police institutions, weakens public confidence in the institution, and endangers national security. It encourages police inefficiency and discourages trust and esprit-de-corps which are vital elements in contemporary policing. Given the danger poised to the society, Chiefs of Police, researchers, policymakers and other stakeholders have attempted to develop several approaches aimed at addressing the problem of police corruption.

The Ehindero School of Thought

The approach of Ehindero, the incumbent Inspector General of Police, Federal Republic of Nigeria, is based on what he refers to as 'paradigm shift' and 'moral regeneration'. In a brief presented to the Metropolitan Police Chief in 2006 during a study visit, Ehindero outlined the focus of the new thought as follows:

Paradigm shift is a model, a theory and a map. A map of a territory is not the territory itself. They are the tools that provide the framework for established models of operation. In line with this, developing morally principled and commendable policing practices have been my focus. This thinking encourages the development of police officers with passion for justice, integrity and humanity. It is a transformational process that aims at positioning officers and men of the Nigeria Police Force to think strategically and act positively. Paradigm shift encourages a shift from paramilitary policing to community policing and from reactive policing to sensitive and sensible policing. This vision has a paradigm shift from the old order to the new dictum – "To Serve and Protect with Integrity".

Ehindero's position is premised on two core assumptions,

- (i) that the moral chemistry of an individual police officer is a determinant of his disposition to and level of corruption. Thus a morally corrupt officer is equally deficient in integrity. Hence, he will most likely lack the moral courage to resist corrupt tendencies;
- (ii) that there exists among some police officers a negative fixation in thoughts that the only option to success either individually (financial/material fulfillment) or organisationally (task accomplishment), is to engage in corrupt practices. This negativity motivates them to evolve, project and sustain a culture of corruption.

Based on these assumptions, Ehindero proposes,

- (i) a moral rebirth among police officers through a systematic religious guidance. Pursuant to this proposal, he has introduced a chaplaincy comprising of a vicarage and an Imam to provide religious and moral guidance to police officers at all levels of police command as an institutional policy in Nigeria.
- (ii) A paradigm shift in the mental disposition of officers from negativity to positivity in the way they reason, their self-perception and approach to policing. This focus influenced the introduction of community policing as it aims at making police officers perceive themselves as responsible to the public and the law.

Belonging to this ethical school of thought is Adv. McKenzie (Institute for Security Studies, SA) who in addition to calling for moral regeneration, advocated clearly defined value system, code of ethics and mechanisms to review and monitor police conducts as a way of preventing institutional corruption.³⁰

30. J. Klipin and K. McKenzie: Lecture Materials/discussion on 'Human Dignity, Human Rights and Law Enforcement', International Law Enforcement Academy (ILEA) Botswana, 2006.

The Gender Scholars

The gender socialisation theorists with Adebayo (2005) as a leading proponent in Nigeria have conducted empirical studies to establish that "female police officers are significantly more ethical than their male counterparts.³¹ In arriving at this conclusion, reference was made to the research findings of other scholars like Brown, Maidment and Bull who posit that:

because women in policing are not universally accepted by policemen, they can operate outside of the informal rule systems from which they are excluded. This analysis suggests that because women are considered to be separate from the male police culture (corruption), they are immune to the corrupt practices of their male colleagues and are thus less committed to adhering to the culture of corruption.³²

The conclusion of the gender scholars in preventing police corruption is that recruitment, selection and placement of police officers should be tilted in favour of females.³³

The Welfarist Scholars

Acting on the conviction that the underlying factor for police corruption is poor welfare scheme, the welfarist scholars have consistently advocated the enhancement of remuneration and general welfare schemes of police officers to a level commensurate with the hazardous nature of their job. They also canvassed the provision of adequate equipment and suitable working environment for police departments as a way of reducing variable factors for corruption.

Disciplinary Scholars

To the disciplinarians, police corruption is purely an act of indiscipline which is a reflection of the weak internal monitoring, control and disciplinary mechanisms of police departments. They, therefore, advocated:

31. D. O. Adebayo, *op cit.*

32. D. O. Adebayo, *op cit.*

33. *Ibid.*

- (i) reduction in the number of police checkpoints;
- (ii) introduction of a system of endorsements on a license as an alternative punishment to fines;
- (iii) reduction in police discretionary powers through simplification of laws and making people more aware of such laws (and police limitations and their remedies);
- (iv) set up a whistle blowing hotline for people to promptly report corrupt practices with a view to getting remedy;
- (v) involvement of mass media in campaign that names and shames dishonest police officers;³⁴
- (vi) strengthening of monitoring, control and disciplinary instruments within police departments and the introduction of stringent punitive measures for corrupt officers.

The Modern Strategic Approach to Prevention of Police Corruption

The weaknesses inherent in the sole adoption of any of the existing anti-corruption strategies as discussed above have led to the emergence of a new group of scholars. The focus is on the adoption of a comprehensive approach in addressing challenges of corruption. At the vanguard of this latest approach is Prof. Osibanjo, the Commissioner of Justice and Attorney General of Lagos State, Nigeria. During an interaction with him as part of the British Council organised InterAction Leadership Programme (2006), Prof. Osibanjo enumerated the strategic steps involved as including:

- (i) commissioning a detailed study on the affected institution with a view to understanding and profiling peculiar causes of corruption in the department. This is based on assumption that each department and the societies in

34. Participant's Materials: *Petty Corruption, British Council Seminar on InterAction International Communication, Abuja, 2006.*

which they operate have their peculiarities in terms of expectations, value system, culture and factors inducing corruption. The understanding of these complexities is vital to the design of an appropriate response strategy. In the process of conducting the study, it is essential that the views of officers of the department and the public they serve be aggregated;

- (ii) thereafter, develop an appropriate welfare package and conducive working environment that will be in tune with the values and expectations of the department. The package must be attractive enough to instill occupational pride, enhance personal integrity and discourage the temptation of corrupt inducement;
- (iii) develop code of ethics which will clearly spell out the professional values and expectations on account of the enhanced welfare scheme;
- (iv) develop stringent monitoring, control and disciplinary measures;
- (v) evolve a review mechanism.

The strength of this new school of thought is that the state takes responsibility for its obligations to the police department, involves the officers of the department in decision making and gives the officers a choice between the retention of his job with its enhanced attractiveness and losing the job to the lesser attraction of corruption. It is a 'carrot and stick strategy' which has been successfully employed in addressing the challenge of corruption within the Lagos State judicial system. It is a new line of thinking being recommended to Chiefs of Police, government and other stakeholders as the debate on prevention of police corruption continues.

COMMUNITY POLICING

A. Y. Dickson, DSP

The concept of community policing is based on a philosophy and organisational strategy by which the police and members of a community work together as partners to combat societal ills such as crime, fear of crime and other forms of evil that threaten the peace and wellbeing of residents.

Community policing was introduced in Nigeria in October, 2003 when seven officers; four assistant commissioners of police and three chief superintendents of police traveled to England on the sponsorship of the British Department for International Development (DFID) to study the Community Policing Project as practiced in the UK and fashion out modalities of implementing an equivalent programme for Nigeria.

The new policy began in April 2004 with the training of twenty-five officers and men as community policing developers (CPDs) in Enugu State. As the apostles of community policing in their respective divisions, CPDs act as good role models to other policemen and also advise them against conduct that could tarnish the good image of the police or alienate the officers from the community. The CPDs also organise sensitisation workshops for both police officers and members of the public with the aim of promoting a better understanding between the police and the public. By December 2006, the Community Policing Project had been introduced in six states of the federation, namely, Enugu, Benue, Ondo, Jigawa, Kano and Ogun states.

Principles of Community Policing

Community policing is anchored on the following core values:

Visibility and Accessibility

This entails the posting of police officers to specific areas on fairly long period of time to interact with residents of those areas and assess the level of mutual understanding between the police and the residents. High visibility of police and accessibility of the officers to residents serve as deterrent to criminals and reduce the fear of crime in the minds of the residents.

Consultation, Cooperation and Interdependency

This involves the deliberate efforts by both the police and the members of the public to collectively work-out solutions to various problems plaguing the community as they arise. Since both the police and the community need each other, the need for constant consultation, cooperation and interdependency cannot be over emphasised. By so doing, areas of possible friction between the police and residents of the community will be identified and corrected regularly.

Multi-Agency Collaboration

The police as a government agency cannot effectively discharge its functions without the collaboration of other agencies. For instance, during periods of natural disasters, investigation, social services like tracing the relatives of missing but found persons, technical assistance and other support services, the police can seek the assistance of other agencies whether governmental or nongovernmental organisations to achieve its objectives.

Proactive Policing

This principle simply requires that police adopt strategies that will prevent the commission of crime or deter criminals from perpetrating their illegal acts. The system whereby police await for the commission of crime before reacting is clearly not a very useful strategy for combating crime given the growing sophistication of crime and criminality in society. The popular saying that "prevention is better than cure" aptly explains the need for proactive policing. Preventing crime is cheaper in terms of resources than managing the impact of crime that has been

committed. By the time a crime is committed, life, limb and property may have been lost by victims and the society at large.

Accountability

Wherever community policing is in practice, policemen at all levels of decision making must be able to give satisfactory account of their actions both officially and personally. The police officers' conduct must be open to scrutiny by members of the community, especially when any decision is taken that affects the wellbeing of the community. This does not however mean that police officers should expose their operational strategies when dealing with criminals or some undesirable elements in the community. The essence of this principle is to make police officers think and act appropriately before taking any decision that will affect not only members of the community but other policemen below or above him. This principle is aimed at reducing the incidences of mistrust and suspicion among policemen as well as earning the confidence of the public.

Provision of Quality Service

Since the main duty of the police is to provide security services to the community, this principle is aimed at making policemen to do their duty diligently in such a way that members of the community will feel secured. Police services such as patrol, escort, investigation, traffic control and handling of juvenile cases must conform to acceptable standards as enshrined in the constitution and Police Act and Regulation. When policemen give quality service to members of the public, they will earn the respect and confidence of the community which will further enhance a cordial relationship between them. With quality service, members of the public will feel free to give information to the police about criminals; they will also assist the police with logistics and other help for the efficient performance of their duties. The provision of quality service by the police will no doubt erase the current negative perception of the police as incompetent and corrupt.

WHY COMMUNITY POLICING?

The introduction of community policing became imperative due to the following reasons:

(i) Historical stereotypes

The history of Nigeria Police Force shows that it was used by colonial masters to suppress and intimidate Nigerians. Subsequently military regimes also made use of the police to suppress popular resistance by the civil populace thereby curtailing their right to freedom of association, expression and other fundamental human rights. The fact that under military regimes the constitution was usually suspended and replaced with decrees by government meant that the police carried out their functions under a general climate of fear, intimidation and brute force. The effect of the aforementioned historical realities is the public perception of the police as agents of oppression by those in authority. The introduction of community policing will therefore assist in disabusing the mind of Nigerians on the historical stereotypes and make the Force more people-friendly.

(ii) Democratic Government

The advent of democratic governance since 1999 ushered in the rule of law and the use of constitution as the guiding principle in the conduct of all government agencies including the police. The constitution also clearly spells out the fundamental human rights of citizens which the police and other security agencies are bound to respect and protect. For the police to remain relevant in this dispensation, they must adopt democratic means in performing their official duties. Community policing was thus introduced to help the police conform with the tenets of democracy. If they are followed to the letter, the principles of community policing as enunciated earlier will definitely transform the Nigeria Police into a more democratic security agency.

(iii) Conformity to International Standards

It is a truism that the world has become a global village, which makes it difficult for countries to be insulated from developments

in other countries. The United Nations and other regional organisations have set standards for the conducts of security operatives in member countries that are used to assess the level of transformation from authoritative to democratic policing. Human rights issues have international dimension hence each country must conform to the standard once it ratifies the treaty. For the Nigeria Police to conform to international standards, the introduction of community policing became an imperative.

IMPEDIMENTS TO THE EFFECTIVE IMPLEMENTATION OF COMMUNITY POLICING

As a change programme, community policing is bound to face some obstacles that would stultify its effective implementation. From the experiences garnered in the six pioneer states implementing the Community Policing Project, the following impediments have been identified:

A. Internal Resistance

Since community policing has to do with attitudinal change among policemen, it is bound to be resisted by officers and men who relish in the old system that has so far earned negative publicity to the police. The resistance cuts across all cadres of the Force to the extent that both senior and junior officers often times regard the community policing developers (CPDs) and project team members among them as internal spies and spoilers. Such recalcitrant officers see nothing wrong with the old system which has been exploited by rouse elements in the police for corrupt practices and abuse the human rights of citizens through illegal arrests, illegal detention, extortion and torture of suspects to obtain information. This internal conflict is the major impediment to the effective implementation of the Community Policing Project because internal opposition to change is more difficult to subdue than external resistance.

B. Lack of Commitment to the Project by Implementing Officers

Some officers started the campaign either as project team members

or community policing developers but later abandoned the cause and joined other recalcitrant policemen in opposing the crusade. Some of the officers probably did not appreciate the magnitude of the task before accepting to be part of the project. The inability of the officers to understand or appreciate the demands of community policing made them ill-prepared to face the daunting challenges. Some of these challenges include ostracisation by fellow police officers, eschewing all unprofessional conduct that tarnish police image, or the necessity of officers to remain in one place for a very long time. It will take a strong-willed officer to remain in the crusade due to the aforementioned personal challenges. However, despite all the challenges, the officers that have so far abandoned the cause are a negligible few.

C. Lack of Support from Members of the Public

Due to the age-long suspicious and antagonistic relationship between the police and members of the public, it has been difficult for the members of the public to accept or trust the Community Policing Project. If the public does not accept the noble intention behind the project, it would be doubly difficult for them to support the implementation of the project. In a nutshell, the cynicism of members of the public towards police intention poses a serious challenge to community policing. For members of the public to support the project they will want to see a drastic reduction in the incidences of corruption among policemen and the reduction of human rights violations. The public will also want to see a Police Force that is humane and treats citizens with respect and dignity. It is only when the above issues are positively handled within the police that members of the public can lend their support to community policing.

D. Lack of Support from the Government

Since the inception of the project, community policing has largely been sponsored by foreign donor agencies like the British Department for International Development and the MacArthur Foundation in the U.S.A. So far the project has not received any substantial support in terms of funding and other forms of support

from the government of the day. The fear is that, if the donor agencies cease to support the project what will be its fate? Certainly any project that enjoys the support of the government will surely achieve its objective. Government support can come through adequate funding of the police and enactment of laws that will ensure that the Community Policing Project can survive beyond this regime.

E. Improved Welfare Packages For Policemen

One other major barrier to the effective implementation of community policing is the poor welfare package of policemen. It is a truism that policemen operate in difficult conditions, which exposes them to corrupt tendencies and other unprofessional conduct that tarnishes the image of the police. When the government takes good care of police welfare and logistics, policemen will not have much problem catering for their personal family problems and other logistic needs. When a policeman is allowed to fend for himself and also use his discretion to perform his official duties, he will surely misuse that discretion to his advantage and consequently dent the image of the police. When a DPO has to maintain and fuel patrol vehicles, feed suspects in the cell, take suspects to hospital when they are sick or transport suspects to and from courts, then such a DPO will only feel that he is doing a personal duty. The popular saying that "to whom much is given much is expected" aptly explains the predicament of policemen vis-a-vis the effective implementation of community policing in Nigeria. Thankfully, the federal government recently announced an increment in the salary of policemen, which will go a long way in alleviating some of the acute problems gnawing at the heart of every serving policeman.

HOW TO OVERCOME THE IMPEDIMENTS

From the above chronicled problems, there is need for concerted effort by all stakeholders in the Nigeria Police to jointly solve the problems.

- The problem of internal resistance by some pro-status policemen can be solved by adopting the "carrot-stick

approach". The Force leadership at all levels in conjunction with members of the community should always identify good policemen and honour them with awards at regular intervals to motivate them towards adopting professional standards that will earn the confidence of Nigerians. Policemen who refuse to adapt to the tenets of community policing despite many attempts to make them change their attitude should be sanctioned according to the level of their recalcitrance. The police have the powerful tool of sanction which makes its members fret any time there is threat of applying such sanctions.

- There should also be concerted effort at enlightening members of the public about the benefits of community policing. The best way to achieve this is by posting honest and responsible officers to positions of authority where members of the public easily come into contact with. By so doing, the officers will serve as good ambassadors of the police.
- The government should also increase its funding of the police through the provision of adequate logistics and good welfare packages to motivate policemen towards higher professional conduct. If the government gives the police tremendous support, many donor agencies within and outside Nigeria will be encouraged to support the project. Legislation should also be enacted to make community policing an integral part of the police to ensure its perpetual continuity.
- Community policing should also form part of the curriculum of police training schools at all levels.
- The police leadership should continue to cultivate the friendship of concerned NGO's, companies and patriotic Nigerians who wish to support the Community Policing Project.
- Community policing developers (CPDs) and the project team members should be empowered to take decisions that

will improve the image of the police even when recalcitrant officers are refusing to make appropriate decisions.

- Decent and responsible police officers should always be nominated as either project team members or community policing developers (CPDs). A situation whereby officers are conscripted to be the crusaders usually leads to lack of commitment and sabotage.

COMMUNITY POLICING IN THE 21ST CENTURY

For the Nigeria Police to properly adapt to the challenges of policing the nation in the 21st century, the principles of community policing must be imbibed by all serving policemen. Challenges such as increased awareness of people's fundamental human rights, resistance by the citizens against police abuse of powers, inter-agency dependency and increased globalisation of the world are all capable of making the police lose its relevance if the present conservative policing system is allowed to remain. It is pertinent to note here that community policing is so dynamic it can easily fit into all human societies and at all times irrespective of sociocultural, political and economic differences. The challenge therefore is for all stakeholders such as the police leadership, the government, various NGOs and donor agencies to ensure the sustenance of the current momentum through constant support and review of implementation strategy. The current effort at expanding community policing to twelve more states is highly commendable but efforts should be made to maintain the quality of training programmes and constant monitoring of the project. The training of community policing developers and other forms of training under the scheme should be aimed at acquiring practical knowledge and skills, which can be easily utilised by policemen in their routine duties.

INTER-AGENCY RELATIONSHIPS

Lateef Ahmed, SP

Introduction

The functions and responsibilities of the Nigeria Police as enshrined in the constitution and Section 4 of the Police Act and Regulations include:

- (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; and
- (e) The enforcement of all laws and regulations with which they are directly charged, as well as the performance of such military duties within and outside Nigeria as may be required of them.

From the foregoing, it is quite clear that the police have a duty to protect the personal security and individual rights of all members of the society. Thus, the police presence in society is a very pervasive one. Inevitably, therefore, the execution of this constitutional mandate often brings the police in conflict with members of the society.

However, by virtue of these obligations, there is hardly any stratum of society that can do without the police. Indeed, because of their pervasive responsibility for the internal security of the country, the police are the most visible law enforcement agents on the streets. Even when there is a disaster or national security

engagement and the armed forces are invited to intervene, they naturally handover to the police at the conclusion of their assignment.

For example, when the Nigeria Army pulled out of the disputed Bakassi Peninsula, the Nigeria Police was directed to take over and maintain the peace until the formal conclusion of the transfer of the area to Cameroon. A smuggler who beats the eagle eyes of the Customs can be arrested by the police; an illegal immigrant can be intercepted and arrested by the police. There is nothing to suggest that these other agencies are not appreciative of the complementary role that the police can play in the efficient discharge of their own special duties. Consequently, the sore area of interaction that causes the most friction between the police and other agencies has to do with the police duties on the road; either at roadblocks or on motorised patrols.

Though a variety of uniforms, that first identifiable mark of a law enforcement agent, can be found on the streets, the peculiar togs of policemen and women wields enormous power on the psyche of the people, perhaps because, it has history on its side.

Every other paramilitary organisation in Nigeria evolved from the Nigeria Police. The Department of Customs and Excise, the Fire, Immigration and Prisons Services, the State Security Services, the National Drug Law Enforcement Agency (NDLEA), the Economic and Financial Crimes Commission (EFCC), etc, were created out of existing departments and sections of the Nigeria Police Force.

In the early colonial era, the police had been an octopus discharging all of the functions of the agencies listed above. The reform of the police to create other distinct agencies was one of the several issues that engaged the attention of the founding patriots during the constitutional conferences that led to independence. At independence in 1960, the police was the anchor point of all internal security policies.

Even when the army was called in to quell the emergency situation in Tivland in the sixties, the police stood by to take over once the peace had been restored. Indeed, the creation of a Police Mobile Force in 1962 was borne out of the need to strengthen the

police and keep the military further in the background as a last resort. It may be said, therefore, that the pacification of Tivland was the first example of inter-agency cooperation in the post colonial period.

Ironically, the intrusion of the military into politics provided another forum for inter-agency (police/military) collaboration, when police radio communications facilities was used by the military brass to thwart the January 15, 1966 coup. Later in the same year, the Force Headquarters, Obalende, Lagos, was the operational base and temporary State House of the emergent junta after the counter coup of July 29.

At the end of the civil war, originally tagged "police action" by a principal actor, the military uniform with the culture and traditions of martial life became a dominant feature of Nigerian society. Imbued with a false sense of superiority, members of the armed forces saw themselves as leaders of the pack. They began to act as if they were above the law. This was most reflected by the ubiquitous sign, "MILITARY ZONE: KEEP OFF!" which adorned the residential quarters of military personnel. It served notice that the long arm of the law could not reach into the martial domain carved out by those four words. Military power, in the thinking of many Nigerians at the time, could brook no law but one: might is right!

Arising from this, there were several reported incidents of soldiers besieging police stations to forcefully release from detention other soldiers under arrest and investigation for one misdemeanour or the other. Because, military rule is by definition an aberration of normal standards and processes, we are constrained to consign these incidents to the dunghill of shameful memories. Still, out of this anomaly arose a pecking order: army over police, police over customs, customs over immigration and so on.

This situation could hardly augur well for harmonious inter agency relationships and cooperation for the common good of the nation. Over the years, unhealthy rivalry among the various agencies have been allowed to deteriorate and degenerate into open confrontations that led to wanton destruction of public property and loss of lives. Unfortunately, the hangover of the

military years is yet with us even after eight years of civil democracy. At this point, let us recap for ourselves the basic roles and functions of the main internal security organs in Nigeria.

Overview of the Existing Relationship

There are several agencies with various responsibilities for internal security. They are often referred to as *instruments of internal security*. These agencies include:

The Military, comprising the army, navy and air force, is responsible mainly for defending the country against external aggression, suppressing insurrection, and acting in aid of civil authority to restore order.

The Police is charged with the maintenance of law and order, prevention and detection of crime, protection of life and property amongst other duties.

The State Security Services (SSS) collects, records, processes and distributes security intelligence to relevant government departments for effective discharge of their responsibilities.

The National Intelligence Agency focuses on external intelligence.

The Customs and Excise Department controls and manages the administration of customs and excise, and protection of the nation's borders against smuggling activities.

The Immigration Department controls the movement of persons other than nationals in and out of the country.

The Prison Service takes care of convicted criminals and other miscreants in the society, then supervises and educates them to conform to the norms of the society.

Deriving from the relevant sections of both the constitution and the Police Act, the police is therefore in a unique position to relate with, and support every one of the "instruments of internal security" for the actualisation of some set security objective. The history of Nigeria is replete with instances when the police worked

with other agencies in furtherance of common security goals. A common example is the joint police-military patrol teams that have been used over the years to contain the growing menace of armed gangs in several states of the country. Worthy of reference too is the joint border patrols with the immigration and customs services to secure the nation's territorial integrity from abuse by smugglers and illegal aliens.

Increasingly also, the military has been at the beck of civil authorities to assist the police in the Niger Delta and other trouble spots like Onitsha, where some interest groups have sought to undermine national security through politically inspired violence. Both the police and military hierarchies have had a lot to learn from past occasions when they jointly salvaged the peace and security of the nation.

A recurring dilemma confronts the nation on such occasions. The police must quickly solve the puzzle of when to invite or hand over operations to the military. The military must determine for itself what level of force it should use to squelch the uprising.

After the Maitatsine Riots in Kano in 1980, the report of the tribunal set up to review the incident, indicted the police for waiting too late until the violence had escalated beyond measure before inviting the military. The tribunal also criticised the military for using far too much force than was necessary and for withdrawing too early from the operation.

The police authorities appear to have learnt their lesson ever since. As Ehindero, S.G has had cause to observe, "The process involved in obtaining approval for military involvement in controlling civil disorder, from the president to the National Assembly, appears very cumbersome and cannot facilitate the desired quick response of the military. This has often resulted in huge collateral losses of life and property."

Ehindero called for a constitutional amendment "whereby, a governor, after due consultation with the state commissioner of police...should without hesitation seek and obtain assistance from the head of the military formation in the state. This can go simultaneously with the processing of the approval needed from the president and the president's duty to same through an act of

the National Assembly.” (*Brief on the Nigeria Police Force, presented to National Security Committee of the National Political Reforms Conference, 11th April, 2005*).

Public opprobrium against the military for using excessive force in containing invidious threats to national security may never cease, because, the military by definition are not trained to maim or disable, but to kill. As such, the nation and the military must indeed appreciate the fact that the police is there to act as a buffer until the situation gets out of hand.

The military was blamed for excessive use of force during the Odi and Zaki Biam operations. In Zaki Biam, accusations were made of an ethnic cleansing agenda, which gained colour with the reported attack on police stations and policemen by the soldiers. These reports called into question the very essence of the operation and lack of inter-agency rapport that attended it as manifested by the attack on policemen. “This ought not to be so”, said the Inspector General at the time. “What do we make of a situation where the police do not feel safe during an internal security operation?”

Therefore, when John Anderson asserts that the strength or weakness of any nation state is reflected in its Police Force, one may logically equate that strength with the level of inter-agency relationships and cooperation in that country. In this wise, we can take our cue from the United States of America, where the gulf of distrust and unhealthy rivalry between the CIA and the FBI was blamed for the inability of either of them to anticipate and correctly decode 11, the plethora of intelligence pointing to an imminent terrorist attack in the days before September 2001.

It has been pointed out that all the uniformed services in Nigeria are children of the same parent – the federal government. In fairness to them also, top brass of all the services easily realise that they all are working towards the same goal of protecting national interests. Working together in harmony will no doubt facilitate the accomplishment of their constitutionally assigned roles. This has been the recurrent theme of several sermons by top police and military officers throughout the years.

In 1989, Major Gen. Garba Duba, while delivering a lecture at

the Police Staff College, Jos, emphasised the need for cooperation between the army and the police before, during and after threats to internal security. He suggested the introduction of a joint flag-march of the sister forces at the end of such operations.

Many years later, AIG Chris Obadan, in a 2001 dissertation submitted to the National War College called for interservice games between the police and the military, joint marches, seminars and workshops aimed at building mutual trust and confidence. More recently, Lt. Gen. Alexander Ogomudia, one time chief of defense staff, pointed out at the 2nd Presidential Retreat on improving relations amongst the security agencies that, "security agencies should not see themselves as rivals but as equal stakeholders in the security of the nation, and as such should work for the mutual benefit of the nation."

In spite of these exhortations, personnel of sister security agencies have frequently resorted to violence to settle their grievances against each other. Arguably, the current democratic dispensation has witnessed more police-military clashes than hitherto experienced in the past. Only in 2004, the Inspector General of Police at the time had lamented at a public seminar, "Gentlemen officers, we have to go back to the drawing board. We must reorientate our officers and men to see themselves as brothers in the service of one nation and their destinies mutually entwined. Of grave concern are recent skirmishes between the police and sections of the military in Abuja and Lagos. We belong to the same nation. A house divided against itself cannot stand."

Barely one year later on October 4, 2005, a police station and barrack in Ojuelegba, Lagos, was ransacked and burnt down by a rampaging mob of men in soldiers' uniforms believed to have come from the nearby Abati Barracks. It was a show of shame that did not do the image of the army and the nation any good. Public and private property worth millions was lost in the disturbance as hoodlums took advantage of the fracas to loot and to plunder.

Effects of Strained Inter-Agency Relationships

According to Dr. Ogaba Oche of the Nigerian Institute of International Affairs, Lagos, conflicts and clashes arising from

incompatibility and differences between individuals and groups are relatively common occurrences in societies. The following are some of the effects of strained relationship among security agencies in Nigeria:

- (i) *Undermining of professionalism* – By their training, officers and men of the security agencies are professionals charged with the security of the nation. However, when they clash among themselves, they become the very sources of the insecurity they are supposed to guard against! Consequently, their sense of ethics and professionalism is compromised.
- (ii) *Undermining law and order* – Whenever security agencies engage each other in unhealthy rivalry that leads to clashes, the law and order they are supposed to maintain will be jeopardised and criminals and vandals will have free day. All the clashes between the police and army/air force are usually followed by unprecedented arson and looting as experienced in the Ojuelegba saga.
- (iii) Closely related to the above is the effect on the national security and by extension the general welfare of the people. When the agencies charged with maintenance of law and order decide to turn the heat on themselves, it leads to a loss of public confidence in public institutions. Unless this is checked, it could lead to a state of anomie where anarchy reigns.

Causes of Inter-Agency Clashes

- (i) The feeling of superiority by one organisation over and above the other creates a sense of envy and jealousy which can blossom into violent rage at any time.
- (ii) Indiscipline, arising from a false sense of superiority, ignorance, poor education and training, undermines esprit de corps among the security agencies.
- (iii) Pecuniary interest arising from poor remuneration: When security personnel are not well paid, any opportunity to

make extra income may pitch one group against the other.

- (iv) Unhealthy rank comparisons between agencies often result in quarrels and fights.
- (v) Lack of a common interservice communication, which is required to ensure prompt command and control hampers the quick relay of information among the services, especially when clashes are in the formative stages.
- (vi) Lack of effective command and control borne out of weak leadership engenders indiscipline at all levels. Thus, the personnel do as they please, unchecked, because of the luxury of an unbridled freedom.
- (vii) Undue interference in the statutory responsibilities of other agencies and inability to harmonise areas of cooperation and role intersection, lead to clashes.
- (viii) Unnecessary and inordinate use of force by security personnel at the slightest provocation, is another potent cause of inter-agency squabbles.
- (ix) Inability of the system to create appropriate sanctions for erring personnel after the clashes, prepares the grounds for further clashes.
- (x) Inadequate barracks accommodation which compels military and other security personnel to live among the civilian populace and commute in public transport.

