



THE PRESIDENCY

**PRESIDENTIAL ADVISORY
COMMITTEE AGAINST CORRUPTION**

REPORT

August 2015 - July 2016



MUHAMMADU BUHARI

President, Commander-In-Chief of the Armed Forces
of the Federal Republic of Nigeria



PROFESSOR YEMI OSIBANJO, SAN

Vice President
Federal Republic of Nigeria



ABUBAKAR MALAMI, SAN
Honourable Attorney-General of the Federation



PRESIDENTIAL ADVERSARY COMMITTEE AGAINST CORRUPTION (PACAC)



PROFESSOR SADIQ ISAH RADDA
Member
Presidential Adversary Committee Against Corruption



PROFESSOR ITSE SAGAY, SAN
Chairman,
Presidential Adversary Committee Against Corruption



PROFESSOR FEMI ODEKUNLE
Member,
Presidential Adversary Committee Against Corruption



PROFESSOR ETANNIBI ALEMIKA
Member
Presidential Adversary Committee Against Corruption



PROFESSOR BOLAJI OWASANOYE
Member / Executive Secretary,
Presidential Adversary Committee Against Corruption



MRS. HADIZA BALA USMAN
Member
Presidential Adversary Committee Against Corruption



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Background: Corruption in Nigeria

"The aim of the Revolutionary Council is to establish a strong united nation free from corruption and internal strife... Our enemies are the political profiteers, the swindlers, men in high and low places that seek bribes and demand 10 percent; those that seek to keep the country divided permanently so that they can remain in office as ministers or VIP at least, the tribalists, the nepotists, those that make the country look big for nothing before international circles, those that have corrupted our society and put the Nigerian political calendar back by their words and deeds."

Major Kaduna Nzeogwu, January 15, 1966

Since the historic words of Major Kaduna Nzeogwu were uttered in the wake of Nigeria's first military coup in 1966 subsequent governments had taken diverse, less radical but different measures to tackle corruption while others simply allowed it to fester. For example, under General Yakubu Gowon, whispers of corruption against cabinet ministers and Military Governors became open accusations such that a private citizen Godwin Daboh went to court to swear to allegations of corruption against a cabinet minister Joseph Tarka. Despite the negative impact of this development on his regime, Gowon did not sack Tarka, who later resigned under intense public criticism.

When late General Murtala Mohammed took over government by military coup in 1975, all the twelve Military Governors that served under Gowon were retired. Murtala ordered a probe into their conduct in office and ten of the twelve were found to have illegally enriched themselves while in government. General Murtala said they had "betrayed the trust and confidence reposed in them by the nation....(and) betrayed the ethics of their professions and they are a disgrace to those professions. They are, therefore, all dismissed with ignominy". Apart from Shehu Shagari and Ali Monguno, all of Gowon's civilian ministers were also found guilty of corrupt enrichment and were stripped of illegally obtained assets.

Similarly, top federal and state officials were removed. Over 10,000 public officials and employees were dismissed without benefits, on account of age, health, incompetence, or malpractice. The massive purge affected the civil service, judiciary, police, armed forces, diplomatic service, public corporations, and universities. Indeed, some officials were brought to trial on charges of corruption. Ironically, most of the ill-gotten assets seized by Murtala were returned several years later by the regime of Ibrahim Babangida for reasons that no one can explain till today especially as Babangida was a member of the regime that seized the assets in the first place.

Since 1976 till date, every government has pretended commitment to tackle corruption with differing levels of seriousness, hypocrisy and successes all woven around the character and integrity of the leader. Corruption reached its zenith under military governance during the regimes of Ibrahim Babangida and late General Sanni Abacha. While Babangida encouraged corruption to thrive as a way of patronizing acolytes, Abacha virtually privatized the state by appropriating the treasury to him and family members. Under these military rulers, the barrel of the gun officially shielded corruption.

On the other hand, the weak dispositions of civilian leaders Shehu Shagari and Goodluck Jonathan to corruption under their watch led to their removal by President Muhammadu Buhari in different climates. The first by military coup in 1983 and the other by ballot box in 2015. On both occasions, Buhari rode on the crest of popularly acclaimed personal discipline and Spartan anti-corruption disposition.

