



**RAPID INSTITUTIONAL ASSESSMENT
OF THE
POLICE SERVICE COMMISSION**

Final Report

**BUREAU OF PUBLIC SERVICE REFORMS
THE PRESIDENCY**

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Acronym	Meaning
IGP	Inspector General of Police
CLEEN	Centre for Law Enforcement Education in Nigeria
PSC	Police Service Commission
UN	United Nations
DIG	Deputy Inspector General of Police
MDAs	Ministries, Departments and Agencies
HOD	Head of Department
NPF	Nigeria Police Force
IPOA	Independent Policing Oversight Authority
ASP	Assistant Superintendent of Police
BPSR	Bureau of Public Service Reforms
IPPIS	Integrated Personnel and Payroll Information System
IPID	Independent Police Investigation Directorate
DFID	Department for International Development
NHRC	National Human Rights Commission
UNDP	United Nations Development Programme
APER	Annual Performance Evaluation Report
CSO	Civil Society Organization
CSP	Chief Superintendent of Police

EXECUTIVE SUMMARY

Background

At the heart of citizen oversight mechanism of the police is the idea that people from outside the police should have a role in calling the police to account for their actions, policies and organisation. The creation of civilian institutions for the routine oversight of police conduct on behalf of the public, is a common feature in democratic societies. It is important, therefore, for democratic societies, including Nigeria that police powers, including the powers to arrest, to question, and to use lethal and non-lethal force, be closely regulated and monitored, not only through the mechanism of independent judiciary, but also by being subjected to civilian control.

In pursuance of this objective, democratic governments are increasingly creating specialized and permanent structures to perform this function. In Nigeria, the Police Service Commission (PSC), established under Section 153 of the 1999 Constitution, is the embodiment of the concept of civilian oversight policing for the Nigeria Police Force. The Police Service Commission is by law charged with the responsibility for the appointment, promotion and discipline of personnel in the Nigeria Police Force (other than the Inspector-General of Police). It also exercises disciplinary control over officers and men of the Nigeria Police Force.

At a global forum of civilian oversight bodies on the police held in Los Angeles, California, in May, 2002, it was evident that only the Nigeria Police Service Commission, out of the 20 participating countries, had the powers of appointment, promotion and discipline of police officers combined in one institution. Going by its mandate, the forum concluded that the Police Service Commission ought to be one of the most powerful bodies in the world.

However, at another Conference on 'Civilian Oversight as a Mechanism of Good Governance in Policing in Africa' held in Nairobi, Kenya on 13th March, 2015, it was observed that Nigeria's Police Service Commission (PSC) 'is more of a human resource institution'. This assessment of the PSC at the conference might have been as a result of the fact that the PSC focuses more on recruitment and promotion rather than more on discipline. It is a known fact that PSC refers all complaints of extra-judicial killing back to the Nigeria Police Force for investigation, thereby robbing the PSC of its relevance.

The Bureau of Public Service Reforms (BPSR) notes that the task before the Commission in discharging its functions are indeed enormous. However, given the record of past neglect, it is gratifying to note that the Commission has started to address the numerous problems confronting the Nigeria Police Force, which had seriously affected the morale of serving officers and consequently the effectiveness of the Force. The overall view of the BPSR on the Commission is that the full potential of the Commission has not been realized due to a combination

of factors. If strengthened in the areas of investigation, organization, adequate budgetary allocation, strategic leadership and institutional systems, etc. the Commission can develop into a highly motivated, professional, effective and accountable organization that provides police oversight and upholds human rights. More importantly, it would transform the Nigerian Police Force into a modern and responsive force that can earn the trust of the Nigerian public.

In order to assist the Police Service Commission to effectively and efficiently deliver on its mandate, the Bureau of Public Service Reforms (BPSR) conducted a rapid institutional assessment of the organization. The methodology employed for the assignment included literature review, interactive sessions, interviews and focus group discussions with a cross section of PSC staff at the directorate, middle and junior levels on the operations and challenges faced by the Commission. In addition, the assessment team held individual meetings with the heads of departments to individual meetings regarding various aspects of the mandates of the Commission. The information gathered was processed and inferences were drawn based on careful analysis.

The main findings and recommendations are summarised below, while more detailed analyses are presented in the body of the report. In order to realise the benefits of the assessment and achieve necessary performance improvement, the Management will need to take concerted steps to address the findings and implement the recommendations in the short, medium and long-term.

Summary of Key Findings

General findings

- The Commission has made some appreciable impact in the discharge of its functions, especially in the area of coordinating recruitment and appointment of personnel into the officer cadre of the Nigeria Police Force. It collaborated with the NPF in carrying out the presidential order to hire ten thousand (10,000) personnel into the Police Force. It has also developed policy guidelines for recruitment, discipline and promotion (including special promotion).
- The Act empowers it to delegate its powers to the NPF as it may deem fit and through an instrument of delegation, the Commission has delegated under certain conditions, part of its responsibility for recruitment, promotion and discipline to the IGP.
- From 2013 to date, the Commission has dealt with a total of two hundred and seventy-six (276) disciplinary cases, with its decisions ranging from dismissal and compulsory retirement, through rank reduction and reprimand to warning and exoneration. Also, a total of 7,013 senior police officers (Assistant Superintendent of Police to Deputy Inspector General of Police) were promoted in 2014.
- The Commission needs to do more in ensuring fairness and transparency in future recruitment and promotion exercises and in the handling of

disciplinary cases. Police personnel also need to be informed and enlightened through the circulation of the relevant policies guiding these processes and activities.

- The Commission has not done much regarding its function of ensuring and promoting optimal efficiency in the NPF, which is quite a strategic and wide-ranging function.

Institutional Factors

The Management of the Commission

- The Act provides for an apex decision-making organ – the Management of the Commission – which is to be headed by a Chairman, with seven (7) other members, including two commissioners, who have executive status and are designated as Commissioner I and Commissioner II. As presently constituted, the Management not only has a retired police officer of the rank of Commissioner of Police or above (a retired DIG) as specified in the Act, it also has as Chairman a retired Inspector General of Police. But appointing a retired police officer to head the management could be counter-productive as it amount to asking the police to oversee itself. The essence of civilian oversight on the police cannot be said to have been achieved with a chairman with such a strong link to the NPF.
- As currently constituted, there is no representation of non-governmental human rights organisations in the Management structure of the Commission, contrary to the provisions of the Act. In a Management that is committed to upholding the fundamental human rights of members of the public and policemen alike, this represents a big lacuna.

Structure

- The Act empowers the Commission to revise its structure as it may deem fit for optimal performance, subject to the approval of the President. The organisational structure has evolved over the years as the Commission has gone through a series of structural changes.
- The current structure does not take due cognisance of the key function of promoting efficiency in the NPF.
- There is a Zonal Office Coordination Department in place whereas the zonal offices are not functioning optimally as they are too inadequately staffed, poorly equipped, and poorly set up to make any meaningful impact in the Commission's service delivery efforts. Properly setting up the zonal offices and making them effective are necessary to justify the continued existence and relevance of the department.

Leadership

- The Management of the Commission currently comprise experienced individuals who have excelled in their various fields of endeavour. The

Chairman, a former IGP, and the two executive commissioners (designated as Commissioner I and Commissioner II, a retired justice of the Supreme Court and a retired DIG), have brought their knowledge and experience to bear on the day to day operations of the Commission. The Permanent Secretary and the heads of department are also knowledgeable, experienced and have the capacity to execute the decisions of the Management.

- Although the Establishing Act provides for the appointment of a Secretary to oversee the day-to-day administration of the Commission, it does not specify a tenure of office for the appointee or the holder of that office. This has given room for the appointment into the position, of serving Permanent Secretaries who are frequently changed, with a turnover of eleven Permanent Secretaries in sixteen years. This situation is detrimental to the sustenance of the Commission's institutional memory.

Operational Issues

The Commission's operations are constrained by the following:

- Although 12 zonal offices have been approved for opening across the country, the Commission currently has some form of presence in only five zones - Kano, Umuahia, Yola, Sokoto and Bauchi, where it has ten, three, four, two and three personnel respectively. The offices are too uneven in spread, poorly staffed and equipped to be effectively access by the ordinary citizen at the grassroots across the country.
- Key work processes have not been automated as IT infrastructure is poor and inadequate. This results in unnecessary bottlenecks and does not promote efficiency and improved productivity.
- Office space at the Commission's headquarters is inadequate and scattered across three different locations, with staff of the same department located in different locations. This adversely affects work flow, synergy and coordination.
- General staff meetings, otherwise known as town hall meetings, are infrequent and uncommon. From July 2016 to date, there has been only one general staff meeting, while departmental staff meetings have also been irregular, few and far between.
- Some directors and focus group members admitted to some level of staff redundancy, caused by incompetence. They also admitted to absenteeism and truancy by some staff.
- Training is often seen and used as a carrot-and-stick mechanism to favour and punish staff. Training have been haphazardly and disproportionately provided to staff. Also, the training provided often does not address the skill gaps of staff.
- The Commission has not done much to create public awareness about its existence and services. While its website is currently inactive and non-

functional, there are no official social media accounts to robustly disseminate the Commission's activities to external stakeholders.

Human Resources

- The staff strength of the Commission currently stands at three hundred and sixty-eight (368). The Commission has more support service staff than the core operations staff. The lopsided ratio is indicative of either poor human resource or manpower planning or lack of it, in which case recruitment, selection and hiring into the organisation were not targeted at meeting critical staffing needs.
- A number of staff across various cadres, grade levels and departments acknowledged that there are incompetent and under-employed employees among the staff that do not have the requisite capacity to perform the role expected of their cadre and status. This calls to question the effectiveness of the recruitment and selection process in providing the type of staff required by the Commission.
- There are complaints by middle-level management staff of exclusion and not being carried along by the management and heads of department in the operational activities of the Commission. This has however been adduced partly to the lack of trust and confidence by the HODs in the capacity of the staff to deliver on delegated tasks. This leaves employees who are deemed not to be competent, redundant.

Management Systems

The Commission has developed and produced some basic management systems for ensuring effective and efficient operation. These include:

Operations Manual: The Commission has developed and produced an operations manual which comprehensively defines the key responsibilities and functions of the departments and units. However, the manual which was introduced in 2012, needs to be reviewed and updated to reflect current operational realities and aspirations of the Commission.

Personnel Policy: The Commission has developed and produced a Condition of Service to guide employees in the performance of their roles, and the terms and conditions under which they are employed.

Strategic Management: The Commission has a mission and vision statements that speak to its mandate. However, it is yet to articulate and adopt a set of organisational values to guide the conduct of official business. There is currently no Strategic Plan developed for the Commission, as the last one was developed for the period 2008-2012, and poorly implemented.

Management Reporting: The Commission has lagged behind in recent years in rendering returns on annual reports. It has also fail to render returns on quarterly

reports, as mandated by the Act. The last annual report published was for the period 2014, while that of 2015 is said to be ready but yet to be published due to lack of funds.

Financial Management: In line with its self-accounting status, the Commission has a financial management system which ensures financial and accounting records are kept. Financial and accounting reports are rendered to meet the financial reporting requirements of the Act. However, the lack of a strategic plan negatively impacts the Commission's budgeting process, which does not involve any long term budgeting, i.e. no multi-year planning and budgeting, which would have focused budgeting on the strategic priorities of the Commission.

Performance management: The Commission currently practices a performance appraisal system, which though requires employees to highlight their work achievements, does not make provision for performance targets against which performance can be objectively measured. The outcomes of performance appraisal exercises are not used as the basis for determining employee reward and sanction. As best practice, the Management can institute an employee performance management system to drive employee performance towards the strategic priorities of the Commission, and to reward and sanction employees based on their performance.

Job descriptions: There is clarity of functions at the departmental level, as functions are clearly spelt out and documented. However, the Commission does not have employee job descriptions or schedules of duty, which spell out the key accountabilities and tasks that each member of staff is to perform.

Funding and Expenditure Patterns

- Although the Act empowers it to source funds through loans, gifts and grants for its operations, external financial support to the Commission has been virtually non-existent. While the Commission failed in the past to sustain some collaborations due to its inability to retain the trust and confidence of some development partners and donor agencies, it has also not exhaustively explored similar opportunities for partnerships and collaborations.
- Capital budget appropriation to the Commission has been poor, while releases for capital expenditure have been inconsistent. Although the construction of a new office complex has been the major capital project embarked upon by the Commission, poor funding has resulted in its non-completion, four (4) years after the scheduled completion date.
- The Commission intends to undertake a headcount of all police personnel in the Nigeria Police Force and develop a database therefrom, to address the contention regarding the exact number of personnel in the Nigeria Police Force. However, the project requires significant funds to execute,

which the Commission currently lacks. The Commission expects to fund the completion of its office complex currently under construction and its relocation to the complex, once completed.

Inter-institutional Linkages

- The Act provides for the representation of key police stakeholders in the Management of the Commission so as to promote their respective interests and forge collaborations between the Commission and stakeholders. The Commission has however not achieved or done much in this area. An inter-agency consultative committee was established in 2002, with membership including the Commission, the NPF, Ministry of Justice, National Orientation Agency, National Human Rights Commission, academics, development partners and non-governmental organizations. The Committee developed and published a set of guidelines for monitoring the conduct of policemen during elections. This has provided a veritable template for police monitoring during the general elections of 2003, 2007, 2011, and 2015.
- The Commission has linkages with National Human Rights Commission in the area of protection and defence of human rights of members of the public. It receives from the NHRC complaints against policemen by members of the public and it collaborates with the human rights body to ensure that justice is served. The PSC liaises with the Nigeria Police to investigate complaints against the police and provides redress to the complainant.
- Linkages with the Nigeria Police Council, which comprises the President, 36 state governors and the Minister of Interior, is essentially limited to the membership of the Commission Chairman in the Council. Also, the functions of the Ministry of Interior and the Commission are quite distinct and explicit, and there are virtually no duplication of functions between them. While the Commission has responsibility for police recruitment, promotion and discipline, the Ministry is responsible for the procurement and supply of police equipment and tools. The Commission is required to notify the Attorney General of the federation and Minister of Justice of its litigations and to obtain its approval before engaging the services of external lawyers.

External Environment

Key external/environmental factors affecting the Commission are summarised as follows:

Legal: The Commission is constrained by certain aspects of the Act, which places certain authority and powers beyond its confines. These include the provision that the Commission requires presidential approval to revise or amend its structure; limiting the Commission to paying salaries equivalent to those of the

Federal Civil Service; and the failure to stipulate a tenure for the Commission Secretary.

Political: Politicking and political activities such as elections put pressure on the police and consequently on the Commission. The creation of other security agencies also limits the attention and funding given to policing, and consequently, to the Commission. Globally, organisations like the Commission are set up to provide civilian oversight on police. Therefore, appointing a retired police officer to head the Commission diminishes the very essence of setting up the Commission.

Economic: The drop in Federal Government's revenue due to fall in oil price and other negative economic factors limit the entire budget and consequently, the funding requirement that the Commission can receive.

Social: Poor public awareness of the Commission, its role and activities are limited. This limits its impact in resolving public complaints against the police. The awareness of policemen is also limited and this also limits the Commission's impact in resolving policemen's complaints and petitions. Apart from awareness, the negative public perception of the Police, which reflects in general distrust and lack of confidence in the policing system, could rob off on the Commission.

Technological: While there has been no historically reliable electronic database of all policemen, Commission can liaise with relevant IPPIS authorities to obtain the available records of police personnel to facilitate its work in building a comprehensive and reliable database of policemen.

Summary of Key Recommendations

1. Conduct a police headcount and develop an automated database of all police personnel.
2. Proactively seek and take advantage of opportunities to collaborate with old and new local and international partners.
3. Give more attention and focus to the function of improving efficiency in policing, as mandated by the Act.
4. Set up zonal and state offices with even geographical spread and adequately equip, staff and head them with senior personnel with appropriate authority and accountability.
5. Develop and implement a strategic plan detailing key organisational objectives to be pursued over the long or medium term and strategies for achieving them.