Towards Improvement of Inter-Agency Relationships

- (i) Improved welfare package is necessary for uplifting the morale of security personnel; if the officers and men of the security agencies are well remunerated, there will be less friction between them. Each will concentrate on their constitutional duties.
- (ii) The media too can help by toning down the reportage of such clashes so as to reduce tension and prevent escalation of such crises.

- (iii) Retreat and Sports – efforts at creating meeting points for all security agencies as in retreat and sporting activities should be intensified. This will encourage social interaction and understanding amongst various agencies.
- (iv) There should be joint training at all levels where officer and men can interact intellectually to better appreciate and understand each other for improved cooperation at all times.
- (v) There should be clear and well defined communication links between the different hierarchies of the services, including the establishment of liaison officers in all the barracks and units at all levels of command to entertain complaints from aggrieved personnel of other services.
- (vi) Encouragement of unofficial interaction amongst personnel at all level, especially in messes and other social events.
- (vii) Mutual respect for one another with the belief that all services are performing different functions towards achieving a common goal.

Conclusion

It has been observed that all security agencies are branches of the same tree and that a house divided against itself cannot stand. Security agencies are supposed to be united in purpose and avoid unhealthy rivalry for the overall benefit of the nation. At the moment, interservice relationships are far from cordial, but through the presidential directive for a regular quarterly retreat to review the state of relations between the agencies coupled with the recently established Armed Forces and Security Agencies Games, it is envisaged that the gaps between agencies will soon be closed and the relationships improved.

Above all, a seasoned police officer needs to know his duties, the level of interaction with other agencies, understand the ranking structure of other security agencies, have respect for others and be courteous and firm without compromising standards. *Esprit de corps* should not be *esprit de crime*".

Part 5

Welfare and Productivity Issues

THE NIGERIA POLICE WELFARE INSURANCE SCHEME

S. Awoniyi, ACP

Historical Background

At independence, the only benefit that could be regarded as a form of insurance in the Nigeria Police Force was the "Hero Grant" usually paid to the next of kin of officers who died on active service. Over the years, the need arose to have adequate compensation for families of late officers. During this period there had been an astronomical rise in violent crimes, first, as a result of schism among politicians of the First Republic, then the civil war and its aftermath, which had exposed a lot of Nigerians to arms and ammunitions. The economic depression of the early 80s and the incursion of the military into governance created equilibrium problems that led to large scale unemployment and social unrest across the land. Riotous land disputes, communal strife, youth restiveness, ethnic and religious disturbances became prevalent.

The Nigeria Police Force, whose primary duty it is to maintain law and order and protect life and property was faced with the onerous task of curbing the rising spate of violent crimes with the direct consequence of losing its officers and men in the process. These negative developments notwithstanding, the "Hero's Grant" was not increased nor did the authorities initiate a worthy insurance policy for the Force. It took almost thirty two years after independence before an in-house scheme christened "Police Welfare Insurance Scheme" was put in place.

The scheme commenced on 1st February, 1992 with a loan of ₦7.5m from Police Cooperative Society. Later in the same year,

the federal government supported the initiative with a matching grant of ₦7.5m which was used in paying back the loan from Police Cooperative Society. This is the humble beginning of the Police Welfare Insurance Scheme. Until the National Pension Funds Administration came into being in 2004, the Police Welfare Insurance Scheme remained the sole official insurance policy for members of the Force. It is designed to compensate members of the Force who may suffer accidental injury or death in the course of duty. In addition, the scheme provides for part or full refund of all contributions on withdrawal of a member. It is managed by the Police Force under the supervision of a Board of Trustees with NICON Insurance Plc. as fund managers.

In August 2000, the cost/benefit of the scheme was increased by almost 300% and civilian teachers with police schools and traffic wardens were co-opted into the scheme. The Force Insurance Office went on a tour of all police formations to sensitise officers and men about the scheme. The Group Personal Accident Insurance Scheme came into being with effect from 14th October, 2002. The scheme started well; next of kin and beneficiaries received their entitlements regularly at Force Headquarters, Abuja. However, problems arose in the third year of the scheme when the consortium of underwriters started issuing dud cheques and a huge backlog of unpaid claims piled up. Subsequently, a more dependable consortium of brokers and underwriters was constituted. Since then, claims have been paid as at when due.

The coming into being of the Police Welfare Insurance Scheme has been a tortuous journey. It is hoped that the hierarchy of the Nigeria Police will continue to improve on its performance and promise as the last gesture of gratitude from the Force, to those who have served it well.

Aims and Objectives of the Scheme

The Nigeria Police Welfare Insurance Scheme came into existence on 1st May 1992, with the aim of providing the following welfare benefits to all members of the Force.

- (a) **Death Benefits:** Temporary life assurance on the lives of members of the scheme, benefits being payable in the

event of the death of a member resulting from sickness or accident.

- (b) **Permanent Disability Benefit:** Permanent disability of a member resulting from accident, sickness or illness and which is of a permanent nature and arising in the normal course of employment and which so incapacitates the member from carrying out his/her normal duties.
- (c) **Medical Expenses Benefit:** Medical expenses within approved limit, which are incurred during any one scheme year as a result of injury arising out of an accident, which has occurred in the normal course of employment.
- (d) **Withdrawal Benefit:** Withdrawal claim could occur in the event of dismissal, resignation, termination and retirement of a member of the scheme. But it should be noted that withdrawal benefit will not be paid in addition to death benefit.

Costs/Benefits of the Scheme

The scheme is designed to be an independent and self-contributory one. This means that all serving members of the Force will

Table 14.1: The Costs/Benefits of the Insurance Scheme

S/ No	GD/ SP	Police Teachers	Traffic Wardens	Contributions	Death Benefit	Permanent Disability	Medical Expenses
1.	PC-CPL	GL1-GL4	TW/III-II	₦50.00	₦30,000.00	₦30,000.00 or % thereof	₦3,000.00
2.	SGT-S/MAJ	GL5-GL6	TW/I	₦70.00	₦45,000.00	₦45,000.00 or % thereof	₦4,000.00
3.	INSPRS	GL7-GL8	S/TW	₦100.00	₦60,000.00	₦60,000.00 or % thereof	₦6,000.00
4.	ASP-DSP	GL9-GL10	ASTW	₦200.00	₦120,000.00	₦120,000.00 or % thereof	₦12,000.00
5.	SP-CSP	GL12-GL13	-	₦300.00	₦180,000.00	₦180,000.00 or % thereof	₦18,000.00
6.	ACP-CP	GL14-GL16	-	₦400.00	₦240,000.00	₦240,000.00 or % thereof	₦24,000.00
7.	AIG - IGP	-	-	₦500.00	₦300,000.00	₦300,000.00 or % thereof	₦30,000.00

contribute certain amount of money (contribution) monthly, which has been graduated according to ranks. Table 14.1 above shows the costs/benefits of the scheme with inclusion of police teachers and traffic wardens with effect from 1st August 2001.

Withdrawal Benefits

The scheme provides for withdrawal benefits as follows:

- (a) Less than (2) years membership – No withdrawal benefits;
- (b) Three (3) years membership – 40% of total contribution + x% of interest;
- (c) Four (4) years membership – 60% of total contribution + x% of interest;
- (d) More than five (5) years membership – 100% returns of total contribution + x% of interest. Presently the interest rate is 103%.

In temporary disability benefit, amount payable is a function of the percentage of disability as advised by commands/formations Medical Board.

Funding of the Scheme

The commencement of the scheme was made possible by a loan of ₦7.5million from the Nigeria Police Cooperative Society Limited to the Police Welfare Insurance Scheme. The federal military government later gave a complementary grant of ₦7.5 million as her contribution to the scheme. As a result of this grant, the same amount borrowed from the Cooperative Society Limited was returned. Since 1992, police commands have been forwarding to the Force Insurance Unit, deductions made from members. Such remittances are forwarded to the fund manager (NICON) for placement in the scheme's accounts.

Claims

It is the policy of this scheme that claims should be attended to promptly. The subject of claims settlement is very important to

the operation of this scheme and indeed to insurance generally. It is the insurers' consideration, which passes to the insured in return for premium collected from the latter. Typically, when a claim occurs, it is necessary that the Insurance Unit in 'A' Department, Force Headquarters, Abuja, be notified immediately and not later than 30 days of occurrence on our prescribed claims notification forms. Information contained in the form with respect to this scheme would include rank, name and Force/AP number of the officer involved, and nature of claim, location and date of occurrence.

Procedure for Making of Claims

There are procedures to be followed when making claims under the Nigeria Police Welfare Insurance Scheme and Group Personal Accident Insurance Scheme.

The Nigeria Police Group Personal Accident Insurance Scheme is a time barred scheme whereby notification and processing of claims must be completed within (60) sixty days of occurrence of the incident. Therefore, commands and formations are expected to notify Force Insurance office Force Headquarters, Abuja, of any incident occurring that falls under the schedules of the scheme by sending a signal to the office within twenty-four hours of occurrence so that the claims will be registered with the insurance brokers and consortium of insurance underwriters.

Claims notification and processing under the Nigeria Police Welfare Insurance Scheme (NPWIS), which is a contributory scheme must be completed at least within a year of the date of occurrence. Any claims that are not processed within the periods stipulated above may be repudiated.



Fig. 14.1: Beneficiaries receiving claims from the Inspector General of Police, Sunday Ehindero.

DOCUMENTS TO BE FORWARDED

Nigeria Police Welfare Insurance Scheme (NPWIS)

The following are documents required for claims notification and processing under this scheme.

(a) Death Benefits

- (i) 2 claims notification forms.
- (ii) 2 copies of death certificate.
- (iii) 2 copies of signal reporting the death to the state headquarters/formation.

(b) Permanent Disability

- (i) 2 claims notification forms.
- (ii) 2 copies of medical report from attending physician.
- (iii) 2 copies of Medical Board advise on disability.
- (iv) 2 copies of medical bills or receipts of expenses incurred for treatment.

(c) Medical Expenses

- (i) 2 claims notification forms.
- (ii) 2 copies of medical report from attending physician.
- (iii) 2 copies of signal reporting the incident to state headquarters/ formation.
- (iv) 2 copies of medical bills or receipts of expenses incurred for treatment.
- (v) Withdrawal.

Withdrawal benefits can be applied for by members either as a result of voluntary retirement or dismissal from the Force. The applicant will apply three months before date of retirement or as soon as possible after dismissal. Section "B" of the form will be signed by Commissioner of Police of the command or formation where he/she served last.

Group Personal Accident Insurance Scheme

The Group Personal Insurance Scheme was introduced with effect from 15th October, 2002. The scheme is to provide benefits for victims of accidental death, permanent disability, and medical expenses.

The benefits chart is as follows:

Table 14.2: The Benefits Charts of the Group Personal Accident Insurance Scheme

S/No	Rank	Death Benefit	Permanent Disability	Medical Expenses
1.	IGP	₦5,000,000.00	₦5,000,000.00 or % thereof	₦350,000.00
2.	AIG - DIG	₦3,000,000.00	₦3,000,000.00 or % thereof	₦250,000.00
3.	ACP - CP	₦2,000,000.00	₦2,000,000.00 or % thereof	₦200,000.00
4.	ASP - CSP	₦1,000,000.00	₦1,000,000.00 or % thereof	₦150,000.00
5.	PC - INSPR	₦500,000.00	₦500,000.00 or % thereof	₦100,000.00

The scheme is fully funded by the annual appropriations of the federal government. It is also a "time barred" scheme which means that claims must be notified within 30 days of occurrence and claims processing must be completed within 60 days of occurrence. This is because the scheme is funded by yearly appropriation and claims of a past scheme year can not be passed on to the following year because of constant changes in the composition of the consortium members.

Funding

As stated earlier, the funding of the scheme is done wholly by federal government through annual appropriation by the National Assembly and release of funds by the Federal Ministry of Finance.

This scheme pays claims in respect of death, permanent disability and medical expenses, for an accident from gunshot, road traffic incident, mob attack, riot, drowning, fire etc. Documentation is almost similar to that under NPWIS claims. The only variation is that passport photograph in police uniform (in case of death) or photograph picture showing the injury/injuries (in case of medical expenses and permanent disability) must be submitted with the claims notification forms.

Board of Trustees

In the Trust Deed and Service Agreement entered into between the Nigeria Police and NICON, the fund managers, it was agreed that the Police Welfare Insurance Scheme should have the features of insurance and fund management.

It was also agreed that there should be a 7-man Board of Trustees constituted as follows:

- (a) **Police:** To produce the chairman and three other members.
- (b) **NICON:** Three members.

The Duties of the Board of Trustees shall be as follows:

- (i) Meeting regularly to take decisions on the investment of the scheme's fund.
- (ii) Monitor the performance of the scheme's investment.
- (iii) Keep records of scheme members and payments made and received.
- (iv) To ensure regular and prompt settlement of claims to members.
- (v) Trustees are to ensure that payments are made to NICON as and when due and that the scheme accounts are regularly crosschecked.

Presently, the composition of the members of the Board of Trustees are as follows:

- (a) Deputy Inspector General of Police (Admin) – Chairman
- (b) Commissioner of Police (Admin) – Member
- (c) Commissioner of Police (Budget) – Member
- (d) Commissioner of Police (Welfare) – Member
- (e) ED/Technical NICON – Member
- (f) DGM NICON (Lagos office) – Member
- (g) O/C Special Product (NICON) – Member
- (h) Force Insurance Officer and Staff – Secretariat/Secretary

Achievements

The Nigeria Police Welfare Insurance Scheme, which includes

Group Personal Accident and Nigeria Police Welfare Insurance Scheme, has been used to bring succour to claimants and beneficiaries through prompt settlement of claims. The claims paid have immense value in filling the vacuum left behind by the demise of an officer. This is because the scheme is addressed to those who are bereaved due to the absence of the late officer or who must carry on his duties in the family. An insured scheme like Group Personal Accident Insurance often elicits employee dedication as they realise that their dependants would be adequately taken care of, in the event of sudden accident or disability that results in death.

The scheme has also minimised the hazards of depending on colleagues to raise funds for dependants of deceased members as such money might not be timely, or readily available, even when members are willing to contribute. The Nigeria Police Welfare Insurance Scheme through its instruments and as a result of prudent management of funds has been able to buy shares into NPF Community Bank Ltd. Presently, the scheme is the second largest shareholder in the bank after the Police Cooperative Society.

The present management of the Force has put in place many welfare programmes, including the floating of Police Housing Scheme and the registration of Nigeria Police Medical Services as a health management organisation within the National Health Insurance Scheme. The Nigeria Police Welfare Insurance Scheme has been collaborating with other force units like, Police Cooperatives and NPF Community Bank Ltd. to translate these lofty ideas into reality in terms of providing funds and other necessary logistics.

The Nigeria Police Welfare Insurance Scheme has remained first among equals in the discharge of its avowed aims. The unit has served as a promoter of welfare services to sister services like customs, immigration, prisons, airforce and the army. The unit has assisted these organisations in terms of delivering lectures and providing manuals, which they used in forming or shaping their own welfare programmes.

In addition, the unit participates in national insurance summits and seminars organised by the National Insurance Commission

(NAICOM). Presently, the Force insurance officer is a member of NAICOM committee on the implementation of Section 64 and 65 of the Insurance Act 2003, which deal with the compulsory insurance of buildings of more than two floors under construction. These sections are very crucial for the building of a prolific insurance sector in Nigeria and enhancing the culture of insurance into our national psyche. Above all, the unit has been contributing to knowledge and curriculum developments of the Force. The unit regularly gives lectures to participants of advanced detective and junior command courses at the police premier college, the Staff College, Jos.

Against this background, therefore, the establishment of the National Pensions Commission and the National Pension Funds Administration have had salutary effects on the morale of the Force and the overall objectives of the Police Welfare Insurance Scheme. The New Pension Reform Act of 2004 is the enabling legislation creating the new national pension regime.

Whereas the Police Welfare Insurance Scheme is funded from flat rate monthly deductions ranging from N50-N500 for the different cadres of police officers, Section 1 of the Pension Reform Act makes it a "contributory pension scheme for the payment of retirement benefits of employees to whom the scheme applies". Deductions are made of a flat 7½% of all salaries to which the employer, that is the federal government, adds a further 7½% to bring the total to 15%.

However, Section 9 (iii) of the Act also stipulates that the employer provides a death-in-service benefit through a reputable life insurance company. The Act orders a minimum of three times the annual total emolument as death benefit to an employee. This is further defined in the Act as "total sum of basic salary, housing allowance and transportation allowance". From the foregoing, it can be deduced that in the event of death-in-service, the officers and men of the Force are further assured of financial help to their families through their contributions to the National Pension Fund.

Though the Police Welfare Insurance Scheme affords more covers, namely, death, medical expenses, permanent disability and withdrawal benefits, its costs and benefits are limited by the low

payments of its members. The group life insurance cover of the National Pension Fund Administration provides for death benefits alone. Nonetheless, the value is put at a minimum of thrice the total emolument of the average employee. Of course, officers and men who survive unto the retirement age have also an assured means of regular income from the Pension Fund Administration. The efficient administration of the pension fund and welfare schemes can only improve on the morale and efficiency of police personnel; since they are assured by these that in the event of any mishap, they have two strong backbones of succour and comfort.

For efficient administration of the schemes, the Force Insurance Unit collates and processes the costs and benefits due to policy holders and renders accounts accordingly to both the beneficiaries and other stakeholders.

SHORTCOMINGS OF THE PWIS

(i) Late Notification of Claims

The greatest problem experienced in running the scheme is late claims processing and inadequate documentation. Over the years, claims have been settled three or four years in arrears, especially with regard to those of the Nigeria Police Welfare Insurance Scheme. But presently, claims must be notified and processed within twelve months. For Group Personal Accident Insurance Scheme, which is an insured scheme and which is "time barred", claims must be notified and processed within 60 days of an incident.

(ii) Low Sum Assured

When the scheme commenced in 1992, contributions or premium were too low between ₦10 – ₦100 monthly, depending on the ranks of officers and men. This resulted in low sums assured, especially for death, with benefits ranging from ₦10, 000 to ₦100, 000. From 1st August 2000, the costs/benefits were reviewed upwards to range between ₦30,000 – ₦300,000. At the same time, civilian teachers in police schools and colleges and traffic warden were co-opted as members of the scheme (NPWIS). The benefits

level of Group Personal Accident Insurance Scheme funded by the federal government on the other hand, ranges between ₦100,000 – ₦5,000,000 depending on the rank of beneficiaries and the types of claims applied for. This can be improved upon, especially if the sufferings of late officers' estates are taken into consideration.

(iii) Inadequate Funding

Low sum assured is a direct consequence of low contributions or premiums paid by contributors. As already stated, contributions ranging from ₦600 – ₦6,000 yearly depending on the ranks of contributors, are regularly deducted from the salaries of the officers and men. The low wages and salaries of the personnel inhibit an upward review of the contributions as it will have a direct effect on their take home pay.

On the other hand, the funding of the Group Personal Accident Insurance Scheme by the federal government has remained unstable and inadequate. In the face of rising casualty levels, the federal government's response in terms of annual appropriation, has been arbitrary. Coupled with this, is the government's determined budget performance level which always has a difference between what is appropriated and what is finally released by Federal Ministry of Finance.

It is a common knowledge that excluding those who die from natural causes, the nation loses an average of three or four policemen per day to occupational hazards. These deaths are usually attributable to gunshot, hit and run or other road accidents, mob attacks and so on. The significance of this high casualty rate to the smooth and efficient administration of the Police Welfare Insurance Scheme can hardly be overemphasised.

Initially, it was intended that upon their exit from the Force, all police personnel would be entitled to withdrawal benefits from the scheme. But inevitably, the quantum of funds to be enjoyed is greatly depleted when a sizable part of it has been paid out to victims of accidents resulting in death, permanent disability and medical expenses. A review of the system is currently in progress, which could lead to an expansion of the scheme through insurance

placement such that contributions will be for both insurance cover and investment.

Prospects

The Police Welfare Insurance Scheme has come to stay. It has served as a reference point for other sister organisations. There is need, therefore, to sustain it to the next level. From a paltry sum of ₦7.5million at inception, the fund has grown astronomically to over ₦700million and with about ₦1billion disbursed as claims in nearly fourteen years.

There is the need to expand the unit to a proper self-administered insurance outfit. The Nigeria Police Force and the NICON Plc. as fund managers have been managing the scheme throughout these years. Most of the improvements and innovations achieved from 1999 to date were the direct results of the vibrant efforts of the Insurance Unit of the Force. The Nigeria Police Community Bank Ltd., the custodian of the fund, is saddled with the additional responsibility of writing claims cheques. Therefore, the Force is equipped to handle the scheme as "Self Insurance" to save the millions of naira paid yearly to NICON Insurance Plc. as service charge.

Enlightenment Campaigns

To minimise time wasting and inadequate documentation in the processing of claims, there is the need for constant education of all officers and men about their obligations and responsibilities when claims arise.

Officers and men need to be told to update their records as disputes often arise among family members when insurance claims are due, about who should be the next of kin. Insurance is a response to the sudden gap in the position which the officer occupied in the family before his death. Who suffers what in his absence and who should be the beneficiaries of the insurance proceeds?

Harmonisation of the Insurance Needs of the Force

Insurance as pooling of risk or contingency plan against inevitable occurrence is highly technical. If the insurance needs of any organisation are not properly articulated, assessed or conducted, the end product is always under-insurance which, in most cases, results in repudiation of liabilities. In underwriting a risk, a lot of factors are taken into consideration. There is the need therefore, to harmonise or centralise all insurance matters within the Force rather than leaving them with the various departments that have insurable properties or interest. Harmonisation will ensure adequate assessment of risks and bring about good underwriting and ensure that appropriate premiums are charged and paid. It will also speed up claims processing in the event that the insured peril occurs.

It would be most beneficial if the insurance needs of the Force, including those that are handled by the Ministry of Police Affairs, should be charged to the insurance sections. In insurance parlance, it is the end users that always place the insurance policy. It is so because, in underwriting the policy, phrases like excesses, warranties and conditional ties have technical meanings and applications not commonly understood by non-professionals. Even where brokers are employed, there is the need to translate all these terms into common language. Where these conditions are not observed, the usual result has been constant friction between the insured and the underwriters when claims arise.

Training of Insurance Officers

To sustain the proposed self insurance status of the Police Welfare Insurance Scheme, it shall be necessary to always train and retrain the officers and men of the Insurance Unit. These training courses, which could be achieved locally or abroad, will further enhance their knowledge about insurance and insurance practice. In fact, from now on, insurance courses should be included into the curricula at all levels of police training in order to raise the awareness level of the officers and men of the Force about this very vital compensation for the hazardous work of maintaining peace and safeguarding life and property in the country.

SPIRITUAL ASPECTS OF POLICING: RATIONALE FOR A CHAPLAINCY

Bernard Ajewole, ASP

Introduction

The journey to the establishment of a Department of Religious Affairs in the Nigeria Police Force began with a letter dated 19th April, 2005, from the Inspector General of Police, Mr. S. G. Ehindero, to President Olusegun Obasanjo, seeking permission to establish a Department for Religious Affairs in the Force. The president was informed that this department will be charged with the spiritual and moral development of policemen and their families. About this time, the Inspector General of Police had received correspondences and communications requesting for the establishment of mosques and chapels at various police formations. Some of the requests had come from eminent religious leaders. These requests, coupled with the demand from some citizens for a moral rebirth of the Nigeria Police, called to attention the need to have an arm of the Force that is solely devoted to spiritual and religious concerns of the members.

In the view of the Inspector General of Police, religious practice is a fundamental component of life for very many Nigerians. He observed also that the military, universities, and other tertiary institutions had chaplaincies for Christians and Moslems among them, while the Nigeria Police had none. Consequently, even though the Nigeria Police could boast of very many pious men and women in its membership, the absence of a department for religious affairs had continued to impact negatively on the moral tone of the organisation.

The Inspector General of Police further argued that the existence of a Religious Affairs Department will attract the following benefits to the Nigeria Police Force:

- (i) It will elevate the moral tone of police operations as the chaplains/imams will pray with the men while undertaking such operations;
- (ii) It will reduce the level of divorce and crisis in many police families by reconciling couples. The chaplains/imams can use their privileged positions as moral custodians to counsel and exhort policemen and their spouses;
- (iii) It will help police authority to reach important decisions on complex administrative problems that border on moral and psychological issues;
- (iv) It will erase the widely held impression that the police has no truly devoted Christians and Moslems by virtue of their job demands;
- (v) It will help some members of the Force and the public who will want a vocation in the Police Religious Affairs Department;
- (vi) A major problem area of policemen is the moral upbringing and discipline of children in the barracks. The establishment of the department will bring moral education nearer the children and reach the police families even when their parents are away on special duties.

On receipt of this proposal, the president sought for more details on the organisation and administration of the department within the general hierarchy of the police. In furnishing more details, the attention of government was drawn to the fact that all the achievements of the administration are founded on a sound moral and ethical reawakening of the Nigerian nation. Based on this principle also, the hierarchy of the police was of the firm view that the creation of a department of religious affairs in the Nigeria Police Force would help to align the organisation with

the campaign that was going on in the larger society. The presidency was also informed that the Department for Religious Affairs will no doubt help the Nigeria Police in its anti-corruption drive by restoring moral rectitude in police personnel in consonance with the federal government's unswerving disposition and drive for transparency in public life.

After studying the structure and organogram of the Army Chaplaincy and taking into consideration the peculiarity of the structure of the Nigeria Police Force, it was suggested to the Presidency that young ordained men be engaged to form the pioneer staff of the department with a crop of enlightened officers who may then be assisted by other staff.

Furthermore, a superintendent of police (SP) as against the brigadier general in the army (and its equivalents in the navy and air force) was proposed to head the Department for Religious Affairs at the Force Headquarters level, deputy superintendent of police (DSP) at the zonal command levels and assistant superintendent of police (ASP) at the state command levels.

The president finally approved the establishment of a Department for Religious Affairs after consideration of the details. Consequently, the Nigeria Police set out on the implementation of this novel idea. An office was instituted at the Force Headquarters with branches in the twelve zonal commands of the Force which will gradually spread to the states. To this effect, the Christian Association of Nigeria (CAN) was requested to assist in the recruitment of two chaplains, one for the Catholics and the other for the Protestants. In the same vein, a letter was also written to Jamatu Nasril Islam (JNI) to assist in getting two imams for the Nigeria Police Force. Upon successful completion of this stage, the four officers were sent to the Police Staff College, Jos, Plateau State, for a three month induction course to familiarise themselves with the rudiments of policing. At the completion of the basic induction formalities, the Department for Religious Affairs commenced operations as a regular organ of administration in the Nigeria Police.

Because of the special nature of its assignment, the department had a slow start at creating awareness of itself among the officers

and men. A pilot office was established at the Force Headquarters where the pioneer chaplains and imams began to provide religious services such as sermons, counselling sessions and funeral support for police personnel. In the coming years, it is expected that the Department of Religious Affairs will be fully integrated into the daily routine of officers and the rank and file at the federal, state and divisional levels, such that its impact will be felt by all and sundry in all police posts, stations, barracks and formations around the country.

The special mission of the Department of Religious Affairs will clearly help to inculcate in police personnel a keen awareness of the spiritual dimensions of their responsibilities to the nation. This is the theme of a short thesis or tract by the trio of Rev. Fr Raphael Fagbohun, Rev. Joshua Babajide Moyele (pioneer officers of the Department of Religious Affairs) and Bala Zenchi, an assistant commissioner of police at the Force Headquarters. Their submission on the Spiritual Aspect of Policing is given below:

PUT ON THE UNIFORM OF FAITH

"Unless the Lord guards the city, in vain the guards stay awake."

Psalm 127: 1.

This shows that security or policing is not solely a human affair, but has a spiritual dimension as well.

The word "spiritual" means caring much for things of the spirit; to be filled with the spirit of God, or to do things in a supernatural way.

From a Biblical point of view, therefore, the act of policing dates back to God in the Garden of Eden: "*Therefore, the Lord God sent him forth from the garden of Eden, to till the ground from which he was taken. He drove out the man, and at the east of the garden of Eden He placed the cherubim, and a flaming sword which turned every way to guard the way to the tree of life*". Gen. 3:23-24.

From this scripture, we can see that Adam and Eve disobeyed the commandments of God and therefore, it could be said that;

- God arrested them.
- He put cherubim to be on guard. (in human terms, policemen).
- He gave to the cherubim a flaming sword, which are weapons for patrolling their beat. (baton, guns, etc).

In this vein, the primary duties of a policeman falls in line with *Mathew 5:9* that says, "*Blessed are the peacemakers, for they will be called sons of God*".

The policeman has a very unique position in the God's plans because, the primary duty of a policeman is to maintain peace. The purpose is not to molest, provoke or lord it over those he is to oversee, but to bring warring parties to peace. It is not merely to apportion blame and then prosecute, but to secure peace so that individuals can go about their normal activities without hindrance. That does not mean that the guilty will go unpunished. The big stick does come in, when other means have failed. Even so, the punishment of the guilty should be tempered with mercy such that human dignity is always respected and protected.

It is therefore important that the policeman and woman should see their work in this context. You want the blessings of God, be a true peacemaker as God had enjoined you. Law-abiding people should have no reason to be jittery because there happens to be a jail downtown. In fact, they should always feel confident to walk up to a police officer, look him in the eye, and shake hands with him in friendly greetings. They do not need to be worried because there is a police checkpoint on the highway.

Many policemen and women are on the road to lethargy. Lethargy is the sense of a lack of importance, a weariness of the spirit that makes them to doubt their role in society. This

has possibly eaten deep into the Force. Know this, if you did not know it before now, God recognises your efforts and your office is very important in His plan for a harmonious and peaceful world. What matters most is how you perform your duties. Satan was given similar responsibilities in heaven, where he was endowed with wisdom, power, etc, as tools to help him in the performance of his duties. He misused his powers, abused his position, was driven out of heaven and condemned to hell.

The police officer has probably more powers than all other security agents. How these powers are used make the difference between a good police officer and the bad one.

The Police Act and the Nigerian Constitution amply demonstrate this in their provisions on police duties. They spell out these duties to include, prevention and detection of crime; the apprehension of offenders; the preservation of law and order; the protection of lives and property; due enforcement of all laws and regulations with which they are directly charged; and such military duties within or outside Nigeria as may be required of them by the authority.