By the time President Obasanjo returned to government in 1999, corruption was widely acclaimed as one of the major threats to Nigeria's progress and development. According to Transparency International's



Corruption Perception Index 1999, Nigeria ranked 98 out of 99 countries only beating neighboring Cameroon to the last position. Given President Obasanjo's relationship with Transparency International as co-founder and former Board Member, he came into office with clear ideas of what to do with corruption. As such, the first coordinated effort at tackling corruption in a wholistic manner was taken under President Obasanjo's regime. President Obasanjo took major steps to tackle corruption and his public disposition was one of high intolerance to corruption although some of his actions were not above board as he was himself accused of corruption especially with his bid for a third term in office contrary to constitutional provision.

It is to President Obasanjo's credit that he established key anti-corruption agencies and appointed effective leaders for them. The Independent Corrupt Practices Commission and Economic and Financial Crimes Commission were both established under President Obasanjo. Under his watch, the most notable convictions of high profile persons was recorded between 2004 and 2002 and 2007 including those of former Inspector-General of Police Tafa Balogun and former Governor of Bayelsa Diepreye Alamesiegha.

From 2007, the crusade against corruption from the perspective of government went comatose largely due to leadership deficit. In fairness to late President Umaru Musa Yaradua, his health challenges prevented him from defining his stance against corruption although we must acknowledge that he publicly declared his assets.

President Goodluck Jonathan fared far worse than his predecessors in tackling corruption. His tolerance of corruption is reflected in the sunset of the activities of anti-corruption agencies under his watch and exponential increase of other vices no doubt fuelled by corruption. For example, it is widely believed that insecurity escalated because of the \$2 billion arms procurement deal that resulted in the embezzlement of \$2 billion through the office of the National Security Adviser under the leadership of Colonel Sambo Dasuki, who allegedly diverted the money appropriated to fight insurgency. The problems in the downstream sector of the petroleum industry reached zenith with multi-billion dollars subsidy scams while President Jonathan looked the other way. At the same time, other vices spread like cancer – kidnapping, import duty waivers, financial recklessness, a profligate legislature, corrupt judiciary etc. There was no single high profile conviction for corruption under his watch yet there was evidence of high profile corruption within the cabinet the most notable being the misdeeds of Stella Oduah. Jonathan's legendary comment that stealing is not corruption underscored his perspective on corruption and remains a watershed in the history of anti-corruption crusade in Nigeria. Under his watch, corruption brought Nigeria to its knees.

Corruption has been the main damaging effect to the development of Nigeria. What only 55 people have stolen in seven years in Nigeria amounted to 1.35 trillion Naira. Using the World Bank's rates and costs, one-third of this stolen sum could have provided 635.18 kilometers of roads, built 36 ultra modern hospitals (one per state), built and furnished 183 schools, educated 3,974 children from primary level all the way to their tertiary education (at 25.2 million Naira per child), and also built 20,062 units of two-bedroom houses.

Corruption is Nigeria's greatest challenge and is directly associated with the current economic decline, poverty expansion, reduced life expectancy, mortality, and the deteriorated livelihood experienced by citizens. Beyond its developmental implications, the promotion and strengthening of democratic institutions and values are diminished. Corruption is the enemy of development and good governance.



1. About the Committee

President Muhammadu Buhari, GCFR, as part of government's anti-corruption fight, constituted the Presidential Advisory Committee Against Corruption (PACAC) in August 2015. It was the very first committee he set up after he was sworn into office on May 29th 2015. PACAC commenced work on August 10, 2015 with the mandate to, inter alia - promote the reform agenda of the government on the anti-corruption effort, to advise the present administration in the prosecution of the war against corruption and the implementation of required reforms in Nigeria's criminal justice system. A 7-member Technical Committee supports the PACAC.