6. Revisit the under-listed key strategies and initiatives in the 2008-2012 Strategic Plan and seek donor agencies support to implement them, as a matter of priority:
 - Deploy software for monitoring and tracking complaints and process of grievance resolution;
 - Deploy a networked electronic record archiving system to facilitate the storage and retrieval of case files and record;
 - Conduct staff [competency] audit to match staffing competence with responsibility;
 - Conduct personnel verification exercise in the Nigeria Police Force to generate data on policemen for personnel planning and decision making;
 - Raise public awareness on the procedure for reporting police misconduct and increase public awareness of the Commission and access to its services.
7. Automate the key work processes of the Commission to optimise efficiency and effectiveness.
8. Institute a merit-based employee performance management system that would link reward and sanction to performance and focus employee efforts towards the Commission's strategic objectives.
9. Develop job descriptions detailing key accountabilities, tasks and competency profiles for all job positions in the Commission and, ensure that they are used to develop individual work plans discussed and agreed with supervisory officers, with a view to managing employee performance.
10. Introduce and institute a culture of communication through regular general staff (town hall) and departmental meetings. Apart from specific information needed to carry out work, staff also need to be abreast with information about the activities and operations of the Commission to make them feel they are part of an important effort and a wider purpose in the organisation.
11. Develop and implement a training plan based on systematically identified skill gaps and strategies for bridging them.
12. Align the Commission's investment in training and capacity development with its strategic and operational priorities to nurture staff talent, development, well-being and productive contribution.

13. Revise the organisational structure to better align it to the mandate and to make the Commission more effective in the discharge of its functions.
14. Make the position of Secretary a tenured position and appoint office holder on substantive basis.
15. Make special case in the next budgeting cycle for a one-off budget funding to complete the construction of the office complex.
16. Resuscitate the official website and make it interactive for members of the public. Seek technical support from an R2K (an information technology NGO) to leverage on such best-practice website as that of the Bureau of Public Service Reforms.
17. Make statutory reporting (rendering returns on annual and quarterly reports) regular and timely. Also, publish the reports on the Commission's website.
18. Take a proactive approach to police discipline by focusing on advocacy for indiscipline conduct among police personnel.
19. Review and update the operations manual to reflect current realities.
20. Develop and implement strategies for creating public awareness about the Commission and its services.
21. Incorporate lessons on the history and functions of the Police Service Commission in the curriculum of police colleges
22. Review and update the asset register to properly account for the Commission's assets.
23. Circulate the policies on police recruitment, promotion, discipline and retirement across police formations to provide police personnel with relevant career management information.
24. Articulate a set of shared values to guide the conduct of business and dealings with internal and external stakeholders.
25. Emphasize strict adherence to the policy guidelines on recruitment, promotion, special promotion and discipline both at the Commission and the NPF to reduce petitions and complaints.

26. Strengthen linkages with partner-institutions, towards leveraging on their support to realize the Commission's goals and mission.
27. As part of its public awareness programme, the Commission should seek collaboration with, and support from civil society organisations and donor agencies, non-governmental or civil society organizations development partners to periodically measure public perception of its performance and impact to provide an indication of the effectiveness of its strategies.
28. Develop a manpower plan that sets out the Commission's present and future manpower needs. The plan will enable the Commission to determine the talents (number and skills required to meet present and future staffing requirements).
29. Develop and implement a Human Resource Management policy, which would address the key HR issues that have been identified and provide guidelines on how people management issues in the Commission would be handled. The aim is to ensure that HR issues are dealt with consistently in line with certain principles.
30. Institute an Outstanding Police Service Awards in recognition of excellent police officers, bringing key agencies and CSOs in policing to work together to reward excellent police officers. In this regard, borrow good practice from the Kenya Independent Policing Oversight Authority (IPOA).
31. As a starting point for the implementation of the recommendations of this report, a Management and staff retreat should be organized to re-orientate management and staff on a new direction for the PSC, as well as share the contents of this report at the retreat.
32. Make case for the amendment of the PSC Act to remove areas of seeming contradiction and lack of clarity.
33. Reposition the Commission to focus more on disciplinary matters of the Police, including the investigation of complaints against personnel of the Force. The Kenya Independent Policing Oversight Authority (IPOA) is an example of a civilian oversight body that has focused more on discipline, resulting in its relevance and vibrancy.
34. Appoint only civilians with non-police and non-military background as the Commission Chairman to avoid the risk of conflict of interest.

CHAPTER ONE

1. Introduction

1.1 Background

1.1.1 The concept of civilian oversight of policing, which basically involves people from outside the police having a role in calling the police to account for their actions, policies and organisations is not new to Nigeria. Since the inception of the Nigeria Police Force under the British colonial government from 1930 to now, Nigerians have always played a significant role in demanding and compelling the Nigeria Police Force to be more accountable to the citizens. Nigeria has multiple institutions and mechanisms for holding the police accountable for their actions. These institutions include the courts, National Human Rights Commission, the Ministry of Interior, the Police Council, Police Service Commission, and the judiciary.

1.1.2 Of all these institutions, the Police Service Commission (PSC) by its constitution and statutory powers, is the only civilian oversight body of the Nigeria Police Force charged with the responsibilities of appointment, promotion and discipline of personnel of the Nigeria Police Force. By its statute, the Commission ought to be one of the most powerful of such bodies in the world. At a global forum on civilian oversight bodies on the police in Los Angeles, USA in May, 2002, participants acknowledged the unique contribution that the Nigeria Police Service Commission could make to the global community of civilian oversight bodies of police, through the exercise of its enormous powers. It was evident at the global forum which drew about 20 civilian oversight bodies, that it was only the Nigeria Police Service Commission that had the powers of appointment, promotion and discipline of Police officers combined in one institution.

1.1.3 The role of the PSC in a democratic society is, therefore, significant as the Commission is tasked with helping to ensure police accountability, adherence to the rule of law, cordial police-public relationship, as well as promotion of transparency, accountability and professionalism of Nigeria Police Force personnel. However, in spite of the important functions of the PSC, the rights and freedom of ordinary Nigerians continue to be adversely affected. A combination of factors has continued to undermine and impact on the effectiveness of the PSC, thereby robbing it of relevance and vibrancy.

1.1.4 It is against this background that the Bureau of Public Service Reforms (BPSR) undertook a rapid institutional assessment of the Police Service Commission to identify the various challenges that have continued to hinder its

effectiveness and to, provide evidence-based recommendations in helping to re-position the Commission for effective and efficient discharge of its mandate.

1.2 Scope of the Institutional Assessment

A rapid institutional assessment or review of the Police Service Commission was carried out, drawing experiences from previous similar assessment of other agencies. The review exercise focused on three main areas:

- a. Institutional factors (history, values and mission, mandate, culture, leadership, structures, human and financial resources, formal and informal management systems) and an assessment of performance against the mandate, benchmarked with other similar organisations;
- b. Inter-institutional linkages (the synergy between the activities of the Commission and its alignment with other multiple institutions such as the Ministry of Interior and the National Human Rights Commission); and
- c. External environment (economic, legal, regulatory, political and social), as it has affected the Commission.

The scope of work included the critical examination of the following:

- a. The role of the Police Service Commission and how it is being currently performed;
- b. The current structure to identify structural issues to be addressed in the immediate, medium and long -terms;
- c. The relationship between the budgeting and expenditure patterns of the Police Service Commission and its mandate;
- d. The need to explore other sources of funding to the Commission;
- e. The relationship of the Police Service Commission and its alignment with other external and internal oversight bodies, including the Ministry of Interior, Nigeria Police Council, and the National Human Rights Commission;
- f. The level of awareness of the public of the activities of the Commission;
- g. The level of collaboration between the PSC, NHRC and the NPF accountability mechanism;
- h. Good practice from similar agencies established in other countries; and
- i. Other areas which would strengthen the efficiency and effectiveness of the Commission.

1.3 Approach and Methodology

A variety of complementary approaches were used in carrying out the rapid institutional assessment of the PSC, which ensured that all shades of opinion and interest were captured. Respondents were encouraged to be open and honest and to see the role of BPSR as that of assisting PSC. An introductory meeting was held between the BPSR and PSC top management staff led by the Permanent

Secretary. The BPSR made it clear that it was not at PSC on a witch hunt or to conduct an interrogation. Rather, it was hoped that the assignment would offer valuable advice to PSC on how to re-position and better deliver on its core mandate. At the inception of the assignment, the BPSR team reviewed extant literature, which helped to properly situate the Commission's work and enrich understanding of the issues at play. Additionally, the BPSR team conducted interactive sessions, interviews and focus group discussions with the Management, the Permanent Secretary (PSC), Directors and heads of units of the Commission, as well as critical stakeholders including junior and middle level management staff of the Commission, civil society organisations, police officers and government officials. Also, a de-briefing session was held to present key findings from the review exercise to the top management staff of the Commission.

1.4 Limitations of the Institutional Assessment

The rapid nature of this assessment means that it was not possible to examine all areas and issues in great detail. However, the purpose is to identify constructive directions towards supporting the Commission to deliver its mandate more efficiently and effectively. The main limitation of the study was the inability of the BPSR's team to meet and interview the Chairman of the Commission, who as at the time of the review exercise was away. However, the team met and interviewed retired Justice Olufunke Adenike, the Commissioner 1 and Acting Chairman at the time of the review exercise. (The Commission Chairman has since been properly debriefed, along with the Directors/Heads of Department.) More importantly, obtaining relevant information was a problem as some required documentation was not provided in a timely manner.

CHAPTER TWO

2. Background to the PSC

2.1 Evolution of the Police Service Commission

2.1.1 In an ideal democratic society, policemen are public officials responsible for the promotion and protection of the rights of citizens. Their primary mandate is to protect the life, property, dignity, rights and freedom of ordinary citizens. The Police are vested with the powers of surveillance, arrest, investigation, search, seizure, interrogation, detention, bail and prosecution in order to tackle crime and guarantee the fundamental human rights and freedom of citizens. Therefore, if properly exercised, Police powers provide effective mechanisms for protecting and promoting human rights, freedom and security, as well as sustaining public order and promoting national security. However, if abused, Police powers can become an instrument of repression and exploitation, which in the long run engenders national security and development. More importantly, if the powers of the Police is unregulated, it would be exercised with impunity, and it will result in eroding the sanctity of human lives, dignity, freedom and rights.

2.1.2 Mechanisms for external Police oversight are, therefore, designed to ensure that as a public bureaucracy with coercive powers, the Nigeria Police discharges its responsibility as a promoter and protector of the rights, freedom and dignity of ordinary citizens. The primary objective of Police oversight is to ensure that the Police Force and its personnel are accountable and answerable for their performance (effectiveness, efficiency responsiveness), for the use of their powers and resources, and for their conduct.

2.1.3 In pursuance of this objective, the Federal Government first established the Police Service Commission (PSC) in 1979, as the agency with explicit powers of police oversight in Nigeria. The PSC was responsible for policy formulation, organisation, administration and financial management of the Nigeria Police (except for pension matters). In February 1989, President Ibrahim Babangida abolished the PSC and established the Nigeria Police Council in its stead, under direct presidential control. The Nigeria Police Council was chaired by the President, with the Chief of General Staff, the Minister of Internal Affairs, and the Inspector-General of Police (IGP) as members. The Police Service Commission was re-established in 1999 under the civilian government of President Olusegun Obasanjo. Its establishment was also amplified by the Police Service Commission (Establishment) Act of the National Assembly, 2001. The vision of the PSC is to be '*a highly motivated, professional, disciplined and accountable Police Service that upholds Human Rights*', while its mission is to '*improve service delivery in the Nigeria Police Force by promoting*

transparency and accountability in the Police'. The PSC commenced operation in 2003 with the appointment of a chairman and members of the Management. Staff of the PSC were drawn from relevant MDAs and deployed to the PSC as pioneer staff.

2.2 Functions and Powers of the Commission

2.2.1 By virtue of Paragraph 30, Part 1 of the Third Schedule of the 1999 Constitution and Clause 6 (1) of the Police Service Commission (Establishment) Act, 2001, the Commission has responsibility for appointment, promotion and disciplinary control of members of the Nigeria Police Force (except the Inspector-General of Police). The Act empowers the Commission to:

- a. appoint and promote all officers of the NPF other than the Inspector-General of Police;
- b. dismiss and exercise disciplinary control over the same personnel;
- c. formulate policies and guidelines for the appointment, promotion, discipline and dismissal of officers of the NPF;
- d. identify factors inhibiting or undermining discipline in the NPF;
- e. formulate and implement policies aimed at enhancing efficiency and discipline in the Nigeria Police Force;
- f. perform such other functions which in the opinion of the PSC are required to ensure the optimal efficiency of the NPF; and
- g. Carry out such other functions as the President may from time to time direct.

2.2.2 In order to ensure the independence of the PSC in the exercise of its powers and discharge of its functions, the Act provides that the *'Commission shall not be subject to the direction, control or supervision of any other authority or person in the performance of its functions other than as prescribed in the Act'*. Section 215 (b) of the 1999 Constitution further empowers the PSC to appoint a Commissioner of Police for each State of the Federation, and the PSC Act grants the Commission leave to delegate any of its powers under the Act to the NPF as it may deem fit.

2.3 The Commission's Management: Composition and Powers

2.3.1 The PSC Act vests the Management of the Commission in members whose appointment shall be in line with the Federal Character provision of the Constitution for a period of five years. The Chairman and other members of the Commission are appointed by the President, subject to the confirmation of the Senate. The 1999 Constitution provides that the Management shall have not less than 7 and not more than 9 members, to be appointed for a 5-year tenure in accordance with Section 155 (i) (c) of the Constitution.

2.3.2 The Management of the Commission is to be constituted as follows:

- A Chairman who shall be the Chief Executive of the Commission;
- A retired justice of the Supreme Court or Court of Appeal;
- A retired police officer not below the rank of Commissioner of Police;
- One representative each of:
 - Women interest;
 - Nigerian press;
 - Non-governmental human rights organisation in Nigeria;
 - Organised private sector; and
 - Secretary of the Commission.

The Chairman, the retired justice, and the retired police officer are full-time members, while the others are part-time members. The first Board of the Commission was inaugurated on 28th November, 2001, under the Chairmanship of Chief Simon Okeke, while the second was inaugurated on 15th April, 2008 with Mr, Parry Osayande, DIG (Rtd), as Chairman. The current Chairman is Dr. Mike Mbama Okiro, a former Inspector-General of Police.

2.4 Structure of the Commission

The Act empowers the Commission to establish the following departments:

- a. Department of Administration and Personnel Management;
- b. Department of Investigation;
- c. Department of Finance and Supply;
- d. Department of Planning, Research and Statistics; and
- e. Department of Legal Services.

The Act also empowers the Commission to, with the approval of the President, increase the number of departments as it may deem necessary and expedient to facilitate the realization of its objectives. In this regard, the Commission got the President's approval for a new structure with the following departments:

- a. Administration and Finance Department
- b. Recruitment Department
- c. Promotion Department; and
- d. Discipline Department.

2.5 Staff of the Commission

2.5.1 The Commission is empowered by law to have a Secretary who must be an officer from the Federal Civil Service not below the rank of a Permanent Secretary. The Secretary is expected to be appointed by the President, upon confirmation by the Senate to hold office on such terms as applicable in the Federal Civil Service. The Secretary is the chief accounting officer in charge of

the day-to-day administration of the Commission and responsible for, subject to the Management, the general direction and control of all employees.

2.5.2 The Commission has the power to employ staff directly or on secondment from any arm of the civil or public service at the Federal or State level to assist in the discharge of its functions. The salary structure, including allowances and benefits of the Commission are as applicable to other officers of equivalent rank in the Federal Civil Service.

2.6 Funding and Financial Provisions of the Commission

The Commission is funded primarily with the funds appropriated by the National Assembly for the implementation of its programmes and project. The Act empowers the Commission to establish and maintain a fund from which shall be defrayed all the expenditures it incurs. The fund shall be in the form of grants, loans or deposits by the Federal or State Government or any other body or institution whether local or foreign. The Commission shall apply the proceeds from the fund for its administration, as well as for the payment of salaries, allowances and benefits, pensions, etc.