These duties are primarily meant to regulate society and assure the needed peace for the overall development and progress of the nation. Carried out in good faith, the efficient and effective discharge of these responsibilities by the police brings along blessings both from God and man.

However, over the years, it has been proved that the police is not living up to its primary responsibilities, probably because, the spiritual foundation of policing has been neglected.

The scriptures records that; *"If the foundations are destroyed what can the righteous do"*? *Psalms 11:3.*

The right foundation for the spiritual aspect of policing is further well established in the scriptures by Apostle Paul.

"Finally, be strong in the Lord and in his mighty power. Put on the full armour of God so that you can take your stand against

the devil's schemes. For our struggle is not against flesh and blood, but against the rulers, against the authorities, against the powers of this dark world and, against spiritual forces of evil in the heavenly realms. Therefore, put on the full armour of God, so that when the day of evil comes, you may be able to stand your ground, and after you have done everything, to stand..."
Ephesians 6: 10-19

This passage of scriptures goes on to list the spiritual armours to include, belt of truth buckled around the waist, the breastplate of righteousness and the feet fitted with the readiness that comes from the gospel of peace. There is also the shield of faith, which can extinguish all the flaming arrows of the evil one. The passage enjoins believers to take on the helmet of salvation and the sword of the spirit, which is the word of God; and to pray in the spirit on all occasions with all kinds of prayers and requests. With this in mind, the believing police officer is asked to be alert and keep on praying always for all the saints. It is certain that police officers cannot do the job based on their strength alone. Rather, they should put on the armour of God to help them succeed in their assignments. To achieve victory in the battle against crime, a police officer needs a reliable companion by the side. And that companion is the Holy Spirit—a spiritual armour.

The Bible says, 'if God is for us, who can be against us?' Certainly, no one, not even the most dangerous and ingenious criminal can overcome the police officer who is prayerful and obedient to God.

It is therefore expected that the police officers will imbibe the following spiritual attributes;

- They must be strong in the Lord.
- They must rely on the strength and might of the Lord.
- They must put on the whole armour of God.
- They must take into account spiritual forces.

- They must be guided by the truth.
- They must put on the breastplate of righteousness.
- Their feet must be shod with gospel (duties) of peace.
- They must carry out their duties in faith with God.
- They should put on the helmet of salvation.
- The word of God should be their watchword.
- Prayer and supplications to God must be their constant vocation.
- There must be resolute and dedicated to duty.
- Loyalty and obedience to constituted authority should be their motto.

However, for effective understanding and appreciation of the spiritual aspects of policing by the generality of police officers, there is need for a functioning Chaplaincy Department to integrate all the above ingredients into the Nigeria Police Force. The establishment of such a department is one of the laudable achievements of the current Inspector General of Police, Mr. Gabriel Sunday Ehindero. He has, through the creation of the Chaplaincy Department, instituted an everlasting legacy in the Nigeria Police Force.

The spiritual component of a police officer's lot and the psychological weight of his role and place in society have been neglected since the establishment of the Force in 1930. This bold, new introduction of chaplaincy services for the hard boiled officers and men of the Force will surely affect their moral lives. Therefore, the spiritual dimensions of the profession should be made an integral part of policing in Nigeria.

The members of the Force should learn to subject themselves to the inherent covenant with the real founder of policing, which is the Almighty God; so that we can have an effective, efficient and result oriented policing of Nigeria in the 21st century.

NIGERIA POLICE MEDICAL SERVICES

Dr Efunsole M. Sowemimo, ACP

Overview

The Nigeria Police Medical Services (NPMS) was established in February 1975. Prior to this period, sick police personnel received medical care at the general hospitals, military hospitals and various health centres. The first police clinic was located in an annex at the Alagbon Close, Force Criminal Investigation Department, in Lagos.

The NPMS was established to provide medical care to police personnel, their immediate family members, personnel of sister uniformed forces and the general public in times of national emergencies. However, the medical care was extended to staff of the Ministry of Police Affairs, civilian staff of the Nigeria Police Force (NPF), the then newly created National Drug Law and Enforcement Agency (NDLEA) and presently detainees and staff of the Economic Financial Crimes Commission (EFCC).

Presently the NPMS has facilities in all the 36 states and the Federal Capital Territory, as well as the police training institutions in the federation. These facilities include hospitals, clinics and sick bays. Most of the centres have at least one ambulance attached to them. The NPMS also established a Stress Management Centre at Police College, Ikeja. Healthcare services offered are free, however, with the ongoing health sector reform; this may no longer be the case.

Service delivery has been mainly at the primary healthcare level; however recent efforts have been made to boost the services. Partnerships with federal and state ministries of health,

nongovernmental organisations and bodies like the Rotary Club have assisted in achieving an improvement in the healthcare delivery. These partners have focused on capacity building, renovations and medical supplies such as equipment, drugs and laboratory materials. Reproductive health, especially family planning programmes, HIV/AIDS management, malaria and tuberculosis have featured prominently.

The NPMS was structured under "A" Department, originally headed by a Commissioner of Police. During the tenure of Mr. M.A.K. Smith IGP (rtd), the Director of Medical Services was elevated to the rank of Assistant Inspector General of Police in 2002.

The NPMS is currently headed by Dr. U.O. Usun, a paediatrician, who is the fourth Director of Medical Services and the third Assistant Inspector General of Police to hold the post. The health personnel have developed to include specialists in the fields of medicine, surgery, dentistry, pharmacy, nursing and laboratory science.

Plans to improve the NPMS involve recruitment of thirty medical practitioners to ensure that each police health facility is headed by a medical practitioner. The NPMS is also proposing to establish a Health Maintenance Organisation (HMO), which would handle the health insurance of police personnel and their dependants. Hospitals are to be established in the Federal Capital Territory, Ogun, Enugu and Ondo states.

Mission Statement

The Nigeria Police Medical Services is to provide comprehensive healthcare services to police personnel, their immediate family members, personnel of other sister uniformed forces, as well as members of the general public in terms of national emergencies.

This is to be provided through an effective and efficient health care delivery system by the following:

- Promoting preventive health measures
- Providing curative services
- Providing forensic medical services

- Collaborating with the private sector to provide quality health services
- Promoting healthy lifestyles.

Organisational Structure

Directly reporting to the Deputy Inspector General of Police 'A' Department, the AIG Medical has two Commissioners for Medical and Administration. The departments are headed by Deputy and Assistant Commissioners of Police. The departments are Medical, Pharmacy, Nursing and Laboratory Services. Clinics are headed by officers from the rank of Deputy Commissioner to Assistant Superintendent.

Leadership

The Directors of NPMS were as follows:

- (1) Dr. P.C. Nwanze B.Sc; M.D. the first Director of Medical Services , rose to the rank of Commissioner of Police and served from 1975 to 1987.
- (2) Dr A.C. Okafor ; M.D the first Assistant Inspector General of Police of NPMS served as Director of Medical services from 1987 to 2002.
- (3) Dr H.E Akpowowo M.D, Neuropsychiatry, Assistant Inspector General of Police rtd., served as the Director of Medical Services from 1st October, 2002 to 1st January, 2006, and
- (4) Dr U.O Usun M.D Paediatrician, Assistant Inspector General of Police, whose tenure commenced in January 2006.

Due to the proposed expansion of the unit, proposals have been submitted to departmentalise the unit. The establishment of the Police Health Maintenance Organisation would be more efficiently managed with this proposal.

Personnel

The NPMS has healthcare personnel of various categories, which are as follows:

- Medical practitioners who are doctors fully registered by Nigerian Medical and Dental Council. Most have attended postgraduate training in various teaching hospitals at home and abroad. Currently there are 30 medical doctors serving nationwide. The entry level for doctors and dentists initially was Deputy Superintendent of Police but it is now Assistant Superintendent of Police.
- Dental practitioners who are dental surgeons fully registered by the Nigerian Medical and Dental Council. The only dental clinic is located in Police Hospital, Falomo and is manned by the two dental surgeons.
- Pharmacists who are university qualified pharmacists are three in NPMS.
- Qualified nurses and midwives who are registered by Nigerian Nursing Council. Most have undergone specialist training in various fields such as psychiatry, ophthalmology, anaesthesiology and theatre nursing.
- Laboratory scientists who have undergone training in laboratory sciences in various universities.
- Community and environmental health officers who have obtained diplomas and degrees in community and environmental health.
- Medical records officers who have obtained professional training in medical records.
- Health technologists who have obtained technical training in areas such as dental, pharmacy, physiotherapy, radiology, laboratory sciences and medical records.
- Medical support staff who are not skilled but provide necessary support for the health care delivery, such as catering staff, nursing aides, ward maids and laundry staff.

Health professionals i.e. doctors, dentists, pharmacists and graduate nurses undergo three month induction training at the

police college, and sit for the civil service confirmation examination. They also attend the in-service staff training developmental courses at the police staff colleges.

The personnel except the support staff are uniformed from the rank of constable upwards. The personnel are serving in all the 36 states and Federal Capital Territory, in all the police training institutions and in international peacekeeping units.

Specialisation

There is an increase in professionalism as the Nigeria Police Force has directly employed and sponsored several personnel in the medical, pharmacy and nursing fields to undergo specialist training programmes. The NPMS has the following:

- (1) Consultant paediatrician
- (2) Consultant physician /dermatologist
- (3) Consultant radiologist
- (4) Consultant ophthalmologist
- (5) Consultant general surgeon
- (6) Consultant pathologist
- (7) Forensic pathologist
- (8) Medical rehabilitation specialist
- (9) Anesthetist
- (10) Fellow of Postgraduate College of Pharmacists.

Personnel regularly attend workshops and seminars to develop their skills in their various fields nationally and internationally. Nongovernmental organisations like Pathfinder and Engender Health have trained personnel in surgical and nonsurgical family planning procedures.

Recruitment Drive

There is however an acute shortage of skilled personnel to adequately provide high quality services in all the centres. The NPMS has not employed doctors, dentists, pharmacists and nurses in the last ten years. Renewed efforts have yielded results, with

the recent approval for the employment of thirty medical practitioners in January 2007.

Personnel who indicated interest in joining the NPMS have been sent to the Military Health Technology Training School, this year. This is to increase the number of technicians in the nursing, pharmacy, medical records, laboratory and public health departments.

Healthcare Facilities

The NPMS provides healthcare from the following:

- (1) Hospitals located in Lagos and Maiduguri;

Police Hospital, Falomo: The hospital is located behind the police barracks in Falomo, Ikoyi, Lagos. There are different departments such as the out-patients clinic, dental clinic, medical, surgical, and paediatric wards, laboratory and pharmacy.

- (2) Zonal clinic: the only one is in Lagos and provides primary care.
- (3) State command clinic is usually headed by a health professional of an officer cadre and is located in state commands.
- (4) Training institution clinics at Police Colleges in Lagos, Jos, Oji River, Kano and Kaduna.
- (5) Sick bays in Police Secondary Schools and the POWA International School, Abuja.

Expansion of Services

The NPMS has expanded its services in some states such as:

Lagos State

The facilities in Lagos State grew from one clinic to eight facilities, as follows:

- (1) Police Hospital, Falomo

- (2) Lagos State clinic, Ikeja
- (3) Police College clinic, Ikeja
- (4) Stress Management Centre, Ikeja
- (5) Clinic at Force Headquarters Annex, Kam Salem House
- (6) Clinic at Force Criminal Investigation Department Annex, Alagbon
- (7) Clinic at Zone 11, Onikan
- (8) Clinic at Lagos State Criminal Investigation Department, Yaba.

The Police Hospital has the following:

- (a) Eye clinic
- (b) Dental clinic: An ultra modern dental chair was recently installed
- (c) Reproductive health clinic
- (d) Public health department
- (e) Surgical unit
- (f) Antiretroviral management unit

Katsina State

The centre provides X-ray and mortuary services for the personnel.

Borno State

The NPF has acquired a 50-bed hospital to boost the NPMS in Maiduguri.

Federal Capital Territory

There are presently 3 clinics in the FCT

- (a) Clinic at Garki
- (b) Clinic at the cantonment
- (c) Clinic at Force Headquarters.

PROPOSED PROJECTS

The projects are either ongoing or previously abandoned:

- (a) Diagnostic Centre in Police Hospital, Falomo for CAT scan and MMR
- (b) Police Hospital, Abuja
- (c) Police Hospital, Abeokuta
- (d) Police Hospital, Akure
- (e) Police Hospital, Enugu.

DEVELOPMENTAL PLANS

The NPMS will establish and deliver healthcare from the following:

- (1) Three main hospitals
 - Reference hospital in Abuja to cover the central zones
 - Police Hospital Maiduguri to cover the northern zones
 - Police Hospital Falomo to cover the southern zones.
- (2) Zonal hospitals will be located in states that also serve as zonal headquarters;
- (3) State clinics will be located in state commands.

The reference hospital in Abuja to be completed in 2 years would have an international outlook. Ultramodern facilities and state of the art equipment are to be installed to provide the highest quality of medical care.

SERVICE DELIVERY

(a) Medical Care

The NPMS provides services free of charge to the target population, however apart from Police Hospital, Falomo, the only service that can be offered is primary healthcare. The hospital offers medical, surgical, ophthalmic, dental, nursing, laboratory, pharmacy, radiological, physiotherapy and public health services. There is provision for Accident and Emergency Care, in-patients in

medical, surgical and paediatric sections. The special services provided are discussed under special projects.

(b) Stress management

The Stress Management Centre set up at Police College, Ikeja organised seminars and screening for hypertension and diabetes in several police formations.

(c) International Peacekeeping

The introduction of Police Formed Units, with the inclusion of the medical units, has seen personnel from NPMS participating in international peacekeeping.

(d) Physical fitness screening

The NPMS conducts pre-employment physical fitness screening for police personnel and employees of the NPF Community Bank. Children admitted into police schools undergo medical checkup. Personnel who are considered as physically unfit are assessed by the medical team. Personnel selected for international peacekeeping undergo medical fitness assessment.

(e) Barracks, police formations and market inspection

The public health department with personnel from the works and provost sections embarked on an extensive inspection; however this had been temporarily put on hold due to logistics problems. Food handlers were certified fit after undergoing medical investigation.

(f) Forensic Examinations

Autopsies for criminal investigations are handled by the pathologist and have been relevant in several high profile investigations.

SPECIAL PROGRAMMES

Seminars

The NPMS organised a day workshop for police personnel on

hypertension and diabetes in Abuja, Jos, Zone 11 Headquarters and Ports Authority, Lagos. During these programmes blood pressure and blood glucose screening were carried out. These programmes were to increase the awareness of these conditions of personnel.

The NPMS also collaborated with the Police Officers Wives Association (POWA) and participated in seminars focusing on puberty, hypertension, diabetes and attainment of menopause.

Special Projects

To enhance the provision of quality healthcare, the NPMS has collaborated with federal, state programmes and various agencies.

1. National Action Committee on AIDS (NACA) has partnered with the NPMS to provide Anti Retroviral Therapy and Laboratory Testing for HIV/AIDS. The Federal Ministry of Health has given the NPMS reagents and CD4 machine to enable the hospital provide free screening and CD4 analysis for patients. Anti retroviral drugs have been donated for free distribution.

NPMS personnel have been trained in laboratory techniques, counselling and policies for management of HIV/AIDS.

2. Lagos State Ministry of Health Tuberculosis and Leprosy Control Programme and World Health Organisation (WHO) collaborated with the NPMS to establish police DOTS clinics in Lagos State. Capacity building workshops organised by these bodies have been attended by NPMS personnel. Drugs, laboratory reagents and stationery have been regularly supplied to the NPMS, to enable provision of free services.

A phased expansion of the services to establish DOTS clinics in Ikeja, Yaba and Zone 11 headquarters, Onikan are underway.

3. Family Health International (FHI) has focused on creating awareness of HIV/AIDS in the NPF. Health

promotion and education services for the police HIV/AIDS prevention programme have been embarked upon nationwide. Billboards have been erected with health messages and awareness pamphlets distributed.

4. Pathfinder International and Engender Health ran a three-year programme from 2001-2004 to improve the reproductive health programme in the police. This was in areas of family planning in which capacity to building, male involvement in reproductive health, supply of contraceptive materials and development of well equipped centres was promoted.
5. Global HIV/AIDS Initiative in Nigeria (GHAIN) is currently running a three-year programme which commenced in 2005 focusing on HIV/AIDS prevention and treatment including VCT, home based care and male involvement in reproductive health.
6. Community Mobilisation and Participation in the Social Sector (COMPASS) also commenced a three-year programme in 2005, focusing on health, education and social sector.
7. National programme on immunisation to provide nationwide immunisation such as childhood immunisation programme and the Typhoid immunisation. The state clinics have direct collaboration with the local government authorities.
8. Federal Ministry of Health via the Roll Back Malaria Programme has also donated insecticide treated nets.

Personnel from NPMS have been on committees at the national level such as the task force on fake drugs and the Mercy Ships Project.

HEALTHCARE FINANCING

The main source of finance for the NPMS is the Nigeria Police Force with some support from the various partnerships. However,

with the introduction of the National Health Insurance Scheme, the NPMS is planning to play a major role and has set the ball rolling to ensure proper integration into the scheme.

The NPF and NPMS have put up a proposal to establish a Health Maintenance Organisation (HMO), a limited liability saddled with the responsibility of managing the police health insurance scheme. The Police Health Maintenance Organisation would handle the health insurance scheme of the personnel and their immediate family members.

PUBLIC-PRIVATE PARTNERSHIPS

The NPMS is pursuing the public-private partnership for health service delivery, to ensure the provision of quality and efficient care. The NPMS has set up a committee to handle its public relations, and improve the image of the health services.

CONCLUSION

The NPMS has from inception over 30 years ago, developed into one of the most professionally equipped arms of the NPF. The phenomenal growth from one clinic to over 40 health outlets has had the NPMS striving to equip the facilities with adequately skilled personnel and equipment.

Reorganisation involving staff recruitment, specialisation in designated fields, integration into the nation's health sector reform programme, has been embarked upon. The expansion of health services, infrastructural improvement and installation of high quality equipment would also reinforce the ongoing reorganisation.

Public private partnerships, a major thrust of the police administration, have in relationship to the NPMS, created avenues for more efficient services.

The establishment of the Police Health Maintenance Organisation is a giant step, which would allow for proper coordination of these proposed reforms. This approach would in turn ensure effective integration into the nation's health system.



Part 6

**Contemporary Challenges for Law
Enforcement**

WAR AGAINST HUMAN TRAFFICKING: THE JOURNEY SO FAR

Dorothee Gimba, ACP

Introduction

The trade in human beings, otherwise known as Trafficking in Persons (TIP) is slavery in disguise. Despite the formal abolition of slave trade and slavery by the League of Nations in 1926, mankind continues to find itself in exploitative circumstances, mainly for sexual, domestic or forced labour purposes. These phenomena continued unabated till the sudden realisation barely a decade ago, of its devastating effects on society and the gross violation of the rights of victims. Its transnational nature and global spread, fuelled by rapid globalisation and increased migration, drew the attention of nations, particularly the organised economies, to the crime.

The menace of this crime became more worrisome when studies revealed that it was third in the hierarchy of organised transnational crimes, trailing only after arms and drugs trafficking. Because of its threat to national and global security, it became a burning issue worldwide, requiring prompt and urgent remedy. Quite a number of international instruments preceded this effort, but this was to come in more specific terms in the formulation of an international legal instrument in 2000 to specifically address the scourge. A UN resolution heralded the passage of the Transnational Organised Crime Convention (TOC) to address the issue of across-the-border crimes, with two supplementing protocols on smuggling of migrants and the protocol to "Prevent, Punish and Suppress the Trafficking of

Persons especially Women and Children". The passage of the protocol in Palermo, Italy in December, 2002, otherwise known as the Palermo Convention provided a benchmark for nations to get their bearing on domestic legislations against the crime: a situation that has positively provided a kind of uniformity in the criminalisation of the offence worldwide.

Article 3 of the UN Protocol to the Convention on Transnational Organised Crimes states, that:

"Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. "Exploitation shall include, at a minimum, the exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs."

International Labour Organisation (ILO) Convention for the Elimination of the Worst forms of Child Labour 189 (1999) is another international instrument against trafficking for labour exploitation.

NIGERIA: COUNTRY PROFILE AND GOVERNMENT RESPONSE

Trafficking in persons is perpetrated across international boundaries or within national borders. These two forms of trafficking take place in Nigeria, which has been identified as a transit as well as a destination country, as victims from other African countries, particularly those of the West African subregion are found in the country. The Trafficking in Persons Report of the US State Department, July 2001, identified Nigeria as a source, transit and destination country for trafficked persons. The US Government estimates of 2003 indicate that some 800,000 to 900,000 men, women and children are trafficked across international borders annually; 75% of whom are for commercial sexual exploitation, whilst 25% are for forced labour, particularly

domestic labour. In addition to these global scenarios, several cases of internal trafficking occur within the same country from rural to urban areas.

The status of Nigeria as a source, transit and destination point notwithstanding, the country's response to issues of trafficking has been quite commendable. Nigeria has been a pace setter in interventions against trafficking. This has been demonstrated by her prompt ratification of the Transnational Organised Crime Convention (TOC) and the domestication of the Palermo Convention into a national legislation known as "The Trafficking in Persons (Prohibition) Law Enforcement and Administration Act, 2003". An agency was also established to enforce the law.

In the eighties and early nineties, Nigeria had witnessed an upsurge in the numbers of young men, women and children who were leaving the country, supposedly for "greener pastures" abroad. This exodus took a frightening dimension when it became very clear that more often than not, these immigrants constituted a social menace to destination countries, particularly Italy, the Netherlands, Germany, Spain, Belgium, Saudi Arabia, United States, Gabon, South Africa, Togo, Ghana, Morocco and Libya. Very often as well, their fundamental rights were grossly violated with them having no recourse to justice because of poor immigrant and often illegal status.

Poverty, illiteracy resulting in ignorance, fallen value systems, high unemployment rates, civil and political unrest, family instability, corrupt political leadership and inadequate policies against human trafficking had contributed immensely to this most embarrassing scenario.

THE TASK FORCE ON HUMAN TRAFFICKING

Historical Antecedents

The Nigeria Police Force being the principal law enforcement organisation in the country is naturally positioned to intervene in issues of human trafficking. This intervention should translate into the prevention, apprehension, investigation and prosecution of cases of trafficking in persons. In retrospect, this mandate dates

back to the coming into existence of our statute books i.e. the criminal and penal codes. Before the advent of a comprehensive anti-trafficking legislation, some provisions in the criminal and penal codes were employed i.e. Sections 271, 272, 275, 277, 278, 279, 280, 281 of the Penal Code and Sections 222A, 223, 224, 225A, 366 and 369 of the Criminal Code to criminalise the offence.

The Nigerian Constitution, the Edo State Laws against TIP amending certain sections of the Criminal Code were also in use. These provisions, though inadequate, deal with issues bothering on the trade, exportation, importation or exploitation of human beings for sexual and labour purposes.

In 1994, the Nigerian delegation to the 65th Interpol General Assembly in Rome, Italy, was confronted with the problem of the menace constituted by Nigerian ladies in Italy and the dehumanising lives they led. This revelation was brought to light by the Nigerian ambassador to Italy at the time, Her Excellency, Ms. Judith Attah. A meeting consisting of law enforcement officials of both countries was immediately initiated. It marked the beginning of collaboration with the Italian authorities and propelled a concerted effort to halt the trade.

Upon their return to the country, the police authorities conducted a study on the magnitude and trend of the menace. The outcome of the unpublished study necessitated the establishment of the Task Force on Human Trafficking, in 1997, initially under the "Travels and Documents" division in the Interpol Section of the FCID Alagbon Close, Lagos. The Nigeria Police thus pioneered the intervention into this area of crime by setting up a task force and receiving deported ladies expelled in large numbers for not possessing the relevant visa documents in their host countries. An Immigration Agreement was entered into on the 12th September, 2001, between Nigeria and Italy, which facilitated the mass deportation of illegal Nigerian immigrants in Italy.

The operations of the Task Force on Human Trafficking were further expanded through a presidential directive when official and media attention was drawn to this modernised slavery. In 2001, eighteen (18) traffickers and thirty-three (33) Nigeria ladies

were repatriated home from Conakry, Guinea, on a Nigeria Air Force Hercules C130 plane. The ladies were presented to Mr. President at the Presidential Villa in Abuja, following which a directive was given to establish more anti-human trafficking units both in the Nigeria Police Force and Nigeria Immigration Service. It was against this background that Mr. President expressed deep concern over the scourge which, apart from its negative social consequences, was becoming a source of serious embarrassment to the government and the people of Nigeria. Thereafter, several Nigerians were arrested and deported from Europe, Asia, the Middle East, and United States of America. The largest number of Nigeria women were trafficked to Italy and deported when arrested.

Also, a special assistant to the president on human trafficking was immediately appointed and a presidential committee on human trafficking came into being in Abuja. This Police Task Force on Human Trafficking expanded into twelve units across the country. Eleven units are in eleven states of the federation considered as endemic, source or exit points: Ondo, Oyo, Ogun, Ebonyi, Edo, Delta, Akwa Ibom, Cross Rivers, Lagos, Kano, and Borno. Abuja, as head unit, makes up the number to twelve Police Anti Human Trafficking Units nationwide.

The officer in charge is answerable to the [DIG] Department, FHQs. Hitherto, officers who headed the unit did so as added responsibility to whatever duty posts they held. The pioneer officers included Olayinka Balogun, a Deputy Commissioner, Mrs. Giwa Osagie, Commissioner now retired and Opongete, then a Superintendent now an Assistant Commissioner. Not until April 2002 that an officer, Dorothee Dongna'an Gimba (Assistant Commissioner) was posted to head the unit as a sole responsibility.

The Police Anti-Human Trafficking Unit is charged with:

- (a) Investigation and prosecution of cases of human trafficking and other related offences.
- (b) The interception at airport and land borders of deportees/victims of human trafficking.

- (c) Documentation, screening, voluntary medical examination and release of deportees to their state liaison offices, for the purpose of rehabilitation and reintegration with their families. The documentation and screening of victims of human trafficking is one of the most important methods of gathering information from the victims about how they left the country and their sponsors.
- (d) Liaising with known NGOs who are working on the rehabilitation of deportees.
- (e) Enlightenment of the public on the dangers and hazards of prostitution and the modern slavery christened "human trafficking".
- (f) Liaising with other security agencies, ministries and embassies on matters relating to human trafficking.
- (g) Gathering of information on traffickers and their modus operandi.
- (h) Working jointly with security agencies and ministries on the evacuation of victims of human trafficking.
- (i) Attendance at Interpol conferences, where joint actions are mapped out on the eradication of trafficking in persons.

The Abuja office is charged with the responsibilities of supervising all activities and coordinating the activities of the eleven units nationwide. This includes the investigation and prosecution of cases of human trafficking and related offences referred to it. Cases are reported either by the media, private individuals, foreign embassies, the Nigeria Immigration Services, the National Intelligence Agency (NIA) and referred by the Inspector General of Police or the Deputy Inspector General of Police 'D' Department, for investigation. The unit has investigated various cases of human trafficking, including cases involving foreign nationals where the victims were deported back to their countries e.g. from the Republic of Ghana, Togo, Benin, the Philippines, Moldavia, Russia, Belarus, Romania, Ukraine and

Lebanon. The unit's activities extend to participation in evacuation exercises. Officers and men of the unit form a part of the delegation made up of officials from Federal Operations (FEDOPS, FHQs), Nigerian Prisons Service, Nigeria Immigration Service (NIS), Nigeria Intelligence Agency (NIA), Nigeria Emergency Management Agency (NEMA) and Ministry of Foreign Affairs in the evacuation of Nigerians who ran foul of the law in foreign countries such as Libya and Thailand, just to mention a few. When these incidents in the last two countries came up, the Federal Government of Nigeria entered into bilateral agreements with such countries, before the commencement of such evacuation.

Thereafter, the victims were reunited with their families through the state liaison offices in Lagos. Those identified as traffickers were investigated and charged to court. Others, convicted of drug offences etc., who had not completed their prison terms, are sent to Nigerian Prisons to conclude the terms. Initially, legislation to sustain the conviction of traffickers was inadequate, thus investigators had to wade through a maze of laws that were not encompassing, but took care only of sundry



Fig. 17.1: A truckload of trafficked children from Mokwa, Niger State to Lagos State, intercepted by the Police.

offences such as living on the earnings of prostitution, procurement, defilement, slave dealing, abduction and the rest. An all embracing law was however passed into law in 2003 which bridged this lacuna.

Collaboration

Collaboration with other stakeholders and development partners by the anti-human trafficking units has been progressive and impressive. Foremost among these collaborators is National Agency for the Prohibition of Traffic in Persons and Other Related Matters (NAPTIP), which is the national focal point agency on all issues of human trafficking. The Nigeria Police is a proud partner in the progress of this agency with twelve policemen and women from the ranks of sergeant to deputy superintendent serving as pioneer operatives of the national joint investigation task force of NAPTIP. The police is also a member of the quarterly National Consultative Forum of Stakeholders on Anti-Human Trafficking, organised by NAPTIP. Other international agencies and stakeholders with whom the unit collaborates include United Nations Office of Drugs and Crime (UNODC), United Nations Children Education Fund (UNICEF), International Organisation for Migration (IOM), International Labour Organisation (ILO), United States Agency for International Development (USAID), Ministry of Foreign Affairs, National Intelligence Agency (NIA), Nigeria Immigration Service (NIS), American Bar Association, the Women Trafficking and Child Labour Eradication Foundation (WOTCLEF), an NGO founded by Mrs. Titi Abubakar Atiku in 1999, and IDIA Renaissance in Benin city.

The unit's personnel are members of various task forces, foremost among which is the Committee for Drafting of the Anti-Trafficking Bill, a privately sponsored bill that was eventually accented to by Mr. President and passed into law on the 19th July, 2003. The unit was also part of the Nigerian/Italian joint task force known as UNDOC/UNICRI made up of Italian and Nigerian law enforcement agents and criminal justice practitioners; a sixteen month project sponsored by the Italian Ministry of Foreign Affairs. The unit was also on UNICEF/

NAPTIP Technical Committee on Child Trafficking with the Republic of Benin, an effort that gave birth in June 2005, to the signing of a Memorandum of Understanding (MOU) on Child Trafficking between Republic of Benin and the Federal Republic of Nigeria. This is an ongoing project that aims at fast tracking the prevention, exchange of information, investigation and prosecution of child trafficking cases between the two countries.