2. Composition of the Committee at Inauguration

Prof. Itse Sagay, SAN	Chairman
Prof. Femi Odekunle	Member
Prof. Etannibi Alemika	Member
Prof. Sadiq Isah Radda	Member
Dr. (Mrs.) Benedicta Daudu	Member
Mrs. Hadiza Bala Usman	Member
Prof. Bolaji Owasanoye	Member/Executive Secretary

3. Funding

Three international development partners, namely the Ford Foundation, MacArthur Foundation and Open Society Foundation established an Anti-Corruption and Criminal Justice Reform Fund to support the work of PACAC. The \$5 million fund is to assist in the implementation of key components of the anti-corruption agenda and the work of the Presidential Advisory Committee. The fund is managed by Trust Africa.



4. Terms of Reference

4.1. To promote the reform agenda of government on the anti-corruption effort and coordinate the implementation of all anti-corruption legislation and interventions

Key activities

- Consultation with Anti-Corruption Agencies (ACAs), the Judiciary, public service agencies, professional bodies and civil society organizations towards identifying legislative, organizational and attitudinal constraints on effective prevention, detection, prosecution of corruption and mobilizing them for the fight against corruption;
- Develop framework for public enlightenment on the extent and consequences of corruption.
- Evaluate and close capacity gaps in ACAs, Judiciary and other relevant institutions towards improving institutional response to prevention, detection, prosecution and sanctions against corruption.
- Review anti-corruption legislations with a view to strengthening application and compliance and recommending reforms where necessary.

Incidental activities

- Consultations and workshops with ACAs and other critical stakeholders and civil society actors.
- Collaborate with Office of the Attorney-General, the Judiciary and ACAs to improve the prosecution and sanctions and enforcement regime in anti-corruption efforts.

Target of activities

- Office of the Attorney-General of the Federation (HAGF)
- Judiciary
- Anti-Corruption Agencies (ACAs)
- Ministries, Departments and Agencies (MDAs)
- Private Sector
- Civil Society Organizations (CSOs)
- Youth
- Media



Partners for activities

- HAGF
- ACAs
- MDAs
- CSOs
- Unions and associations
- International organizations
- NGOs involved in anti-corruption advocacy
- Media

Outcome indicators

- Informed citizens demanding transparency and accountability
- Legal and institutional reform
- Organizational reform
- Greater collaboration among ACAs

4.2. To develop a strategy for the co-ordination of all components of the anti-corruption and criminal justice reform efforts

Key activities

- Identification of factors militating against inter-agency collaboration;
- Improve strategy towards recovery of assets and management of recovered assets;
- Production of guidelines, MOUs for collaboration and coordination of ACAs and criminal justice agencies;
- Strengthen existing channels for meetings, corruption information and intelligence sharing.
- Collaborate with relevant ACAs, AG, MDAs, civil society and experts to finalize anti-corruption strategy and promote its implementation.

Incidental activities

- Consultations
- Workshops
- Develop template for collaboration and coordination

Target of activities

- Federal Ministry of Justice (FMOJ)
- Office of the National Security Adviser
- DSS



	<ul style="list-style-type: none"> • ACAs • Lawyers • Judges • Securityoperatives
Partners for activities	<ul style="list-style-type: none"> • HAGF • Federal Ministry of Finance • ONSA • DSS • ACAs • Lawyers • Judges • Securityoperatives
Outcome indicators	<ul style="list-style-type: none"> • Better coordination of anti-corruption policies and agencies • Improved performance of ACAs and the Judiciary

4.3. To promote cooperation between government agencies involved in anti-corruption initiatives, notably EFCC, ICPC, CCB and any other agency that can be considered relevant from time to time

Key activities	<ul style="list-style-type: none"> • Identify areas where co-operation between relevant bodies are necessary; • Encourage joint capacity training for agencies & bodies involved in anti-corruption, Ministry of Justice (MOJ), prosecutors etc., • Organize round-tables to review challenges of ACAs and factors militating against cooperation
Target of activities	<ul style="list-style-type: none"> • HAGF • ACAs • FMOJ • National Assembly (NASS) • Judiciary
Partners for activities	<ul style="list-style-type: none"> • HAGF • ACAs • NASS



Outcome indicators

- Judiciary
- Greater cooperation
- Greater intelligence sharing
- Joint investigations

4.4. To foster collaboration between government, private sector and non-governmental organizations involved in anti-corruption advocacy

Key activities

- Stakeholders consultations, engagements, workshops, seminars and round tables between ACAs and private sectors, unions and associations of professionals, youths and women