2.7 Relationship with Stakeholders

In recognition of the enormous task of civilian oversight of the Police, the Commission collaborated with a number of relevant stakeholders in the course of carrying out its functions. They include such organisations as the United Nations Development Programme (UNDP), the Department for International Development (DFID), the Open Society Justice Initiative (OSJI), the CLEEN Foundation, the Independent Complaint Directorate, South Africa, the Federal Ministry of Justice, the National Human Rights Commission, and the National Orientation Agency. The PSC is also a member of the African Policing Civilian Oversight Forum (APCOF), an international body based in Cape Town, South Africa, which conducts peer review of police oversight mechanisms.

CHAPTER THREE

3. Literature Review

The historical development of civilian oversight of policing, which primarily involves people from outside the police taking a role in asking the police to account for their actions is relatively a recent phenomenon. Studies show that early attempts at civilian oversight bodies emerged in the United States as early as the 1940s. Civilian oversight of policing began to take hold in the US from the 1970s. While civilian oversight mechanism began to emerge in Australia, United Kingdom, and Canada in the 1970s and 1980s. Studies also reveal that countries such as India, South Africa, and Brazil began to incorporate civilian oversight processes in their system as part of police reforms from the 1990s.

In reviewing literature on civilian oversight of the police, the important question to ask is: Is civilian oversight of policing important? Findings show that where oversight mechanisms have been established, they have rarely emerged because of a consensus among police, government, and advocates about their value. More often, the establishment of civilian oversight bodies are the product of struggles and compromises made between those who support oversight and those who resist it, and between those with competing visions of what oversight should look like. Indeed, the police themselves have variously supported or opposed oversight mechanisms in different times and locations. One school of thought holds the view that complaints and misconduct, or other areas of policy, are addressed more effectively when civilians are involved in the process than when police deal with such issues on their own.

Another school of thought holds the view that civilian oversight does not guarantee legitimacy, and certainly there are examples where oversight agencies have not enhanced confidence in the police. There is also the school of thought that appeals to the democratic idea that citizens should have influence over their governance, particularly in relation to the police, given their significant power over the citizens. To this school of thought, the police powers include, the power to detain and to use force against citizens. Oversight mechanisms may provide an important way in which policing can become more directly responsive to citizens. This report adopts the position of Walker (2007) that civilian oversight ensures more thorough and fair investigations, that more complaints are sustained, or that they result in more disciplinary actions and, as a result, more police misconduct is deterred.

The review of literature reveals that the nature of civilian involvement in the complaints process varies substantially between oversight agencies. While some organizations take primary responsibility for receiving and investigating complaints, others do not carry out full investigations of all complaints. Rather, they have some involvement in overseeing or reviewing complaint investigations, and may carry out some investigations. In other cases, civilian oversight bodies have no investigative

mechanisms of their own, and are simply involved in the review, monitoring, and audit of complaints and their investigation. For example, the South African Independent Complaints Directorate investigate more serious offences - notably deaths in custody or by police action - as well as some complaints involving serious criminal offences by police officers. However, the remaining complaints are referred to the police for investigation.

The review of literature shows that there are a range of ways in which civilians can oversee policing. Walker (2007) offers a range of categories, based primarily on the U.S. experience of dealing with complaints and misconduct issues. In his first category, responsibility for investigating individual complaints is given to an agency external to the police department, and civilians carry out the initial fact-finding investigations. In a second category, citizen complaints are investigated by the police department, and civilians are involved in reviewing investigative complaints. In a third category, citizen complaints are received, investigated, and disposed of by the police department. However, if complainants are not satisfied with their treatment, they can appeal to the oversight agency. A fourth category involves arrangements where police departments investigate complaints, but an auditor is authorized to review, monitor, or audit the department's complaints process. The shortcoming with the categorization is that it excludes examples of oversight agencies that are not primarily concerned with complaints or misconduct, but take responsibility for broader areas of police policy, an area of oversight that should not be neglected.

Studies have also shown that civilian oversight mechanism vary from country to country, depending on the political structure of the country involved. These mechanisms include:

- i. Constitutional provisions that guarantee fundamental rights, which serve as limitation on exercise of police powers. The provisions constrain the police to act within the ambit of the law or due process. In Nigeria, the 1999 Constitution establishes two principal organs for the control of the Nigeria Police Force. It established the Nigeria Police Council, as was the case in the 1963 Constitution but omitted in the 1979 Constitution. The Third Schedule of the 1999 Constitution created the Nigeria Police Council and the Police Service Commission, the latter being the main subject of this report. The Police Council consists of the:
 - a. President who shall be the Chairman;
 - b. Governor of each State of the Federation;
 - c. Chairman of the Police Service; and
 - d. Inspector-General of Police.

The functions of the Police Council include the following:

- organisation and administration of the Nigeria Police Force and all other matters relating thereto (not being matters relating to the use and operational control of the Force or the appointment, disciplinary control and dismissal of members of the force);
- general supervision of the Nigeria Police Force; and
- advising the President on the appointment of the Inspector-General of Police

The Constitution requires the President to consult the Nigeria Police Council before making appointment to the office of the Inspector-General of Police and before removing him or her. The 36 state governors constitute an overwhelming majority of the membership of the highest organ of control of the Nigeria Police Force. Under the current political dispensation, the administrative secretariat of the Police Council is in the Ministry of Interior.

The 1999 Nigerian Constitution contains a 'Bill of Rights'. Many of the provisions have bearing on the mechanism and processes of police accountability. The Constitution guarantees the rights to life and dignity, prohibits torture and unusual punishment, guarantees rights of accused persons to be presumed innocent until adjudged guilty by a competent court, etc. It also guarantees freedom of movement, religion and association, among others. These provisions, as indicated above, represent pro-active mechanisms for accountability. They set limits on the action of public authorities in their exercise of coercive powers and also provide parameters for complaints against abuse of power by police personnel.

- ii. Parliamentary oversight committees that are generally concerned with the way the police use force and resources, and how they carry out their operations and behave towards the citizens.
- iii. Executive bodies with responsibility for the audit of budgetary allocations and expenditures of government departments, including the police.

Examples of the executive bodies in some countries include:

- Independent Complaints Directorate created in 1997 and replaced in 2012 by the Independent Police Investigation Directorate (IPID), South Africa;
- Police Service Commission and the Independent Police Oversight Agency (IPOA), Kenya;
- Police Service Commission in India, Pakistan, etc.
- Human Rights Commission in several African countries; etc.

- iv. Ministerial oversight of police policies, plans and operations;
- v. The judiciary plays an important oversight role through the interpretation of the law pertaining to human rights and police actions as well as adjudication of criminal and civil cases regarding police abuse of power or violation of the rights of citizens.
- vi. In addition to the formal state mechanisms, there are several organisations that monitor and publish reports on the activities of police in a number of countries, including Nigeria.

Some interesting lessons learned from the literature reviewed are those presented by the Kenya civilian oversight on policing. Kenya had experienced challenges in policing since independence, despite having a robust constitution and institution. Undue interference in policing to further partisan interests ended up making the Kenyan police an appendage of the executive and the political class. The turning point for Kenya was the post-election violence of 2007/2008. The crisis brought into sharp focus the urgent need to fundamentally review the entire fabric of governance in Kenya as it relates to security, human rights and the rule of law. The Independent Policing Oversight Authority Act, No. 35 of 2011 established the Independent Policing Oversight Authority (IPOA) to provide civilian oversight over the work and activities of the Police. This is to enable the police service strive for the highest standards of professionalism and discipline, prevent corruption, as well as to promote and practice transparency and accountability.

Through IPOA investigations, errant police officers have been charged to courts, while others have had disciplinary measures taken against them. IPOA ensured a flawed police recruitment drive was nullified in 2014. It has also made various policy recommendations on police operations and has called for improvement in the welfare of officers, police premises and detention facilities. Where culpability is lacking, IPOA has been steadfast in absolving police officers and rewarding the good ones through the Outstanding Police Service Awards in recognition of excellence.

Opportunities for IPOA exists in the robust legal framework that protects and gives it sufficient safeguards and independence, a cohesive Board, a robust judiciary and democratic institutions, constant engagement with the Executive; parliament and the National Police Service, impartiality amidst interests, and generous support from strategic development partners/donors. These have enabled IPOA to make significant achievements.

It is also interesting to note that at a Conference on Civilian Oversight as a Mechanism of Good Governance in Policing in Africa Conference held in Nairobi, Kenya on 13th March, 2015, it was observed that in 'Nigeria, the Police Service Commission (PSC) is more of a human resource institution. It was suggested at the Conference that Nigeria form a clear oversight mechanism

with a clear mandate to investigate police on other matters and not human resource functions'.

A summary of the key features of the most successful external police oversight mechanisms as identified in the literature review are as follows:

a. Powers

- The mechanism should be authorised by legislation to receive complaints from anybody;
- Police should be required by law to report to the external agency, any death of individuals in police custody and death due to police action, and there should be penalties for non-reporting or delayed reporting;
- The agency should be authorised to undertake investigations into complaints received;
- The agency should have power to compel police cooperation with its investigation and should have full investigative powers, similar to those of a police investigator;
- The agency should have the power to refer cases for criminal prosecution to the public prosecutor and suggest disciplinary measures to the police departments. A strong agency will be able to enforce proposed disciplinary measures.
- The agency should be able to provide or refer witnesses to witness protection where necessary and;
- The agency should be able to propose general reforms on policing to the police force and the government.

b. Resources

The mechanism should be adequately resourced and funded, so that the agency is provided with sufficient funds to allow it to carry out comprehensive investigation and to hire skilled staff.

c. Independence

- The mechanism should have full operational and hierarchical independence from the police and free from executive or political influence.
- Making police staff members of an external agency should generally be avoided.
- The agency should generally have different reporting lines from those of the police department.
- The agency should be established constitutionally or created through legislation (not executive order).

- The agency's members should be democratically appointed following consultation with or approval by the legislature, and should have the security of tenure.
- Financial independence should be secured by having the agency's budget approved by the legislature, with statutory guarantees for the size and timing of the disbursement of the annual budget.

d. Transparency and reporting

- The mechanism should be required to issue regular reports to the Government and the public on its activities.
- It should maintain a website with easily accessible information.
- It should respond in a timely fashion to citizen complaints.
- It should maintain detailed data on police abuses. Civilian oversight mechanisms are uniquely placed to conduct statistical or general reviews of patterns in police killings, including their causes, and should do so.
- Its budget and expenses should be publicly reported.

e. Community and political support and civil society involvement

- The government should publicly support the work of the agency.
- Both the government and the agency should conduct community outreach to explain the agency's role and the importance of police accountability.
- The external mechanism should consult with and seek the support and involvement of civil society organizations in its work.

In addition, a set of criteria has also been developed to ensure the effectiveness and legitimacy of independent civilian oversight on policing. These criteria apply both to oversight bodies dealing with complaints against the police alone and to those dealing with complaints against the public sector as a whole; and, in fact, they also apply to internal complaints against investigative bodies.

The criteria are:

i. Political commitment

The effectiveness of any accountability structure is dependent on visible and real political commitment on the part of both the executive and the legislature, who have to ensure that the independent police oversight mechanism meets all the criteria indicating political commitment and swiftly solves possible problems. The fact is that the police cannot be more democratic or more open to scrutiny than the government.

ii. Mandate

The mandate of civilian oversight bodies on policing should be realistic and fair, while powers and resources must be adequate to fulfil those mandates. Some

existing bodies have narrow mandates and limited powers, thus jeopardizing their credibility. Others have excessively broad mandates that stretch their capacity to the limit. In the case of bodies that oversee the entire public sector, resources may not be primarily allocated to police oversight. Similarly, some oversight bodies have a broad mandate focusing on all integrity-related issues (including corruption and human rights). Again, this may lead to certain areas being heavily prioritized.

iii. Resources

The civilian oversight bodies should have sufficient funds to achieve its objectives. Limited resources are a recurrent problem for all oversight bodies, though some face more serious and urgent problems than others. The issue of resources is connected with that of political commitment, as the problems may relate to resource allocation rather than availability. Human resources are equally important. The management and leadership of the independent body is a crucial factor in its success. Meeting the objectives in the mandate when structures, directorates, policies and guidelines are not yet fully established is challenging. Also, leadership capabilities are required to develop strategies for working with police management, the parliament, the Ministry of the Interior or its equivalent that exercises supervisory authority over the police, as well as for working with non-governmental organizations, civil organizations, the bar association and donors.

Management must ensure effective and efficient work processes to enable staff perform their tasks professionally. Additionally, it must ensure the recruitment, training and retention of competent staff of high integrity, are representative of the communities served. Consideration should also be given to monitoring staff behaviour to identify warning signs of burnout while working in often hostile, complex and intense environments. Organizational risks such as high employee turnover, long-term sick leave or associated illnesses (and high cost implications for the organization) and the loss of specialist knowledge must be mitigated through appropriate early warning systems and regular access to professional counselling services.

iv. Engaging the Police

The confidence and cooperation of the police are necessary for any external body to carry out its functions effectively. Political commitment is a prerequisite for this, as is the integrity of the independent oversight body. Although in some countries the external oversight body was established on the initiative of the police, sometimes the relationship between the independent oversight body and the police force is characterized by tension, suspicion and even open hostility. It is important to ensure that the independent oversight body does not alienate itself from the police. Its function is to preserve the police and their integrity, which must be a concern not only for the police but also for the general public. It is crucial that the external body

does not become a tool for the police that absolves them of responsibility for their own force: an external mechanism cannot and must not replace internal mechanisms. Care should be taken to avoid placing all responsibility for police conduct outside the police. Establishing the degree of responsibility an independent oversight body is to have, may be challenging but it would help clarify the bounds responsibilities. The independent body must respect the operational independence of the police and support the chief of police as the disciplinary authority in command. It is helpful to establish a clear division of tasks and responsibilities between the independent body and the police, with full police cooperation, to help maintain high professional standards of conduct.

v. Engaging the Public

Given the important role of public perceptions in police accountability, meaningful communication with the public is essential. Just as the police could never investigate, let alone prevent, all crimes, it is impossible for a complaints body to investigate all complaints and prevent all police misconduct. A challenge also arises in connection with the perceived relationship between police accountability and police effectiveness in fighting crime. When crime rates are high, especially for violent crime, politicians may engage in "law-and-order politics", thereby often fuelling public fear of crime, which in turn may create a high tolerance of police misconduct (such as brutality and illegal arrests, detention and searches) and lower levels of accountability if the public believe (or are led to believe) that this will help to restore order. Police and the general public alike frequently raise the concern that enhancing police accountability will hinder the police force from using its powers and tactics effectively.

In conclusion, studies have shown that a major disadvantage of civilian oversight of police is that the police are always hostile to external control because of some factors, which include the fear that it undermines the authority of police supervisors and the confidence of the subordinates. The possibility of using it as an avenue of revenge for arrest and prosecution and the fear that those who do not understand the peculiarities and dangers of police work will sit in judgment over their conduct. However, efforts must be made to enhance police oversight and accountability. In doing this, the focus should be on three key, related priorities. Firstly, where policing has been militarized and may be undemocratic and authoritarian, efforts must be made to enhance civilian control over the police. Secondly, it is necessary to increase public confidence in the police by upgrading levels of police service delivery as well as by investigating and taking action in cases of police misconduct. Finally, reducing corruption within the police is crucial.