Milestones

Notable achievements recorded by the units are as follows:

- (i) The Nigeria Police represented by Mrs. Giwa-Osagie, then a Deputy Commissioner, who left the service as Commissioner, was a member of the (WOTCLEF) delegation to the signing of the United Nations Protocols on Migrants and Trafficking in Women and Children, in Palermo, Italy in 2000.
- (ii) In 2003, more than three hundred Beninois children were rescued from stone quarries in Abeokuta, Ogun State, and handed to the Beninois government, by Tafa Balogun, the Inspector General of Police. This feat came shortly after the signing of the Badagry Accord between the two countries in 2003, when Nigeria had to close her borders against her neighbour, Benin Republic.
- (iii) The year 2005 also witnessed breakthroughs in cases that generated a lot of public interest. Among them, is a pattern of illegal child adoption, child stealing, abduction and indecent treatment of dead babies, which the police discovered to be an emerging trend in baby trafficking in Nigeria. Such was the case of the Good Shepherd Orphanage. The matter was reported to the police and eventually transferred to the Anti-Human Trafficking Unit, Alagbon Close, Lagos, for further investigation. Investigations concluded, the case was referred to NAPTIP where it is presently receiving judicial attention.

(iv) Case of 64 Children in Container Truck

At about 1700hrs on the 5th of March, 2005, a team of policemen intercepted a truck conveying 64 kids from Mokwa, Niger State to Lagos. The driver of the truck and two female suspects were arrested. The principal suspect, it was discovered had been engaged in the nefarious trade for twelve years, recruiting minors and transporting them to Lagos metropolis and environs for purposes of exploitative child labour i.e. street trading and domestic servitude, while retaining half of the meagre earnings of the child labourers. Parents of victims were traced to their village in Ideate in Mokwa, Niger State. Forty of the rescued kids were handed over to a shelter facility in accordance with Section 36 of the new NAPTIP Law, to protect them from further trauma. Eventually, they were reunited with their families through their home government. They have since been introduced to vocational skills to discourage them from being re-trafficked.

(v) Case of The Three Stolen Babies

Three children were rescued from one Mrs. Alice Enyeke in Abuja, who indulge in stealing babies. The first child was 5 years old at the time of the theft; the second was 13 days old, while the third was only 9 days old. The unit worked tirelessly to find and rescue these babies years after they were stolen and reunited them with their families. The child thief was charged to court and eventually convicted.

Statistics from states

Year 2002 from January to December:

1. No. of cases reported	–	31
2. No. of suspects arrested	–	29
3. No. of victims rescued	–	7
4. No. of cases charged to court	–	3
5. No. of persons convicted	–	Nil.
6. No. of deportees	–	1,235

Year 2003 from January to December:

1. No. of cases reported	–	36
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2.	No. of suspects arrested	-	18
3.	No. of victims rescued	-	11
4.	No. of cases charged to court	-	8
5.	No. of persons convicted	-	1
6.	No. of deportees	-	2,737

Year 2004 from January to December:

1.	No. of cases reported	-	31
2.	No. of suspects arrested	-	51
3.	No. of victims rescued	-	106
4.	No. of cases charged to court	-	Nil
5.	No. of persons convicted	-	Nil
6.	No. of deportees	-	235

Year 2005 from January to December:

1.	No. of cases reported	-	48
2.	No. of suspects arrested	-	41
3.	No. of victims rescued	-	204
4.	No. of cases charged to court	-	4
5.	No. of persons convicted	-	1
6.	No. of deportees	-	19

Year 2006 from January to December:

1.	No. of cases reported	-	22
2.	No. of suspects arrested	-	29
3.	No. of victims rescued	-	78
4.	No. of cases charged to court	-	1
5.	No. of persons convicted	-	1
6.	No. of deportees	-	485

Also, the unit was part of an 8-man technical group of experts, drawn from NAPTIP, the Nigeria Police Force, Nigeria Immigration Service, Federal Office of Statistics and WOTCLEF to work on developing a "Country Response to TIP – Children and Women (2002 – 2005)," which is still with the publishers.

- The unit also contributed to a UNODC Project 13 publication on Law Enforcement Response to Trafficking, supervised by Professor Osita Eze of the Institute of Democracy, Abuja.
- UNICEF has been a veritable supporting partner in the successes recorded so far by the unit in capacity building and training of personnel of the Nigeria Police Force. The organisation has sponsored workshops and meetings organised by the unit.
- In November 2005, in Jos, Plateau State, the unit organised a consultative forum with the Nigeria Immigration Service. The forum sought to create a platform for the exchange of ideas on how best to combat trafficking in persons by the NPF and NIS. It provided a new frontier for cooperation between the two law enforcement agencies.
- On the directive of the Inspector General of Police, an international workshop on Anti-Human Trafficking was organised by the unit and sponsored solely by the Nigeria Police Force. Delegates for the 3-day Training Workshop, which held from the 28th March to the 1st April 2006 at the ECOWAS Secretariat, Abuja, were drawn from Niger, Benin, Nigeria, Togo and Cote d'Ivoire.

The unit has also contributed information to various research works among which are the following:

- (a) Research conducted by NAPTIP in collaboration with UNICEF on a situation assessment of child trafficking in eleven of the southern states of Nigeria (2004). Professors Sola Ehindero and Sarah Oloko were consultants.
- (b) Research on the trafficking of women and children to Italy for sexual exploitation: a programme of action, with Professor Christy Okojie and team as consultants.
- (c) Baseline study on forced labour and human trafficking in Kwara, Kano, Cross River, Akwa Ibom and Rivers

anchored by Professor Sola Ehindero (Obafemi Awolowo University, Ile-Ife).

- (d) Research on Nigeria Anti Trafficking Assessment (2005 – USAID), conducted by Theresa L. Cannady Esq, Professor Bolaji Owasanoye (Nigeria Institute of Advance Legal Studies) and Professor Sola Ehindero.

Challenges

- Foremost among the problems encountered in the process was the attitude of victims. Their uncooperative attitude is occasioned by the fearful oaths of secrecy forced on them by the traffickers and in whose efficacy, they believe without hesitation. The ignorance and low educational attainment of the victims further compounds the situation.
- The unit is plagued by a lack of adequately trained and properly motivated personnel to effectively carry out its functions.
- Lack of proper coordination of anti-human trafficking units occasioned by lack of effective communication amongst the twelve units spread around the country, has militated against the progress of the unit.
- The unit's investigative and detective capacity has been hampered by a complete absence of provisions in the annual budget estimates.
- The unit is not yet linked to the NAPTIP database, which limits its information sourcing capacity.
- The unit lacks direct telecommunication links, and so the dissemination of information is a herculean task.
- Personnel still lack the investigative skills and tools for effective investigation thus dampening their zeal while lack of fluency in French hampers effective communication with our Francophone colleagues, a situation commented on by the present Inspector General of Police, Mr. Sunday Ehindero, during the West African Police Chiefs meeting

held in 2005 in Abuja, Nigeria. He called for an exchange programme in language training between the region's police forces.

- Lastly, constant transfers and postings bring to naught the efforts directed at training and retraining of personnel.

Assistance

In 2002, the unit benefited from a grant of 2.5 million dollars worth of office equipment and vehicles from the Italian government. This gesture was replicated in 2005 with another donation of office and telecommunication equipment, motorcycles and vehicles worth 5million dollars donated to Nigeria by Italy and shared out to stakeholders including the Nigeria Police Force. In the same year, the government of the United States signed an agreement with the government of Nigeria and gave a grant as assistance to fight drugs, fraud and trafficking in persons. Also UNICEF donated 100 copies each of the NAPTIP/UNICEF research on child trafficking in eleven southern states and the guidelines for the setting up and management of Youth Resource Centres and sundry publications for distribution to states were made. The police received 100 copies of the NAPTIP Act and the chairman of the House Committee on Children and Youths, Honourable Saadatu Musa, gave 50 copies of the Child Rights Act to the unit.

Conferences Attended

- (i) First Pan African Conference on Human Trafficking, 19th to 23rd February, 2001, Abuja Nigeria.
- (ii) INTERPOL 2nd Working Group on Human Trafficking, October 2001, The Hague.
- (iii) Seminar in Nigeria for Criminal Justice Practitioners on the Implementation of the UN Convention Against Transnational Organised Crime, November 26th – 28th 2002, Abuja.
- (iv) ILO/IPEC Training Workshop on Combating Child Trafficking for Labour Exploitation in West and Central

- Africa, October 28th-29th, 2002, Akure, Ondo State.
- (v) INTERPOL 5th Working Group on Human Trafficking October 2003, Oslo, Norway.
 - (vi) Working visit to TORINO ITALY (UNODC/UNCRS PROJECT, 2003) International Training Workshop on Child Trafficking for Security Agencies in Ghana and Nigeria, October 2003, Accra (Ghana).
 - (vii) Country Response to Child Trafficking, Benin/Nigeria, INFOSEC Cotonou 18th – 19th June, 2004 Cotonou.
 - (viii) International Case study Workshop on Human Trafficking in Benin, Nigeria and Togo (Project R13) 21st – 24th June, 2004. SGF Abuja, Nigeria.
 - (ix) International Workshop on Child Trafficking, 2nd – 5th May, 2005, Cotonou.
 - (x) The Fifteenth Session of the Commission on Crime Prevention and Criminal Justice (CCPCJ): 24th – 28th April, 2006, Vienna.
 - (xi) Re: Regional Ministerial Conference on Trafficking in Persons, 6th – 7th of July, 2006, Abuja.

It was garnered from these conferences and symposia that an estimated 800,000 to 900,000 people are trafficked all over the world each year. The European Commission estimates that 120,000 women and children are trafficked into Western Europe annually. Though it is unclear from these reports how these estimates are reached, Europol admits that while the overall number of victims trafficked into the EU is still unknown, it is clear that the number of victims are much higher than official records suggest.

Only a few countries are able to provide data on trends in trafficking over a number of years, making it difficult to establish the extent to which trafficking may be increasing. Figures from Germany and the Netherlands, two countries that regularly collate data on trafficking, suggest that there has been a

substantial increase in the number of victims of trafficking during the last decade.

In Asia, as well, there is a general lack of hard data on this topic. However, it is possible to glean some valuable insights from studies on related activities (such as sexual exploitation and prostitution). These studies can frequently provide an indication of the scale of trafficking in this region. Although not comprehensive in coverage, the following estimates reflect the existence of a growing trafficking problem.

A UNICEF survey indicates that between 30-40 per cent of all sex workers in the Mekong subregion are between the ages of 12 and 17.

In Thailand, it was reported that almost 200,000 foreign children were trafficked into the country in 1996 for the purpose of exploitative child labour, including commercial sexual exploitation (UNICEF, 2001).

Sanghera, J, in his article, "Trafficking of women and children in South Asia: Taking stock and moving ahead" acknowledged that an estimated 13,000 children have been trafficked out of Bangladesh in the last five years, and 30,000 Bangladeshi minors work in the red light districts in India (UNICEF/Save The Children, 2000). Between 5,000 - 7,000 girls are trafficked annually from Nepal to India (UNICEF, 2001).

Trafficking in China, for example, occurs both at internal and international levels. In the domestic market, young boys (mostly under seven) are sold for illegal adoption while young girls and women are abducted into prostitution or as brides for bachelors in rural communities where there is a short supply of women. With regard to external trafficking from China, Thailand and Cambodia appear to be the favoured countries of destinations within the region, in addition to other destinations including the Hong Kong Special Administrative Region (SAR) of China, Taiwan, Singapore, Malaysia, the Republic of Korea (South Korea), Japan and Australia. Victims there usually end up in the sex industry. Furthermore, some of these locations also act as transit stations for eventual transportation to Europe or the United States.

Other information related to trafficking within the region also indicates movement from China, South Korea, Thailand and Philippines to Japan, from the Philippines, Thailand and China to South Korea and from South Korea to Japan and the United States. International trafficking routes have also been discovered with victims of trafficking from Colombia and Eastern Europe being found in Japan as well as some victims originating from Russia and Central Asia found in the Republic of Korea.

Similarly, studies have shown in Bulgaria that trafficking is becoming more and more organised. Bulgaria continues to be mainly a transit country on the "*Balkan routes*" for illegal migration, which thrives on the crises regions of Asia and Africa. The organised illegal channels are used for trafficking of people, drugs, weapons and others. The emigrating foreigners are bound with smuggling and other kinds of criminal activity, which is laced with the illegal migration.

The internationally organised trade of women and children for the purpose of sexual exploitation is the other significant characteristic of the problem. In many angles this modern form of slavery is also under the control of organised crime.

During the recent years a new tendency is observed; the Bulgarian organised criminal groups are making efforts to attain control over prostitution in that country and to organise together with other foreign criminal associations, the trade in women, mostly from the old Soviet countries, Bulgaria and to the neighbouring countries (Greece, Cyprus, Macedonia and Albania), as well as to Central and Eastern Europe/Italy, the Netherlands, France, Spain, Germany, the Czech Republic, Poland, etc. The reinforced criminal activity of Bulgarian groups, which is due to the sexual exploitation dominated by Bulgarians of Turkish origin and Romania minority, is noted.

On a general note, trafficking in persons is mainly controlled and exploited by organised criminal groups. The potentially high profits and minimal risk of detection and punishment makes trafficking for sexual exploitation a tempting enterprise in many countries of the world. The phenomenon is not excessively under the control of major criminal networks, some groups are fairly

small and only establish loose connections with each other when it is mutually beneficial to do so.

Obviously, the *modus operandi* almost always involves vulnerable victims being transported from one location to another for the purposes of lucrative sexual exploitation to the benefit of organised criminals, but the actual methods used vary widely. In all, the three stages of recruitment, transportation and exploitation are basically employed by these criminal syndicates.

Future Plans and Prospects

The unit has commenced a sensitisation exercise within the Nigeria Police Force to educate the personnel on how to identify the offence i.e. knowing what constitutes it and how apprehended suspects and victims should be prosecuted or handled.

This exercise started with the delivery of biannual lectures at the Police Staff College, Jos, an effort the unit intends to extend to other police training institutions. Following the approval of the Force Management, the unit is at the verge of publishing a manual to infuse human trafficking as a subject area in the curriculum of all the police training institutions, from the recruit cadre to the senior command level. A third meeting slated for the 19th – 22nd September, 2006 in Keffi, finalised a copy of the manual for infusion which has been approved by police authorities. At the end of the exercise, it is hoped that new copies of the police manual with TIP as a subject of study would be produced for circulation to all the institutions. Thereafter, staff of the training institutions would be exposed to the investigative techniques on TIP. When this objective is met, policemen at all levels will be taught all there is to know about trafficking in persons thus achieving the objective of awareness creation and sensitisation within the Force.

Workshop for officers in charge of Juvenile Welfare Centres/ Anti-Human Trafficking Units in areas considered endemic to trafficking is considered necessary to expose and reposition those units for the implementation of the Child Rights Act. In Section 207 of the Child Rights Act, a specialised police unit is to be established to implement the provisions of the Child Rights Act.

However, the unit reasons that, since the Act has already been adopted in ten states i.e. Anambra, Ogun, Abia, Nassarawa, Plateau, Imo, Ebonyi, Rivers, Taraba and Ekiti, the implementation of that provision should commence immediately in those states.

It is hoped that the IG will also give approval for the expansion of the eleven TIP units to six new states where the rate of cases of TIP reported and their strategic locations indicate they are gateways to cross border trafficking. The five states are Rivers, Imo, Sokoto, Bauchi, Jos and Kaduna. Internet connectivity is being advocated, as that would enable the police link up with the NAPTIP database in Abuja and the four zonal offices; a link that would also connect all the anti-human trafficking units in those zones. Teaching and learning of the French Language should be encouraged, in line with the suggestion by the Nigerian Inspector General of Police during the WAPCCO meeting in Abuja in 2006.

UNICEF provided sponsorship for a workshop in Kaduna, north central Nigeria, from the 2nd – 5th October, 2006 for the rank and file and the inspectorate cadre of the anti-human trafficking units nationwide. Also, a workshop was held at Abeokuta, Ogun State, Southwest Nigeria, from the 22nd to the 25th October, 2006 for officers of the AHTU and the juvenile welfare units nationwide.

If the Inspector General of Police approves, the police ought to have a temporary shelter facility to serve as a halfway home for victims pending when they are reunited with their families. It would enable the police conform with the requirements of the Palermo Convention which emphasises adequate and appropriate shelter facilities for victims of trafficking, other than the use of detention centres.

Recommendations

Despite the proliferation of agencies charged with interventions in issues of Trafficking in Persons, the Nigeria Police Force remains a veritable tool in law enforcement because of its existing structure, geographical spread and universal acceptance. Worldwide, the police is known as the primary law enforcement agency in any

country. Notwithstanding any lapses, therefore, its efforts at curbing trafficking can only grow from strength to strength.

It is not yet ElDorado! But the journey of a thousand mile begins with a step. To borrow from the experts who compiled the *Interpol Manual of Best Practice*, "to do nothing is not it". No matter how little, the driving force behind any endeavour is the need to make a contribution to a cause, to be an agent of change for the better. In spite of the catalogue of problems being experienced, anti-human trafficking units of the Nigeria Police Force nationwide, have been able to maintain the zeal, enthusiasm and tempo to fight against the continued trafficking in persons in their various areas of command. Their courage and efforts should be commended. The immeasurable guidance, support and encouragement accorded the section by the Deputy Inspector General of Police, erstwhile head of 'D' Department, Mr. O.O. Onovo must be acknowledged.

Capacity building programmes and training aimed at exposing officers to different jurisdictions, exchange of experiences and best practices, should be encouraged during the anti-trafficking workshops organised by the Nigeria Police and West African Police Chiefs Committee (WAPCCO) for neighbouring countries of Benin, Niger, Togo and Nigeria annually.

Transborder cooperation between two or more countries, be it in the areas of telecommunication, road and postal links, electricity or joint border patrols initiated in 2005 on the directives of the Presidency, will help reduce across-the-border crimes. The Memorandum Of Understanding (MOU) between Benin and Nigeria metamorphosed into a joint border patrol of immigration, customs and police officers at the Seme/Idiroko border, North West border zone at Kastina and the Jibiya/Niger border zone, right up to the Northeast border.

Finally, the freedom of action allowed the department on issues concerning TIP by the current Inspector General of Police, Mr. Sunday G. Ehindero, is exemplary and must be sustained by subsequent chiefs of police. Only then, can the efforts of the Police Anti- Human Trafficking Units be manifest and fruitful.

ETHNIC MILITIA, YOUTH RESTIVENESS AND RELIGIOUS INTOLERANCE

O.O. Ehiede, SP

ETHNIC MILITIAS: WHAT ARE THEY?

Ethnic militias are essentially youth based groups formed for the purpose of promoting and protecting the parochial interests of their ethnic groups, and whose activities sometimes involve the use of violence. Ethnic militia groups in Nigeria are not rebel movements. Their aim is not to capture political power, but they serve as social pressure groups that seek to influence the structure of power in the country, and call attention to the deteriorating material condition or political deprivation and perceived marginalisation of their group or social environment. Indeed, these groups also perform civil functions of providing physical security for their community and undertaking crime prevention. The urge for self-defence and sometimes, proactive force and aggression form part of the profile of these groups.

While some of the militias are well established and complete with what we can call militant/armed wings, the Arewa Peoples' Congress in the north, stands out as the only group that is yet to set up an armed wing. The OPC, Egbesu, MASSOB and Bakassi Boys (before the latter were disbanded in late 2002), all have armed wings that carry out combat-style operations and low-intensity conflicts in their regions. What is not in doubt, nevertheless, is that they all portend ill for democracy in Nigeria and for peaceful coexistence among the country's diverse ethnic groups.

Ethnic Militias in Nigeria: Explaining the Concept

From a strictly conceptual point of view, the generic term, ethnic

militia is used in common Nigerian parlance to refer to any armed group based in any of Nigeria's geopolitical regions, which claims to be fighting and defending some common ethnic or geopolitical interests, however narrow or hazy they may be. The international media has also come to associate the term with any group that engages in violent activities in the country. It is thus convenient for this paper to adopt the same nomenclature.

The term '*militia*' refers to an irregular or paramilitary group, usually made up of civilians who might have received some form of non-formalised or unofficial military training and are armed with small arms and light weapons. They are not members of a regular professional army, but can operate in the same manner because they have been trained to perform certain functions similar to the ones soldiers perform. Such functions could include providing homeland or territorial defense and security for a civil populace in times of war; especially when the professional military forces are engaged in the battlefield.

The militias seen in Nigeria are varied and do not necessarily fit neatly into the conceptual definition established above. It is important and rather interesting that the term *ethnic militia* has come to be generally associated with all of them, perhaps because their activities approximate what militias are usually supposed to do, or simply for want of a better term. Thus, the APC is regarded as an ethnic militia in this context though it is yet to have an armed wing as pointed out earlier. However, it is important to note that an armed wing can be put in place at very short notice to carry out activities similar to those of the existing militias in other parts of the country. In reality, then, the APC can most approximately be considered as an 'ethnic militia in progress'. Again, each of the four groups has its base in, and draws its membership from, each of the four largest ethnic or nationality groups in Nigeria: Odua Peoples Congress (Yoruba), Arewa Peoples Congress (representing the diverse ethnic groups in the North, more specifically the Hausa/Fulani majority), the Bakassi Boys and MASSOB (Igbo) and the Egbesu Boys, among the Ijaw of the Niger Delta.

What is notable about the militias is that they, by and large, have no formal military training and their members carry and use

arms illegally. This has been the main cause of the frequent friction between them and the state. Their establishment is not the product of common agreement or general ethnic consensus, even among the people and communities whose interest they claim to represent or defend. Rather, they were established and foisted upon the people who had no choice but to acquiesce. Consequently, their existence and activities could not be legalised by the state. They have also been known to oppress members of the same ethnic groups whose interests they claim to be defending. The OPC and Bakassi Boys, for example, have been known to use extra-legal means in their activities, such as operating illegal detention centres, committing extrajudicial killings, etc., all in the name of instant justice.

Secondly, only the OPC and Egbesu Boys closely approximate ethnic militias. Both are strictly ethnically based, and membership is broad-based across the entire ethnic homeland. All members owe allegiance, or subscribe to common ethnic ancestry; a factor that strengthens their resolve to defend and advance perceived common interests of the ethnic group. It is not uncommon for members to be required to swear to ancestral oaths or undergo compulsory ethnic initiation rites, recite incantations and use charms to fortify themselves against enemies. Besides, the formation of the two bodies reflects perceived or felt need to protect their different ethnic groups.

The country witnessed the emergence and proliferation of ethnic militia groups in the Niger Delta between 1990 and 1999. No less than twenty-four ethnic based minority rights groups emerged in the Niger Delta region, mostly with a radical bent. These include the Egbesu Boys of Africa (EBA), Chicoco, Ijaw National Congress, Ijaw Youth Council (IYC), Ijaw Peace Movement (IPM), Isoko National Youth Movement (INYM), Itsekiri National Patriots and the Movement for the Survival of the Ogoni People (MOSOP). It is argued that none of these groups were not established with violent intentions but that circumstances forced the rifle on them.

The politics of oil played a key role in this. The seeming impoverishment of the people of the areas known as the Niger

Delta has been amply documented in several studies and reports. Suffice it to say, for our purposes, that the fallout from the unresolved questions of environmental degradation, massive unemployment and poverty, lack of basic infrastructure and the like, gave vent to the emergence of several pressure groups that soon turned to violent means of expression to call attention to perceived long ignored demands for equity and social justice.

At first, their actions centred on violent demonstrations and other disruptive activities directed at the oil companies. These were attributed to "restive youth" frustrated by a life of unemployment and lack of skills for gainful involvement in the oil industry. But soon enough they raised their nuisance profile to the abduction of foreign oil workers for ransom. Yet by the day, their postures become more political and coordinated responses to the local and international reactions that greeted their protests. The response of the federal government to the Niger Delta crisis had been to set up a Joint Task Force in the oil producing communities to enforce security and protection of lives and property in the region.

The execution of Ken Saro Wiwa in 1996 increased the resolve and conviction of those groups that since the federal government preferred the path of violence, it would require organised counter-violence to protect themselves and their interests. Also, the Niger Delta people re-conceived and sharpened their demands from purely social and economic to political. Their demands were refocused on relative autonomy and self-determination for their ethnic areas within the context of the Nigerian federation. This is the only way they felt that their social injustice, neglect and deprivation that they suffer could be effectively redressed.

The structure and character of Nigerian federalism, the seeming failure of political leadership and public institutions, the structure of power and economic relations amongst groups and the rise of military governance were some of the factors that provided the background for the emergence of ethnic militia groups. These factors prompted cries of social injustice, marginalisation, neglect, deprivation and seeming insecurity for the people.

However, the specific conjuncture for the rise of each of these

groups differs. For example, while the militia groups in the Niger Delta emerged as a result of the peculiar problems in the Niger Delta, of environmental degradation and alleged political insensitivity of the state, the OPC sprang up as a consequence of the annulment of the 12th June 1993 presidential election won by Moshood Abiola, a Yoruba. From all of the above, we can see that the fears and demands of the ethnic militia groups have basically revolved around the issues of the national question: marginalisation and domination of one group by another. For instance, the concern of MASSOB is the marginalisation of the East in the power equation in Nigeria; that of OPC is about "power shift," and restructuring of the Nigerian federation and the quest for self-determination by groups in the Niger Delta region is based on the social injustice, neglect and marginalisation that the area suffers in the Nigerian nation. In an important sense, these ethnic militia groups are offshoots of the national question in Nigeria.

The Niger Delta Question

Militia activities in the Niger Delta have brought the attention of the federal government and the international community to the region. At the root of the current agitations by the ethnic militias of the region is the issue of "(oil) resource control" by the oil producing communities. The demand by the people of the region for a greater share in the proceeds from oil which presently is the mainstay of the national economy, producing 80% or more of the gross national product, is fairly well known. Of interest to us is the fact that the federal government has not precluded a political solution to the lingering crisis in the region.

Various scenarios and options have been proffered by diverse interest groups to bring the crisis to a deserved end. These recommendations, however prudent, wise or practicable, can only be of academic interest to police officers, whose sworn duty is to maintain the peace, and whose loyalty is principally to the government of the day.

As such, measures to address the contentious bone of resource control and the long standing neglect of oil producing communities can only make meaning to the police if the level of tension in the

region is diminished as a result. It is inconceivable that an apolitical organisation such as the police will have any corporate interests different from that of the central authority. Nonetheless, the vast majority of police personnel shall welcome any developments which allow the Force to close the case file on the Niger Delta imbroglio, where it has lost several good men, and concentrate on less intractable, more traditional policing problems.

YOUTH RESTIVENESS

Youth restiveness is the omnibus term for a host of anti-social, and sometimes, down right criminal behaviour perpetrated by a sizeable proportion of youth in various communities around Nigeria. As the name implies, it is a combination of any action or conduct that constitutes unwholesome, socially unacceptable and unworthy activities by the youths in any community. As a virulent threat to peace, youth restiveness always leads to a near breakdown of law and order, low productivity due to disruption of production activities, apparent increase in crime rates, intra-ethnic hostilities, harassment of prospective developers and other sundry criminal tendencies.

The phenomenon is relatively recent, emerging from the lack of foresight of the past years. In spite of the abundance of huge natural and human resources many Nigerian communities still lack basic social infrastructure culminating largely into a high level of poverty, mass unemployment, environmental degradation, and other social vices. The result today is that, we now have in our communities a predominantly idle young population, which can be put at between 40–55%.

Apparently, the source of this explosion in youth population can be traced to the so-called oil boom of the '70s during which period the birth rate blossomed. Thus was born the current challenge of providing infrastructure and social services to meet the needs of this population. A small group among this youthful population have had benefit of formal education while a larger majority did not have access to the school system and therefore possess no marketable skills.

Causes of Youth Restiveness

The causes of youth restiveness are legion and continue to increase everyday, just as the miscreants who thrive on this misdemeanour improve on their talent for mischief. However, there appears to be a general consensus that youths resort to agitation due to a number of reasons, a few which are as follows:

- (i) **Youths Want a Piece of the Action:** The notion appears to have gained ground that the youths resort to restiveness because of their perceived marginalisation by the selfish elders and leaders in the community. To get attention, partake in, or get their "share", they resort to confrontation with these community leaders culminating in the rampant threats to communal harmony in the better part of the country today.
- (ii) **Youths Want to Rebel:** The youths constitute a large army of the unemployed. Therefore, there is a tendency for them to look at their plight as the making of a cruel society that does not seem to care for them. Since the society places high premium on wealth and honours those who have "made it", a strong negative feeling of dissent drives the youth to rebel against society. In consonance with this, the availability of drugs on street corners, predispose the youth to drug use and deviant behaviours.
- (iii) **Youths Exuberance:** Very often, the youths are described as full of youthful exuberance; a natural enthusiasm for life that is expressed in joyful and boisterous activity. This raw energy has of late been channelled into unwarranted and socially unacceptable ventures that threaten the very fabric of society. Due to massive unemployment and poverty, the youth are especially vulnerable to the ploy of disgruntled community leaders, elders and politicians who recruit them as thugs for settling scores with perceived enemies. Consequently, these youths degenerate to severe misconduct bordering on outright criminality. The problem here is that, once idle youths get mobilised for nefarious activities, they become uncontrollable and the communities are worse for it.

- (iv) **Restive Youth and Oil Companies:** In the Niger Delta, is also believed that the activities of some of the oil prospecting companies lead youths to restiveness. The coming of the oil companies they believe, destroyed their environment, disrupted production and economic activities, dislodged social structures without commensurate compensation and programme of sustainable rehabilitation. The result is that while the oil companies make huge profits, nothing appears to change in the lives of communities. Low productivity, intra-ethnic hostilities, unemployment, poverty, prostitution and environmental degradation become their lot instead.

Today, the sad consequences of youth restiveness stare us in the face. The truth is, youth restiveness is devastating both to the individual and the society. It disables the youths for their expected role as leaders of tomorrow. In their misguided agitations, they destroy productive lives; endanger the future of others as well as the social fabric of the society. Youth restiveness, from a strictly policing point of view, remains a condemnable and unacceptable phenomenon. It cannot be condoned. It is therefore, our collective responsibility to take care of all those who have some skills and those who do not. The governments, federal, state and local, have to find ways of making this large army of unemployed youth, productive, so that they can generate jobs and wealth for themselves and others. Unless this is done urgently, the consequences may be too dire for our communities and the nation at large. Needless to say, perhaps, the burden of ensuring the security of lives and property will thus be made even more taxing for both the police and policy makers.

