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Project Initiation Plan (PIP)

Project Title:	Rule of Law/ Police Reform in Nigeria
Expected CP Outcome(s):	Output 1.1: Governance and electoral institutions at the central and local level enabled to perform core functions, for improved, inclusive, and accountable political processes By 2022, Governments at all levels apply principles of good governance and rule of law in public service delivery
Initiation Plan Start Date:	28 February 2021
Implementing Partner	Office of Chief of Staff, Nigeria Police

Brief Description

Over the last 5 months Nigeria has seen nationwide protests against alleged police misconduct by the Special Anti-Robbery Squad (SARS) which in turn has galvanised calls for wider reform of the Nigerian Police. The Police Act and Police Trust Fund Act were both signed into law in 2020 whereas there is legislation going through the Parliament at present to strengthen police oversight. These would be the key pillars anchoring reform. In October 2020 UNDP received a request from the Chief of Staff requesting UNDP's support on this. This led to a UNDP/UNPOL factfinding mission which identified pre-conditions for support, quick wins and medium term priorities and was based on consultations with key stakeholders. In the new year, the President reaffirmed government commitment to Police Reform in 2021 including the 5 key demands of the SARS Protests. The Chief of Staff Office has also been provided with a mandate to coordinate Police Reform. This PIP will support foundational work to initiate support to Police Reform over the next 18 months including supporting development of a new police concept and roadmap which would set out a national version for the Police to take forward this important work and setting up of an inclusive steering committee comprising all relevant stakeholders. This would also comprise developing and supporting a robust outreach plan prioritising strategic communications to the public and within the Police which will be critical in keeping the momentum of the reform effort going and secondly supporting a new human rights screening concept. Finally, we will support the legislative reform agenda as it relates to Police Reform. This work will lay the foundation for a longer term, sustainable and include reform process

Programme Period:	February 2021- July 2022
Atlas Project Number:	_____
Atlas Output ID:	_____
Gender Marker:	_____

Total resources required	\$ 933,436
Total allocated resources:	\$425,000 (\$395k CB, \$30K UNDP CO)
• Regular	_____
• Other:	_____
○ Donor	_____
○ Government	_____
Unfunded budget:	\$ 503,436
In-kind Contributions	_____

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APPROVED:

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I. CONTEXT AND PURPOSE

CONTEXT

Police Reform: Over the last 5 months Nigeria has experienced nationwide protests by citizens mostly youth calling for abolishment of the Special Anti-Robbery Squad (SARS) and wider reform of the Police¹.

These protests have triggered a series of policy announcements including dissolution of the SARS and a resolution on 15 October recommending implementation of a White Paper authored by the Human Rights Commission (NHRC) in 2019. This provides for immediate establishment of State-based Judicial Panels of Inquiry across the country, chaired by High Court Judges that will also include representatives from the legal profession, retired Police Officers of high repute, Youth, and civil society organizations to investigate allegations of police misconduct. The resolution further directs the immediate establishment of state-based Special Security and Human Rights Committees chaired by the Governor to supervise the newly formed police tactical units and all other security agencies located in the state. A special fund established in all states will compensate victims of police brutality, thereby responding to the #ENDSARS movement's key demands

The protests have also galvanized the process of Police Reform. The 2020 Police Act & Police Trust Fund Act were both signed into law earlier in the year. The President has committed to comprehensive implementation of the Law and wholesale reform of the Police. In addition to this there has also been a number of new pieces of legislation passed during this administration which aims to reform the criminal justice system in Nigeria including the Child Act, Administration of Justice Act, Violence against Persons(Prohibition) Act and Nigeria Correctional Services Act, all of which are highly relevant to police reform.

The process has also prompted the drafting of a strengthened Police Services Commission Bill 2020. They are responsible for external oversight of the Police but currently the mandate is weak and they are chronically underfunded with no presence outside Abuja and no capacities to independently investigate complaints.