The Table below shows the different models of civilian oversight mechanisms

(Source: Police Ombudsman for Northern Ireland website)

Oversight mechanism	Examples	Features
Independent investigation	Northern Ireland—Police Ombudsman Minneapolis, U.S.—Civilian Review Authority New York, U.S.—Civilian Complaint Review Board Oakland, U.S.—Citizens' Police Review Board	Fully independent from police Receives complaints from the public Investigations conducted by non-officers Reports findings to police
Police investigation, with citizen review or appeal to civilian authority	England/Wales—Police Complaints Authority South Africa—Independent Complaints Directorate Victoria, Australia—Deputy Ombudsman Ontario, Canada—Commission for Public Complaints against the Royal Canadian Mounted Police San Diego, U.S.—Citizens' Review Board on Police-Community Relations	Civilian authority or police receives complaints Police conduct investigation Civilian authority reviews investigative reports Civilian authority may call for further investigation if it does not agree with police report
Inspectors general, auditors and human rights commissions	India—Human Rights Commission San Jose, U.S.—Independent Police Auditor Los Angeles County Sheriffs, U.S.—Special Counsel São Paulo, Brazil—Auditor	Broad mandate to investigate and make recommendations on the complaints process and on underlying conditions leading to police abuses May investigate individual cases of alleged abuse
Other kinds of civilian oversight	Chicago, U.S.—Beat meetings with residents England/Wales—Police Authorities Los Angeles—Board of Police Commissioners	Consultation and control over broader policing policy

CHAPTER FOUR

4 Findings

4.1 General Findings

The Commission has made some appreciable impact in the discharge of its functions, especially in the area of coordinating recruitment and appointment of personnel into the officer cadre of the Nigeria Police Force. Notably, it carried out the presidential order of hiring ten thousand (10,000) personnel into the Police, working in close collaboration with the Nigeria Police Force. It has also given effect to the promotion of policemen of all cadres based on the recommendations of the Inspector General of Police, including directly conducting promotion interviews for officers recommended for promotion into the Commissioner of Police rank and above.

Under the current management, the Commission has developed policy guidelines for recruitment, discipline, promotion and special promotion. (The policy on special promotion was reviewed and approved for implementation by the management in August 2017.) This is with a view to ensuring transparency and fairness in these key activities of police personnel management.

While the Act charges the Commission with the responsibility of appointing officers of all ranks and cadres (except the Inspector General of Police), it also empowers it to delegate such powers to any officer as it may deem fit. Through an *instrument of delegation* that it reviews and renews periodically, the Commission has, in exercise of its powers, delegated part of its responsibility for promotion and discipline to the IGP. The delegation is however being exercised under certain conditions that facilitate collaboration between the Commission and the NPF.

From 2013 to date, the Commission has dealt with a total of two hundred and seventy-six (276) disciplinary cases, with its decisions ranging from dismissal and compulsory retirement, through rank reduction and reprimand to warning and exoneration. There are however a number of cases that are still pending. The slow response rate, and sometimes non-responsiveness, of the NPF in filing returns on cases referred to it for investigation has contributed to the slow process of dispensing with cases. The Commission however continues to strive to meet up with its commitment to treat cases within the ninety days it has set for itself. A breakdown of the disciplinary cases treated is presented in Table 1 below.

In line with the instrument of delegation, the PSC has delegated the promotion of personnel on the rank of Inspector and below to the NPF, while it is actively involved in those of ASPs and above. The Commission ensures adherence to the general promotion guidelines it put in place, which are the conditions that have to be met before promotion can take place in the senior cadre. These include:

- i. Confirmation of appointment
- ii. Seniority
- iii. Performance ratings in the last three years, with special reference to quality and output as represented by the APER scores, which must not be below 'B' grade)
- iv. Clean record of service, i.e. no pending disciplinary case
- v. Attendance of relevant promotion course and success/pass in prescribed examination or interview
- vi. Availability of budget vacancy

Table 1: Disciplinary Cases Resolved From 2013 - 2017

Decision	No. of Cases
Dismissal	22
Compulsory Retirement	10
Demotion	38
Severe Reprimand	71
Reprimand	61
Warning	14
Advice	28
Exoneration	32
Total	276

While current data on promotion was not provided, the most current data available indicates that a total of 7,013 senior police officers (Assistant Superintendent of Police to Deputy Inspector General of Police) were promoted in 2014. A breakdown of the figure, presented in Table 2 below shows a progressive reduction in the number of promoted officers from the ASP rank to that of DIG. This reflects the pyramidal nature of the police staffing structure.

In 2015, the Commission recruited fifty-six (56) pilots and engineers for the NPF. The recruits included twenty-two (22) engineers and thirty-three (33) pilots in the ASP cadre and one pilot in the CSP cadre. And in what was by far the biggest police recruitment drive ever embarked upon, a total of 10,949 (ten thousand, nine hundred and forty-nine officers and men were hired into the Police Force in 2016. The recruitment was a special exercise in that it was ordered by the President to shore up the number of policemen in the Force, in the following cadres:

- ASP Cadre (General Duty & Specialists) - 919
- Inspectorate Cadre (General Duty & Specialists) - 880
- Constables - 9150

In spite of the laid down policy and spelt out criteria for promotion, the Commission still receives complaints on promotion exercises. While it needs to

do more in ensuring fairness and transparency in future exercises, there is also need to enlighten police personnel on the criteria for promotion. Having documented the criteria in a comprehensive promotion policy document, communicating it to police personnel through extensive circulation across all police formations in the country would go a long way addressing ignorance and reducing the number of complaints received.

The Commission has not done much regarding formulation and implementation of policies, and undertaking any other effective strategies to ensure and promote optimal efficiency in the NPF, as mandated by the Act. This is undoubtedly the most strategic and wide-ranging function, and if given the much deserved attention, has the potential of revolutionizing policing in Nigeria. Structurally and operationally, the Commission has not given the function the focus and attention it requires and deserves.

Table 2: 2014 Promotion of Senior Officers

S/N	Promoted From (Rank)	Promoted To (Rank)	No. of Officers
1	Assistant Inspector General of Police	Deputy Inspector General of Police	7
2	Commissioner of Police	Assistant Inspector General of Police	21
3	Deputy Commissioner of Police	Commissioner of Police	19
4	Assistant Commissioner of Police	Deputy Commissioner of Police	84
5	Chief Superintendent of Police	Assistant Commissioner of Police	214
6	Superintendent of Police	Chief Superintendent of Police	269
7	Deputy Superintendent of Police	Superintendent of Police	439
8	Assistant Superintendent of Police	Deputy Superintendent of Police	845
9	Inspector	Assistant Superintendent of Police	5115
TOTAL			7013

In addition, the construction of a befitting office complex for the Commission, which is expected to solve the problem of inadequate office space and promote seamless flow of work, has reached an advanced stage. The project, which was commenced in 2011 and scheduled for completion within fifteen (15) months has however been slowed down by piecemeal funding via the annual budget.

4.2 Institutional Factors

4.2.1 The Management of the Commission

The Act provides for an apex decision-making organ – the Management of the Commission – which is to be headed by a Chairman, with seven (7) other members, including two commissioners, who have executive status and are designated as Commissioner I and Commissioner II.

The composition of the organ is quite inclusive and representative of the key stakeholders of the Nigeria Police Force. As presently constituted, the Management not only has a retired police officer of the rank of Commissioner of Police or above (a retired DIG) as specified in the Act, it also has as Chairman a retired Inspector General of Police. Given that the Commission is charged with the responsibility of overseeing the recruitment, promotion and discipline of senior policemen, appointing a retired police officer to head its management could be counter-productive as it amounts to asking the police to oversee itself. This can put the Commission's neutrality in overseeing the recruitment, promotion and discipline of policemen at the risk of being compromised. The benchmarking conducted in the course of this assessment showed that in other countries, the idea behind the creation of similar bodies is founded on the need for a civilian oversight on the police. The essence of this cannot be said to have been achieved with a chairmanship with such a strong link to the police. Moreover, some directors and focus group members interviewed opined that the Commission would be better off and more effective with a chairman/chairmen with non-police background.

Of no less significance and importance is the lack of representation of non-governmental human rights organisations in the Management, contrary to the provisions of the Act. This is because no representative was appointed when the present Management was constituted – and this is in spite of the fact that the last two representatives, who were notable members of the civil society, made significant contributions to the respective managements they served in. For a Management that is committed to upholding the fundamental human rights of members of the public and policemen alike, not having a representative of human rights organisations represents a big lacuna.

4.2.2 Structure

The organisational structure has evolved over the years since the Commission's inception and the current structure of the Commission neither conforms to the one provided for in the Act, nor to structural changes for which a presidential approval was obtained. The Act specifies the establishment of the following five departments: Department of Administration & Personnel Management, Department of Finance & Supply, Department of Legal Services, Department of Planning, Research & Statistics, and Department of Investigation, which the Commission started off with at inception.



Presidential approval was subsequently sought and obtained by the Commission to create the Departments of Recruitment, Promotion and Discipline, which replaced the Departments of Legal Services, Investigation, and Planning, Research & Statistics. The approval also allowed for the merger of two shared services departments – the Department of Administration & Personnel Management, and the Department of Finance & Supply – into the Department of Admin & Finance. Table 3 below shows the sequence of structural changes the Commission has gone through.

However, the structure currently being operationalised is markedly different from the amended one for which presidential approval was obtained. The following four (4) departments - Legal Services, Admin & Human Resources, Finance & Supply and Zonal Coordination – have since been created, in addition to the existing Departments of Recruitment, Promotion and Discipline. While this is in exercise of the Commission's power to create more and/or new departments as it deems fit for its operations, it is yet to be backed by presidential approval as required by the Act.

Table 3: Sequence of Structural Changes

Act's Provision	Presidential Approval	Current
▪ Administration & Personnel Management	▪ Recruitment	▪ Admin & Human Resources
▪ Finance & Supply	▪ Promotion	▪ Finance & Accounts
▪ Investigation	▪ Discipline	▪ Recruitment
▪ Legal Services	▪ Admin & Finance	▪ Discipline
▪ Planning, Research & Statistics		▪ Promotion
		▪ Zonal Office Coordination
		▪ Legal Services

There is a Zonal Office Coordination Department in place whereas the zonal offices are not functioning optimally as they are too inadequately staffed, poorly equipped, and poorly set up to make any meaningful impact in the Commission's service delivery efforts. The importance of the zonal offices is underscored by the need for the Commission to be functional and effective across the country to truly discharge its mandatory functions. The offices therefore need to be adequately staffed, equipped and funded to position them for making meaningful contributions to the Commission's operations, and to justify the continued existence and relevance of the department.

Currently, the Commission cannot be said to be performing the function of promoting efficiency in policing, through policy formulation, implementation

and monitoring. The Act mandates the Commission to, along with other functions "perform such other functions which in the opinion of the Commission are required to ensure the optimal efficiency of the Nigeria Police Force". The fact that this key function is neither given prominence nor being performed is underscored by its complete absence from the organisational structure and functional areas, whereas it is sufficiently important to merit a box in the organogram. There is therefore need to create a department to handle this all-important function, which could be expanded to accommodate the Strategy division and be known as Police Quality Assurance & Strategy Department.

Being efficient means achieving effectiveness with the least resources – financial, human, material and otherwise. It involves maximising the product, service or output, using the least amount of resources. Also, it involves adopting the total quality management mantra of "doing it right the first time", so that there would be no need to expend any extra resource on redoing. Ensuring efficiency in the Nigeria Police Force, as the Act has mandated the Commission would involve instituting efficiency in the personnel management functions of recruitment, promotion, discipline and retirement. But ensuring efficiency in this context also extends to policing, i.e. police operations. This makes the function all-encompassing and it can be broken down to include the following:

- Identify the process areas (various aspects or activities involved) of policing
- Identify parameters of performance in the activities involved policing
- Identify key performance indicators
- Gather baseline data on the performance of these activities
- Set up systems for monitoring and gathering performance data
- Analyse data to come up with improvement options
- Make evidence-based decisions on how to improve efficiency
- Institute Outstanding Police Service Awards in recognition of excellent police officers.

Also, having the Procurement function as a unit in the Secretary's Office is not best practice as it is too high up to guarantee the effectiveness of checks-and-balance mechanisms. In many similar agencies/commissions, procurement is an Admin function and it is warehoused therein.

4.2.3 Leadership

- The Commission's apex decision-making body – the Management of the Commission currently comprises experienced individuals who have excelled in their various fields of endeavour. As such, they have the requisite capacity to make valuable contributions to the decision making process. The Chairman, a former IGP, and the two executive commissioners (designated as Commissioner I and Commissioner II, a retired justice of the Supreme Court and a retired DIG, respectively), have



also brought their knowledge and experience to bear on the day to day operations of the Commission, especially in the areas of considering complaints and petitions, deciding on appropriate disciplinary measures, considering promotion recommendations, and high-level liaison with the police authorities.

- Also, the Commission's Secretary – a Permanent Secretary, who is the chief accounting officer – and the heads of department are quite knowledgeable and experienced as they demonstrated good understanding of the key issues in the Commission and the capacity to execute the decisions of the Management towards fulfilling the Commission's mandate.
- Since its inception in 2001, the Commission has had 11 permanent secretaries, with their tenures averaging barely a year and a half. Although the Establishing Act provides for the appointment of a Secretary to oversee day to day administration, it does not specify a tenure for the appointee. This has given room for the appointment into the position, of serving Permanent Secretaries from the Office of the Head of Service of the Federation, who are frequently changed, and whose stints are therefore too brief. For such a strategic position as the chief accounting officer of the Commission, this high turnover rate not only hinders strategic planning but is also detrimental to the sustenance of the Commission's institutional memory. It also brings about policy inconsistencies and promotes administrative tentativeness since incumbent permanent secretaries usually do not know how long they would stay on the job or when they would be removed.

4.2.4 Operational Issues

The Commission's operations are constrained by the following:

- Although 12 zonal offices have been approved for opening across the country by the Commission's Management, it has some form of representation in only a few cities. The five cities of Kano, Umuahia, Yola, Sokoto and Bauchi (where it has ten, three, four, two and three personnel respectively) are not only grossly inadequate and too uneven in spread, but are also too understaffed to effectively take the services of the Commission to the grassroots across the country. The offices are not only understaffed but are also headed by Grade Level 09 – 12 officers who do not have the requisite experience and competence to effectively manage the offices as they are too junior for such responsibility.
- Some key work processes have not been automated as they are still being undertaken manually. Information technology infrastructure is relatively



poor and inadequate as there are entire units with only one computer, which employees take turn to use. This results in unnecessary bottlenecks in work processes, which extends the turnaround times for completing tasks and reduces operational efficiency.

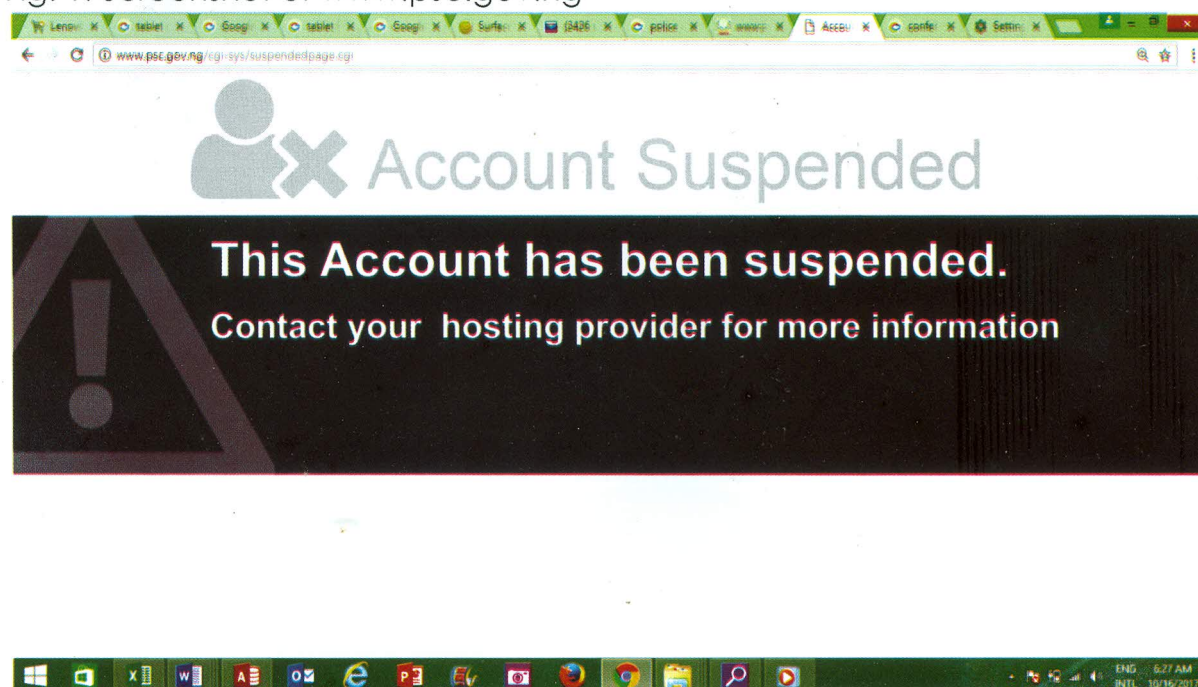
- Although the Commission received funding for the purchase of vehicles as part of its 2016 capital budget, its operational activities are still being hampered by shortage of vehicles, while buses for conveying staff who commute long distances to and from work, are also inadequate as some township routes/axes are covered.
- Office space at the Commission's headquarters is not only insufficient; the offices are also scattered across three different locations, with members of staff of the same department located in different locations. This adversely affects work seamlessness, synergy and coordination. However, with the construction of the Commission's office complex nearing completion, it is expected that this problem will soon become a thing of the past.
- General staff meetings, otherwise known as town hall meetings, have been so infrequent that since July 2016, only one of such meeting has taken place, while departmental staff meetings are also not regularly held. This not only creates a disconnect between management and staff but also limits the involvement of the latter in the decision-making process of the Commission.
- While on the one hand there are complaints of understaffing by some key members of the senior management staff, some directors and focus group members admit to some level of staff redundancy and absenteeism, for which incompetence has been identified as a key causative factor.
- There is a general complaint among some of the middle-level management staff, of exclusion and not being carried along by their heads of department in the operational activities of the Commission. This has, however, been adduced to the lack of trust and confidence by the HODs in the capacity of the staff to deliver on delegated tasks. As a result, the HODs effectively work with only those among their staff who they believe have the capacity to successfully undertake tasks. This leaves redundant, employees who are deemed not to have the knowledge, skills and abilities (KSAs) required to perform tasks.
- Rather than being used as a valuable tool for building the capacity of staff to effectively perform their functions, training is often seen and used as a carrot-and-stick mechanism to favour and punish staff. Training opportunities have not only been haphazardly and disproportionately provided to the staff of the Commission, such training opportunities do not address the skill gaps



employees need to bridge to gain the required competence for the performance of their functions.