RECOMMENDATIONS

(i) Parental Role

Parents are the vanguard in the war against youth restiveness. Sadly, not all parents in our communities may grasp how important this role is. Parents are by far the most important factor in the protection of children because they must be a source of

example. Parents need to teach children by word and by example how to treat others with respect and dignity.

(ii) Participation of Youths in Nation Building

All stakeholders must strive to increase the participation of youths in the civic process of community and nation building. This will empower young people to contribute positively to the economic and social progress of the community and instil in them, a sense of purpose and belonging and discourage youth violence. Since government alone no longer has the capacity to provide jobs for this large population, it has become pertinent for parents and other stakeholders to assist in engaging the youths in productive ventures while government provides the enabling environment.

(iii) Accelerated Capacity Building

This should represent a key mechanism of government policy: to focus on empowering the youths to participate effectively in community development efforts nationwide. In this way, it is hoped, the state and federal governments would have empowered the next generation of young leaders in the different communities. For instance, the Delta State Ministry of Youth and Sports Development has commenced the construction of five modern Youth Skills Acquisition Centres located at Asaba, Warri, Sapele, Bulu-Agiana and Aviara, which will serve as the backbone for the roll out of the Youth Engagement Programme across the state.

It is therefore necessary that captains of industry, top politicians and corporate establishments collaborate with government in this mission, so as to build and sustain a broad based partnership focused on youth empowerment programmes including skills acquisition, employment, leadership training and capacity building. That is the only way youth development can have significant impact in this country.

(iv) Imbibing Peaceful Qualities

Youths of the Niger Delta and indeed everywhere else around the country, should imbibe the peaceful qualities of tolerance, patience, forgiveness and self control in all their endeavours. They should

further condemn the use of violence as a means for agitating for their perceived rights.

(v) **Role of the Elite**

The elite should desist from subverting and, or diverting social and economic amenities. Rather they ought to assist the governments and people of the areas in alleviating the plight of their communities. They should, in conjunction with the local communities, state and local governments institute development programmes to cater for the grassroots people. The elite of all communities should therefore lead by example so that they can be good role models for all the youths of Nigeria.

RÉLIGIOUS INTOLERANCE

Religious intolerance is either intolerance motivated by one's own religious belief or practices. Religious intolerance and persecution have been common throughout history, and most faiths have been subject to it at one time or another.

In the last two decades, Nigeria has witnessed a series of major religious conflicts which suggest that a religious divide separates Christians and Muslims, while long-standing intra-religious conflicts further divide the people. Evidently, therefore, religion has become a disruptive force in Nigeria. In the period under review, there have been more than a dozen serious religious riots, each claiming many lives and inflicting mass destruction on property and places of worship. Each riot was only ended through the intervention of the police or, and the military.

Even though religious convictions run deep among the populace, successive Nigerian governments had never identified the country with any religion. Suddenly, people began to give religious interpretations to even the most innocuous government policies. Christians demanded official recognition of their rights to a pilgrimage just like Muslims, with all the perks and privileges accompanying it. A benign, undeclared war for dominance at least of the Nigerian psyche, if not of the economy and polity, was in progress. It was heightened by such belligerent actions as the vociferous energy of Christian evangelism in the north and the

denial of building permits for churches in many northern cities. The beheading of one Godwin Akaluka by a mob of fanatics over unproven allegations of desecrating the Koran raised the level of tension a notch higher. But things came to a boil in 1991 when Reinhart Bonnke, a German preacher, came to Kano for a crusade and dared to run his van tapes not only in Sabongari but within the ancient city. Muslim fanatics were affronted and the state boiled over in an orgy of rage and mayhem.

The social dimension of the Christian-Muslim faceoff was further complicated by political developments in the north, which pitched the Hausa-Fulani against the other minority ethnic nationalities of the region. Their vigorous attempts to wrest control of their political destinies from the mostly Muslim Hausa-Fulani assumed religious undertones that soon affected other groups of Nigerians. Now and again, the region was engulfed in the smoke and blood of ethnic-religious riots. The governments of the day responded in familiar fashion by setting up commissions of inquiry after each disturbance. However, one outcome of the Bonnke riots was the establishment of the National Advisory Committee for Religious Tolerance, an assembly of religious leaders from across the country and of different faiths to advise the government on religious issues and developments.

The tradition of intermittent religious upheavals has since been carried over to the current democratic dispensation. The last of these aggravations was aroused by the creative insolence of a Danish cartoonist! For this reason, churches were burnt down in Maidugiri and innocent citizens killed who may not have known which direction of the pole is Denmark. The reprisal killings in Onitsha over the death of Igbo traders in the cartoon riots were symptomatic of a recurring national malady, but the government was able to put down the riot before it could spread to other cities.

The growth of political militancy in religious activities is an expression of the increasingly militant character of religion in Nigeria and elsewhere. Threats of a prolonged, intractable religious war had been insinuated as far back as 1978. The most unnerving fact is that religious violence and intolerance has

become progressively worse and is almost an endemic feature in certain areas of Nigeria.

Nigerian leaders have repeatedly maintained that Nigeria is a multiethnic and secular society. However, since the return to civil democracy in 1999, mutual suspicion and hostility has characterised Christian–Muslim relations, with sporadic outbreaks of violence related to the introduction of Islamic criminal punishments across northern Nigeria. In the worst of such incident, in the city of Kaduna three years ago, more than 2,000 people died in street protests eventually brought under control by the police and army. It appears, therefore, that Nigeria may be a country that possesses a diverse religious spectrum, but whether true tolerance is practiced remains uncertain.

FACTORS RESPONSIBLE FOR RELIGIOUS CRISIS

1. Television

Violence viewed on television produces accelerated acceptance of aggressive attitudes and increased aggressive behaviour. Television undoubtedly aggravates religious crisis situation. Television programmes are most times abound with violence, which in no small measure helps to assert and enhance the culture of violence of religious fanatics.

2. Drug abuse/alcoholism

One of the obnoxious and toddled effect of hard drugs is sometimes drug consumers deliberately foment religious crisis so that they could kill, maim and loot.

3. Unemployment

4. Poverty

5. Denial of basic civic and human rights.

6. Inability to understand the true tenets of the Christian and Islamic faiths.

RECOMMENDATIONS

1. *Enlightened Leadership of the Christian and Islamic Faiths*

Leaders of both faiths should show objectivity in the practice of their faith and be good role models to their followers.

2. *Religious Tolerance*

Christians and Muslims should exercise restraint and show tolerance and respect for each other's religious beliefs.

3. *Gainful Employment of School Leavers*

Government must give utmost priority to the gainful employment of school leavers so that they do not constitute a problem to the society.

4. *Creator/Created Phenomenon*

Believers must accept that the Almighty God is the sole creator of all people; Christians, Muslims and adherents of other faiths as well.

5. *De-emphasising the Claim of Superiority of Either the Christian or Islamic Faith*

The media should through seminars and public lectures in institutions of learning, churches and mosques emphasised this predilection.

POLICE ACTION

Because the police has a sacred mandate to maintain peace, no matter whose ox is gored, it has had no choice but to engage the militias, within the limits of its operational orders in the Niger Delta and indeed elsewhere around the country. The Nigeria Police Force could hardly afford to leave any stone unturned in its diligent investigation to discover the hideouts and arms caches of these groups, in order to arrest and prosecute them accordingly. Mention has been made already of the Joint Task Force (JTF). The JTF had a straightforward brief: arrest the criminal activities of the militant groups in the Niger Delta areas, restore law and order and ensure a secure and enabling environment for legitimate socioeconomic

activities of the citizens and oil companies in the area. The assignment was code named, Operation Restore Hope.

The JTF consists of five task groups: the Army, Navy, Airforce, Police and the State Security Services. Officers and men from these five groups are jointly deployed to the various locations within the JTF Area of Responsibility (AOR). The area of responsibility is defined by the operational directives issued by Defence Headquarters (DHQ) in Abuja. Charged with the responsibility of coordinating the operational activities of the Joint Task Force, the JTF area of operations cover the entire Niger Delta area, which consists of Delta, Edo, Bayelsa, Rivers, Akwa Ibom, Cross Rivers, and parts of Ondo and Imo. The flashpoints are mainly in Delta, Bayelsa and Rivers and most of the terrain is along the creeks and swampy areas.

In its very initial stages, the task force had to squelch a rash of inter ethnic riots and upheavals which paralysed the peace and economic activities in these areas for several months. These quarrels had their origins in land disputes and claims over compensations by oil companies and also conflict over the control of local government administrations by different ethnic groups, especially the Ijaw, Urhobo and Itshekiri in Delta State. Longstanding animosities had boiled over in the continuous politics of divide and rule adopted by both the oil companies and politicians at the state and federal levels. In Rivers State, two antagonistic cult groups fought for control of the lucrative extortion and protection rackets to which the oil companies and corrupt politicians had become hostage. Their internecine warfare, reminiscent of American mafia killings held Port Harcourt and environs in fearful grips for several months.

Operation Restore Hope did finally restore the peace between the warring nationalities in Delta State, much kudos to the efforts of the state government and stakeholders of every persuasion including elder statesmen and traditional leaders. In Rivers State, the cultists were contained by massive arrests and detention of certain identified leaders and a generous policy of amnesty for those who returned their arms to the government. However, due to the negligence of authorities at the Port Harcourt Prisons, the

detained gang leaders were able to organise a jail break in late 2004. They have been free ever since to dare the authorities with frightening shows of organised criminality, including their trademark hostage taking and daredevil assaults on banks.

Further, in late 2005, the police dealt decisively with MASSOB, Niger Delta People's Volunteer Force and OPC by arresting their leaders and charging them to court on treason related charges. Lightning raids on some hideouts led to the recovery of arms, ammunition and other incriminating paraphernalia by the police. The police initiative dealt a strong blow to the activities of MASSOB, especially in Anambra State, and paid off as well with the complete emasculation of the OPC and NDVF in their respective theatres of operation.

However, another dimension has since been introduced to the Niger Delta situation with the emergence of faceless gangs of guerrilla fighters operating from the creeks and swamps of Bayelsa and Rivers States, who have been making strenuous political demands on the federal government. Commando style attacks on oil flow stations, car bombings and hostage taking publicity stunts have made their cause a mite attractive for the international media and cost the country huge losses in oil revenue. But the acute sensitivity of global oil politics and a general awareness in Nigeria that there can be no military solutions to the problems of the Niger Delta, has tempered the government's response to the provocative grandstanding of these militant groups.

The Nigeria Police Force has had to appraise its own position in this scheme of things and prepare for even more challenging situations in the future. In fact, statistics reveal that from June 2006 to February 2nd, 2006, a total of forty-two (42) expatriates of different nationalities have been taken hostage and so far one expatriate, a Briton died during one of the rescue operations. Consequently, the following strategic steps have been taken:

- (i) *Reorganisation of the Police Mobile Force (PMF)*: One of the first steps the Inspector General of Police took on assumption of duty was to reorganise the Police Mobile Force. Through the process of training and retraining, PMF personnel have a new

sense of direction and are more functional in containing riots or other public disorders.

- (ii) The Force designed a training programme for police officers to attend courses on terrorism and related subjects. This will go a long way in nipping some of these guerrilla raids in the bud.
- (iii) *Community Policing*: The Community Policing Project, to encourage grassroot policing of our communities has been further reinforced. After the successful implementation of the pilot project in Enugu State, the officers on the assignment have been redeployed to other states in the country including Kano and Ogun States. Already, the dividends of community policing have been encouraging through better information gathering and lowering of the crime wave while bringing the police nearer to the populace. Community policing has enhanced national security by giving the people a sense of involvement in the security of their communities.

The Nigeria Police has been conscious of the indispensable role that every community can play for effective policing. To this end, it has established the Police Community Relations Committee (PCRC) to render necessary assistance in the policing of their respective communities. People appointed to the Police Community Relations Committee (PCRC) are always of proven integrity. They are also people that have no criminal records and have never been found wanting by the police or the community to which they belong. Membership of the Police Community Relations Committee (PCRC) starts from the national level to the zonal level, state headquarters level, area command level and divisional level. The PCRC has been very useful in crime prevention and detection by providing information to assist the police in carrying out its constitutionally assigned duties. Besides, PCRCs have boosted logistics supply by sponsoring projects that aid the police in its operations.

The philosophy and practice of community policing emanate from a persistent need to address the causes of crime and reduce fear and tension in affected communities. By use of creative management styles, police community partnerships engage responsible members of the public in proactive problem solving

tactics to minimise the level of criminal activities in their communities.

Succinctly put, community partnership in policing means working with the law abiding citizens in the community. In practice however, it also means making rapid evaluation of remote and immediate threats to peace and security of the neighbourhood and acting decisively to nip potentially explosive situations in the bud, or diffuse their effects.



Fig. 18.1: An Armoured Personnel Carrier (APC).

(iv) *Inter-Service/Agency Cooperation*

National security and crime control are the primary responsibilities of the Nigeria Police Force. However, due to several limitations, the police can hardly cope sometimes, without the cooperation and support of the other services and agencies. National security is a combination of the roles played by the police, the military and other security agencies. Since no one service or agency can adequately guarantee the national security needs of the country, inter-service/agency cooperation was re-emphasised by the Force as part of its policy. This has been pursued through the following steps:

- (i) Increased social interaction between the officers and the

middle rank levels in the officers' messes, social clubs and religious houses and through sporting activities as well;

- (ii) Exchange of information and intelligence on activities of criminals and trouble makers in the country;
- (iii) Joint internal security analysis, initiatives, monitoring and operations;
- (iv) *Provision of police services like armed guards, escorts, training facilities, bands, etc.*

It is pertinent to state, however, that the Nigeria Police Force has been able to contain the trend in rising crime in the Niger Delta and other trouble spots where ethnic militias, restive youth and rampaging religious fundamentalists have threatened the peace and security of citizens. Within available resources, it continues to protect life and property as well as maintain law and order so as to enhance national security. An overhaul of the entire Intelligence Department is currently going on. Useful information coming at the appropriate time makes for more proactive steps to nip turbulent civil disturbances in the bud.

NIGERIA POLICE IN INTERNATIONAL PEACEKEEPING OPERATIONS

Idowu Owohunwa, SP

INTRODUCTION

The involvement of the Nigeria Police in international peacekeeping operations dates back to 1960, when some police officers were deployed to then Congo (now Democratic Republic of Congo). Since then, the Nigeria Police has consistently and creditably participated in several other international peacekeeping missions. Through these operations in countries around the globe, the Nigeria Police has evolved to become a major force for the pursuance of the foreign policy thrusts of the federal government towards enhancing world peace and stability under the auspices of the Economic Community of West African States (ECOWAS), the African Union (AU) and the United Nations (UN).

However, in June 2004, the Nigeria Police deployed its first ever Formed Police Unit (FPU), a special, fully armed and equipped operational contingent made up wholly of Police Mobile Force units to United Nations Mission in Liberia (UNMIL). The Tour of Duty (TOD) of FPUs is six months, unlike the one year service required of the regular police component. With the deployment to Liberia, Nigeria became the first country in Africa to contribute FPUs to UN peacekeeping operations. The landmark deployment and exemplary performance of the inaugural Nigerian FPUs, provoked the UN to demand the deployment of more Nigerian units to other mission areas. Consequently, Nigerian FPUs were in June 2005 deployed to the Democratic Republic of Congo and

Haiti in November, 2005. Currently, Nigerian FPU are serving in UN peacekeeping missions in Liberia (UNMIL) and Haiti (MINUSTA).

Table 19.1: Past Peacekeeping Missions Involving NPF

S/NO.	MISSION	YEAR
1.	United Nations Operations in Congo (UNCE)	1960-1965
2.	United Nations Assistance Group in Namibia (UNTAG)	1989-1990
3.	United Nations Transitional Authority in Cambodia (UNTAC)	1992-1993
4.	United Nations Protection Force in Yugoslavia (UNPROFOR)	1992
5.	United Nations Angola Verification Mission (UNAVEM I,II,III)	1994-1998
6.	United Nations Operations in Somalia (UNISOM)	1994-1995
7.	United Nations Mission for Referendum in Western Sahara (MINORSO)	1994-1998
8.	United Nations Operations in Mozambique (UNMOZ)	1994
9.	United Nations Mission in Rwanda (UNMIR)	1994
10.	United Nations Mission in Bosnia-Herzegovina (UNMBIH)	1998-2002
11.	United Nations Transitional Administration in East Timor (UNTAET)	1999-2002
12.	United Nations Assistance Mission in Sierra-Leone	2002-2005

RECRUITMENT AND TRAINING OF FPUS

Following the rising profile of the Nigeria Police in international peacekeeping operations and the increasing demand for

deployment of more officers to mission areas, the following methods, practices and procedures for the local screening, selection, training and equipping of officers of the NPF preparatory to deployment have been developed:

Establishment of a Peacekeeping Department

A Peacekeeping Department headed by an Assistant Commissioner of Police was in January 2006 established in the office of the Inspector General of Police. The schedules of the department include:

- Developing general and specific policy guidelines in support of Nigeria Police peacekeeping initiatives.
- Defining standards for local recruitment of potential peacekeepers.
- Selecting, screening, training and equipping Nigeria Police officers for present and future deployment to mission areas.
- Preparation of Nigeria Police officers for United Nations Selection Assistance team (UN-SAT) Test.
- Developing an electronic database of Nigeria Police UN/AU international peacekeeping deployments for record, planning and policy formulation purposes.
- Liaising with UN DPKO, AU and other sub-regional bodies on matters relating to Nigeria participation in peacekeeping operations.
- Liaising with credible international donor agencies with a view to sourcing donor support for the activities of the department.
- Act as the clearing house for all Mission related enquiries and activities involving the Nigeria Police.



Fig. 19.1: Organisational Structure of the Department of Peacekeeping.

Gender-Sensitive Policy

Conscious of the gender sensitivities of the United Nations, a policy aimed at encouraging (while not lowering standards), the participation of women police officers is currently in place in the Nigeria Police. The policy aims at achieving a minimum of 15% women representation in each deployment.

In furtherance of this policy, the Nigeria Police has put together an all - women unit which is being groomed for eventual deployment on peacekeeping operations. It is on record that this crop of potential all-women peacekeepers performed brilliantly during their operational training at the Police Mobile Force Training Camp in Gwoza, Borno State.

As an eloquent testimony to the efficacy of this policy initiative, Nigeria is today rated as the highest contributor of women peacekeepers to international peacekeeping operations with 108 out of the total number of 636 Nigeria Police officers currently on peacekeeping missions across the world.

Human Capacity Building

Human capacity building through training and retraining programmes is vital to the successful performance of officers on

mission assignment. Hence, officers with mission experience are as a Force policy utilised to conduct:

- Local training for qualified police officers prior to deployment to UN/AU Missions.
- Local training for qualified police officers preparatory to attending UN SAT or deployment as members of FPU contingents.

Similarly, officers with requisite potentials are consistently nominated to attend peacekeeping – related courses or programmes organised by sister agencies like the military at the Command and Staff College, Jaji and at the Kofi Annan International Peace Training Centre, Accra, Ghana.

Data Management /Research Policy

The Nigeria Police has established a web-based, research-oriented Nigeria Police Peacekeeping Documentation Centre at the Force Headquarters. The centre is intended to:

- Act as a research and information centre;
- Serve as a hub for gathering current information on comparative experience of countries involved in peacekeeping operations;
- Expose Nigeria Police officers to e-journal and other web resource materials on peacekeeping across the world;
- Act as an educational and information centre with capacity to raise the awareness of officers proceeding on UN/AU missions about the administrative structure, mission rules and standards, operational environment, history and culture, mission mandate and possible duties expected of them in mission areas.

In addition, a mini-peacekeeping museum to showcase and preserve landmark achievements of Nigeria Police officers in international peacekeeping operations has been established at the Force Headquarters, Abuja. Also established is a language

laboratory to assist officers on deployment to non-English speaking mission areas. These feats were achieved partly with funding support from the Pearson Peacekeeping Centre and the Canadian Government.

Collaborative Efforts

The Nigeria Police has been partnering with foreign governments and international agencies in its determination to enhance the deployment capacity of the Force. Of particular assistance in this regard are the Canadian Government and Canada-based Pearson Peacekeeping Department. The collaborative initiatives with Pearson Peacekeeping Department are geared towards:

- Developing a peacekeeping handbook for Nigeria Police;
- Create a standard peacekeeping database for the Force;
- Create and manage a reserve pool of peacekeepers in the Nigeria Police;
- Design veteran peacekeepers' profiles and;
- Design peacekeepers family support activities.

Reserve Pool of Peacekeepers

The Nigeria Police, as part of strategies aimed at easing deployment challenges has adopted a policy whereby potential peacekeepers are identified, trained and kept in reserve either for deployment at short notice or for UN SAT Test. With this policy, the Nigeria Police currently have a total of 500 trained potential peacekeepers on reserve. This is in addition to the all-women unit already trained and on standby for deployment at the shortest notice.

Nigeria Police Achievements in Peacekeeping Operations

Primarily as a result of these strategies and policy initiatives, the Nigeria Police international peacekeeping capacity has been bolstered so much that the Nigeria Police Force currently:

- Ranks first in the UN Peacekeeping Female Contributing Countries rating;
- Ranks as the sixth Police Contributory Country (PCC) in the world;
- Boasts of five Nigeria Police officers on United Nations appointments;
- Have a strong reservoir of trained and equipped potential peacekeepers that could be mobilised and deployed or invited to attend UN SAT Test at short notice;
- Have a reservoir of trained and equipped all-women unit that could be deployed on peacekeeping operations at short notice;

Benefits of Participating In Peacekeeping Assignments

Through these international assignments, Nigeria Police officers have gained from the exposure to different cultural settings and improved their professional outlook and experience. Corresponding to the trends in science and technology, officers on peacekeeping operations have enhanced their knowledge of cutting edge applications in information technology.

Inevitably, these experiences have multiplier benefits in the improved service delivery for both the individual officers and the Nigeria Police. Consequently, the knowledge gained from these operations have been ploughed back in the training of future peacekeepers for the world. This indeed is the most important benefit to Nigeria; that through these valiant peacekeepers, the Nigeria Police has become an important arm of the nation's foreign policy objectives and contributed immensely to world peace and stability.

Challenges and Limitations

Deployment difficulties: Countries have been known to refuse unhindered passage of arms and ammunition through their territories to mission areas. Currently, Nigerian contingent

deployed to East Timor is experiencing this problem with Indonesian Government.

Language barriers: The obvious difficulties confronting Nigerian peacekeepers in non-English speaking countries are compounded by social and cultural differences, which make it imperative for the best available men and women to be deployed for peacekeeping duties. The UN DPKO has a role to play in this by not sending non-English speaking UNPOLs to conduct SAT Test in English speaking countries. This could affect the recruitment of quality peacekeepers.

Recommendations for Improving Recruitment and Training of Nigeria Police Peacekeepers

The UN DPKO should consider extending financial support to Police Contributing Countries (PCCs) in support of deployments at national level and partner with PCCs always in designing and conducting training programmes for peacekeepers. The department should also ensure constant exchange of information between UN Headquarters and PCCs.

It is suggested that a forum comprising of major PCCs be inaugurated to meet yearly on a rotational basis, build a sustainable bond, share experiences and challenges and develop collaborative efforts to strengthen their deployment capacity.

Finally, the DPKO should sustain the International Policing Advisory Council forum which remains a commendable initiative.

Table 19.2 Current Peacekeeping Operations Involving NPF as at January, 2007 (United Nations and African Union)

S/NO	MISSION	NO. OF OFFICERS DEPLOYED		
		FPU	UNPOL	TOTAL
1.	United Nations Mission in Liberia (UNMIL)	120	37	157
2.	United Nations Office in Sierra-Leone (UNOSIL)	-	5	5
3.	United Nations Mission in Haiti (MINUSTAH)	125	-	125
4.	United Nations Peacekeeping Mission Burundi (ONUB)	-	1	1
5.	United Nations Assistance Mission in Afghanistan (UNAMA)	-	1	1
6.	United Nations Mission in Kosovo (UNMIK)	-	33	33
7.	United Nations Mission in Cote D'Ivoire (ONUCI)	-	9	9
8.	United Nations Mission in Sudan (UNMIS)	-	47	47
9.	United Nations Integrated Mission in Timor East (UNMIT)	-	57	57
10.	African Mission in Sudan (AMIS)	-	201	201
	TOTAL	245	391	636

HI-TECH (COMPUTER AND CYBER) CRIMES

Solomon Arase, CP and Austin Obaedo, DCP

The benefits of modern technology are so numerous it is hard to imagine what life would be without it. Modern advances in health care delivery, transportation and communication, etc, make our days less stressful and society is all the better for them. Yet, of all the latest strides in technology, the invention of the computer and development of the World Wide Web has had the profoundest effect of all, an earth shaking and bloodless revolution that is still unraveling in wonder and significance. The digital or information age as it is called, has the universe in its grips and every nation, every profession, every sector of the economy must keep abreast of the cutting edge or lose its place in the race for progress. Because of the culture of hostile competition under which it operates, big business is easily the most affected by the very rapid changes in information technology.

Accordingly, computers of various configurations are constantly emerging from research laboratories for use in information sharing and business transactions to ease decision making in industry. In banking and commerce, network operations ranging from online banking across time and space, e-commerce with credit and debit card authorisations, to automated cash counters have been the rave for quite a while. It is an important aspect of banking and commerce that more and more institutions and individuals are using these tools to reduce the time cost of business transactions and increase their efficiency.

The Internet – the great miracle of modern technology – magic grid of several computers networks around the globe has created

this world wide wonderland where *virtually* anything is possible. Alas, the great advantages of this most valuable invention is available also to the criminal fraternity of every country, every nation and every society in the world. The Internet enables every human activity to be conducted with relative ease and speed. One click on a mouse will send data to any part of the world in just a matter of seconds. International telephone calls can be made on the web for the cost of a local connection. Regular radio and video broadcasts with audio and video conferencing are all available at low cost and very easy use. The volume of transactions that take place over this endless territory continue to grow at an astronomic pace and criminals have cashed in on it to reap huge illicit returns from several nefarious practices.

Although network (Internet) transactions offer easy and efficient means of doing business, the risks are many and several unwary investors around the globe have fallen victim of its awesome pitfalls. To get an idea of the inherent dangers in the system, let us examine an electronic transaction (e-commerce), between a customer and a merchant. When a customer offers to purchase goods from a merchant over the Internet, he or she does not pay with cash or cheques; the account is settled by any of the following means:

- (a) Invoice/collect-on-delivery
- (b) Credit card (without encryption)
- (c) Credit card encrypted
- (d) Micro payment
- (e) Electronic direct debit (edd)
- (f) Smart card e.t.c.

The transaction takes place over the Internet. Both the customer and the merchant are anonymous. They do not know each other and are not identifiable. The customer orders goods; the merchant does not have any information about the solvency of the customer, and payment time is uncertain. The customer does not have the security that the goods would be delivered. If payment of goods

ordered is by collect-on-delivery, there is the risk of the customer providing incorrect information to the merchant. Thus, the goods may not reach the customer and the merchant stands the risk of paying for delivery of the goods returned. If payment is made by credit card without encryption, the risk exists to the customer that the privacy of the credit card data provided on the Internet may be abused and he has no guarantee that the merchant will deliver the goods. On the other hand, the merchant stands the risk of delivering goods only to discover later that the credit card data provided is wrong. There is the risk also of a third party gaining unlawful access to the customer's credit card data and using it subsequently to defraud the customer. Having observed the various risks associated with transacting business on the Internet, banking and financial institutions are working round the clock to put security devices like encryption, fire wall, gateway server etc., in place, so as to safeguard business on the Internet. While this is going on, the criminal gangs are hard at work trying to break (hack) these securities so that they might enter their chosen networks and cause a lot of damage.

Evidently therefore, criminals exploit these modern tools (computer and Internet) to commit hi-tech and cyber crimes. Hi-tech crime is the illegal use of information and communication technology against persons, property, organisation or networked computer system. However, cyber crime is the criminal use of computer network or systems and network for criminal purposes. The following are good examples of hi-tech and cyber crimes.

UNAUTHORISED ACCESS AND INTERCEPTION

Hacking involves access without right to a computer system or network. The target of the offence is a computer system or network; the latter consisting of two or more interconnected computer systems. "Access" means entering the whole or any part of the system and the programs of data it contains. The method of communication does not matter. It can be by a person accessing a computer directly at close range or indirectly from a distance, for instance by satellite link, or through other computer systems.

Interception is "interception", without right and by technical means, of communication to, from and within a computer system or network. The target of the offence is any form of computer communication. Most frequently it concerns data transfer via public or private telecommunications systems. The communication can take place inside a single computer system, between two computer systems belonging to the same person, two computers communicating with one another or a computer and a person. Interception by technical means relates to "listening" to the content of communications, to the procuring of the content of data either directly, through access and use of the computer system, or indirectly through the use of electronic eavesdropping or tapping devices.

Time Theft refers to the misuse of a computer or computer network system with intent to avoid payment. This offence normally falls within traditional criminal legislation covering offences such as false accounting, dishonestly obtaining services or deliberately avoiding payment. Large computer service companies or networks provide automatic billing devices for users so that proper accounts may be kept and payment made.

Alteration of Computer Data

Logic Bomb involves the alteration of computer data or computer programs, without right, by the insertion of a logic bomb. Logic bomb, is a logic device input by criminals and is triggered when a computer performs a specific task (for example when a payroll account is run). When triggered, the device becomes active, and runs a small program which has a detrimental effect on the performance of the computer or computer network. The effects may vary: the computer may stop completely, all screens may go blank, or data may be deleted. Another form of logic bomb is often referred to as a "Time Bomb", because it becomes active at a preset date and time. The aim of the offence is to alter data or programs and impair their use, thereby compromising the integrity or confidentiality either of the system itself or of the product of the system.

Trojan Horse describes the alteration of computer data or programs, without right, by the insertion of a "Trojan Horse". As its name implies, a Trojan horse is a hidden program in a computer system. The aim is to alter or modify data or programs. It is often used by criminal hackers to leave a "backdoor" in the protection of systems that allows access with a secret code. As the protection of computer is generally controlled by system utility programs, these have to be altered by inserting a Trojan horse.