Target of activities

- Federal Inland Revenue Service (FIRS)
- Association of Professional Bodies in Nigeria
- Organized Private Sector (OPS)
- Regulatory Bodies

Partners for activities

- HAGF
- APBN
- ACAs
- OPS
- Regulatory Bodies
- CSOs

Outcome indicators

- Mobilization of public sentiment behind the anti-corruption agenda especially on role of professional bodies, the private sector and civil society.
- Improved anti-corruption, transparency and accountability systems in professional bodies, private sector and civil society organizations.
- Improved transparency in procurement processes with reduced project failure
- Increase in revenue
- Improved internal regulatory mechanisms in professional associations and private sector.



4.5. To facilitate collaboration and partnership building with relevant institutions and arms of government and the public sector to achieve buy-in, involvement and public support

Key activities

- Design strategy document to improve synergy and communication between government and the people on anti-corruption efforts
- Identify areas of co-operation between relevant bodies and the public in information sharing;
- Recommend measures for strengthening government leverage of traditional and new social media for improved communication

Target of activities

- Minister of Information
- Government Media Agencies
- Media (Traditional and new Social Media)
- Religious groups
- National Orientation Agency (NOA)
- CSOs
- Media arms of ACAs
- Academia

Partners for activities

- Minister of Information
- Government Media Agencies
- Media (Traditional and new Social Media)
- Religious groups
- National Orientation Agency (NOA)
- CSOs
- Media arms of ACAs
- Academia

Outcome indicators

- Improved communication strategy between government and the people
- Enhanced cooperation among stakeholders in sharing of information public sector and private sectors
- Increased performance of ACAs, prosecutors and judiciary
- Declining corruption in public and private sectors



4.6. To review from time to time, the performance of anti-corruption agencies and recommend remedial actions to improve operations and achievement of government reforms in anti-corruption

Key activities	<ul style="list-style-type: none">• Periodic analysis of performance of the ACAs, judiciary and prosecutors• Identification of factors militating against effectiveness and efficiency of ACAs, judiciary and prosecution• Organize workshop to determine parameters of performance
Incidental activities	<ul style="list-style-type: none">• Develop template for monitoring and analysis of performance of agencies• Develop template for measuring trends in capacity and performance of ACAs, judiciary and prosecutors
Target of activities	<ul style="list-style-type: none">• ACAs• Judiciary• Prosecution• General Public• Media
Partners for activities	<ul style="list-style-type: none">• ACAs• Judiciary• Prosecution• Public media
Outcome indicators	<ul style="list-style-type: none">• Increase in the prevention, detection and prosecution of corruption• Greater efficiency & professionalism in the performance of ACAs.



4.7. To carry out any anti-corruption or criminal justice reform activity as may be directed by the President from time to time

Key activities	<ul style="list-style-type: none">• Undertake specific anti-corruption activity on directive of Presidency• Send report to The Presidency
Target of activities	<ul style="list-style-type: none">• Activity specific
Partners for activities	<ul style="list-style-type: none">• Activity specific
Outcome indicators	<ul style="list-style-type: none">• Activity specific



5. Consultations – August to December 2015

5.1. Consultations with national agencies and institutions

- Minister of Justice
- Minister of Information
- The Judiciary (Supreme Court)
- IGP and Management Staff of the Police
- DSS and Management Staff of State Dept.
- Secretary to the Federal Government
- EFCC
- ICPC
- Code of Conduct Bureau
- Code of Conduct Tribunal
- CG and Management Staff of Customs
- Chairman and Executives of the NBA
- Head of Service
- Selected International Development Partners
- Technical Unit on Governance and Anti-Corruption Reforms (TUGAR)
- Nigeria Labour Congress
- Trade Union Congress
- Academic Staff Union of Nigerian Universities (ASUU)
- Association of Professional Bodies of Nigeria
- Nigerian Bar Association

Visits and Consultations focussed on the work of the committee, assets recovery, reopening of inconclusive or high profile investigations or on-going high profile corruption cases such as OPL 245, Halliburton etc. illicit financial flows and capacity building. The interactive sessions introduced PACAC to the agencies and sensitized them on government's anti-corruption agenda. The meeting reviewed the role of several bodies and institutions in the fight against corruption, and the implementation of the Administration of Criminal Justice Act. In continuation of the consultations with agencies relevant to actualization of its mandate, PACAC engaged in interactive sessions and the discussions bordered on areas of collaboration and role of the Ministries and Public Service in the government's anti-corruption agenda.