- The Commission has not done much in the area of creating public awareness about its existence, services and the impact it has made since inception. Representatives of key stakeholders at a focus group discussion agreed on the need for the Commission to embark on public sensitization and enlightenment about its role and contributions to public-friendly and effective policing.
- One of the most effective tools the Commission could have used robustly to achieve the above, is its website and the social media. However, the website is currently non-functional as the account has been suspended, while there is no evidence of any official social media accounts. A screenshot of the Commission's website as at 1800 hours on Sunday, October 15, 2017 is presented in Figure 1 below.

Fig. 1: Screenshot of www.psc.gov.ng



4.2.5 Human Resources

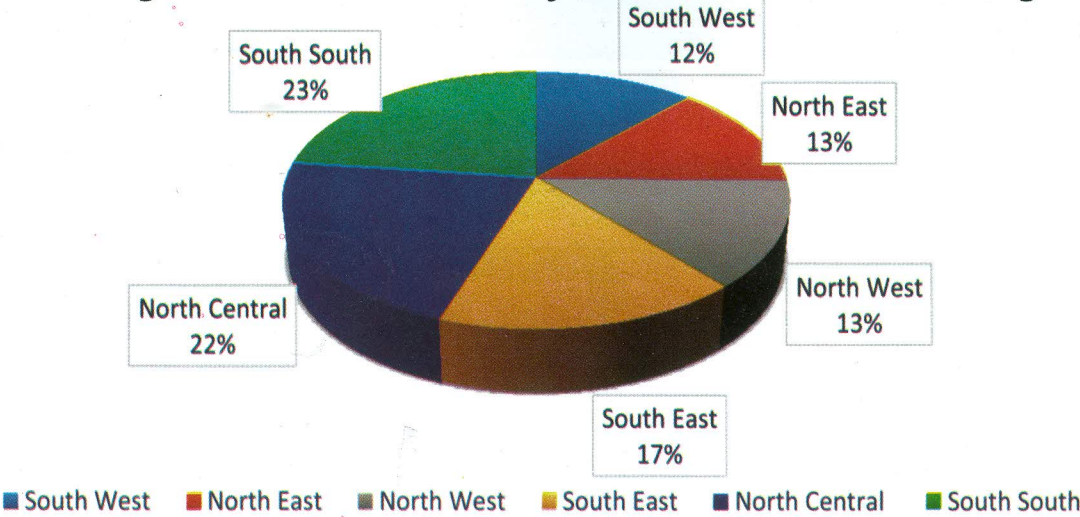
The staff strength of the Commission currently stands at three hundred and sixty-four (364). This number excludes the Chairman and the two executive Commissioners whose positions are tenured. It also excludes the Secretary who is on posting from the Office of the Head of Service. An analysis of the staff strength presents the following findings

- :
- Staff diversity, measured by representations of each of the six geo-political zones (in terms of staff's zones of origin) indicates that the South-South and the North-Central zones have the highest numbers of staff, which are 84

and 79 respectively, representing 23 and 22% of total staff. As presented in Figure 2, the South-West and the North-East, with 44 and 48 staff respectively account for the fewest number of staff, representing only 12% and 13%. This spread represents an infringement on the Federal Character principle that applies to all government institutions.

- Save for the six staff on Grade Level 6 (representing 1.6%) consisting mainly of drivers, all others are senior and middle-level management staff. The staffing mix by grade level also shows that the Commission has a good balance and is not top-heavy. Staffing levels are also highest in the *operatives* cadre of Grade Level 13 to Grade Level 8, as analysed in Table 4 and further depicted in Figure 3.
- Also, with a female staff strength of 160, representing 44% of the total staff strength the gender balance can be deemed to be fairly even.
- An analysis of staff distribution by department and units (presented in Table 5 below) indicates that the Admin & Human Resources Department has the highest number of staff with 194 representing 52.7% of total staff. This indicates that the Commission has more support service staff than those in the core operations department. This lop-sidedness is indicative of either poor manpower planning or lack of it, in which case recruitment, selection and hiring into the organisation have not been targeted at meeting critical staffing needs. Also, it disproves any claim of shortage of staff that is made with respect to the current staffing level.

Fig 2: Staff Distribution by Geo-Political Zone of Origin



The Act confers on the Commission express powers to recruit and hire its own staff as against having staff posted from other MDAs. But it may not have fully taken advantage of this to attract and hire the best and fit-for-purpose talents who have the capacity to make meaningful contributions to its success. There is

wide acknowledgement among the majority of focus group members (representing various cadres, grade levels and departments) that there are incompetent and underemployed employees among the staff who do not have the capacity to perform the role expected of their cadre and status. This calls to question the effectiveness of the recruitment and selection process in providing the key talents that the Commission requires.

Table 4: Staff Distribution by Grade Level

GRADE LEVEL	NO. OF STAFF	PERCENTAGE
17	5	1.4%
16	12	3.3%
15	17	4.6%
14	18	4.9%
13	34	9.2%
12	40	10.9%
10	90	24.5%
9	117	31.8%
8	17	4.6%
7	12	3.3%
6	6	1.6%
TOTAL	368	100

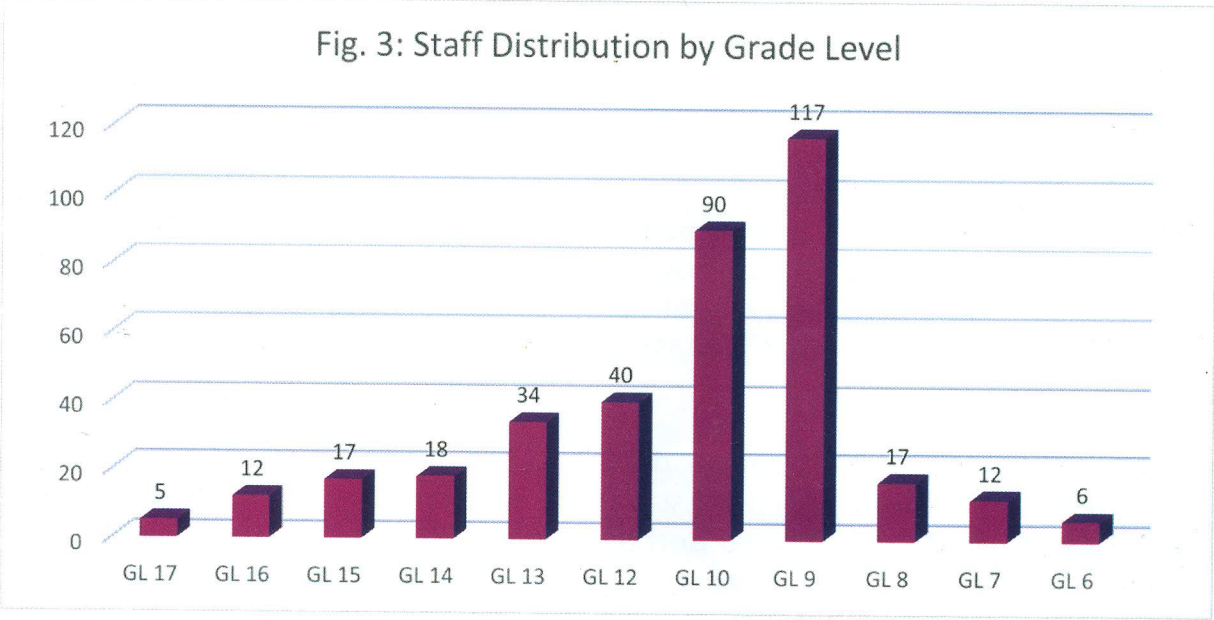


Table 5: Staff Distribution by Department

DEPARTMENT	NO. OF STAFF	PERCENTAGE
Promotion	34	9.2
Discipline	30	8.2
Recruitment	40	10.9
Legal Services	9	2.4
Finance & Accounts	7	1.9
Administration & Human Resources	194	52.7
Zonal Office Coordination	17	4.6
Internal Audit	4	1.1
Commission Secretariat	3	8.2
Servicom	3	0.8
TOTAL	368	100

4.2.6 Management Systems

The PSC has over the years made efforts to put in place basic management systems to ensure effective and efficient operation, and to chart a clear strategic focus and direction.

Operations Manual: the Commission has in place an operations manual which comprehensively defines the key responsibilities and functions of the departments and units. The manual also outlines key steps for the work processes and serves as a guide to employees in carrying out their functions and in conducting official activities by clarifying the bounds of their functional areas. The manual which was introduced in 2012, however needs to be reviewed and updated to reflect current trends and key changes that have since been made to the Commission's operations.

Personnel Policy (Conditions of Service): The Commission has also articulated and documented the code of conduct guiding employees in the performance of their roles and the terms and conditions under which they are employed, into a set of *conditions of service*. This is a handy document which provides staff with necessary information about their rights, duties and obligations as employees of the Commission, and to which they can make reference as and when they deem necessary.

Strategic Management: The Commission has in place mission and vision statements which are well articulated very well speak to its mandate. It envisions **a highly motivated, professional, disciplined and accountable Police Service that upholds human rights**, while it is pursuing a mission **to improve service delivery in the Nigeria Police Force by promoting transparency and accountability in the Police**.

The Commission is however yet to articulate and adopt a set of organisation values that would guide the organisation and every member of its staff on how to deal and conduct business with both internal and external customers and stakeholders.

Although the Commission developed and adopted a strategic plan 2004 – 2009, which was later reviewed to produce and adopt another one for the period 2008 – 2012, there is currently none in place. This means that the Commission's activities are not being guided by any long-term work plan, which should have given strategic focus to its operations and provided a basis for instituting monitoring and evaluation mechanisms as well as corporate performance measurement system. More importantly, the level of implementation of the plans were quite poor as the Commission is still contending with the items on the to-do list, five years after. Laudable strategies and initiatives such as those listed below were contained in the plan but never brought to reality:

- Deploy software for monitoring and tracking complaints and process of grievance resolution
- Deploy a networked electronic record archiving system to facilitate the storage and retrieval of case files and records
- Conduct staff [competency] audit to match staffing competence with responsibility
- Conduct personnel verification exercise in the Nigeria Police Force to generate data on policemen for personnel planning and decision making
- Raise public awareness on the procedure for reporting police misconduct and increase public awareness of the Commission and access to its services

Management Reporting: The Commission is required by the Act to prepare and render to the President not later than the 30th day of June of the following year, an annual report of its activities, its audited account and the auditor's report thereon. Although the Commission has striven year in year out to meet up with this mandate, it has lagged behind in recent years. The last annual report published was the one for 2014, while that of 2015 is said to be ready but not yet published. The reason given for the non-publication is lack of funds. However, funds would not be required to publish the report on the Commission's website if it was up and running.

There is also a provision in the Act requiring the Commission to render quarterly reports on its activities and administration. Although this may be argued that this is inconsistent with the level of autonomy that it enjoys, it is obligatory for the Commission to comply with this requirement. However, the organisation has not been complying with this provision. For an organisation that is still in default of producing the 2016, and even 2015 annual reports, rendering reports on quarterly basis may be asking too much.

Financial Management: In line with its self-accounting status, the Commission has a financial management system which ensures that accounting records are kept and reports rendered in an accurate and timely manner to meet the financial reporting requirements stipulated in the Act. This is further assured by the oversight provided by the resident external auditors from the Office of the Auditor General of the Federation.

The lack of a strategic plan negatively impacts the Commission's budgeting process which does not involve any long term budgeting, i.e. no budgeting beyond a year. Apart from the construction of a new office complex which is nearing completion, there are no capital projects that the Commission is budgeting for beyond the year. Having a strategic plan would have encouraged multi-year planning and budgeting, which would have focused budgeting on the strategic priorities of the Commission.

Performance Management: The Commission currently practices a *performance appraisal system*, in which employee performance is appraised using the Annual Performance Evaluation Report, which is essentially a branded version of the evaluation instrument used in the Federal Civil Service. Although the appraisal instrument used in the system requires employees to highlight their work achievements, the system does not make provision for performance planning (target setting). Therefore, there are no targets against which performance can be objectively measured. This gives room for subjective and unfair assessment. Moreover, the outcomes of performance appraisal exercises are not used as the basis for determining employee reward. There is therefore the need for the Management to drive individual performance across all cadres of staff towards the strategic priorities of the Commission by instituting an employee *performance management system* which would also ensure that employees are rewarded based on their performance.

Job descriptions: Although there is clarity of functions at the level of departments as each of them has its functions clearly spelt out and documented, the same cannot be said of individual employees. This is because there are no job descriptions or even schedule of duties, which spell out the tasks and key accountabilities of each employee. A standard job description captures key job tasks, reporting relationships, job specifications (minimum qualification and experience, skills and competencies and personal characteristics), key performance indicators, as well as internal and external interactions. Apart from clarifying roles to job holders, job descriptions also helps in key human resource management processes such as recruitment and selection, performance management, job evaluation, as well as training and development.

Asset Management: Although there are asset registers for recording the Commission's assets, they are not updated as and when due, as there are assets that have been in use but are not tagged. This is indicative of poor record keeping of the assets and failure in ensuring all assets are accounted for.



4.2.7 Funding and Expenditure Patterns

4.2.7.1 Funding: Although the Establishing Act empowers it to source funds through loans, gifts and grants for its operations and delivery of services, external financial support to the Commission has been virtually non-existent as the Commission has done little, if anything, to explore possible areas of collaboration with donor agencies, development partners or other stakeholders.

Just like other MDAs, the PSC never gets all its budgetary appropriations as the total releases it receives are only a percentage of the total sums it should get year in, year out. While enough releases are often received under the personnel expenditure head to enable the Commission pay salaries, releases for capital expenditure have been less consistent and predictable. While for example, the Commission got only 50% of its capital appropriation in 2015, a high total of 91.7% of the 2016 figure was released.