Virus: the alteration of computer data or computer programs, without right, by the insertion or distribution of a computer virus. A computer virus is a computer program, or part of a computer program that alters data or programs and compromises the integrity of the system. Computer viruses have become very common because the transfer of an infected file from one computer to another (often by means of a diskette) causes the virus to replicate. There are hundreds of different types of virus, each with its own characteristics, but all viruses alter either data file or programs within computer. The effects of viruses vary from minor inconvenience to the complete destruction of data and programmes.

Worm involves the alteration of computer data or computer programme, without right, by the transfer, insertion or distribution of a computer worm into a computer network. It is a logical device (a computer program) which is designed to travel through computer networks and corrupt or alter computer database. They occur infrequently and are not as common as viruses.

Computer (Related) Fraud

Computer-related fraud offences are usually covered by the common criminal law definitions of fraud and can be prosecuted as such. The offender's objective may be either to obtain financial gain for himself or simply to cause his victim serious loss. Computer fraud offences differ from ordinary fraud in the way that criminals take advantage of modern computer technology and network systems.

Cash Dispensers: Relates to fraud and theft from cash dispenser systems. Cash Dispenser Systems (also known as Automated Teller

Machines or ATMs) are usually owned by banks or similar financial service organisations and use encrypted computer networks. Access to an ATM is usually by a token or card that requires the input of a Person Identification Number (PIN). Frauds have occurred in "cloning" or duplicating these cards or tokens or by intercepting the communication links.

Computer Forgery: The criminal offence of forgery is covered by traditional law in most countries. However, the type of forgery referred to here involves fraud and theft related to computer systems by the creation of forged devices or the fraudulent alteration of software and hardware. Forgery of the software of computer system occurs for example, when data is input to replace other data and to represent the original for a fraudulent purpose. A modern version of forging signatures, it can also apply to the creation of data on microchips – a common example is the falsification of electronic serial numbers (ESNs) of cellular or mobile telephones.

Forged devices can also be produced as the output from computer systems. Modern technology, particularly the development of laser colour printers, is capable of copying documents that were previously very difficult to produce. The obvious example is banknotes but there have been other cases of financial documents like bills of lading and bearer bonds.

Gaming Machines: Modern gaming machines are computer-controlled with a program run from a microchip. These chips are developed by software companies at a substantial cost and are vulnerable to theft, alteration and unauthorised reproduction.

Input/Output/Program Manipulations characterise fraud and theft by means of false input or output, to or from a computer system or by manipulation of programs. False input into computer database is a common way of committing fraud. False output is less common and is usually related to the production of false documents or printouts. There are three broad categories of computer program:

- (i) Software that is written for the commercial market and is generally available for purchase.

- (ii) Software that is obtained as above then customised or changed to a particular use.
- (iii) Unique software that has been written specifically for a given purpose and is not available for sale or distribution.

Means of Payment (Point of Sale) are open to fraud and theft by manipulation or alteration of data. These systems are usually found at retail outlets (e.g. shops and stores). They are usually the property of financial services companies such as banks which protect the systems by identifiers and transfer accounts on encrypted telecommunication lines.

Telephone Phreaking involves access without right to communications services by infringing protocols and procedures. Telephone phreaking can be described as the misuse of telecommunications service in various ways. Sometimes the act is committed to avoid high telephone bills, sometimes to prevent eavesdropping. The latter may give rise to problems in police investigations.

An example of telephone phreaking is "boxing". Boxing is the general term for the use of (electronic) equipment to manipulate telephone exchanges. The boxes generate sounds to which the telephone exchange responds, for example by releasing telephone lines or switching off the charging meter. Another example is the misuse of cellular telephones (e.g. car phones). There is no need for a physical connection and conversation can easily be tapped using scanners. It is also possible to reprogram a cellular phone; the reprogrammed phone can then be used by the offender and calls will be charged to rightful owner.

UNAUTHORISED REPRODUCTION

Computer Games and other Software: A computer program is a set of instructions capable, when incorporated in a machine-readable medium, of causing a machine with information-processing capabilities to indicate, perform or achieve a particular function, task or result. The reproduction, distribution or communication to the public, without right, of a computer program

protected by law is an offence. Many countries have incorporated this offence in their criminal laws, and generally speaking both source and object codes are protected.

COMPUTER SABOTAGE

Hardware Offence: This crime involves the input, alteration, erasure or suppression of computer data or computer programs, or interference with computer systems with the intent to hinder the functioning of a computer or a telecommunications systems. The basic aim of this offence is to hinder the functioning of a computer and/or telecommunication system. It is far wider in scope than what would be called "damage to computer data". It covers any kind of interference with a computer system, including the input of false data or the unauthorised input of data to obstruct the functioning of systems. It also covers any kind of physical damage to the computer including such acts as disconnection of the electric power supply. Computer hackers frequently sabotage computer systems by interfering with system files.

Software Offence: What occurs in this instance is the erasure, damaging, deterioration or suppression of computer data or computer programs without right. Unlike damage to property, which results in the object in question becoming unfit for the purpose for which it was originally intended, the specific nature of the damage to computer-held data means that it is more a matter of altering the quality of the information in stored data and programs, and thereby reducing their potential usefulness. The erasure of data is the equivalent of the destruction of a physical object. "Damaging" and "deterioration" refer in particular to the alteration of the information content of the affected data and programs so that their potential usefulness is reduced.

CHALLENGES TO LAW ENFORCEMENT

There are lots of problems to be faced with cyber crime especially in the area of law enforcement.

The first problem is jurisdictional; the Internet is a borderless

expanse of space, so when a crime is committed on the Internet, the question arises as to which national legislation should be used to investigate and prosecute the case.

There have been cases of credit cards stolen from Europe, then skimmed (that is the data on the magnetic stripe was read with special machine) and transferred via the Internet to Asia. The data was loaded onto a counterfeited plastic card, and used. The whole operation was done in two days. The police were faced with a puzzle: which country's law should apply in the investigation of this case? This is a simple example of what law enforcement agencies are facing in the investigation of cyber crime.

The second difficulty is the simplicity of the network. The Internet is easy to use and its speed is tremendous. With click on a mouse from anywhere in the world, digital data can be loaded, transferred, deleted, and altered in seconds. Crimes are committed and the criminals can use the speed of the system to destroy evidence before they are traced, and identified.

While criminals are making maximum use of the simplicity and speed of the Internet to destroy evidence before been traced, law enforcement agencies are slowed down by the bureaucracy of having to go through the process of Commission Authority through diplomatic channels.

The third problem is the anonymity of the users of the World Wide Web, as the Internet is also known. Criminals on the Internet are difficult to trace in view of the fact that the users of Internet are anonymous. Users normally get unto the network with user ID and password without necessarily identifying himself specifically. Sometimes, criminals impersonate other people by using the password of such persons to enter network for criminal purposes without the knowledge of the genuine user. The ubiquity of the Internet gangster is such that sometimes, even the Internet Service Providers (ISP) themselves find it difficult to trace and identify the origin of a crime on the Internet.

The fourth challenge comes from money laundering and tax evasion. Electronic banking and commerce (as the Internet trade is also known) afford ample opportunities for criminals to launder funds derived from fraudulent activities and evade payment of

tax on taxable goods bought or sold, because records are not kept for tax regulators to verify.

The fifth is that of encryption. While encrypted information prevent third parties from gaining access to information that is not meant for them, criminals use the same means to conceal evidence, with evident consequences for law enforcement agents who have to decrypt such evidence before they can make any headway in their investigations.

Cyber crime is a new wave of illegality confronting the law enforcement agencies of the world. The modus operandi of cyber criminals is different from those of conventional thieves and fraudster. Therefore, it is a new area of crime that many law enforcement agencies are ill-equipped to deal with. The rapidity of innovations in the computer industry also makes it extra difficult for investigators to catch up with criminals who exploit the net for their nefarious ends. Consequently, law enforcement agencies must establish a regime of constant training and retraining for their operatives, who must also be equipped with the full complement of hi-tech gadgets required for the investigation and tracking of cyber crime.

ONGOING ACTIONS

Evidently, the challenge of cyber crime cannot be tackled on a national basis. No other issue requires a more globally coordinated action than this. It is therefore encouraging to see that a number of multinational initiatives have been taken for this purpose.

The Organisation for Economic Cooperation and Development (OECD) took a lead in the field of encryption and is trying to establish an international standard. The World Trade Organisation (WTO) offers a forum to discuss the problem of electronic commerce. The Council of Europe is preparing a European Convention on Information Technology Crime, which could become a good model for other regions or a global convention. The G-8 countries identified the problem of "Hi-Tech Crime" as one of the most significant problems to deal with in the present times.

Interpol is closely monitoring this problem, particularly in the

last several years. A working group of experts was set up and efforts were made to enhance the expertise in member countries. Training courses were organised for computer crime investigators and training materials were published for ordinary police officers as well as for computer crime specialists. Also, various conferences were organised so that best practices can be shared.

CONCLUSION

Whatever the problems confronting the police forces through this new brand of criminal activity, it is impossible to prevent the growth of the network society, bearing in mind all the benefits and possibilities it can bring to world civilisation. We should equally realise the risks involved, which can be minimised. Preventive measures should be put in place, to control the possibility of abuse, and human and financial resources invested in finding the means of controlling cyber crime.

VANDALISATION OF PUBLIC UTILITIES

Dickson Ayuba, DSP

One of the major challenges confronting the police currently is the phenomenon of vandalism of public utilities which unleashes untold hardship on Nigerians in various ways. Public utilities such as electricity facilities, water works and most frequently, petroleum products pipelines have been subjected to acts of vandalism at different times with the attendant loss of lives, property and revenue by the government and the people.

WHAT IS VANDALISATION?

The word vandalism is derived from "vandal" which means a person who wilfully destroys works of art or spoils the beauty of nature. In the Nigerian context, vandalism simply means the destruction of public utilities by criminally minded people for economic reasons or as a bargaining tool with the government. The vandalism of public utilities has become a major concern in recent years and the federal government has been making concerted efforts to eradicate the menace. Crimes such as smuggling and armed robbery now compete with vandalism for the attention of security agencies. For now, vandalism has assumed the status of a hydra-headed economic monster threatening the socio-economic progress of the nation.

DIFFERENT DIMENSIONS OF VANDALISATION

Like every other crime, vandalism of public utilities manifests in different ways but its main focus is to make quick money or force the government to do a particular bidding of the group behind

the act of vandalism. Cases of vandalism have revolved mainly around vital national utilities such as petroleum products pipelines and electricity installations. Sadly, these two vital utilities affect almost every facet of our national life because, they remain the main sources of energy in Nigeria.

PETROLEUM PRODUCTS

Current acts of vandalism have greatly affected the petroleum sector. Vandalism of petroleum products has its roots in the equally criminal act of oil bunkering which is largely perpetrated on the high seas with the active collaboration of some international criminals. Vandalism of petroleum facilities entails the breaking of pipelines that traverse many forests, creeks, or other secluded places to siphon the products being conveyed to designated depots. The products are usually siphoned into tankers from where they are transported to designated petroleum retail outlets such as filling stations or to roadside hawkers popularly referred to as "black marketers." This act of vandalism, leads to serious financial loss to the federal government with negative impact on the ability of government to discharge its responsibilities to the citizens. At the lower rungs of the vandalism syndicate are those that go to the scene of vandalised pipelines to scoop the flowing fuel into containers and sell to black marketers who in turn sell to members of the public at higher prices. It is worthy to note that the syndicates involved in petroleum products vandalism are highly sophisticated. They consist of people from the oil industry, the security agencies and the host communities of petroleum pipelines.

ELECTRICITY INSTALLATIONS

Another public utility that is subject to constant acts of vandalism are electricity power installations. The vandals usually target power installations in secluded places like forests where they cut down high tension cables and other accessories used in transmitting electricity to various parts of the country. The vandals usually sell their loot to dealers in electrical equipment for resale to interested members of the public or even government agencies. The vandalism of electric power cables throws a lot

of towns and villages hitherto enjoying electric power supply into darkness, usually for a long time until the vandalised facility is repaired. The economic loss resulting from the vandalism of electricity installations is enormous. Business and social activities are usually grounded leading to huge financial losses to both artisans, industries and other service providers. Just like petroleum products, electricity is also needed to run many business and even government agencies. The challenges posed by vandalism of electricity installation are so daunting that many strategies have been adopted by the Power Holding Company of Nigeria (PHCN) and the security agencies to curtail the menace. Yet, the problem seems to defy solution as the syndicates keep changing their modus operandi, hence the recurrence of the incident at regular intervals.

COMMUNICATION FACILITIES

Though not frequently vandalised, telecommunication and some broadcast facilities have been raided for some vital components. Often vandalised are mast stations in secluded places and also the generating sets that provide electric power to the base stations. The only motive for their criminal action is that the vandals are interested in making fast and easy money through the sale of the dismantled parts. Such acts of vandalism leads to enormous financial loss to the companies and inconvenience to members of the public in the affected areas. The state and federal government will also not be able to generate the required revenue through taxation due to reduction in the profit margins of the affected companies. If it is not decisively tackled, vandalism has the potential of becoming a deadly parasite that will devour the communication industry.

Since 1999, a lot of measures have been introduced by both the police and other security agencies in collaboration with the NNPC, PHCN and the telecommunication companies. Such measures include the setting up of ad hoc task forces to checkmate the activities of these vandals and the "shoot-at-sight" orders given to security forces to kill or maim any persons found tampering with the facilities. Unfortunately, these measures appear to have been ineffective. Anytime a new measure is introduced to deal

with the problem, the vandals also device other means of successfully carrying out their nefarious missions.

CAUSES OF VANDALISATION

(i) Scarcity of Products

Nigeria has been grappling with energy crisis resulting from long years of neglect, lack of maintenance and outright sabotage of petrochemical refineries and electric power stations in the country by those charged with the responsibility of managing the facilities. This act of negligence has often created scarcity of petroleum products and reduction in power generation and supply. It is a simple economic reality that scarcity of products and services lead to a public scramble for the available products and services. Unscrupulous people exploit the situation and obtain these products by illegal means for their own use or resale to other equally unscrupulous dealers. The easy availability of petroleum products will certainly reduce the temptation to vandalise facilities as it will not be economically viable to take the risk without a corresponding financial gain.

(ii) Defective Distribution Network

It is not enough to produce any product; effective distribution to get the product to end users is also important. A defective distribution system is prone to abuse and all manner of illegal activities to short-circuit the availability of the product. In Nigeria, petroleum products are usually transported through underground or surface pipes or by road in tankers. Electricity is also transmitted through a network of cables that connect the power generation facilities to sub stations from where they are delivered to the end users. With such opaque distribution systems, the location of such facilities in secluded areas exposes them to damage through accidents, sabotage or vandalism by individuals who are interested in making fast wealth through illegal means. The lack of effective control over the distribution systems especially of petroleum products, leads to product diversion to undesignated destinations or hoarding to cause artificial scarcity of the products.

Acts of vandalism easily flourish under such circumstances, because poor distribution system is prone to abuse by criminally minded people.

(iii) Unemployment

Due to massive unemployment in the country, many people have indulged in criminal behaviour including the vandalism of public utilities, to make ends meet. It is true that an idle mind is the devil's workshop; when young and energetic persons fail to find lawful means of utilising their intellect and energy, they may resort to criminal options to eke out a living. It would require very strong will power and high moral rectitude for an unemployed person living near a petroleum pipeline or electricity facility to resist the temptation of vandalising the pipeline or overhead cable for profit. Most of the suspects arrested by security agencies are unemployed youths who indulge in such criminal acts as a means of survival.

(iv) Economic Hardship

A country that is going through an economic downturn is prone to rising crime waves as citizens strive to survive by whatever means they can. Due largely to poverty, many of them are tempted to engage in criminal activities to satisfy their material needs. Under such conditions, the vandalism of public utilities for private economic gain becomes very attractive to weak minded people. The police and other security agencies are further encumbered this new addition to their already heavy workload.

(v) Greed

It will be wrong to link the vandalism of public utilities only to unemployment or poverty as there are other individuals who engage in this crime not out of poverty but sheer greed. These individuals are usually employed or involved in businesses that assure them adequate means of livelihood. Nevertheless, they are involved in the vandalism of public property either directly as vandals, dealers in vandalised products or even "godfathers" of the vandals who run the vandalism syndicates. Such greedy

individuals are involved in it because it gives them easy access to wealth. This explains why some oil company staff, PHCN staff and even security agents are sometimes caught as vandals or collaborators before or after the crime.

(vi) Corruption

Whenever corrupt enrichment is not sanctioned but tolerated by society, the worship of ill-gotten wealth naturally becomes the acceptable norm because; to be righteous and poor in such a society will seem like a fruitless endeavour to the majority of the people. With their moral orientations so skewed, many members of the society will easily take to criminal behaviour as an easy avenue to great wealth so that they may be counted among the great achievers in the society. A corrupt society is vulnerable to all forms of criminality that usually undermine its orderly development.

(vii) Vulnerability of the Facilities

Despite all the efforts by the government to provide security for public utilities, most of them remain vulnerable to vandalism, because they are located in very secluded places or difficult terrain such that conventional security patrols cannot guarantee effective surveillance for their protection. Trespassers encroach into some of these facilities and desperate land speculators have been known to sell off secluded public property as farmlands or residential plots. Such encroachment makes the facilities vulnerable to vandalism by criminally minded people in the area. Another reason for their vulnerability is that the security agencies are already encumbered with the task of combating other crimes, without adequate logistics to take on additional responsibility for the security of remotely located public assets.

EFFECTS OF VANDALISATION ON THE NATION

Like every social malaise, the effects of vandalism on the nation are enormous. These include:

- (a) **Loss of revenue:** It leads to huge loss of revenue to the government and the agencies which also impacts

negatively on the ability of government to provide amenities and infrastructure to the people.

- (b) Vandalisation scares away potential investors as no investor will like to incur losses at regular intervals due to acts of vandalism.
- (c) It compounds the problems that have been gnawing at the heart of Nigeria's economic development. A nation with an intractable energy crisis can hardly be attractive to investors as the cost of providing alternative energy for their businesses will lead to low returns on investment.
- (d) At the international level, vandalism of public utilities portrays Nigeria as a country whose citizens have no respect for their national inheritance. Such perception is a disincentive to bilateral collaboration that might be beneficial to the country and its citizens.
- (e) It disrupts the social life of the people. Whenever there is fuel scarcity, people lose several man hours every day waiting at the bus stops for commercial vehicles or to buy fuel at fuel stations. In times of disruption in electricity supply, hospitals, hotels, homes and factories cannot function at their optimal level.
- (f) Loss of lives and property from fire outbreaks: The pipeline fire disasters at Jesse town near Warri in 1998, Abule-Egba in Lagos in 2006 and many other places clearly capture the grim reality of the effects of vandalism on the lives of citizens. Quite a number of the survivors are permanently deformed while many others have lost all their possessions. For a country grappling with poverty, such avoidable tragedies further compound the level of poverty among the people.
- (g) Environmental pollution: The environment often suffers pollution due to spills or fire outbreaks resulting from vandalism, thus making life even more difficult for the people who rely on streams as their main sources of

drinking water and farmlands for their food. The people of the Niger-Delta are worst hit by environmental pollution due to the vandalisation of pipelines and flow stations in the region.

CASES OF VANDALISATION FROM JUNE 2005 TILL FEBRUARY 2007

1. Number of suspects arrested	–	747
2. Number of suspect convicted	–	196
3. Number of cases under prosecution	–	55
4. Number of trucks/buses/cars impounded	–	267
While 87 were abandoned making a total of	–	354
5. Number of vehicle burnt	–	23
6. Number of barges recovered	–	10
7. Number of motorcycles recovered	–	101
8. Number of bicycles recovered	–	24

From the above, one can deduce that vandalisation has caused enormous damage to both the government and the citizens. The irony of the damage is that even innocent people are affected by the fire outbreaks that result from pipeline vandalisation.

HOW TO CURB VANDALISATION

Curbing the incidence of vandalisation is by no means an easy task that will require the total commitment of all the stakeholders to ensure its success. Below are some suggestions that will assist in eradicating acts of vandalisation.

- (i) There should be a very simple transparent and effective distribution network for petroleum products such that touts and other undesirable people have no business

loitering around refineries and other oil installations.

- (ii) The Department of Petroleum Resources (DPR) should embark on a sustained effort at sanctioning petroleum product marketers who divert petroleum products to undesigned places. Purchase of petroleum products outside NNPC refineries should also be heavily sanctioned to discourage marketers from patronising touts.
- (iii) Repairs and maintenance of refineries and other oil installations should be regular features of the industry to forestall breakdowns that lead to scarcity or hoarding by unscrupulous marketers. If the installations are working optimally at all times, there will be enough products for distribution and it will consequently reduce smuggling, vandalism of facilities and the proliferation of black market.
- (iv) To curb the incidence of insider collusion, only honest and dedicated staff should be deployed to distribution outlets. Distribution should also be carried out in such a manner that corrupt staff may not easily predict the time or venue of distribution.
- (v) The relevant agencies such as NNPC, PHCN and telecommunication companies should upgrade their facilities with modern technology that will discourage acts of vandalism. Modern businesses are largely driven by technology and these agencies can not afford to rely on antiquated technology in running their businesses.
- (vi) Security agencies should be well equipped and motivated to ensure effective patrol of the facilities. The government and oil companies can purchase and maintain helicopters and gun boats that will be used in patrolling difficult terrain. To reduce levels of compromise and other corrupt practices, there should also be constant change

of the security personnel to forestall the dangers of over familiarisation with members of the host communities to public utilities. Honesty and hard work should be the only criteria for selecting security personnel for deployment.

- (vii) The affected companies should engage the youths of the host communities as permanent workers to guard the facilities in their communities and give them a sense of belonging. The PHCN should provide electricity to host communities of electricity; the same also with telecommunication and oil companies. By enjoying such amenities, members of the host community will guard such facilities as their personal property.
- (viii) The companies should constantly monitor and supervise the men guarding their facilities to prevent acts of vandalism and repair any damaged parts with dispatch. If people know that the facilities are constantly monitored, they will hesitate to embark on such nefarious activities. The adage opportunity makes the thief clearly explains the need for constant monitoring.
- (ix) Legislation should be enacted to make vandalism a serious crime that will attract stiffer penalties. The courts should also be directed to accelerate the trial of suspected vandals.
- (x) All security agencies should collaborate by setting up joint task forces that will be solely responsible for checkmating the activities of vandals. Intelligence gathering should form the major plank of the operation strategy of this joint task force. The syndicates involved in vandalism are often sophisticated and discreet about their operation. But with sound intelligence gathering, the security agencies can nip their dirty schemes in the bud.

- (xi) Since the world has become a global village, the affected agencies should study the methods used by other countries to prevent the vandalisation of public facilities. The government should borrow ideas from other oil producing countries on how to efficiently manage and protect the local oil industry.
- (xii) An all stakeholders forum should be organised for regular exchange of ideas on how to tackle the problem.
- (xiii) Poverty alleviation measures should be intensified at all levels to engage unemployed people in gainful labour. It is a common fact that when the legitimate labour market offers few opportunities, illegal business e.g. drug trafficking, prostitution, armed robbery, vandalisation of public utility and organised criminal syndicates become relatively more attractive to the people.

The above suggestions may not be absolute in their efficacy but will go a long way in reducing the incidence of vandalisation of public utility in Nigeria.

CONCLUSION

The challenges posed by acts of vandalisation are enormous especially as crime becomes ever more sophisticated and criminals more daring in their operations. The Nigeria Police has to grapple with a serious dearth of logistics and shortage of manpower to confront the monster of vandalisation. With diminishing sources of income through right sizing of the federal bureaucracy, the closure of many businesses due to high operating costs and a persistent erosion of moral values in the society, more people will be tempted to indulge in vandalisation of public utility for quick profit, thereby exerting more pressure on the scarce resources of the police and other security agencies. The government has embarked on some laudable projects to tackle the energy crisis in the country. It is expected that successive governments should be able to improve on the progress made so far. It will also not be out

of place for the police to introduce practical lessons on the vandalism of public utility in its training and refresher schools, so that policemen will be trained in the art of protecting public installations from vandals and the investigation and prosecution of vandalism cases. So far, the Nigeria Police is doing its best, but there is still much room for improvement, if the war on vandalism of public utility is to be successfully executed.

Part 7

**Salient Aspects of the Policing
Function: Women Police, Mobile
Troops, and Veterinary Doctors**

WOMEN POLICE AND THE FUTURE OF LAW ENFORCEMENT

Ivy Okoronkwo AIG, mni

INTRODUCTION

The purpose of policing being to serve the citizens of a country, by making sure that they all obey the laws of the land, the police is the officially approved agency for the enforcement of those laws. Consequently, a policeman is a male member of the police force and women police the gender opposites of the policemen.

Since Alice Stebbins Wells, the world's first civil service policewoman was appointed in the Los Angeles Police Force in 1910, all over the world women police officers have gained increasing acceptance in rendering this policing service to their countries. This is also true of Nigeria where pioneer women officers were recruited in 1955 (Tamuno 1970: 137).

Sections 121 and 122 of the Police Act/ Regulations Cap 359 Laws of the Federation of Nigeria 1990 specify the duties of women police to include the handling of cases which would involve women and children, as well the performance of clerical, telephone traffic duties, crowd control and other office/ orderly duties. In recent times, the role of policewomen was modified to include duties which were hitherto performed by men. For this reason, we should examine the performance of women police over the years and in line with their changing roles in society, undertake a proper evaluation of their envisaged contribution to a peaceful, orderly and crime-free Nigeria in the new millennium. This appraisal must necessarily take into consideration the problems

and constraints confronting women police officers with regard to possible gender discrimination, low morale and under-utilisation, etc.

Accordingly, this essay attempts to answer these crucial questions:

1. How have women police been utilised over the years?
2. In view of the increasing involvement of women in crime, what should be the role of women police in crime prevention and law enforcement and how well have they adapted to their changing roles?
3. What parameters are used to evaluate the performance of women police?
4. What are the peculiar problems and impediments encountered by women police in the performance of their duties?
5. What new policy measures and strategies can be further adopted to enhance the performance of women police in Nigeria in the 21st century?

Public Perceptions and Acceptance of Women Police

Though their involvement in policing is generally acknowledged as beneficial to law enforcement, pioneer policewomen were not readily accepted by the society. This too was a universal phenomenon. Even when they were grudgingly admitted into the ranks of the police forces of the civilised world, a stereotype was readily created, with masculine features and the persona of an Amazon embodying a baggage of myths, images and symbols of generalised prejudice (Bouza, 1978:89).

As confirmed by Higgins (1972: xiii), the first police matrons were appointed to take care of female prisoners in New York City in 1845, but it was not until 1910 that Alice Stebbins Wells of Los Angeles was appointed the world's first regularly rated policewoman in Los Angeles, California. The initial response to Mrs. Wells' appointment was widespread curiosity. Chloe Owings, reports in 'Women Police' that,

The appointment of Mrs. Wells attracted wide newspaper comment because of the fact that she was an educated woman, a social worker, a theologian and had deliberately sought and secured the opportunity to work in a police department. Many journalists presented the woman police officer in half comic manner and pictured the woman police officer in caricature as a bony, muscular person grasping a revolver, dressed in anything but feminine apparel, hair drawn tightly into a hard little knot at the back of the head, huge unbundling spectacles, small tifround disfiguring hat, the whole presenting the idea in a most repellent conception and unlovely guise(p 103).

In Nigeria, the history of the enlistment of women into the police was just as chequered. Indeed, the initiative for their recruitment came from outside the police force. The moves began in 1944 when women leaders showed much interest in police reform by leading a delegation of the political and social section of the Women's Party of Nigeria to see the chief secretary to the government (Tamuno 1970: 135). They called for the recruitment of female constables and proposed that women between the ages of 40-50 should be so employed because they were better able than men to prevent prostitution and deal with female criminals. In the same year, these strong willed women petitioned C. W. King, the commissioner of police at the time, for the admission of women into the ranks of the Nigeria Police Force. In the sexist ethos of the times, King considered that policing was not a job for women. He held the popular view that there were basically two types of women; the rough and the respectable. The latter did not mingle in the dirty world of crime and delinquency to which policewomen would be naturally exposed. This would further send conflicting messages to the public and the idea would be resented, he argued. His memo to A.E.T Benson, chief secretary to the government, did not mince words:

I find it quite impossible to visualise women police in action in Lagos. They may patrol along the Marina or Racecourse where prostitutes wait for their victims, but I can not see that they will do better than the present police. The other places are low class bars or so-called hotels adorned with lights where on interference

with clients, a free fight ensues and the scene is certainly no place for any women police.¹

This male chauvinist police commissioner, who ran the Force from 1942 till '47, was unbending in his rejection of the whole idea. He did not believe that it would be acceptable in Northern Nigeria either, with the strong Islamic sentiments of its ruling classes. In this regard, King was quick to repudiate any accusations of backwardness on the part of northerners and cited examples in the very modern British Isles. There, even thirty years after the first women police had made their entry into the male dominated police forces; certain British police officers were yet vehemently opposed to the enlistment of women constables.

Indeed, the emergence of women police in the United Kingdom had been achieved with much opposition. A strident campaign by the Women Freedom League against male violence on women had resulted in the recruitment of women police officers in 1914. This development had also been propelled in its path by the agitation of Florence Belgarnie of the Women's Temperance Association who, disturbed by scandalous proceedings in the Metropolitan Police Department, like the holding of women in police custody under the supervision of male police officers launched a public outcry for the employment of women police matrons to guard female prisoners in police stations (Hammer J. et al, 1989:15). But in late nineteen forties Nigeria, the matter rested on the willingness of the colonial authorities to effect any meaningful change in the *status quo*.

However, events outside Nigeria were pointing to a new international consciousness which the colonial government could not ignore for long. The United Nations Economic and Social Council, one of the most influential organs of the newly formed world body had secured international agreement for the implementation of an international protocol for the suppression of traffic in persons, especially young girls and women into

1. R. I. Iyamabo: Policing Nigeria: Past, Present and Future, p. 147.

prostitution. The convention which was adopted on December 2nd 1949, required the governments of the world to show adequate sensitivity to the need for women police officers to assist in the prevention of prostitution and protection of its victims. Though Nigeria had no licensed or officially recognised brothels, there was little doubt that the Nigeria Police did not meet the standards of the emergent international policing order.