The President has subsequently committed the Government to Police reform in his new year statement outlining the Government's policy agenda including honoring the key demands of the SARS Protesters including implementation of the Police Act in full. The Chief of Staff Office will also oversee/coordinate the process of reform. The Human Rights Commission have also commenced hearings in some States looking at allegations of Police misconduct and have convened committees looking at aspects of the Police reform.

UNDP Police Reform Support

UNDP have been approached to support the overall process of reform including the work of the NHRC and the Police reform agenda. A letter was received on 28 October from Dr Ibrahim Gambari the Chief of Staff officially requesting UNDP to partner with the Government and support the overall process of reform calling on UNDP's global expertise on supporting security sector and specifically police reform processes.

With support from the Global Programme and Global Focal Point(GFP), the CO formally requested the support of the UN Police Division Standing Police Capacity who undertook a mission to support the CO and Govt between 16 November – 06 December 2020 in Abuja. The mission comprised the Office in charge of SPC and a Police Reform Advisor. We worked closely with the Chief of Staff's Office and met with a range of partners working on Policing including Human Rights Commission, Police Services Commission, Parliament, development partners(EU,UK, Germany, US), ICRC, CSO/think-tanks working on Policing and UN.

A mission report was put together (see attached SPC Report) which sets out pre-conditions(quick wins) and short/medium & long-term actions to support the process of police reform and which is built around reform processes that have commenced, legislative reforms enacted or in process and thirdly based on recommendations from partners consulted to date.

¹ SARS protests had 5 key demands which included 1. release of arrested protesters, 2. Justice for deceased victims and compensation for families, 3. Setting up an independent body to oversee the investigation/prosecution of police misconduct, 4. SARS officers to undergo psychological evaluation before being re-admitted and, 5. Increase police salaries) to gain traction and subsequent acceptance by the Government.

Key recommendations for engagement (UNPOL/UNDP mission report recommendations)

Based on consultations undertaken so far with Government, development partners, CSOs etc. we have identified preconditions plus a number of high impact and low cost interventions which could form the basis of the Reform. This is expanded in the SPC mission report

Quick wins/preconditions

- *Set up a high-level Steering Committee and secretariat as high-level political decision-making body with secretariat working with different institutions.* An early action will support development of a roadmap which would outline the overall vision of the reform process plus a set of short and medium term interventions. It is envisaged that there should be a number of institutions that would be part of the Steering Committee including the Chief of Staff Office, Office of the Speaker, Nigeria Police Force (NPF), Police Services Commission, Human Rights Commission, CSOs (including representatives from youth who were engaged in the SARS protests) as well as UN and development partners
- *Communicate the plan to the public* and would need to be done on an ongoing basis. Reform is a process but this would signal to the public that the reform process has started and will lead to a new improved Police Service which respects human rights
- *Develop a Human Right screening concept for recruitment of new police officers:* this is linked to accountability & require new recruits to undertake screening prior to recruitment. It also sends an important signal concerning the new Police Service that Nigeria would want to build

Funds would support these key initial actions and lay the groundwork for short and medium term actions as follows:

Short term

- *Revamp the NPF communication strategy:* this is a critical anchor of any police reform process but also to address issues proactively and to communicate its new ethos and values. This would also be a key pillar in forging trust
- *Build a new police policy and regulation framework* based around new legislation including the new Police Act, Violence against Persons (Prohibition) Act which seeks to address violence against women and girls. Police are still using regulations from 1968 which don't reflect new legislative developments nor best practices on policing
- *Revise the Training Curriculum for new recruits:* the new Police Act and other legislation that has been passed in the last 5 years provides an important opportunity to modernise curriculums for new recruits and is important to equip officers with skills around community policing. Current training is still very much focused around the former Act and focusing around post-colonial era policing.