Table 6: Budgetary Allocations: 2015 - 2017

Expenditure Head	Year 2015	Year 2016	Year 2017
Personnel	497,965,102	465,597,370	496,903,313
Overhead	242,512,083	211,367,630	208,863,318
Capital	250,000,000	269,629,000	758,900,000
Total	990,477,185	946,594,000	1,464,666,631

Table 7: Capital Releases: 2015 - 2017

Item	Year 2015	Year 2016	Year 2017
Capital Release	125,000,000	247,313,700	120,000,000*
Percentage of Capital Allocation	50%	91.7%	15.8%

* Release so far; 2017 budget implementation only commenced in July 2017

4.2.7.2 Expenditure: The expenditures of the Commission has over the years been limited to its budget releases, which as has become the norm in the Public Services, is always less than the amount appropriated for the organisation. Apart from its personnel and overhead expenditures which go into payment of salaries and operational expenses, the Commission's capital expenditure item has been mainly the construction of an office complex. For 2015 and 2017, the construction project represents the only capital expenditure item, while the Commission expended money on vehicles, computers, library books as well as fire-fighting, security and library equipment in 2016.

For the biggest capital project the Commission should have executed, the sum of N8 billion (eight billion naira) earmarked for the recruitment of ten thousand (10,000) policemen in 2016 as directed by the President, was released to the Nigeria Police, instead of the Commission which is the body statutorily charged with the responsibility

of recruiting personnel into the Police Force. The Commission received from the Nigeria Police Force the sum of N158 million for its collaborative role in the recruitment exercise.

4.2.7.3 Future Expenditure Outlook: Looking forward, the Commission's expenditure is reasonably predictable, especially for the remaining duration of the present management's tenure and in the foreseeable future. It intends to undertake a headcount of all police personnel in the Force and develop a database therefrom. These are very important initiative as the exact number of personnel in the Force remains contentious. However, the project requires significant funds to execute, which the Commission currently lacks. Also, the Commission expects to fund the completion of its office complex currently under construction and its relocation to the complex, once completed.

4.3 Inter-institutional Linkages

One of the reasons the Act provides for the representation of key police stakeholders in the Management of the Commission is to promote their respective interests and forge collaborations between the Commission and institutions representing those sectors. These interests or sectors include civil society/human rights, women, (retired) policemen, judiciary, news media, etc.

These collaborations have yielded some positive outcomes in furtherance of the Commission's pursuit of its mandate. An inter-agency consultative committee was established in 2002 among the Police Service Commission, NPF, Ministry of Justice, National Orientation Agency, National Human Rights Commission, academics, development partners (including USAID, UNDP, Ford Foundation, British Council (J4A Program), Swiss Embassy, UNDOC, etc.), and non-governmental organizations such as the Centre for Law Enforcement Education in Nigeria, better known as CLEEN Foundation. The Committee developed and published a set of guidelines for monitoring the conduct of policemen and the Nigeria Police Force as a whole during elections. This has provided a veritable template for monitoring the activities of the police in maintaining security and orderliness during elections across the country. The set of guidelines was put to use for that purpose during the 2003, 2007, 2011, and 2015 general elections.

4.3.1 With National Human Rights Commission

The PSC works collaboratively with National Human Rights Commission to protect and defend the fundamental human rights of members of the public. It receives from the NHRC complaints against policemen by members of the public and it collaborates with the human rights body to ensure that justice is served. The PSC liaises with the Nigeria Police to investigate such complaints and ensure that appropriate disciplinary measures are meted out when necessary to provide redress to the complainant. The PSC then provides the NHRC with feedbacks on the resolution of such complaints.

4.3.2 With Nigeria Police Council

The Nigeria Police Council, whose members include the President, all state governors, Minister of Internal Affairs, and the Chairman of the Police Service Commission, is primarily responsible for the appointment of the Inspector General of Police - the only police personnel that the Commission is not empowered to appoint. This is however only in principle as the President can, in practice, unilaterally appoint the IGP without recourse to the Council, which then ratifies the appointment.

In view of the fact that the responsibility for the appointment and discipline of the IGP are expressly excluded from the Commission's functions by the Act, and the fact that the composition of the Council makes it to meet only on rare occasions, the linkage between the Commission and the Council is quite limited. In practical terms, this linkage is only in form of the Commission's representation on the Council, through the membership of the Chairman.

4.3.3 With Ministry of Interior

The functions of the old Ministry of Police Affairs are now performed by the Ministry of Internal Affairs, under which the functions of the former ministry are now warehoused. The role of the Ministry of Internal Affairs is markedly and clearly different from that of the Police Service Commission. The Ministry has responsibility for overseeing the procurement and supply of arms and other policing equipment for the Nigeria Police, as well as the payment of salaries to police personnel. This notwithstanding, there are no overlaps in the roles and activities of the two bodies and the linkages between them are quite limited.

4.3.4 With Ministry of Justice

The Commission has participated in relevant committees in which it is required by the Ministry of Justice to be represented. As a body corporate that can sue and be sued, the Commission is involved in litigations, for which it may require the services of external lawyers. Approval needs to be sought from the Ministry of Justice before engaging such lawyers to represent the Commission such litigations. The Commission also needs to notify the Minister, as the Attorney General of the Federation, of any litigation it has initiated, or in any suit in which it has been joined as a party.

4.4 External Environment

4.4.1 External Interface

Given the importance of its mandate, opportunities abound for the Commission to take advantage. However, it has not taken steps or initiatives to explore these opportunities. Although Nigeria participated in the conferences on civilian oversight of the police held in the United States in 2002 and Kenya in 2015, there

is no indication that the Commission has leveraged on the professional networks that emerged from the conference to form partnerships with similar bodies in corresponding countries. The Commission needs to build a significant level of visibility and make its impact felt, to attract the attention of development partners and international donors. It also needs to reach out to establish partnerships and collaborations with a view to benefitting from the technical support, funding and peer review mechanism that such associations can yield.

4.4.2 External Risk Assessment

FACTORS	OBSERVATIONS	IMPLICATIONS	LIKELIHOOD OF OCCURRENCE
Legal			
Structure	By the provisions of the Act, the Commission cannot change or amend its structure without presidential approval, whereas the last structure, for which presidential approval was obtained is not adequate for its operations.	As a result, the President-approved structure is no longer in use, whereas the one currently being operationalised, is not backed by presidential approval.	High
Staff salary	The Act provides that the Commission's staff be paid salaries equivalent to those of the Federal Civil Service, unlike most other commissions which are given the power to determine their own pay.	The Commission is incapacitated in addressing the problem of poor staff remuneration, which has been a major demotivating factor for the generality of the staff.	High
Tenure of the Commission Secretary	Although the Act stipulates the tenure of the Chairman and the Commissioners, it is silent on how long the Secretary should be in office, meaning that the position is non-tenured.	This not only discourages long-term planning, it has also resulted in high turnover of the Permanent Secretaries – a development which is inimical to the sustenance of institutional memory in the Commission	High

Political			
Political activities and crises	Politicking and political activities in Nigeria's current democratic dispensation sometimes result in tension that leads to crisis. This increases the Police's contact with the people and puts pressure on them to maintain law and order.	This in turn puts pressure on the Commission in monitoring the conduct of police personnel, which means that more funds and resources would be required to meet up with the increasing work demand.	High
Government attention & support	Although Nigeria is yet to meet the UN's international standard for policing, there are other security agencies which are competing with the Nigeria Police for Federal Government's attention	This limits the attention and funding that the Police and policing – and by extension the Commission – gets from the government	Medium
Global best practice	Global best practice recognises the need for civilian oversight on the police through bodies similar to the PSC.	Appointing a retired police officer to head the Commission – even when the interest of (retired) police officers is already taken care of in the membership of the Management – diminishes the very essence of civilian oversight on the Police.	High
Economic			
Nigeria's economic situation	Drop in Federal Government's revenue due to fall in oil price in the international market limits the funds available for the annual national budget	This constrains the budget funds that can be allocated to the Commission by the Federal Government	High
Global political and economic outlook	The general economic adversity across the globe negatively impacts donor funding and development	This makes Nigeria and the Commission only one of the many entities that donors and development	Medium

	partners' support, while the increasing number of political crises and wars across the globe dissipates development partners' funds	partners can support, and reduces the funds that the Commissions could possible enjoy.	
Budgetary release	Budgetary releases to the Commission are short of its budgetary allocations, meaning that the Commission does not get all its budgetary allocations.	This limits the actual budget funds that the Commission can have for its day to day running and the discharge of its functions.	High
Social			
Public awareness of the Commission	The general public's awareness of the Commission and its functions is quite limited	The Commission's impact in resolving public complaints against the police is reduced	Medium
Police awareness of the Commission	Even the awareness of policemen, especially the rank and file, of the Commission and its functions is no less limited	The Commission's impact in resolving policemen's complaints is reduced	Medium
Public perception of the Police	The negative public perception of the Police, coupled with the general distrust and lack of confidence in the policing system could result in reluctance by members of the public to come forward to report police misconduct.	This negative perception could rob off on the Commission. It may also mean more work and effort for them in sensitizing and enlightening the public and in convincing them to avail themselves of its services.	Medium

Technological			
Electronic database	There has been no historically reliable electronic database of all policemen. The deployment of the Nigeria Police payroll onto the IPPIS system of the Federal Government will help in determining the number of police personnel and ensure the availability of key personnel details.	The Commission does not have any foundational or baseline data upon which to base a police personnel verification exercise. The Commission can however liaise with relevant IPPIS authorities to obtain the available records of police personnel to facilitate its work in building a comprehensive database of policemen.	