The Secretariat has met with various CSOs at formal and informal interactions including during consultations and activities.



5.2. Consultations with International Institutions

PACAC met with representations from the following institutions:

- UK Department for International Development (DfID)
- British High Commission
- U.S. Embassy
- Swiss Embassy
- UNODC
- United Kingdom National Security Agency and National Crime Agency
- UNDP
- European Union
- Chatham House, London
- Global Financial Integrity USA
- Global Witness

5.3. Foreign Consultative Visits

- The Nigerian Mission in Austria
- Commonwealth Secretariat
- DfID UK



6. Capacity Building

6.1. Application of Sections 306 and 396 of the Administration of Criminal Justice Act 2015. December 9, 2015

The workshop was convened in response to the first major Supreme Court of Nigeria ruling and litmus test on the application of Administration of Criminal Justice Act 2015 and its provisions on stay of proceedings in criminal cases. The workshop had high impact in reiterating the purpose of ACJA 2015 as being to eliminate delay in criminal justice administration by completely prohibiting stay of proceedings for interlocutory appeals. The workshop was attended by members of the judiciary, legal profession, CSOs and the media. The HAGF gave a keynote speech.

6.2. Training Workshop for Judges on Effective Implementation of Administration of Criminal Justice Act (ACJA) 2015 for Criminal Assets Recovery. Jan. to June 2016

The workshop covered 84 Federal High Court Judges, 20 FCT High Court Judges, 72 Judges from all 36 states of the Federation and 40 magistrates from Lagos and FCT. Workshops took place from January to June 2016. The workshop focused on four key themes namely Interlocutory Applications, Bail and Stay of Proceedings; the Trial Process and Powers of ACAs; Assets Recovery for National Development and Integrity and Ethics in Criminal Justice Administration.

6.3. Inauguration of Administration of Criminal Justice Monitoring Committee February 29, 2016.

PACAC collaborated with the Chief Judge FCT and a CSO in the inauguration of the Administration of Criminal Justice Monitoring Committee. The monitoring committee is key to ensuring that standards prescribed by ACJA 2015 are kept.

6.4. Strategic Leadership and Management Course: Developing the Capacity of the Police to Effectively Implement ACJA 2015. March to June 2016.

PACAC in collaboration with Vice President's Rule of Law Advisory Team and Office of the Inspector General of Police conducted a series of Strategic Management Trainings between March and June 2016 for senior police officers and the management of the Nigerian Police Force.

6.5. Capacity Building for Prosecutors of ACAs and Members of National Prosecution Teams 13 – 24 June 2016.

In collaboration with the Office of Hon. Attorney-General of the Federation and Leadership of Anti-Corruption Agencies (ACAs), PACAC conducted an intensive



Training Workshop for 160 prosecutors including members of National Prosecution Teams.

6.6. Workshop on the Role of Professionals in the Fight Against Corruption June 16 -17, 2016

PACAC in collaboration with the Association of Professional Bodies of Nigeria, the Convention on Business Integrity and Civil Society organizations focused on anti-corruption in Nigeria held a Workshop on the 16th and 17th June 2016 as part of the commitment of taking forward the recommendations of the Anti-Corruption Summit held in London on 12th May 2016. The Workshop had in attendance representatives of recognized professional bodies, CSOs and other stakeholders. The workshop came out with recommendations on role of professional bodies in fight against corruption and how professional groups can isolate members who assist the perpetration of corruption.

6.7. Workshop on Anti-Corruption, Ethics of the Legal Profession and Justice Sector 12th July 2016.

PACAC in collaboration with the Nigerian Bar Association (NBA), conducted a one-day workshop on the 12th of July 2016 bordering on Anti-Corruption, Ethics of the Legal Profession and Justice Sector: whither rule of law. Members of the Nigerian Bar Association from various branches of the NBA; CSOs; the police and the media, attended the workshop. The workshop came out with a communiqué on action points for the legal profession and its role in fight against corruption.