Medium term

- *Strengthen oversight mechanisms:* Support will initially focus on technical/advisory support concerning the new police service commission bill bringing in best practices including the work that the Pan African Parliament has done i.e. model police laws. In the medium term when the law is passed and if the PSC is adequately resourced the project would focus on standing up this commission
- *Establish the Police Officer Support Unit:* this would support police welfare. Initial actions would involve discussions with the Police on existing systems and proposals to expand systems within the Police on welfare for serving officers
- *Revision of the in-service training curriculum:*

Anchored in a vision which would promote a community-oriented and Intelligence-led policing as the foundation of the police service

UNDP already supports the Police through its stabilization programming in the North East. This includes supporting reintroduction of Policing into selected communities in the 3 NE States and supporting introduction of community policing in those affected communities. Element of this work will contribute to the national reform agenda including community policing but also for example in supporting development of a national code of conduct. There are also plans to support community policing in middle belt states in the context of our wider peacebuilding programming

It is in the context of this request from the Chief of Staff, as well as continued developments from Government of Nigeria towards police reform that UNDP will support development of a project to support this process. Over the next 12 months, UNDP in partnership with the Chief of Staff's Office, Nigeria Police Force and other relevant stakeholders including the Parliament and Nigerian Human Rights Commission will develop a project identifying short and medium term entry points. A number of key pieces of legislation have been passed in recent years which provides a key

foundation for the reform including the Nigeria Police Act (2020), Nigeria Police Trust Fund (Establishment) Act (2019) as well as key criminal justice legislation². UNDP will also leverage its police support work in the NE/middle-belt to leverage its wider reform work.

Partnerships: Within the UN System UNDP would utilize partnership from the GFP. UNPOL SPC have been involved from the outset and have indicated their willingness to provide ongoing support. There is also scope for partnership with UN Women who have been working with the Police in development of a Gender Strategy for recruitment and promotion and with UNODC who have been engaging with the Police on trafficking and transnational crime. Outside of the UN, the UK has been closely working with the Police for the last decade. The EU is supporting UNODC whereas Germany, EU and UK are partners in UNDP's Stabilisation work in the NE which supports community policing. We are working with them on coordinating advocacy messaging and also on political economy analysis to better understand key triggers which can either drive or hinder reform efforts

II. EXPECTED OUTPUT

Nigeria has in the last 5 years passed ambitious and progressive legislation to modernise the police and criminal justice system. The SARS protests have galvanised a reform process which commenced in September 2020 when the Police Act (2020) was signed into law. The draft Police Service Commission law will when passed also strengthen police accountability whereas proposed legislation on police welfare will contribute further to modernising the Police. This legislation will form the basis of UNDP's proposed Police Reform project and critically an approach grounded in ownership and inclusiveness. Nigeria has had a number of failed reform processes but for it to work there is a need to turn action happening in silos into a streamlined process with the Police at its centre. Over the coming 12 months UNDP will work with the Chief of Staff Office in supporting establishment of an inclusive high level Steering Committee to coordinate initiatives taking place

The PIP aims to deliver against 2 key outputs

1. Overall framework and Project Document developed including development of an inclusive coordination mechanism and steering committee. UNDP will also support development of a roadmap signed off by the Chief of Staff Office, Police and other key actors which will guide the process of Police Reform.
2. Initiate Implementation of key initiatives including development and commencement of key priority activities identified in the roadmap. This output would also support continuing TA including supporting the Unit set up in the Chief of Staff Office to guide police reform

III. KEY ACTIVITIES

Activity 1: Support technical team at Chief of Staff Office who in turn will establish a high level steering committee to oversee and guide police reform process and develop a roadmap outlining broad priorities of reform

Activity 2: Finalize Police Reform Project Document - The PIP will culminate in design of a project document followed by implementation. The Project document will also outline resourcing options i.e. establishment of a basket fund as well as key priorities etc. which will be guided by the roadmap

Activity 3: initiate implementation of key police reform priorities identifying quick wins from the Roadmap and key priorities identified by the Steering Committee: these will be defined in the roadmap and identified/agreed with the Steering Committee (once established)

IV. MANAGEMENT ARRANGEMENTS

The PIP will be managed by UNDP under the overall oversight of the UNDP Resident Representative and programmatic guidance from the Deputy Resident Representative in charge of Programme. The project development and management team will comprise of UNDP Rule of Law and Human Rights Advisor (as the focal point); relevant colleagues from Communications Unit, HR, Finance and Procurement. The Senior Public Reform Advisor will represent Government on the Project Management Team and a slot will be availed to a representative from development

² Violence against Persons (Prohibition) Act(2015; Administration of Justice Act(2015); Nigeria Correctional Service Act (2019)

partners. A pool of individual consultants or consulting firm will be contracted to provide specific services during the implementation phase. UNDP PMSU will provide quality assurance and monitoring support of the PIP.