4.5. Organisational Structures

Fig. 4: The Structure Provided for in the Act

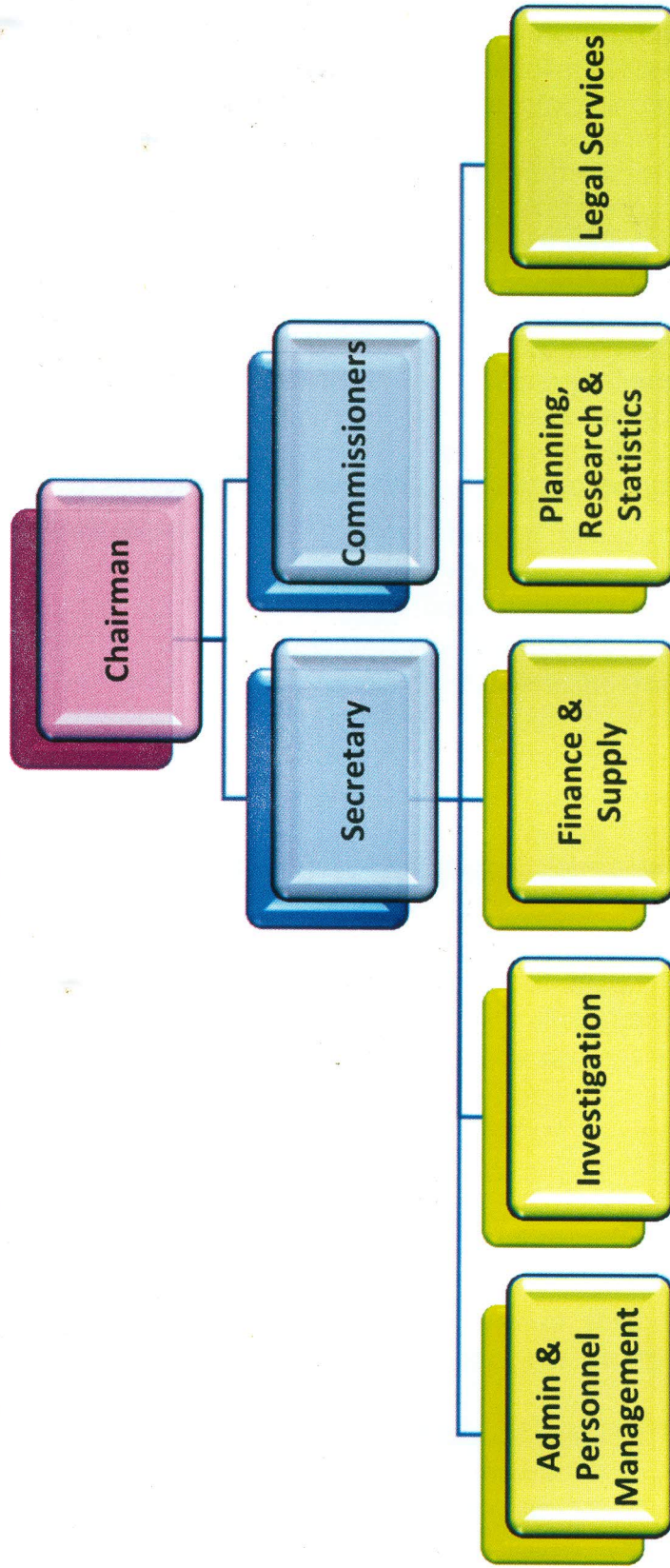


Fig. 5: Reviewed Structure as Approved by the President

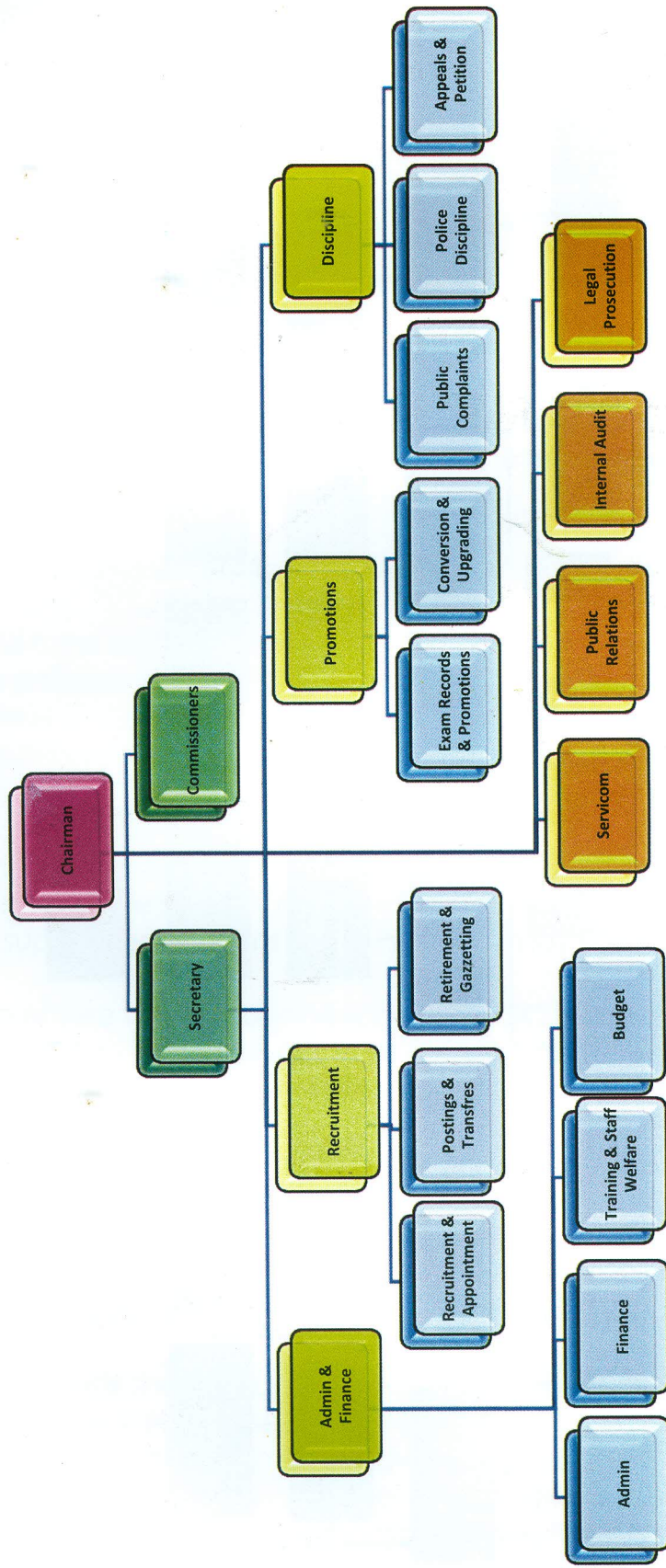


Fig 6: The Current Structure

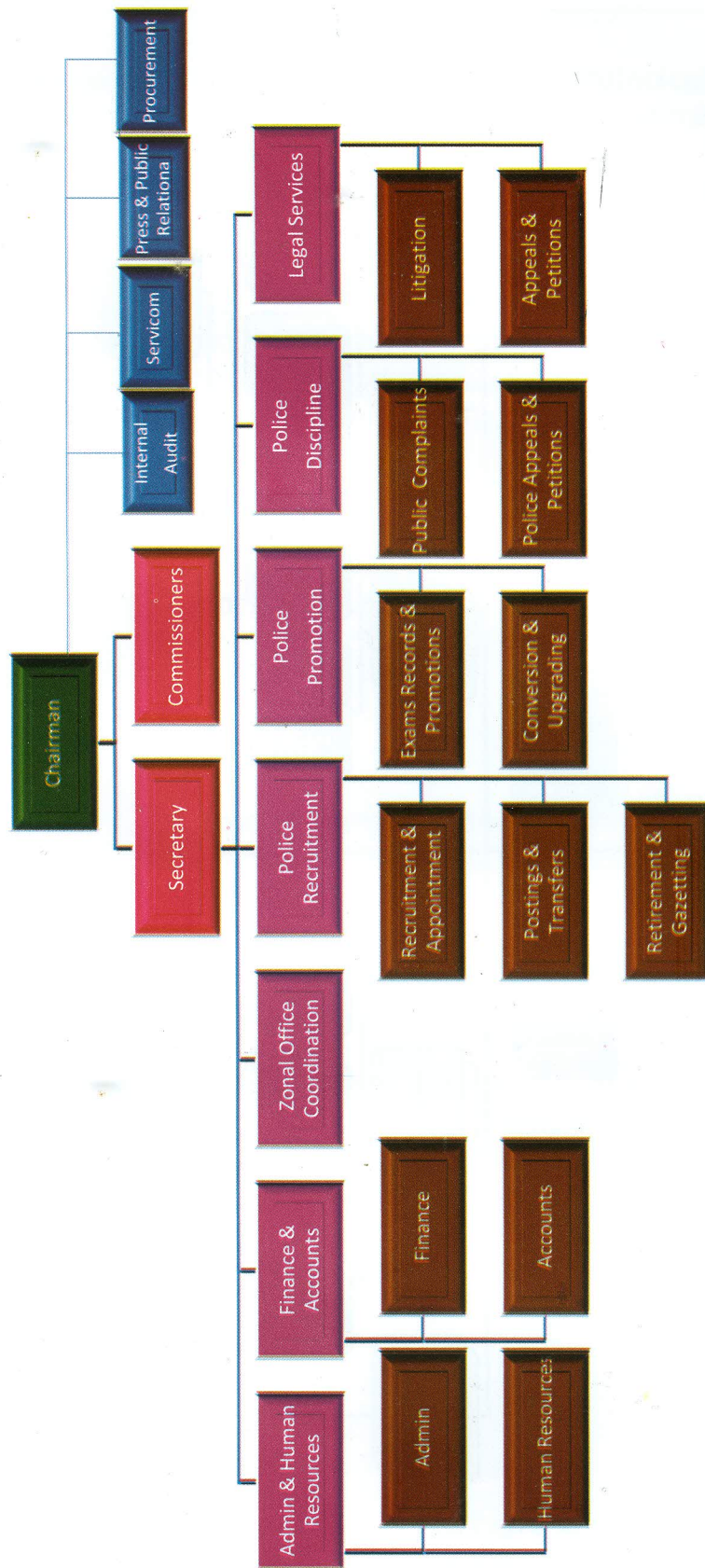
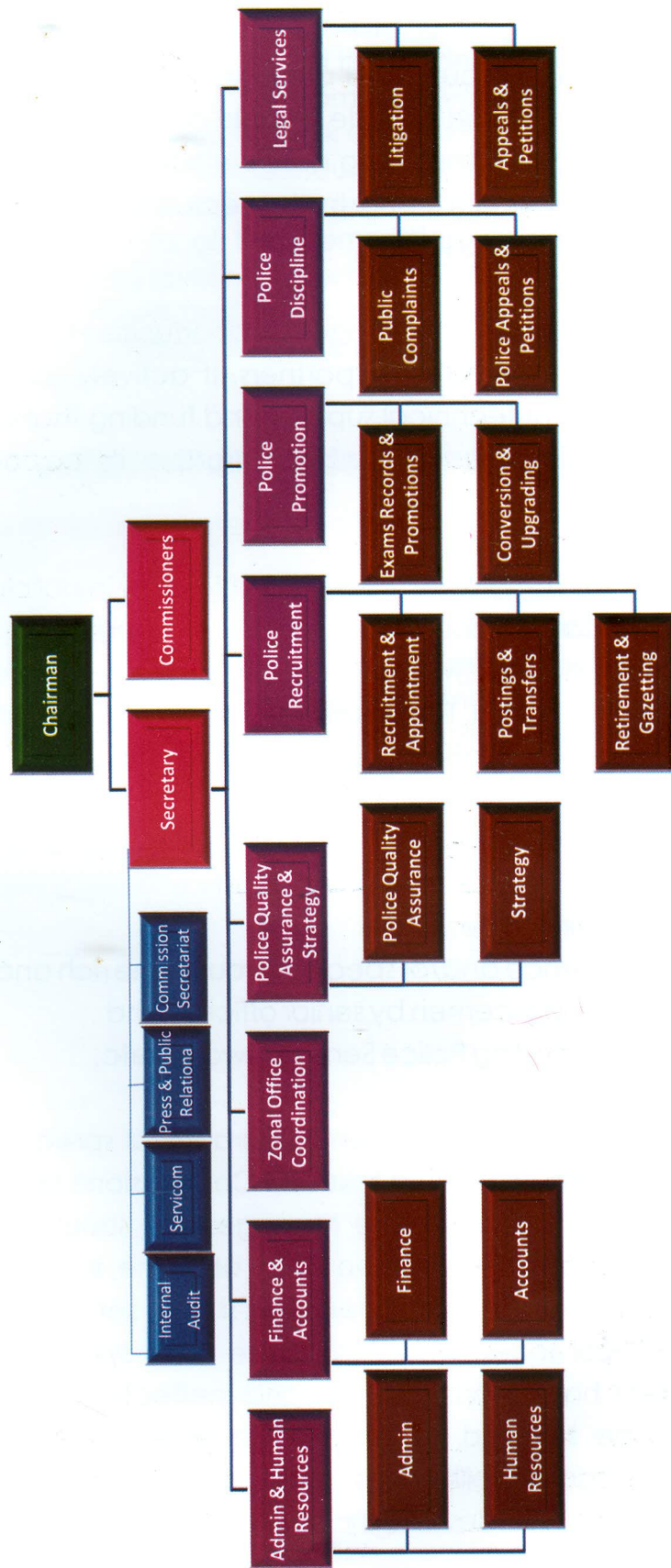


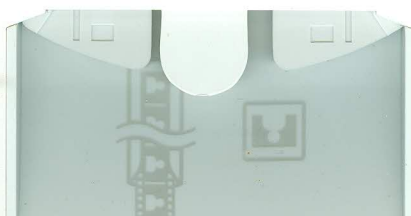
Fig 7: The Recommended Structure



5. Recommendations

1. Conduct a police headcount and develop an automated database of all police personnel. This would provide reliable data for policy formulation and planning of strategies for improving police efficiency. It would also facilitate evidence-based decision-making in the recruitment, promotion, discipline and retirement of police personnel.
2. Proactively seek and take advantage of opportunities to collaborate with old and new local and international partners. If actively sought, opportunities abound in the areas of technical support and funding that could significantly benefit the Commission by helping to improve its capacity and service delivery.
3. Start performing the function of improving efficiency in policing, as mandated by the Act. The Commission needs to set up appropriate mechanisms for performing this function, which it has over the years relegated to the background, if not ignored. There is need to come up with innovative solutions to tackle the following malaise in the Nigeria Police Force:
 - a. Insider complicity by policemen in the commission of crime
 - b. Protection of criminals and denial of justice
 - c. Detainees dying in detention
 - d. Giving preference and/or special favour to the rich and the privileged
 - e. Oppression of policemen by senior officers, and
 - f. Institute Outstanding Police Service Awards, etc.
4. Set up zonal/state offices with even geographical spread and adequately staff and equip them. This would take the Commission's services closer to the grassroots across the country. The Management should consider taking a gradual approach by setting up one office at a time, in view of the challenge of paucity of funds. Also, the Management should set up an office in each of the six geo-political zones, which would be more systematic and impactful than the current haphazard, uneven and ineffective situation. Zonal/State offices should be headed by Directorate level officers with appropriate authority and accountability with an agreed threshold, given their high strategic importance in a devolved management structure.

5. Develop and implement a strategic plan detailing key organisational objectives to be pursued over the long or medium term and strategies for achieving them. Annual work plan should also be developed based on the strategic plan, while effective mechanisms for monitoring and evaluation as well as performance measurement with respect to its mandate should be put in place. Efforts should be made to undertake the following strategies and initiatives earmarked in the Strategic Plan of 200-2012:
 - Deploy software for monitoring and tracking complaints and process of grievance resolution;
 - Deploy a networked electronic record archiving system to facilitate the storage and retrieval of case files and record;
 - Conduct staff [competency] audit to match staffing competence with responsibility;
 - Conduct personnel verification exercise in the Nigeria Police Force to generate data on policemen for personnel planning and decision making;
 - Raise public awareness on the procedure for reporting police misconduct and increase public awareness of the Commission and access to its services.
6. Automate the key work processes of the Commission to achieve optimal efficiency and effectiveness. This would require the deployment of information technology equipment such as computers, printers, and other accessories, networking and internet facilities, as well as the training and retraining of staff on computer literacy and related skills.
7. Institute a merit-based employee performance management system. The system should closely link reward to performance and focus employee efforts towards the Commission's strategic objectives. Such a system will facilitate the evolution of a high-performing organisation.
8. Develop and introduce standard job descriptions for all jobs to clarify roles and functions to each job holder. This would provide a basis for the implementation of a performance management system and other key human resource management processes.
9. Introduce and institute regular general staff (town hall) and departmental meetings. This would (i) ensure staff are carried along in the activities of the Commission and their respective departments, (ii) promote their involvement and participation in the decision-making process, and (iii) facilitate top-down and bottom-up communication across the Commission.



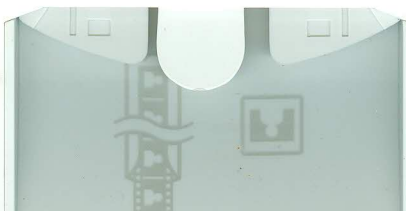
10. Develop and implement training plan based on systematically identified skill gaps and strategies for bridging them. This would make training more relevant, impactful and value-adding for staff and provide value for the Commission's money.
11. Ensure that the Commission's investment in training and capacity development align with priorities identified in its strategic and operational plans with established policies and practices that nurture staff talent, development, well-being and productive contribution.
12. Revise the organisational structure to better align it to the mandate and to make the Commission more effective in the discharge of its functions. The following revisions would go a long way in ensuring that the PSC focuses on what is important and operate efficiently:
 - a. Create a Police Quality Assurance & Strategy Department to include the current Strategy Division and a division to perform the function of formulating policies and strategies for improving and promoting efficiency in policing
 - b. Make Procurement a division in the Admin Department as it is an Admin function.

These changes are reflected in the recommended organisational structure below.

13. Make the position of Secretary a tenured position and appoint office holder on substantive basis. This would facilitate long-term planning and ensure stability and consistency in the administration of the organisation. Also, the tenure should not align with that of the Management so that the Secretary and the Management Team would not leave office at the same time. A five-year tenure is recommended for the Secretary so that it would be longer than that of the Management.
14. Make special case in the next budgeting cycle for a one-off budget funding to complete the construction of the office complex. The Commission's quest for seamless work flow and operational efficiency is partly hinged on having all its departments and offices at the headquarters in one contiguous location. This may not be achievable until the office complex under construction is completed. It is therefore logical to budget for, and make special request for the appropriation of sufficient funding to complete the project in the next budget.

15. Resuscitate the official website – www.psc.gov.ng. Necessary measures should be taken to return Commission's official website to functionality – and this should be treated as a quick-win action. An effective mechanism should also be put in place to ensure regular content update and to make the site interactive with members of the public.
16. Make statutory reporting regular and timely. The Commission needs to do more to ensure the annual reports are not only prepared regularly, but also published in a timely manner. Also, publish the reports on the Commission's website. This would ensure timely reporting and reduce, if not remove, the avoidable pressure of relying on funds for print publication.
17. Maintain an accurate and up-to-date asset register to ensure all the Commission's assets are accounted for.
18. Take a proactive approach to police discipline by focusing on advocacy for disciplined conduct among police personnel to avoid misconduct, instead of simply dwelling on addressing complaints and petitions, and punishing errant police personnel
19. Review and update the operations manual to reflect current realities. A lot of changes have obviously occurred in the Commission and this needs to be captured in the manual to retain its relevance.
20. Develop and implement strategies for creating public awareness about the Commission and its services.
21. Review and update the asset register.
22. Circulate the policies on police recruitment, promotion, discipline and retirement across police formations to provide police personnel with relevant career management information.
23. Articulate a set of shared values to guide the conduct of business and dealings with internal and external stakeholders.
24. Seek collaboration with, and support from civil society organisations and development partners to periodically measure public perception of the Commission's performance and impact.
25. Develop a comprehensive Performance Management (PM) plan for the Commission.

26. Establish appropriate criteria for reward and incentive system based on individual and team performance with the aim of developing a performance culture;
27. Develop Human Resource Plan for the Commission that addresses present and future needs of the organization to ensure continued efficiency and effectiveness of operations and services.
28. Develop and implement a Human Resource Management policy to address the key HR issues that have been identified in the Commission.
29. Ensure constant and regular engagement with critical stakeholders in endeavour to enable them understand who PSC is, its mandate and the need to collaboratively achieve on the oversight mandate.
30. Institute an Outstanding Police Service Awards system in recognition of rewarding excellent police office. In going about this, PSC should bring all agencies and CSOs in policing to work together to reward excellent police officers. In this regard, PSC borrow good practice from the Kenya Independent Policing Oversight Authority (IPOA).
31. Organise and hold a management retreat to re-orientate management and staff on a new direction for the PSC, as well as share the contents of this report at the retreat. The potential resource persons could be drawn from the BPSR, Nigeria Police Force, OHCSF, OSGF, BPP, EFCC, CSOs, Donor and International Agencies.
32. Make case for the amendment of the PSC Act to remove areas of seeming contradictions and lack of clarity.
33. Refocus the PSC to give greater attention and priority to police discipline, i.e. the handling of disciplinary matters relating to the conduct of the Nigeria Police Force and its personnel.
34. Appoint only civilians with non-police and non-military background as the Commission Chairman to avoid the risk of conflict of interest



6. Annexes

Assessment Team

S/N	NAME	ORGANIZATION
1.	Inyang Anyang	Bureau of Public Service Reforms
2.	Felicia Otti	Bureau of Public Service Reforms
3.	Seun Babalola	Bureau of Public Service Reforms
4.	Bidemi Oshebeyo	Bureau of Public Service Reforms

List of Interviewees

S/N	NAME	DESIGNATION
1.	Olufunke Adekeye	Commissioner I
2.	Musa Istifanus	Permanent Secretary
3.	Emmanuel Ibe	Director, Zonal Office Coordination
4.	Rabiu Abdullahi	Director, Promotion
5.	Suleiman K. Gambo	Director, Recruitment
6.	Maurice O. Archibong	Director, Discipline
7.	Tijani Mohammed	Director, Legal Services
8.	Anietie Etiebet	Director, Admin & Human Resources
9.	Bello Gusau	Finance & Accounts
10.	Annuli Okoli	Head, Strategy Unit
11.	Ikechukwu Ani	Head, Press & Public Relations
12.	Abubakar M. Aminu	Head, Training & Staff Welfare
13.	Raymond Udom	Finance & Accounts

Focus Group Participants – External Stakeholders

S/N	NAME	ORGANIZATION
1.	Chigozirim Okoro	Centre for Law Enforcement Education in Nigeria
2.	Wesley Kennedy (DSP)	Nigeria Police
3.	Jones Adeyinka	Federal Ministry of Interior