At the Legislative Council in Lagos in 1951, Dr. Nnamdi Azikiwe had canvassed a motion for the recruitment of women into the Nigeria Police but the other council members appeared not to share his views on the matter. The idea had to wait until 1953 at the short-lived Federal House of Representatives before it could see the light of day. There, in March 1953, a motion to allow the recruitment of women into the police was moved by A. O. Ogedengbe, the member from Owo. It was seconded by Anthony Enahoro of Ishan and Ahmadu Rabah from Sokoto (Tamuno 1970: 136-7).

In responding to the mood of the House, A.E.T Benson, the colonial secretary, remarked that the government was already considering the issue but had not made up its mind how the women were to be engaged.

Those women could be employed in several departments of the police. Women should be most useful in helping to prevent juvenile delinquency. When it comes to moral behaviour of the people, soliciting prostitution and that sort of thing, women will be the greatest help to us. There will naturally be some jobs for which women will not be fit. We do not send a squad of six, seven women to deal with several healthy hearty hooligans. That will be unfair to them".

Benson's rationalisation explains the mindset that gave rise to Sections 121 and 122 of the Police Act. But one year after his belated acceptance of reality, a final decision was taken by government to begin the enlistment of women into the Nigeria Police Force. Stella Okuyiga (nee Opuiyo) 009, retired deputy commissioner of police, who was the best all round pioneer woman recruit and Meg Adibua (nee Barrah) 015, a retired deputy

commissioner and Inspector Beatrice Okebugwu, rtd, 001, first indigenous policewoman also of the same set, recalled that the advert for recruitment of women police appeared in the newspapers in August 1955. Selection was at Southern Police College, Ikeja and their interview was conducted personally by the Inspector General of Police at the time, R.V.P. Maclaughlan, Esq. Twenty of them were considered fit enough for the rigours of law enforcement. They commenced training on October 1, 1955. Their passing out parade on 26th April 1956, coincided with the visit of Queen Elizabeth to Nigeria.

Okuyiga and Adibua recalled the crowd waving at them as they were being driven in a lorry to Force Headquarters for their posting. Their primary duty was taking care of female prisoners and juveniles and obtaining their statements. They were given bicycle loans and a torchlight. They rode on bicycles to work and the people marveled at seeing them. They and the people had every reason to be elated; they were truly breaking barriers. The crime rate was low and they were contributing their quota, in what was hitherto a man's world, to see that it remained so. Nonetheless, these pioneer police women had many more institutional barriers to scale to attain the height of their ambition.

Initially, women police officers could not rise beyond the rank of Chief Superintendent of Police (CSP). Many of the pioneer women police officers retired from service or went for further studies. However, the embargo on the promotion of women police officers was lifted during the tenure of President Shehu Shagari. Sunday Adewusi was the Inspector General of Police at the time.

Women and Crime

Studies have shown that there is a global increase in the level of female involvement in criminal activity. Nigeria is certainly no exception to this global trend which has become very worrisome to law enforcement agencies everywhere. With the global increase in criminal activities by women there is a profound need for a corresponding increase in the number of women police to cope with the alarming trend. This is confirmed by Platt et al (1981:32) who affirm that,

the changing nature of women's position in the work force and in the family has given rise to a new set of issues concerning women's participation in crime.

This requires that women's involvement in crime would be handled by women police officers.

In the field of crime prevention, Higgins (1972: xiv) postulates that,

the advent of women into the department helped to bring into existence the crime prevention and juvenile bureau of today's police departments. Women brought a social viewpoint to police work.

Alice Wells, when asked how she would make arrests replied: *I don't want to make arrests. I want to keep people from needing to be arrested, especially young people* (Higgins: *ibid*). This incisive comment has formed the basis of police crime prevention initiatives today and this is the principal function of modern police organisations all over the world.

Statutory Discrimination Against Women Police

In spite of the compelling need for more women police, as demonstrated above, it is glaringly clear that in Nigeria and indeed all over the world, the number of women police is rather small in comparison to the number of policemen. For example, according to the official figures released in 2004, the total strength of the Nigeria Police Force was 320,814. Of this figure, the number of women police was a meager 16,032. Considering the large number of women and children currently involved in crime as both violators and victims, a higher percentage of women police would greatly enhance the performance of the police.

With a population of approximately 120 million inhabitants, Nigeria has yet to meet the UN recommended ratio of one policeman to 400 citizens (1:400). Though the UN has failed to specify a female quotient for this police/people ratio, it stands to common reason that since women make up 51 per cent of the Nigerian population, they could, *quid pro quo*, make up the same proportion of the

recommended UN ratio. Whatever the pros and cons of this argument, there is hardly any doubt that Nigeria is seriously under-policed at the moment; hence the seeming absence of the law in remote areas of the country, with all its dangerous implications.

Their limited numbers notwithstanding, the police have had to cope with a rapid increase in population growth and corresponding rise in the level of criminal activities. Suffice it to say that the present strength of the Nigeria Police Force will continually need to be reinforced, re-equipped and retrained to enable it perform its enormous constitutional obligations. It goes without saying as well that role of women police must be optimised if the Force is to succeed in this patriotic mission.

Apart from the paucity of women police personnel, which has the effect of foisting a minority status on them thereby limiting their overall efficiency and effectiveness, are the discriminatory entry standards for police women.

Sections 118(a) and (g) of the Police Act/Regulations provide that a woman entrant into the Nigeria Police should not be less than nineteen and not more than twenty-five years of age. She must also be unmarried. Section 72 (2) (a) of the same Act places the minimum age requirement for a male entrant at seventeen years and the upper limit at twenty-five. This means that while a male candidate can qualify earlier for enlistment, a female entrant of the same age must wait for two more years before she can join the Force. This discriminatory provision shows scant regard for the biological fact that female adolescents are faster in their physical development than males of the same age group.

However, the Police Act/ Regulation Cap 359 Laws of the Federation of Nigeria 1990, contain other provisions also that do not mean well for progressive image and pride of today's policewoman.

Section 124 states that,

A woman police who is desirous of marrying must first apply in writing to the commissioner of police of the State Police Command in which she is serving, requesting permission to marry and

giving the name, address and occupation of the person she intends to marry. Permission will be granted for the marriage if the person is of good character and the woman police officer has served in the Force for a period not less than three years.

If an unmarried woman police officer becomes pregnant, Section 127 of the Act stipulates that,

She shall be discharged from the Force and shall not be re-enlisted except with the approval of the inspector general of police.

It should be observed though, that male police officers have no requirements to meet regarding the issue of marriage. They do not need the approval of the commissioner of police for this and as far as the letter of the law is concerned, their spouses may be crooks or worse!

Under the miscellaneous conditions of service for women police, Section 123 provides that,

A woman police officer shall not be called to drill under arms or take part in any baton or riot exercise.

This is in contrast with modern reality and a worldwide trend where women drill under arms and take part in baton and riot exercises to prepare them for the practical challenges of modern day policing.

Affirming that women suffer a lot of discrimination in education, employment, taxation, etc, S.G. Ehindero (1998: 48) declares:

Our women suffer from prejudices rooted in history, including discrimination and social disabilities. In matrimonial cases, succession and inheritance, devolution, taxation, employment, education and even bail, these disabilities are apparent.

This may seem like an elegant admission that women police officers are no more disadvantaged in uniform than they are out of it. Faced with rampant gender bias in a male dominated society, women generally have to look up to the law for protection. In this

regard, Section 42 of the 1999 Constitution seems like a veritable shield:

A citizen of Nigeria of a particular community, ethnic group, place of origin, sex, religion or political opinion shall not by reason only that he is such a person (a) be subjected either expressly by, or in the practical application of any law in force in Nigeria or any executive or administrative action of government, to disabilities or restrictions to which citizens of Nigeria of other communities, ethnic groups, places of origin, sex, religion, or political opinion are not made subject.

It might be argued that Section 124 of the Police Act is in breach of this constitutional provision, but Ehindero (1998: 56) rightly suggests that the constitutional barrier against discrimination is not far reaching enough:

There should be specific legislation on the elimination of discrimination against women. Be it in education, employment, social and economic life. There should have been in our domestic legislation, a percentage of representation proportionate to their position reserved for women in public office.

Obviously, women are discriminated against, ordinarily and statutorily, everywhere. As canvassed by some authors, there is an urgent need to put in place positive regulations to ensure that women, especially in the Police Force, get equal opportunities with men.

Evaluation of the Performance of Women Police in Nigeria

We have observed above that the initiative for the recruitment of women into the Force came from without. Even so, the move was resisted by the established male dominated order. This resistance was not peculiar to Nigeria but was indeed a global phenomenon. Across the widely enlightened United States of America, for example, the concept of women's involvement in crime fighting was a strange one until the first female police agent was hired under the civil service in Portland, Oregon in 1908. Even then, she was not specifically designated as such.

A year later Alice Stebbins Wells, a social worker in Los Angeles petitioned the mayor and the city council that a law providing for police women be passed. When this legislation was adopted she was appointed the world's first officially designated female police officer. Subsequently, the order was issued in Los Angeles that

No young woman can be questioned by a male officer, such work is delegated solely to policewomen who by their womanly simplicity and intuition are able to gain the confidence of their younger sisters.

In Britain from which Nigeria has derived her legal and juristic traditions, the first woman police officer was recruited in 1915, but women were accepted fully into the British police system only after the passage of the Sex Discrimination Act of 1975. Before then, according to Newburn, women were providing escorts for female prisoners, interviewing and searching women offenders, dealing with female victims, juveniles at risk, vulnerable girls and youth.

This has been the global trend though one must take particular notice of India where All Women Police Stations (APWS) have become a permanent feature of law enforcement. The APWS were established to contain domestic violence and crimes against women and bring about the empowerment of women. This novel, very Indian solution was aimed at making the traditional women to come out of their cocoon and give up their feminine reserve in approaching the police. The women, who would normally shy away from the police, have responded very positively to the system.

The APWS have served to enhance the social awareness of Indian women about their civic rights. Though policewomen constitute a mere 2.09% of the entire Indian Police, the system has raised the confidence level of female police operatives in that country, who can certainly feel that they are making an appreciable difference in law enforcement because of the official recognition of their gender. Most of the APWS are located within the general police stations. They handle cases of domestic violence, sexual harassment, marital discord, child abuse, women trafficking, suicide and dowry related persecution. The APWS run toll free

lines for women in distress and patrol the streets.

The global character of women in policing serves as reference points for our own assessment of the impact of women police in the delivery of law enforcement in Nigeria. Nweze and Wapmuk (1990:347) have observed that,

The standard of performance attained by policewomen in Nigeria is highly commendable by the public and they are generally respected for their smartness.

Earlier, Tamuno (1970: 139) had remarked that,

The responsible manner in which the first set of policewomen and their successors conducted themselves and discharged their duties soon impressed the public and any suspicions Nigerians had previously entertained. They were a smart disciplined set.

Tamuno's judgment seems valid fifty years after the auspicious day when the first set of twenty women were enlisted into the Nigeria Police Force.

Apart from the general police duties for both women and men, Sections 121 and 122 of the Police Act outlines the duties of policewomen to include;

- (a) Investigation of sexual offences against women and children
- (b) Recording of statements from female witnesses, female accused persons and from children
- (c) Attendance when women and children are being interviewed by male police officers
- (d) Searching, escorting and guarding of women prisoners in police stations and the escort of women prisoners to or from police stations
- (e) School crossing duties, and
- (f) Crowd control where women and children are present in large numbers.

Section 122 also stipulates that women police officers recruited

to the general duties branch of the Force may, in order to relieve their male counterparts of their duties, be employed in clerical, telephone and office orderly assignments. It is rather clear, therefore, that women police roles would be severely limited, if the perimeters set by the Act were rigidly adhered to. Today, there are thousands of women of various ranks and designations in the Force. Women police officers head the Juvenile Welfare Centers (JWC) in all the divisional police headquarters in the country, and as noted by Smith (2001:7):

Policewomen have excelled in handling cases involving juveniles, young persons and women in society.

The JWCs at our police stations are virtual part time counseling centres and women police there perform more as arbitrators and counselors than hard faced, baton wielding law enforcement agents. This is a commendable aspect of their influence in society; social-engineering through crime prevention, which is the primary thrust of women policing. However, due to exigencies of duty, women police officers have had no choice but to venture to the "frontlines" of law enforcement.

Nwoye (2003: 29) commented that since the police must change always to keep up with the dynamics of modern society,

there has been a remarkable departure from the conventional attachment to children and women related duties to experiences involving women in diverse areas of police job.

Women Police and Violent Crimes

Oluruntimehin in Ozo-Eson (2004:29) opines that crimes committed by women relate to their socio-cultural positions in society. Increase of women in criminal offences, she attributes to the influence of socio-economic factors on the role of women. Ozo-Eson (2004: 38) observes also, that women are involved in offences such as drug trafficking, murder, manslaughter, robbery, abductions and theft, assault, fraud, human prostitution, child abuse, prostitution, abortion and *miscellaneous*, among others.

Ozon-Eson is of the view that female offenders are mostly involved in economic crimes, hence the increased number of female drug traffickers. She argues that the existing crime control measures in Nigeria are outdated. The justice system adopts purely legal approaches in handling such cases without tackling the causative factors of unemployment and poverty. The increased involvement of women in such crimes induced police authorities to deploy more policewomen to the areas of violent crimes and drug trafficking.

Human Trafficking

Human trafficking in Nigeria refers to illegal movement of human beings for illegal commercial and business dealings. Most people trafficked are women and girls. Economic reasons are usually adduced by those who indulge in this heinous violation of women's rights, which has attracted both local and international condemnation. They are lured to Europe and other parts of the world by prospects of easy wealth and better job opportunities. As illegal immigrants they are usually repatriated back to the country as soon as they are apprehended by the immigration authorities in those countries.

The Nigeria Police Force set up the human trafficking section under the Force Criminal Investigation Department in 2000. This development predated the law that formally prohibits the offence and so the section and its operatives had to work their way through a maze of inadequate and obsolete legislation. The Trafficking in Persons (Prohibition) Law Enforcement and Administration Act was passed by the National Assembly in 2003. The human trafficking section functions to prevent and prosecute traffickers. The section carries out raids and surveillance on the agents and their modus operandi. Often, they travel to countries where arrested traffickers are to be repatriated and accompany them back to Nigeria for prosecution or rehabilitation. Women police officers are making very positive impact in this area. Since its inception, the section has been headed by very efficient female police officers who have worked extremely hard to raise its national profile and international reputation.

Peacekeeping

The casualties of war and crisis around the world are mostly women and children. This informed the United Nations Resolution 1325 of 31st October 2000 urging the secretary general to expand the role and contribution of women in United Nations field based operations especially among military observers, civilian police, human rights and humanitarian personnel (Giraud 2005: 62).

Consequently, the brief for women police around the world was expanded to include participation in peacekeeping assignments. The issue went beyond gender equality and respect for human rights. The world had simply woken up to an ancient truth: Women are a critical factor in maintaining peace and harmony in troubled regions of the world. Angela E.V. King acknowledged this

A vision of peacekeeping where men and women, may together contribute their skills without any kind of discriminatory constraints provides a powerful framework for the future (Quoted in the Swedish National Defence College, 2002: 130).

Ms. King may have purposely understated the natural skills that women can bring to conflict resolution, but the peacekeeping environment provides ample opportunity to demonstrate this. Women generally have the natural intuition to perceive the peace process differently and so have good calming effects on potentially explosive situations. Women police officers are highly needed in such environments.

To raise the role of women in conflict prevention and resolution, Australian policewoman Sandra Paisley was nominated to head the United Nations Civilian Police Force in East Timor in June, 2003. Police Commissioner Paisley remains a good example of how women in policing can bring an entirely different set of skills and life experiences to a mission. It is these skills in women that the police all over the world seek to harness to change communities and the countries they serve. For this reason, certainly, policewomen are invaluable assets to peacekeeping operations.

Women police from Nigeria have taken part in several

peacekeeping operations around the globe; Kosovo, East Timor, Liberia, Congo and the Sudan, to mention just a few of these trouble spots. Smith (2001: 9) submits:

Over the years, policewomen have also been engaged in varying duties such as surveillance, prevention/ detection of cases, prosecution of criminals and in recent times, have joined their male counterparts in peacekeeping operations in various parts of the world. In all these, they have performed creditably well.

To corroborate this, two separate missions were led to Kosovo by Nigerian female officers; assistant commissioners Bosede Dawodu and Dije Dan-Musa, who were highly commended for their excellent performances.

Women Police Mobile Unit

The women police mobile unit of the Nigeria Police Force came into being on September 24, 2002. The mobile arm of the Force has 46 squadrons. The 46th Squadron is the Women PMF based in Abuja. The squadron is about 2000 mobile policewomen strong. Their duties include constant training in arms and riot drills, internal security and mob dispersion, especially of riots and demonstrations by women.

Changes in the socio-economy of the Nigerian nation have brought new twists and dimensions into long standing situations with the increasing involvement of women in rights movements and civil advocacy pressure groups. Consequently, there was a cogent need for evolving new approaches that would exploit the latent skills of women police in specific roles involving women and children. According to Giraud (2005: 62),

Years of study have proven that women in policing perform better than their male counterparts in diffusing potentially dangerous and violent situations. They become less involved in the excessive use of force and build better community relations. Women police officers also respond and resolve far more effectively incident of violence against women.

Women mobile police officers have been used to beef up security in national events, particularly when women dignitaries are in attendance. In several international events hosted by Nigeria, such as the 8th All Africa Games, COJA 2003 in Abuja, the International Women Conference in Abuja in 2004, the 2006 African Women's Cup of Nations in Warri, Delta State, etc. They have been used as ADCs to visiting first ladies and during ceremonial occasions, have thrilled audiences with displays of martial drills.

Women and Community Policing

Community policing is an active partnership between the police and the community they serve in which both parties combine to carry out policing duties. It could be defined as a dynamic and progressive value system against which policing objectives and performance are measured. Community policing was introduced by the Nigeria Police Force in 2003, with pilot teams in three states of the federation; one of which was led by a female police officer, ACP Peace Abdallah.

Conclusion

This essay has taken a cursory look at the performance of women police officers since their entry into the Force in 1955. Within this period the scope and dimension of police duties have continued to widen. The women have not been exempted from these developments.

Women police have moved from their traditionally ascribed boundaries of cases involving women and children, performance of clerical and station duties, control of vehicular traffic and crowd of women and children, etc, to patrol our streets and the highways and to prevent and detect crime. As women mobile officers they contain rioters and also take active part in peace enforcement in troubled parts of the world.

Nonetheless, women police are advocating for more opportunities to prove their mettle and enhance their professional skills. Positions of responsibility given on merit, from divisional police officers and area commanders to operations officers, deputy commissioners at the helm of state commands, can only bring out

the best in them and demonstrate in clear terms that there is no glass ceiling for women police officers.

Gender discrimination and underestimation form the two main problems confronting policewomen today. This explains why they are seen to be underutilised. Hopefully, as the governments of the federation and the entire society continue to promote greater gender sensitivity in both the public and private sectors. Some provisions of the Police Act which regulate and specify the duties of police and policewomen in particular are not only obsolete but gender discriminatory, and therefore not in tandem with the realities of our fast changing world.

Accordingly, the time has come now to amend the Police Act and Regulations Cap 359 Laws of the Federation 1990 and make room for functional policy changes as they relate to women police.

Since violent crimes against women has assumed a global dimension, it is suggested that a section dealing with violent crimes against women be established within the police station and be manned by a policewoman on shift duty basis. There should also be a distress call line for women who are being assaulted or are in grave danger.

Though the establishment of the Women Police Mobile Unit has changed a lot of stereotype perceptions of women police officers, there is every need to formalise their formation in the Police Act. The women should be able to drive all types of vehicles and some could be trained as armourers. Women police should be empowered constitutionally. Since the salary and uniform are the same for both male and female in the Force, there should be no separate duties for policewomen.

Postings for women have not been formalised. Police authorities have only been liberal with the posting of policewomen officers. Aliemeka (2001:46) notes that,

Changes in the status of policewomen, which have taken place over the years have neither been grounded in law or police regulation.

A major move in this direction is the removal of the prefix "woman" before the rank of policewomen. Further to this, is the urgent need to build a Hall of Fame for women police.

It is worthy of note that the present Inspector General of Police, Sunday Gabriel Ehindero, as evidenced by some of his writings cited above, has always advocated for the elimination of discrimination against women and abuse of rights. He took practical steps to demonstrate his belief in the capability of women by becoming the first Inspector General of Police ever to appoint a female Commissioner of Police to head a State Police Command. Thus in January 2006, this writer took over the reign of command in Ekiti State. The assignment was very challenging and full of operational experiences. Most gratifying of all, my performance was adjudged as successful by the public. It is appropriate to observe that after my promotion to the rank of Assistant Inspector General of Police (AIG), I was succeeded in this position by yet another female officer, CP Atinuke Koyi.

History was made yet again, when as a female Assistant Inspector General of Police, I was posted to head Zone 7 Police Command, comprising the Federal Capital Territory, Kaduna and Niger States. There has always been doubt about the capability of women police officers to head very strategic command posts like the state and zonal commands. Luckily, our performances have not been disappointing. The Nigeria Police has had three women, C.B Ugowe mni, Abimbola Ojomo, fwc and Florence Adebayo, fwc, rise to the exalted ranks of Deputy Inspector-General of Police before retirement. Several others have retired from the Force as Assistant Inspector-General and Commissioners of Police. Presently, women officers are holding down appointments as Assistant Commissioners CID, Area Commanders, DPOs and DCOs. Some Nigerian women police officers are members of the International Association of Chiefs of Police (IACP) and the International Association of Women Police (IAWP). Given even more opportunities, they shall continue to excel.

The majority of Nigerian police women are immensely grateful to the Inspector General of Police for all the opportunities he has granted them to prove their mettle as loyal, diligent and conscientious professionals.

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POLICE MOBILE FORCE: HOW FAR, HOW WELL?

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Any serious contemplation of the prospects for an efficient and responsive Police Force in the 21st century, must give prominence to the Police Mobile Force, elite striking arm of the "B" Department, the operations centre of the Nigeria Police Force. Generally the history of the NPF will not be complete without a mention of the PMF; its origin, organisation, operations, structure and the highly applauded training school at Gwazo, Bornu State.

ESTABLISHMENT

The provision for the establishment of a Police Mobile Force is to be found under section 25 of the Police Regulations Cap 359 of 1990 Laws of the Federation which states that,

A Police Mobile Force shall be established and maintained to act as a striking force in the event of riots or other serious disturbances happening in the country.

However, the initial idea to create a mobile police unit for the country was conceived in 1961, when the Prime Minister of Nigeria, Sir Abubakar Tafawa Balewa, was entertained while on a visit to Malaysia by the Federal Reserve Unit of the host country. The Federal Reserve Unit of Malaysia was established to control and disperse rioters. The Prime Minister was impressed with the demonstrations and on his return to the country, set in motion the parliamentary process that resulted in the formation of a similar outfit from the Nigeria Police Force.

Responsibilities

The initial responsibilities of the PMF were strictly mob dispersal and suppression of riots. However, with increasing sophistication of the society and the progressive development of the country, the responsibilities of the unit has been expanded. The functions of the PMF are now as follows:

- (i) Mob dispersal and suppression of riots and communal clashes
- (ii) Combat of violent criminals such as armed robbers, militant gangs, etc
- (iii) Conduct of anti- terrorism operations involving rescue operations
- (iv) Protection of VIPs (Very Important Persons), KPs (Key Points) and VPs (Vulnerable Points); and
- (v) Anti-crime duties such as patrols, stop and search drills, cordon and search operations, etc.

The Police Mobile Force is organised in combat squadrons, with each combat squadron having unit made up of 63 personnel. At inception, a squadron was meant to have four units of 63 men each. However, with the increase in population and sophistication of criminal elements, the strength of PMF squadrons was reviewed upwards to ten (10) units per squadron at 63 persons per unit. The units, being the combat arrowheads of the squadrons are supposed to have the full complement of equipment, that is, a minimum of four operational troop carrier vehicles, water cannon, a mobile kitchen for catering needs, arms and riot guns carriers.

This has enhanced their independence and self sufficiency during operations. Hitherto, PMF operational units had the full complement of equipment that ensured their independence and fluidity during operations. However, the situation has since degenerated to a level where most squadrons do not have a serviceable troop carrier and may resort to renting of lorries from commercial operators to move their men to locations for special duty.

At inception of the PMF in 1962, the pioneer squadron was located in Kaduna. This was followed by Nos 2 and 3 squadrons in Lagos and Enugu. Additional squadrons were set up in Ibadan (4PMF) in 1964 and Benin (5PMF) in 1965. In 1968, with the creation of a twelve state structure for the federation, more squadrons were established, namely, No 6PMF Squadron Maidugiri, 7PMF Sokoto, 8PMF Jos, and 9PMF Kano.

Between 1981-1986, additional squadrons were created to bring the number to twenty five, thus; No. 10PMF Bauchi, 11PMF Calabar, 12PMF Minna, 13PMF Makurdi, 14PMF Yola, 15PMF Ilorin, 16PMF Abeokuta, 17PMF Akure, 18PMF Owerri, 19PMF Port Harcourt, 20PMF Ikeja Lagos, 21PMF Abuja, 22PMF Ikeja Lagos, 23PMF Keffi, 24PMF State House (Presidential Escort/Guard Squadron) and 25PMF Azumini/Iwukem.

Between 1986 to date, the PMF has expanded to 46 squadrons; 26PMF Uyo, 27PMF Katsina, 28PMF Umuahia, 29PMF Awka, 30PMF Yenegoa, 31PMF Asaba, 32PMF Abakiliki, 33PMF Ado-Ekiti, 34PMF Gombe, 35PMF Dutse, 36PMF Birnin Kebbi, 37PMF Lokoja, 38PMF Lafia, 39PMF Oshogbo, 40PMF Jalingo, 41PMF Damaturu, 42PMF Gusau, 43PMF DPU (Diplomatic Protection Unit) Lagos, 44PMF DPU Abuja, 45PMF FHQ Abuja and 46PMF the Women Squadron, Abuja.

The development of the PMF and the creation of additional squadrons were borne out of the exigency of the prevailing political and social conditions at the time. The PMF was conceived in the first instance by a prime minister who believed that a rapid response squad could make the difference in bringing about peace and sanity to trouble spots around the country. The Tiv riots in the Middle Belt region, the Action Group crisis in the West, simmering distrust between the Northern Peoples Congress (NPC) and the Northern Elements People's Union (NEPU) in the Northeast, alongside disquieting rivalry among the various groups in the East, painted a gloomy picture of approaching social and political storms that the government of the day could only ignore to its peril. The glaring inability of conventional police force to curtail the spreading violence necessitated the birth of the PMF. Accordingly, the pioneer squadrons (Nos. 1-5) were deployed on

a regional basis for logistic and strategic reasons.

Essentially, the PMF has remained a bulwark of internal peace and security in the federation with outstanding records to its name. The riotous fallout of the Western regional crisis and the Agbekoya Farmers Revolt of the mid and late sixties are case studies in which the PMF discharged itself creditably. The Force played a gallant role as well during the civil war and the crisis that led to it. Apart from taking control of border areas, PMF personnel secured captured areas behind the advancing federal troops.

During the Second Republic, the threats to internal security over election disputes in some southwestern states were put down by the decisive action of the PMF. In the 80s, the rampaging gangs of the dreaded Maitatsine religious cult in Kano, Jimeta, Yola and Bulumkutu Maidugiri were stopped in their violent tracks by the determination of PMF squadrons not to cede the peace and tranquility of the land to fanatics. In 1991 and 1992, the PMF rose to the occasion once again in several clashes between Tiv and 'unkun ethnic groups in Wukari, Bantaje, Ibbi, Gindin-Dorowa, etc. During this crisis, the Force was able to restore normalcy on its own without recourse to military assistance. Accordingly, the PMF has become a recurring feature in the internal security matrix of the Federal Republic. For example, to forestall further violence in the border communities of Azumini-Iwukeni in the present Abia and Akwa-Ibom states, a PMF squadron was deployed to the disputed portion of land. The predictable result was lasting peace and harmony in the area. From these few examples, one can begin to appreciate why the history of the NPF can not be complete without mention of the PMF.

The Force went a step further in its statutory role with the creation of the Diplomatic Protection Unit (DPU). This PMF squadron is charged with the responsibility of protecting all embassies and high commissions in the country. Personnel of DPU provide escort for diplomats and foreign embassy officials whenever they are on transit within the country. In this wise, the special presidential squadron otherwise known as "PRESCORT" provides round the clock security and escort for the president.

The return to democratic rule in 1999 gave rise to a heightened

sense of civil liberty among Nigerians and engendered a need for the enthronement and protection of fundamental human rights. It was considered necessary to create a squadron that could handle civil disturbances involving women and children. This idea gave birth to the women's squadron. The women's squadron has been a most welcome development in the history of the Nigeria Police and the PMF, though it would seem that the capability of this squadron has not been fully exploited.



Fig. 23.1: The Women Mobile Police Force often participates in peacekeeping mission across the world.

Deployment

Section 27 of the Police Regulations Cap 359, 1990 Laws of the Federation provides that,

The Police Mobile Force shall be controlled by the Inspector-General of Police and shall be classified as a formation of Force Headquarters.

In 1983, the office of the Commissioner of Police, Police Mobile Force was created to take care of the administrative running of the PMF squadrons nationwide. The deployment of the PMF squadrons is delegated to the Deputy Inspector General 'B', Department of Operations, (DIG Ops), who carries out the

deployments through the office of the Commissioner of Police, PMF. It must be noted, also, that the deployment of the PMF is delegated to the DIG Ops by the Inspector General. Consequently, the Force Headquarters (FHQ) has the discretion of categorising states in terms of crime statistics.

A study of PMF deployments over the years will reveal that Lagos has a much larger presence of mobile personnel than other states. The reason for this is not far-fetched. Lagos used to be the political capital of Nigeria and without doubt the commercial nerve centre of the country. The same can be said of Abuja, which, since the seat of federal power was moved there, has witnessed the presence of high profile VIPs and government officials with the attendant need of adequate security for them all.