6.8. International Workshop on the Role of the Judiciary (Appellate Judges) in the Fight Against Corruption 18th to 19th July 2016

The International Workshop on the Role of the Judges in the Fight Against Corruption held from the 18th of July to the 19th of July 2016. This two-day Workshop was organized by PACAC in collaboration the National Judicial Institute (NJI), the United Nations Office on Drugs and Crime (UNODC), the Commonwealth Secretariat and the ROLE UK. Justices of the Court of Appeal and the Supreme Court constituted the major participants of this workshop.

President Muhammadu Buhari attended and opened the workshop as the Special Guest. Other prominent speakers were Chief Justice of Nigeria, Justice Mahmud Mohammed and HAGF AbubakarMalami SAN. The Workshop focused on five central themes viz. The Challenges of Interlocutory Appeals; Sentencing in High Profile Corruption Cases; Asset Recovery Proceedings; Comparative Experiences in Handling Judicial Corruption and Judiciary and the Media: Effective Responses to Media Threats Against Judicial Independence. The workshop came out with a communiqué with indicative actions for the Judiciary in fight against corruption.



6.9. Stakeholders Workshop on Recovery and Management of Recovered Assets 20th to 22nd July 2016.

PACAC organized a Workshop on Recovery and Management of Recovered Assets in collaboration with Commonwealth Secretariat from the 20th of July 2016 to the 22nd of July 2016. The Workshop was attended by representatives of all agencies and MDAs involved in recovery of assets, security agencies, the Judiciary, Federal Ministry of Justice, representatives of professional bodies, academia, media and civil society groups. The Commonwealth Secretariat, United Nations Office on Drugs and Crime (UNODC), National Prosecuting Authority (NPA) of South Africa, and the Asset Forfeiture Unit, South Africa provided technical support and assistance. The workshop prepared and adopted a framework for the management and administration of recovered stolen assets.

7. Strategy Documents Developed and adopted by government

7.1. Draft National Anti-Corruption Action Plan and Strategy Document

The draft National Anti-Corruption Action Plan was prepared ahead of the assumption of office by the HAGF in 2015. The Action plan was submitted to the HAGF for three main purposes. First for review or input of HAGF agenda, secondly for presentation to the public for further rigorous debate and third for finalization and implementation.

7.2 Corruption Case Management Manual (full and abridged versions)

This Corruption Case Management Manual (CCMM) has been developed for the use of investigators and prosecutors dealing with High Profile Corruption Cases. The manual aims to diminish failure and delay in prosecution of high profile corruption cases. The manual provides a procedure for:

- Dealing with petitions;
- Investigating allegations of corruption;
- Making and taking prosecutorial decisions;
- Initiating proceedings; and
- Prosecuting offences.

The aim is to eliminate weaknesses in the prosecution of High Profile Corruption Cases and to guarantee a realistic prospect of a conviction based on a realistic and objective evaluation of the available evidence. Good case preparation and supervision is essential for ensuring that the case progresses smoothly and is fit for purpose. Every step in the preparation of the case is inextricably linked to the next, and the investigators and prosecutors' role in getting cases right first time is vital to reducing delays and duplication of effort throughout the system and life of the prosecution. The need to reduce the number of adjournments, ineffective trials and other challenges during trial



is addressed. Manual aims to bring more high profile corrupt offenders to justice and increase confidence in the criminal justice system.

7.3. Plea Bargain Manual

This manual is a guide to the decision making process when considering alternative means of disposing of criminal allegations and plea-bargaining. Although not every criminal case should be prosecuted to finality through full trial if it can be resolved by alternative means, the manual mandates custodial sentence as part of the sentence no matter how short. The guidelines set out the procedure by which a prosecutor may conduct discussions with a suspect or defendant or their legal representative. It is also to serve as a guide to all presiding judges who are presented with plea bargain agreements.