Focus Group Participants – Staff Union Executives

S/N	NAME	POSITION
1.	Umar Isa Sharubutu	Chairman
2.	Mbanugo Nnedinma	Vice Chairman
3.	Ogundeji Remi	Secretary

Focus Group Participants – Middle Level Staff

S/N	NAME	GRADE LEVEL	DEPARTMENT
1.	Eucharia N. Ihyom	GL 14	Servicom
2.	Solomon Jibril	GL 14	Admin & Human Resources
3.	Mohammed Gimba	GL 14	Promotion
4.	Oliver Awar	GL 13	Zonal Coordination
5.	Uche Ofili	GL 13	Discipline
6.	Bassey Emem Uko	GL 13	Discipline
7.	Ibrahim Nura	GL 13	Recruitment
8.	Joseph E. Iyang	GL 12	Legal
9.	Segun Oruma	GL 10	Promotion
10.	Babatunde Oseni	GL 10	Admin & Human Resources

Focus Group Participants – Middle Level & Junior Staff

S/N	NAME	GRADE LEVEL	DEPARTMENT
11.	Elizabeth Agbo	GL 09	Recruitment
12.	Theo Omorogbe	GL 09	Recruitment
13.	Abdulmumini Idris	GL 09	Promotion
14.	Salihu Abdullahi	GL 09	Admin & Human Resources
15.	Destiny Abah	GL 08	Admin & Human Resources
16.	Ogechi Jovita Obi	GL 07	Admin & Human Resources
17.	Francis Odey	GL 07	Admin & Human Resources
18.	Bashir Bello	GL 09	Admin & Human Resources
19.	Benedict Aguebor	GL 10	Admin & Human Resources
20.	Mohamed Mohammed	GL 07	Admin & Human Resources
21.	James Ekele	GL 06	Admin & Human Resources
22.	Bulus Hassan	GL 06	Admin & Human Resources

Functions of the Departments and Units

1. Department of Police Recruitment

- Recruit Police Constables
- Appoint cadet ASPs and Inspectors for training in the Police Academy
- Appoint specialists in the Police such as medical doctors, veterinary doctors, technicians, etc.
- Conduct security check of recruited candidates into the Force
- Check the validity of tendered documents
- Process applications for retirement
- Gazette the appointment and retirement of Police officers
- Maintain up-to-date nominal roll of members of the Nigeria Police Force and personnel audit
- Process appeals and petitions relating to retirement
- Administer polygraph test on candidates
- Distribute appointment letters to cadets-in-training
- Prepare periodic reports of the Department
- Prepare annual departmental budget
- Serve as secretariat to the Recruitment Board
- Formulate procedures relating to recruitment into the Commission
- Perform other duties that may be assigned by the Permanent Secretary/Secretary to the Commission.

2. Department of Police Promotion

- Formulate policies and guidelines on promotion in the Nigeria Police Force
- Deal with matters relating to promotion of senior police officers and process appointments
- Deal with matters relating to upgrading/advancement and conversion of rank and file and inspectors who have acquired additional relevant qualifications to the rank of Assistant Superintendent of Police (ASP)
- Participate in the conduct of promotion examinations and interviews for police officers in the examinable cadres in the Nigeria Police Force in conjunction with Police authorities
- Process briefs and memoranda on the recommendations received from the Inspector General of Police on promotion of senior police officers as well as acting appointments
- Examine and process appeals/petitions/complaints received from aggrieved police officers who are seeking redress for long overdue promotion, unjustified demotion, and improper placement in the seniority staff list/nominal roll of the Nigeria Police Force.

- Keep custody and maintain promotion examinations records of all cadres of the Force, including rank and file and within the Inspectorate cadre delegated to the IGP
- Gazette the promotion of senior police officers
- Process comments, responses and recommendations of IGP for promotion, conversion, upgrading, and advancement for the Standing Committee on Police Promotion Matters' consideration.
- Liaise with the IGP in respect of the promotions of rank and file and the Inspectorate cadre by the power delegated to the IGP
- Process, review and analyse the recommendations for promotions from the IGP and make further recommendations to the Standing Committee on police promotion matters based on the guidelines
- Identify training needs of officers and men of the NPF and develop the syllabi for courses and promotion examination in collaboration with the NPF Headquarters
- Implement the Commission's policies on promotion in the Nigeria Force.
- Serve as secretariat to the Standing Committee on Police Promotion Matters
- Prepare quarterly and annual reports of the Department
- Keep records of officers who have attended police promotion courses and examinations
- Perform any other duties as may be assigned to the Department

3. Department of Police Discipline

- Acknowledge petitions and complaints from the public and aggrieved police personnel
- Study, analyse and make recommendations on public complaints and appeals/petitions to the Permanent Secretary or as may be directed by the Chairman.
- Refer cases with high criminal contents or police operational peculiarities to the IG for comments and/or investigations.
- Request and obtain from the IGP, copies of Orderly Room Trial proceedings to enable informed evaluation of appeals/petitions on disciplinary action taken on the Rank and File and against which they are appealing.
- Review disciplinary decisions made by the Police authorities on senior police officers forwarded from Force Headquarters to the Commission for determination.
- Carry out investigations on public complaints against the police that are civil or administrative in nature either alone or in collaboration with the Legal Unit or the Commission's Police Liaison Desk.

- Draft briefs for Standing Committees on Pending Disciplinary Matters (PDM) and Appeals, Petitions and Legal Matters.
- Draft briefs for the Commission's Plenary Meetings on PDMs and Appeals/Petitions.
- Convey Commission's decisions on sanctions awarded for infractions committed by SPOs to the IGP for implementation.
- Convey Commission's decisions on rejected appeals/petitions to the petitioners/ appellants.
- Verify in collaboration with the Legal Unit, binding court judgments submitted to the Commission by appellants/petitioners.
- Document and keep both file and electronic records of all letters and memoranda forwarded to the Department from the Chairman, the Permanent Secretary and other Departments/Units of the Commission.
- Check twice daily, the Commission's website to download and acknowledge online, any complaint on police misconduct
- Liaise with the Police Liaison Desk for more information on petitioners/appellants as may be needed
- Make proposals and/or inputs in formulating policies that would improve discipline and efficiency in the Nigeria Police Force
- Implement the Commission's policies on discipline in the Nigeria Police Force
- Carry out background checks on recruited police officers and men.
- Serve as secretariat to the Standing Committee on Appeals, Petitions and Legal Matters
- Serve as secretariat to the Standing Committee on Pending Disciplinary Matters
- Prepare quarterly and annual reports of the Department.
- Prepare the department's annual budget
- Monitor the conduct of Police personnel deployed for election duties.
- Perform any other duties as may be assigned

4. Department of Legal Services

- Provide legal advice, opinions, and interpretation of legal documents and statutory enactments to the Commission
- Draft legal notes, regulations, guidelines and other statutory instruments of the Commission
- Vet legal and other documents
- Draft contract agreements and other legal documents between the Commission and third parties
- Research into legal matters over which the Commission has jurisdiction
- Maintain a law library for the Commission.

- Liaise with the Federal Ministry of Justice and other outside bodies on matters of concern to the Department and the Commission as a whole
- Defend actions instituted against the Commission in the Courts and prosecution of cases instituted by the Commission
- Conduct legal searches
- Obtain certified true copies of judgments/orders and other documents
- Deal with other matters as may be assigned to the Department from time to time

5. Administration & Human Resources Department

- Processing staff recruitment and training matters to the Commission.
- Supervising conduct of examinations and promotion matters of staff and processing same to the Commission.
- Coordinating the National Health Insurance Scheme (NHIS), pension matters and welfare of staff.
- Coordinating the postings, secondments, and transfer of pool officers from the Federal Civil Service to and from the Federal Civil Service.
- Preparation of the Commission's Annual Budget for consideration by the Commission.
- Maintenance of Commission's building and equipment.
- Processing financial claims, benefits, payments and bank issues etc., of the Commission.
- Coordinating, maintenance and control of Commission's vehicles.
- Managing stores of the Commission.
- Assessing and processing the equipment, etc. needs of the Commission for procurement.
- Preparation of Annual Reports of the Commission
- Any other duties that may be assigned
- Identifying skill gaps and facilitates the training and skills upgrade of the employees of the Commission
- Ensuring that staff performance is effectively managed and are provided with the tools required to perform their job
- Evolving, coordinating and implementing an effective welfare system for the staff of the Commission aimed at providing a conducive work environment for the overall well-being of staff.
- Advice the commission on procurement of vehicles when required
- Responding to request for vehicle
- Ensuring safety on the road
- Regular inspection of vehicles
- Supervising the repairs/ servicing of the vehicles
- Supervising drivers of the Commission
- Advising the Commission on boarding of unserviceable vehicles

- Obtain registration of Official number plates of new vehicles
- Advising on the recruitment of drivers
- Advising on the purchase of spare parts
- Advising on the security gazette of vehicles (e.g. tracker)
- Checking the validity of driver's license

6. Finance

- Preparing the Annual Budget of the Commission including Personnel, annual overhead and capital estimates.
- Matching Vote and Availability of funds
- Liaising with the Personnel Management of the Commission, Ministry of Finance, Budget Office of the Federation, Office of the Head of the Civil Service (Establishment Department), National Assembly Committees on Police Affairs.
- Tracking and collecting Warrants/AIE (if any) from the Ministry of Finance on behalf of the Commission.
- Preparing details of the Commission's Annual Budget Releases/Performance to NASS for its oversight functions.
- Monitoring of Budget Performance of the Commission.
- Serving as member/Secretariat on Committee for allocation of funds to budget codes.
- Carrying out any other function that may be assigned to the Division in the Commission.

Functions of Units

1. Information & Communication Technology

- Maintenance and management of the Commission's ICT equipment and resources (computers and its accessories, database, network -internet and intranet facilities and liaising with Internet Service Providers (ISP), etc.)
- Developing and maintenance of website by providing effective Administration of the Commission's website through content development and periodic updating.
- Liaising with relevant bodies outside the Commission on ICT related operations.
- Liaising with the National Planning Commission, National Bureau of Statistics on project Monitoring.
- Liaising with DFID, UNDP, EU, ECOWAS, African Union and Non-Governmental Organizations etc. in respect of aid and assistance for programmes and activities of the Commission.

- Provision of ICT related solutions to improve service delivery in relation to the Commission's function.
- Undertaking feasibility study of the existing mode of ICT operations in all Departments and Units of the Commission.
- Recommending the hardware and software requirement for each Department /Unit in the Commission.
- Coordinating the ICT infrastructure acquisition, installation and backup services in the Commission.
- Coordinating and supervising of ICT programmes and projects of the Commission.
- Designing, recommending and coordinating relevant ICT training for the staff of the Commission.
- Ensuring that the Commission's activities are essentially IT driven.
- Administering, maintaining, upgrading and expanding the existing IT network facilities to the expanding needs of the Commission.
- Providing standards and specifications as well as leadership in the acquisition and implementation of ICT systems for the automation of the Commission's operations.
- Making recommendations for Outsourcing of ICT specialized requirements of the Commission.
- Establishing, operating, and maintaining standard ICT Resource Centre and Databank for the Commission and Nigeria Police Force.
- Performing such other duties as may be assigned.

2. Commission Secretariat

- Provide Secretariat to the Board of the Commission and its Committees
- Receive and submit recommendations to the Board
- Arrange and manage the process of convening plenary meetings or special meetings of the Commission
- Circulate relevant information on matters to be raised at the meetings for consideration
- Follow up on the Implementation of the Commission's decisions
- Keep records and decisions of meetings of the Commission
- Write reports/briefs on other activities of the Commission such as tours, retreats and courtesy visits
- Act as primary point of contact on information regarding the Commission's activities
- Perform any other function as may be directed by the Permanent Secretary/Secretary to the Commission

3. Procurement Unit

- Handle all procurement activities on goods and services
- Prepare the Yearly Procurement Plan
- Serve as secretariat for PPC and MTB meetings
- Conduct periodic market surveys
- Register contractors and keep contractor records
- Carry out price Indexing
- Advise payment after verification by Store Unit, Internal Audit and Stock Verifier

4. Servicom Unit

- Ensure that all department/units deliver services in an efficient, prompt, honest and transparent manner to all customers/stakeholders of the Commission
- Institute complaint procedure including grievance redress mechanism for the Police Service Commission
- Promote quality assurance and best practice in the Commission's performance of its functions
- Manage the Commission's customer relations policy, including providing opportunities for customer feedback on service
- Disseminate best practices and other tips on service delivery improvement
- Provide a comprehensive and effective training policy for frontline staff on customer relations and related matters
- Sensitize the Commission staff on service delivery
- Receive complaints/report from customers/stakeholders of the Commission on the conduct of police personnel and the Commission staff
- Establish and monitor SERVICOM units at the zonal offices of the Commission
- Establish a service reception area to enhance the implementation of the service delivery
- Serve as a link between the Commission and SERVICOM office.
- Facilitate safe and conducive working environment for staff at all levels of service delivery
- Serve as the secretariat of the Commission's Service Delivery Committee

5. Press & Public Relations

- Strive to increase public awareness about the Commission through media coverage, press conferences, public hearing, retreats, interviews, "story pitches," and other strategies

- Gather and verify information on the Police and the Commission's activities
- Draft media releases, interview techniques and provides advice on protocol for visits to the Commission by visitors and media representatives
- Moderate comments by members of staff when they are encouraged to speak to the media on issues relating to their area of duties or specialization
- Provide advice on media and public relations issues
- Ensure the Commission responds to news media inquiries in a timely, honest, and cooperative way
- Prepare and issue press releases
- Develop and maintain a media contact list and ensure cordial relationship between the Commission and the media
- Keep staff abreast of activities of interest to the Commission
- Manage, regulate and implement the Freedom of Information Act as requested by the Attorney-General of the Federation/Minister of Justice

6. Library

- Collection of information, sources, resources, and services relating to the Commission and to the Nigeria Police Force.
- Cataloguing and classification of materials relating to the Commission and to the Nigeria Police Force according to subjects for easy retrieval.
- Collating and preserving all related materials and resources of the Commission and the Nigeria Police Force.
- Provision of information resources relating to the Commission and to the Nigeria Police Force.
- Records keeping of bounded resources and materials relating to the Commission and to the Nigeria Police Force by shelving.
- Registration of library users for proper identification.
- The library also works very closely with other departments in the Commission responsible for keeping records on the NPF to get resources which is pertinent to the work of the Commission.
- Stocks the Library with relevant books, materials and journals from time to time.

- Storage of press releases / newspaper cuttings on issues relating to the Commission.

7. Research & Statistics Division

- Collection, collation, analysis and interpretation of data and statistics relating to the Commission and to the Nigeria Police Force
- Generate statistical data from time to time
- Responsible for the dissemination of all statistical information for use in the Commission.
- It liaises and cooperates with all the Departments on issues relating to data collection, analysis, storage and dissemination and evaluation.
- Integrate data of diverse nature cutting across all Departments the Commission and the NPF.
- It serves as Data Bank for all statistical information.
- Maintains accurate and timely statistical information on the Commission and NPF.
- Designing of formats/templates for use by the Commission and all other departments.
- Analysing the output data of all the operational departments.
- Collection of police manpower records and other statistical data for analysis.
- Provision of analysed data to all the operational departments in relation to their functions.

Assistance Sought by the Police Service Commission

The Police Service Commission is seeking the assistance of the Bureau of Public Service Reforms in Short Term measure in the following areas:

1. Assist in ensuring that on completion of the tenure of the current management of the Commission next year, the next Chairman must be a civilian (not an ex-police or military officer)
This request is in line with one of BPRS' findings on the institutional factor inhibiting optimal performance in the Commission as contained in the Draft report to "appointing a retired police officer to head the management of the commission could be counter-productive as it amounts to asking the police to oversee itself"
2. Assist in the amendment of the Police Service Commission Establishment Act to remove areas of seeming contradiction.
3. Assist in capacity building of the staff of Commission.
4. Assist the Commission in building and developing its official website
5. Assist the Commission in attracting funding from international development partners to enable it to deliver on its mandate