During the PIP, a temporary Project Board will be constituted with the mandate of providing policy oversight and strategic direction. This board will be chaired by the UNDP Resident Representative and the Chief of Staff or his delegate.

V. MONITORING

UNDP Regular Monitoring procedures will be applied to ensure effective monitoring of the PIP. PMSU will provide quality assurance support while UNDP Focal Point of the Project will be responsible for the production of regular briefing and progress reports.

VI. ANNUAL WORK PLAN

Period³: 28 February 2021 – 30 July 2022

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q2	Q3	Q4	Q1		Funding Source	Budget Description	Amount
OUTPUT 1: Overall Framework and Programme Document and Fund Framework developed Baseline: technical unit established at COS Office; Concept developed by UNPOL SPC/UNDP Indicators: Roadmap approved, steering committee established, approved project doc Targets (2021): completion of police reform roadmap; communications plan developed and roadmap released Targets (2022): Programme doc approved, steering committee functional	Activity 1: development and launch of new police concept outlining overall Police reform agenda	X	X			UNDP		Consultancy fees	\$50,000
	Activity 2: set up & running of police reform team and secretarial support to Steering Committee on Police Reform	X	x	x	x	UNDP		Technical support, Consultancy Fees, communication services Professional Services, Meeting costs	\$180,000
	Activity 3: Development of project document			X		UNDP		Consultancy services, technical assistance and professional fees	\$40,000
OUTPUT 1 TOTAL									\$270,000

³ Maximum 18 months

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q2	Q3	Q4	Q1		Funding Source	Budget Description	Amount
<p>Output 2: Initiation of key Police Reform interventions</p> <p>Baseline: Police Act has been passed; draft Police Service Commission Bill finalized; technical unit established at COS Office</p> <p>Indicators: Police Reform roadmap launched with initial activities launched, Police Act gazetted</p> <p>Targets (2021): police reform roadmap developed; human rights screening concept initiated</p> <p>Targets (2022): human rights screening concept approved, police reform roadmap launched, NPF Communication plan developed</p>	<p>Activity 1: set up of police reform communication cell and initiation of priority activities including <i>NPF communication plan</i>, communication of police reform initiatives to Public</p>			x	X	UNDP, Police, COS Office		Technical support, Consultancy Fees, communication services Professional Services, Meeting costs	\$110,000
	<p>Activity 2: Develop a Human Right screening concept for recruitment of new police officers</p>		x		X	UNDP, NHRC, COS, UNPOL		Technical support, Consultancy Fees, communication services Professional Services, Meeting costs	\$80,000
	<p>Activity 3 : Development of detailed roadmap based on 2020 Police Act and police reform concept</p>			x	x	UNDP, NHRC, Police, UNPOL		Technical support, Consultancy Fees, communication services Professional Services, Meeting costs	\$ 80,000
	<p>Activity 4: Supporting Security sector reform legislative agenda including PSC Bill, Police Welfare Bill and others</p>			x	x	UNDP, Police, COS, NHRC, UNPOL		Technical support, Consultancy Fees, communication services Professional Services, Meeting costs	\$50,000
SUB TOTAL – Output 2									\$320,000
Direct Project Costs	Senior Rule of Law and Human Rights Advisor							\$280,436	\$343,436
	Project Associate (50%)							\$18,000	
	Travel and DSA (UNPOL SPC Mission Costs)							\$45,000	
subtotal									\$933,436