However, a sad note in the glorious march of the Police Mobile Force has been the issue of the misuse of mobile police units for demeaning engagements such as escort duties and the guarding of private establishments. This unwholesome trend can be traced to several factors including, public loss of confidence in conventional police personnel due largely to their lack of adequate combat training and of basic tools of the profession. The decline of the PMF in the achievement of its operational goals and purpose became pronounced with the deployment of PMF personnel to duties outside the traditional roles for which the PMF was originally established. Mokwugo Okoye states in his book, "Storms of the Niger", that "the decay of an empire is a process nearly as cruel and violent as its birth". The above assertion succinctly captures the problems of the PMF today.

At its inception, the PMF was to be deployed only when the conventional police had failed to maintain law and order in a given territory or area. However, due to increasing inadequate funding leading to the gradual deterioration of standards in the Nigeria Police Force, the training and efficiency of the average police officer was severely limited to what he or she had learnt at the point of entry either as a recruit or cadet officer. Most training courses had little or no operational content. Range exercises were few and far between with a meagre ration of two or three rounds of ammunition to each personnel.

Furthermore, police establishments around the country suffered from acute lack of anti-riot equipment. Serviceable equipment on charge to police divisions was an average of 7-15 rifles. In most cases, policemen were sent on anti riot duties without the requisite gear. Predictably, they underperformed; as a result of which public confidence in conventional police officers was greatly eroded.

ORGANISATIONAL CHART OF THE PMF WITHIN THE NIGERIA POLICE FORCE

INSPECTOR GENERAL OF POLICE

DIG 'B' DEPARTMENT- OPERATIONS

COMMISSIONER OF POLICE- POLICE MOBILE FORCE

PMF TRAINING SCHOOL, GWOZA

46 POLICE MOBILE FORCE SQUADRONS

PMF Training School, Gwoza

As a follow up to the establishment of a striking arm cum riot control unit for the police, the government had in 1982 sent a team of police officers to Malaysia and on their return the Police Mobile Force Training School was established in Kaduna. It was

called the No. 1 PMF Training School. In 1983, the PMF Training School in Gwoza came on stream as No 2 while yet a third school came into being at Enugu the next year. But towards the end of 1984, the schools in Kaduna and Enugu were shut down. The training school at Gwoza was left to conduct all PMF training courses.

The school located in the Gwoza hills of Bornu State occupies a land area of 18 square kilometres. As approved by the Inspector General, the Gwoza Training School also conducts specialised training courses for officers other than those of the PMF. It is important to note that the school has earned itself lots of praise and commendation for the vital role it has played in the efficiency and effectiveness of PMF personnel in the Nigeria Police and beyond. In view of this, the PMF Training School has been recognised as a centre of excellence where sister African countries have sent their anti-riot police personnel for training. Over the years, anti-riot personnel from the Democratic Republic of Congo (DRC), Niger Republic and Chad, including over 300 officers of the Liberian National Police have benefited from the famously rigorous training courses offered at Gwoza. In addition to these foreign countries, other security agencies in the country have also sent their officers to attend the school's programmes. Among them are the Nigeria Immigration Services, the Customs and the National Intelligence Agency.

The Gwoza Training School has also trained the Formed Police Unit (FPU), members of the Nigeria Police Force on peacekeeping operations. This responsibility is coordinated by the Assistant Commissioner of Police, UN/AU Peacekeeping Operations in the office of the Inspector General. This arrangement has seen the graduates of the special training for the Formed Police Units (FPU) performing creditably in their foreign duty posts and endearing themselves to the host nations. Inevitably, this has led to UN recognition of Gwoza Training School as a centre for the training of formed units. Presently, the products of Gwoza are serving on UN Missions to Liberia, Haiti, the Sudan and other places in Africa and beyond.

Admittedly, these laurels form the complementary aspects of

the PMF mystique, and that aura of invincibility which the police mobile force acquired for itself in the Tiv and western riots of sixties. From that era till the Maitatsine riots of the eighties and the ethno-religious disturbances of the nineties and the present times, the PMF has been called upon repeatedly to restore the peace in trouble spots. These achievements have been made possible by the operational structure, training, equipment and logistics of the unit.

Long Term Forecast

In recent years however, because of the increase in population and the sophistication of the criminal fraternity, as well as the complexity of the nation's many political problems, the PMF has been stretched to the limits of its capability. The situation called for a tactical reorganisation to improve its efficiency and restore its waning glory. The incumbent Inspector General, readily elicited this as part of a ten point programme to reposition the police for greater accomplishments in the new millennium.

He restructured the squadrons to comprise ten units per squadron of 63 combat men per unit. He reinforced the training component of the police mobile force by restoring some long abandoned programmes and put a stop to the abuse of the unit structure of the mobile force. He also embarked on a rehabilitation of equipment such as the armoured personnel carriers (APCs) to strengthen the crime fighting capability of the units against dare devil gangs of armed robbers with heavy caliber munitions in their illegal arsenals which they use to advantage during their nefarious attacks on banks and bullion vans. To have achieved this with the very lean resources available to the police, spoke well of the tenacity and sense of purpose behind the reorganisation efforts.

The image of the police mobile force is on the ascendancy once more. Accordingly, the long term forecasts for the PMF remain very positive so long as the reforms initiated by the present Inspector General of Police are sustained. All that needs to be done is to maintain the training and retraining schedules of the PMF and continually reposition it to meet with modern trends the world over. The PMF will always be relevant to the need for law and order, peace and security in the land. One only has to look at the

developed countries of the world which, despite their level of sophistication and stability, still have anti-riot units and civil disturbance forces. In America, the internal security force is known as the National Guard, while the French version is the *Compaigne Republicaine du Securite*. Like the PMF, both of these organisations were established for the sole purpose of containing internal civil disturbances and riots.

As we look forward to tomorrow, the training school holds the ace for a more efficient and robust PMF. The instructing staff should be exposed to modern trends in training as obtained in other advanced countries, such as the Centre for Excellence in Vicenza, Italy. For now, the Nigeria Police has the required manpower, but its training schools should be updated to impact positively on the trainees and the efficiency of the Force.

The Nigeria Police has, through the Police Mobile Force, discharged its duties to the nation creditably, the glaring constraints in logistics, communications, arms, training, political goodwill, accommodation, welfare, etc, notwithstanding. But its ability to position itself, baring constitutional constraints will determine its future.

THE NIGERIA POLICE (FORCE ANIMAL BRANCH)

Dr Aishatu Abubakar, CSP

INTRODUCTION

The history of the use of animals, especially dogs and horses, in crime prevention and detection all over the world proves that they can indeed contribute their vital quotas to the struggle against crime. For this reason, police and other security agencies around the world have identified and maximised the use of these animals to carry out their statutory duties of crime prevention and detection. This helps to reduce the pressure of work on their men especially in the areas of guarding important and vulnerable points (public installations), crowd control, pursuit and arrest of criminals, search and rescue of people in times of disaster and the detection of narcotics and explosives. Hence, every modern police force strives to have and maintain an efficient animal section to help in securing the public peace and protecting the lives and property of citizens.

Horses and dogs are the most common animals used by law enforcement agencies, especially the police, for crime prevention and detection. This is achieved by exploitation of their natural instincts and training to develop these qualities for effective use. However, the Nigeria Police is yet to adequately develop its animal section, which was established during the colonial era. This very important arm of the battle against crime has thus been neglected with serious consequences for the overall efficiency of the Force.

DOG

The dog belongs to the family canidae i.e. meat eating animals such as wolves, coyotes, foxes, and jackals.¹ About 10,000 years ago, the dog became the first animal to be tamed by man. Over the years, this very admirable animal has become a popular pet throughout the world. It is believed that prehistoric man first valued dogs as guards, later it was realised that they could be used for herding, hunting and also as guides.²

Use and Function of the Dog in Crime Detection and Prevention

The intelligence, loyalty and tracking ability of dogs make them very useful in fighting crimes. The police, military, fire service and other law enforcement agencies engage dogs for a variety of purposes such as tracking of criminals, sniffing out of illegal drugs and hidden explosives, crowd control, rescue operations, etc.

The New Zealand Police Service, for example, has 21 dog sections with approximately 110 general-purpose police dog teams, 10 narcotic detector dog teams and 3 explosive detector teams. All these dogs are handled by experienced police officers with approximately five years policing experience before joining the section. In India, the police dog squad in Karnataka functions as part of the armed reserved unit of the Bangalore city police.³

Similarly, the British Royal Police and the American Federal Bureau of Investigations make great use of dogs in fighting crimes. Currently, sniffer dogs are deployed in the fight against terror at airports and other national boundaries. These objectives are possible because of the natural instincts of the dog, which include:

- (i) *Highly developed sense of smell:* Dogs recognise things chiefly by smell, much as people recognise them by sight. Dog can detect odour a million times too faint for people to perceive. By sniffing a group of objects, a dog can pick out the ones that a particular person had touched.
- (ii) *Acute sense of hearing:* Dogs have a more developed sense of hearing than human beings so they can hear high-pitched

sounds far above the limit of human ears. In addition, the dog has a highly developed ability to recognise different complicated sounds. For example, a dog can identify or distinguish the sound of its owner's car from others.

- (iii) *Territorial defense*: Dogs also identify and protect their territory and can attack on intrusion.

Over the years, law enforcement agencies around the world have harnessed these instinctive attributes of dogs in the:

1. Provision of crime prevention and operational patrols.
2. Tracking and screening of criminals from scenes of crime.
3. Recovery of articles at scenes of crime e.g. rape scenes.
4. Locating missing persons.
5. Control of large-scale civil disturbances. One police dog is worth ten officers at these incidents.
6. Specialised dogs are used for particular searches and operation, for example, explosives or drugs.
7. Public relations outreach programmes, such as school visits, civic demonstrations, etc.

Breeds of Dogs

Dogs are generally identified by their instinctive characteristics, the work they do and their origin. Consequently, they are classified into six (6) groups or types. These include:

- (i) *Sporting dogs*: They are also called retrievers e.g. labradors, pointers etc. Due to their instinctive sniffing and retrieving abilities, they are very useful in police duties especially as sniffers.
- (ii) *Hunting (Hound) dogs*: These breeds, which include greyhounds, basenjis, beagle etc., have the ability or instinct to hunt and are therefore, very fast and intelligent. Hence they could be used for police duties.

- (iii). *Utility or working dogs*: These types of dogs make excellent general purpose police dogs for guard, rescue work, patrol duties and so on. Good examples of utility or working dogs are doberman pinschers, mastiff, collie etc.
- (iv) *Herding dogs*: These breeds of dogs are smart and agile and are good as guard dogs. Therefore, they make good police dogs. Examples of this breed include Alsatian (German shepherd).
- (v) *Terriers*: Terriers are also known to be fearless watchdogs e.g. Irish terriers, Scottish terriers etc.
- (vi) *Toy (non-sporting) dogs*: These types of dogs are mainly used as pets. They are usually very small breeds of dogs and not good as police dogs e.g. chihuahua, dashund etc.

THE HORSE

Horses belong to the family equidae, the genus equus and specie E. Caballus. Of the many animals that have befriended man, the horse is surely the most magnificent. It is a symbol of strength, courage and majesty. Hundreds of thousands years ago, man identified horses as partners in development. The horses' potential on the battlefield was realised very early in the history of man.

On its sturdy back have sat great warriors, monarchs, and statesmen; great conquests have been made and new territories explored on horseback. Without the horse, the invention of the wheel would have been virtually redundant. It is impossible to imagine how differently the pattern of our own history would have emerged had it not been for the hardwork, patience and loyalty of the horse.⁴

Uses and Functions of the Horse in Crime Prevention and Detection

In 1760, Sir John Fielding produced a plan for preventing robberies within twenty miles of London. The alternative was foot patrols in winter nights involving a great increase in the number of paid officers. This led the first Lord of the Treasury to sanction a horse

patrol of eight men and animals to patrol the streets and alleyways of London. It was an acknowledged success which led to the establishment of the British mounted troop which still assists the British Police in fighting crime and maintaining law and order.⁵

In 1883 in America, a one-man horse patrol unit was formed by the Boston Police Department, which, being very effective, led to the establishment of the mounted troop as part of the police department. In its earliest days, the mounted unit was very effective in patrolling the winding alleys of the back bay where high brick walls and harrow passage ways, crisscrossed the district.⁶

India is reputed to have more mounted police than any other country in the world. Generally, the mounted unit is used in reducing crime through patrols, crowd control; pursuit and arrest of criminals, quelling of civil disturbances, provision of mounted and dismounted escorts etc. From the above, it can be summarised that horses are used for crime prevention and detection all over the world in the following ways:

- (i) Crowd control.
- (ii) Patrol especially of un-motorable areas.
- (iii) Pursuit and arrest of criminals.
- (iv) Provision of mounted and dismounted guards and escorts.
- (v) Border patrols to control smuggling activities.

Breeds of Horses

There are many breeds of horses all over the world and their classification is based on similarity or conformity, the work they do, their physical characteristics or even their origin. If the mating of two horses of the same kind consistently result in horses of the same appearance, colour, height and temperament, it can be said that these horses belong to a particular breed. There are several breeds of horses in the world today and though they vary greatly in appearance and characteristics, they are all developed from the stocky wild horse of central Asia.⁶

Since the domestication of the horse, the three main foundation breed have been the Arab, the Barb and the Spanish. These breeds

are genetically dominant, and their influence is seen nearly in all the light horse breeds of the world.

However, the principal divisions in the equine world today are:

- (i) *Heavy horses (cold bloods)*: They are part of everyday life on farms. They are immensely strong, powerful, up to 18.2 hands in height (hh) and weighing about 136kg/300lb. They normally work in the farms, ploughing the land and hauling carts to the market. Today, their uses are mainly ceremonial as regimented drum horses, meat in some countries and not used for police duties. Example of this breed are the Shire, Suffolk Punch, North Swedish etc.⁷
- (ii) *Light Horses (Warm Bloods)*: Arabs, Barbs and thoroughbreds are known as hot bloods reflecting the purity of their breeding, while others are called warm bloods. They are between 15-17.2 hands in height (hh). Also known as the warrior's mount, light horses are fast and agile with a reputation for endurance. These qualities are found to be very conducive for police duties.
- (iii) *Ponies*: Though ponies share a common ancestry with horses; they are different in several important ways. They stand below 15hh/150cm and are mostly used in leisure riding for children. They are tougher and stronger for their size than horses and are cheaper to feed and easy to keep too. They are valued for agricultural work and transport of all kinds but are not normally used for police duties.

Animals used by the Nigeria Police Force

The species of animals approved for use in crime prevention and detection by the Nigeria Police are dogs, horses and camels. The dog and the mounted sections are established while the camel section is not. These two sections play vital roles in fighting crime and with better funding and encouragement will be able to improve on their performance and rise to the challenge of law enforcement like their counterparts in other parts of the world, such as the canine (k9) section of the British Police, American FBI, New Zealand Police and so on.

The Nigeria Police Mounted Troop

Before the coming of British colonial rule, the people used horses for various purposes such as escorts for the chief (or emir) or ceremonies like *durbar*, and racing. In the northern parts of the country, collection of taxes such as cattle tax or *jangali* was carried out on horseback. Horses were also used to patrol the locality and for the pursuit and apprehension of local criminals.⁸

Establishment

The modern Nigeria Police Mounted Troop was established in July 1961 with 12 men (drawn from various states) and 27 horses as an integral branch of the Force in Kaduna. Adrian Davies, a keen horseman and Commissioner of Police for the northern region at the time, was the brain behind the establishment of this section. In 1962, another troop was established at Mubi to curb cross border smuggling activities and maintain peace and security in this area famous at the time for constant tribal conflict. R. S. J Popkees (ASP) commanded the troop.

In 1965, a second troop, known as the Presidential Guard and Escort was established in Kaduna and later moved to Lagos. This troop later became the Administrative Headquarters of the whole mounted section. In 1969, the Inspector General of Police approved the Force Administrative Instruction (FAI) No. 32, which was written by C.J. Frazier, SP. It reads thus:

There shall be established in the Nigeria Police a Section to be known and called the Mounted Branch.⁹

In the same year, Hamza Katsina a Canadian trained mounted officer took over the leadership of the section as the first Nigerian commander.

In 1970, another troop was established in Sokoto with 32 men and horses that took part in quelling the religious disturbances there. Thereafter, border patrol units were set up in Ilela and Dole - Kaina. In 1971, the Kano Mounted Troop was established to help combat the groundnut smuggling activities in the area. Other locations of mounted troop were Bauchi and Kwara (1978), Enugu, Benin and Ibadan (1976 - 80). In 1984, the last three units were

moved to the northern borders of the country to reinforce the security agencies. Abuja, the new federal capital had its mounted troop in 1983 during the national day celebration. The unit was drawn from various states where mounted troops already existed to escort the president and provide guards for visiting heads of state. Initially, officers from the mounted units were seconded to the Nigeria Defence Academy, Kaduna, to train army cadets on horse riding. Army officers were later sent from the NDA to the Mounted Training Centre, Jos, for basic training in horsemanship.

Breeds of Horses used in the Police

As stated in Force Administrative Instructions (FAI) N0 32, section 22, the police mounted troop purchases its horses locally in Nigeria. In consonance also with FAI 32 section 23, these horses have the following characteristics:



Fig. 24.1: Most of the breeds of horses found in Nigeria and used by the mounted troop are of the lighthouses (warm blood) category, specifically the Arab breed which is good for police duties due to their strength, endurance, charisma and speed.

- Be bay in colour with black points.
- In conformation, with plenty bone, have good feet and a short strong back.
- Be not less than three nor more than five years old.
- Be not less than 15 hands in height. Dispensation may be sought in respect of particularly fine specie below 15 hands but not below 14.3hh.
- Be of a traceable disposition [9].

Uses and Functions of the Mounted Troop

Throughout history, a highly visible mounted officer on a horseback provides reassurance on patrol and displays a formidable presence in times of violent disorder. There is no doubt that the officer astride his horse could have a better view over high walls and observe any suspicious movements. He could also move quickly through alleys to apprehend a suspect. Strategically, a lone mounted trooper on a horse can perform the job of ten (10) policemen.

The Nigeria Police, having identified the natural qualities of horses and how their counterparts all over the world use them to perform in fighting crimes, subsequently established the mounted branch whose functions are spelt out in FAI NO. 32, section 12, as follows:

- (i) The prevention of crime by mounted patrols in both urban and rural areas
- (ii) Mounted patrols along the border to maintain the security of the state
- (iii) To assist local authorities during periods of riot and civil commotion
- (iv) The pursuit and apprehension of criminals and subversive elements
- (v) Provision of ceremonial escorts and guards both mounted and dismounted as required.

All these duties are often carried out on horseback by officers and men of the branch who have received training both within and outside Nigeria.



Fig. 24. 2: Mounted officer on a horse patrol.

In line with their spelt out functions, the mounted troop sections have lived up to expectations and recorded great successes, such that the branch stands out as a crack unit of courageous and patriotic officers. Some examples of these successes include:

- (i) During the ECN strike of 1964 in Kaduna, they quelled a riot at the court premises when other sections could not.
- (ii) Kaduna Textiles riot of 1964 was yet another occasion when mounted troops brought the situation under control after regular police detachments could not.
- (iii) Toreake religious disturbances in Argungu, Kebbi State

in 1965, were nipped in the bud by the deployment of troops to the city.

- (iv) In 1973, troopers were sent to Kano from Kaduna and Lagos to curb the spate of groundnut smuggling.
- (v) In Maiduguri, mounted troopers were on bush patrol between Nigeria/Cameroon borders to put an end to the menace of armed bandits.
- (vi) In 1985, they helped quell student riots in Ahmadu Bello University, Zaria and some other universities in the country.

Management of Police Horses

For effective use of the police horses in crime prevention and detection, there is the need for good management practices, which include the following:

- (i) **Housing/Stable:** A horse should live in a clean, comfortable stable that measures at least 3x3metres. The stable should also be dry and well ventilated. The floor is usually corrugated and covered with beddings made of either wood shaving, sawdust or straw and should always be changed once wet to avoid urea build up.¹⁰
- (ii) **Feed:** A horse needs food at least three or four times a day. Its stomach is small for the size of its body and its digestive system is designed to cope with an almost continuous intake of food. A horse's stomach holds about 17 litres of food, whereas, that of an average man holds just under a litre. Horses generally eat grass, grain and hay. Police horses are fed with grains mixed with either wheat or corn offal twice a day and hay or fresh grass is made available throughout the day. A horse should be given at least one hour to rest after feeding before work.¹¹
- (iii) **Water:** Most horses require from 38 to 45 litres of fresh, clean water daily and so police horses are provided with

water ad lib. However, horses should not be given large amount of water when it is hot and before beginning an exercise. Horses should be watered before feeding to reduce loss of nutrients and prevent colic.

- (iv) **Salt:** Horses lose a lot of salt when they sweat, especially when they are on duty. They need to replace the lost salt for continued good health. This is normally provided in the form of commercially prepared salt licks.
- (v) **Grooming:** It helps to keep horses healthy and it improves their appearance. Police horses are normally groomed daily using the currycomb, dandy brush and hoof pick. Grooming also gives their coat a healthy glow, removes dirt and dandruff. Hoof picking, if not done, can cause diseases of the hoof such as thrush, navicular disease, etc.
- (vi) **Shoes:** Horse shoes protect the hooves from the stress of walking and running during duties. Horse shoes should be light and have very few nails.

THE NIGERIA POLICE DOG SECTION

Establishment

The Nigeria Police Dog Section was established in 1963, with only six dogs and six dog handlers in Lagos. The dogs and their handlers got the opportunity for a very good start with expert training in the United Kingdom. The section was established by Force Administrative Instruction (FA1) No. 13 (1), which states:

There shall be established a police service Dog Branch for the Force.⁹

The expansion of this section has fallen short of expectations, but the annual report of the Nigeria Police Force, 1976, reveals,

What was established in 1963 with only six dogs in Lagos has now expanded to cover all the states in the country.¹⁰

Breeds of Police Dogs

Based on the earlier classification of dogs, the Nigeria Police has identified and selected three classes of dogs depending on the type of duties they perform; to prevent or detect crime. The three classes as stated in FAI No. 13 (41) are:

- (a) General Purpose (GP) dogs
- (b) Narcotic Detection (ND) dogs
- (c) Guard (Security) (S) dogs.

These three classes are saddled with different roles based on their natural instinct, which is developed through training. Under this classification, the breeds used by the Nigeria Police are:

German Shepherd (Alsatian): This breed belongs to the group of herding dogs. They are known for their agility and smartness. They are general-purpose dogs, i.e. they do all kinds of duties.

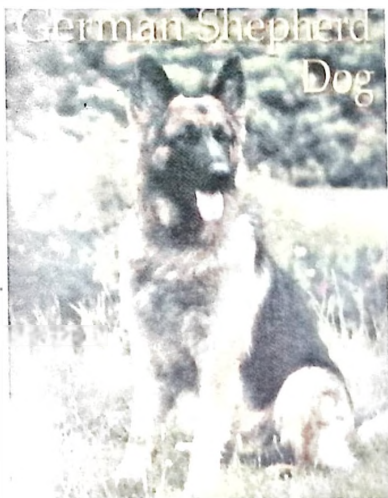


Fig. 24.3: A German shepherd dog.

Labradors: Also called retrievers are used as sniffers, because of their natural instinct of keeping their nose down sniffing. They are very good for police duties.

Rottweiler: This is a very strong and agile breed of dog. It is very intelligent and very good for police duties, especially as a guard. The sight of a Rottweiler is enough to frighten a criminal.



Fig. 24.4: Rottweiler dogs.

Doberman Pinscher: This is a utility or working dog. They make excellent police dogs as guard, rescue work, patrol dogs, etc.

Functions of the Dog Section

Given the great attributes of dogs, especially their highly developed senses of smell, hearing and sight, many law enforcement agencies all over the world have exploited them for a wide range of services to fight crime. In war and peace, police, fire service and military dogs and their handlers are called upon daily to protect and serve citizens. From mine detection to the location of wounded soldiers, the stories of their services have been very impressive. Similarly, detector dogs are keeping people safe by locating explosives, narcotics and other dangerous substances.

The worldwide fame of police dogs led the Nigeria Police to establish its own dog section. The Force, through the FAI No.13. (42 – 43) approved as follows the uses and functions of the section:

Role of General Purpose Dog (GP):

1. An aid in the performance of general police duties, and may be utilised for any of the following purposes:
 - (a) Preventive patrol work in areas where crime is prevalent
 - (b) Tracking of suspected, wanted or missing persons
 - (c) Searching of buildings or of areas for persons suspected to be in hiding
 - (d) Apprehension (tracking by the dog) of offenders resisting or attempting to escape arrest
 - (e) Searching bodies for weapons, or for lost or stolen property
 - (f) Crowd control
 - (g) Duties in connection with the guarding of person or pressures.

Role of Narcotic Detection Police Dog

- (a) Detect the presence of Indian hemp or opium whether concealed on the person or in containers
- (b) Rapid and effective searches for narcotics at sea ports and airports by examination of luggages etc., and at road checks for vehicle or persons suspected of carrying narcotic and warehouses and in other premises.

Role of Guard (Security) Dog

The guard (security) dog is trained specifically for guard duties, which include:

- (a) The prevention of the entry of person into premises or enclosed areas
- (b) The detection of hidden persons and
- (c) The detention (pinning) of suspected persons.

It is worthy to note that dogs on duty do not accept "gratification" or "beg" from a criminal at scene of crime. That is why dogs are the best in any security due to their absolute loyalty and they do not sleep on duty.

The dogs are trained in obedience, agility and criminal work. To undergo all these training, a good police dog must possess the following qualities:

- (a) It must be its breed
- (b) It must have keen natural senses
- (c) It must be built for speed, strength, agility and endurance
- (d) It must have an indomitable courage
- (e) It must be of even temperament; a mad or shy dog is of no use.

Management of Police Dogs

For effective use of police dogs, there has to be good management practices so as to get the best out of the dogs. A well-managed

dog can be a very good police dog. The main management practices include:

- (i) **Housing:** A dog that lives indoor needs a clean sleeping box lined with blankets or shredded papers while dogs that live outdoor like the police dog should have a well-insulated kennel with a dry warm floor. The kennels should also be well ventilated, cleaned daily and disinfected by the kennel men.
- (ii) **Feeding:** Feeding is vital, not only to the health and well being of dogs but has influence upon their physical appearance. Inadequate feeding or unbalanced diet could lead to nutritional deficiency diseases such as rickets, which affect the legs and render dogs useless for police duties. A good feeding regime is essential and can best be established by observing important guidelines such as feeding in the same place and at the same time. Feeding should be always at room temperature and not cold food. Sudden changes in diet should be avoided.

There are basically three ways of feeding dogs, which are:

1. Traditional
2. Canned feeds
3. Dry feeds.

The traditional feeding system, which is cheaper for the Force, has been adopted. It involves cooking of normal human food such as rice, beans, meat, corn etc. However, during special duties, dry feeds such as commercially prepared dog biscuits are used for convenience.

Feeding regime and number of feeding times of police dogs is based on the age of the dog and is as follows:

1. 3 to 12 weeks is four times
2. 12 to 16 weeks is three times
3. 16 weeks to 9 months is two times and finally
4. 9 months and above is once only.

Fresh and clean water is provided ad lib.

- (iii) **Grooming:** This an important part of dog care for maintenance of clean hair coat free of loose hair, remove ticks and fleas as well as to stimulate good circulation. It involves brushing the dog daily using body brush and comb and is done by the police dog handlers. A police dog on duty should look neat, clean and smart.
- (iv) **Bathing:** Dogs should not be bathed more than absolutely necessary as too much immersion can cause the coat to become dry. However, when they are given a bath, dogs should be dried immediately. The kennel men of the police dog section usually do bathing for the dogs.

THE NIGERIA POLICE VETERINARY SERVICES

Establishment

The Nigeria Police Veterinary Section was established in the year 1975 with one qualified veterinary surgeon to care for the Force animals. More doctors and veterinary nurses were subsequently employed to cater for the ever-increasing stock of animals. The veterinary services has responsibility for the medical care, advise on the purchase of good breeds of animals (dogs and horses), management and breeding of the Force animals.

Force animals are routinely vaccinated against certain infectious diseases; the horses against tetanus and African horse sickness, while the dogs are routinely vaccinated against rabies, canine distemper, canine parvovirus enteritis, hepatitis etc. The animals are also routinely dewormed every three months using broad-spectrum antibiotics and also de-ticked when infested by ticks. In case of illnesses, the section is always on ground to give prompt medical attention.

CONCLUSION

Though the animal section of the Nigeria Police was established many years ago and the branch has recorded successes in the past, the branch is currently living on its past glory. Over the

years, the section has suffered neglect and is almost going extinct while its counterparts all over the world are advancing. We have watched on the international news networks, how dogs are being used in the fight against terrorism, drugs and other related crimes. Dogs are also being used in times of disasters to search for persons buried underground while horses are used to quell riots and also for border patrols. The effective use of these animals reduces the pressure of work on the men. The Nigeria Police dogs and horses used to be symbols of pride for the Force as well as its image-maker.

However, hope is not lost. If only the section will get the desired attention in terms of funding and personnel training, I believe we will catch up with the fast moving world in line with the gospel of the global village. It is worthy to note once again that one dog or horse is equal to ten men on beat, they are 10 times more effective in crowd control and also in more specialised cases like narcotic and explosive detection.

In conclusion therefore, it suffice to say that the need to improve the Force Animals Section to perform its statutory duties of crime prevention and detection, catch up with its counterparts around the globe and be a source of pride to the Force and the entire nation cannot be overemphasised.

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Policing Nigeria in the 21st Century addresses the challenges of maintaining the peace and guaranteeing the security of lives and property in a vastly-changing world as typified by the very rapid strides in science and technology, in the new millennium. This function belongs to the police which, in Nigeria, is further challenged by an unfolding political culture of liberal democracy and new economic policies that have profound implications for the maintenance of law and order.

The book, a seminal study by senior officers of the Nigeria Police, takes a serious look at the matrix of law enforcement in Nigeria to make enlightened submissions on the ways forward to a better and improved policing standard for the nation. The attendant consequences of epoch-making developments within and outside Nigeria, provide the backdrop for critical surveys of some major aspects of the policing function. Each is anchored on the current realities of policing in Nigeria, with a compass to better tomorrows for both the police and the nation. The book provides the required reading for the training of police officers, personnel of other law enforcement agencies, as well as students of criminology and related subjects in Nigeria.

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Spectrum Books Limited

ISBN 978-029-801-4



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