The aim of plea-bargaining is usually for the defendant to enter into an arrangement or plead guilty in exchange for concessions by the prosecution, which may take the form of the offer of a plea by the defendant to some of the charges, a different offence or less serious charge or to one of multiple charges. The guidelines are to ensure that decisions on alternative means of disposing a case are taken with integrity, accountability, credibility and transparency embedded in them.

7.4. Corruption Information/Intelligence Sharing Protocol

With info-graphics to guide the sharing of intelligence on corruption amongst key agencies of government and the Office of National Security Adviser.

The protocol focuses on information and intelligence sharing for anti corruption & law enforcement agencies and the Intelligence Community. The protocol recommends two options; viz. a short-term measure aimed at immediate solution to the gaps in corruption information and intelligence sharing as well as a long-term measure designed to establish an information technology (IT) driven database termed National Criminal Database, to service all ACAs, law enforcement agencies and the intelligence community.

The short-term measure recommends use of existing Nigerian Financial Intelligence Unit (NFIU) platform as center of Nigeria's intelligence databank. This measure is cost efficient and meets international standards set by the Egmont group of Financial Intelligence Units and the Financial Action Task Force (FATF).

The protocol deals with systematic and regular inter agency sharing of information and intelligence on corruption and other economic crimes intelligence in a manner consistent with protecting Nigeria's national security. The platform is expected to engender partnerships among all levels of government involved in the fight against corruption and other related offences.



7.5. Federal Sentencing Guidelines for Corruption and Other Related Economic Offences

Including a Matrix of the Sentencing Process and a Comprehensive Table of Laws on Corruption and Other Related Offences to which the matrix applies. It is designed to assist the Judiciary sentence according to the gravity of the offence.

The Guidelines set out appropriate standards for the sentencing process towards achieving reasonable uniformity and ensuring fairness in sentencing in corruption and other related economic offences. The Guidelines will apply in federal courts when the court is sentencing in all corruption and other related economic offences.

Sentencing in corruption and related economic offences contribute, along with crime prevention initiatives, to respect for the law and the maintenance of a just, peaceful and safe society.

7.6. Strategic Communication Blueprint for FGN in the Fight Against Corruption

The Communication Strategy focuses directly on FG's anti-corruption crusade to secure public buy in. The document offers various strategies to government through its agencies on use of traditional and new social media by government to communicate its programs, challenges and celebrate its successes. Furthermore, the document encourages whistleblowing; diminished cynicism and apathy in the short term and ultimately end public apathy to the fight against corruption.

7.7. Assets Recovery Strategy Document

The Assets Recovery Strategy Document is to guide government assets recovery objective. It recommended a Presidential/ Inter-Ministerial Coordinating Committee, information sharing and preliminary framework for accountability and management of recovered assets.

7.8. Framework for Management and Administration of Recovered Stolen Assets

Recognising that majority of recovered assets are under interim forfeiture orders thus requiring long-term management strategy before final disposition of cases and that existing practice of decentralised assets management by various law enforcement and anti-corruption agencies has proved ineffective, wasteful and a distraction from the core or primary focus of the respective agencies concerned with the fight against corruption and money laundering while also making the agencies prone to accusation of looting and re-looting recovered assets, PACAC in collaboration with Commonwealth Secretariat developed the Framework for Management of Recovered Assets.



7.9. Draft Bill and Explanatory Memorandum for the Establishment of Special Crimes Court

The Special Crimes Court is expected to handle corruption cases and other crimes like terrorism, kidnapping, cybercrimes, narcotics and human trafficking.

7.10 Input Memorandum on Coordination of High Profile Corruption Cases and Establishment of Special Prosecution Teams

PACAC contributed to the framework and selection of professionals into the National Prosecutions Team and is also represented in the National Prosecutions Coordinating Committee (NPCC) established by Hon. Attorney-General of the Federation.

8. Petitions

As at the 31st of July 2016, PACAC has received 50 petitions from various petitioners. The petitions cover a myriad of corruption-related issues including alleged cases of fraud, misappropriation of funds, unlawful dismissals etc. Some of the petitions also allege that the ACAs are complicit or failed to act appropriately. All the petitions have been reviewed and most of them have been sent to relevant agencies for action, if so required.

9. Meetings

PACAC has held nine (9) formal meetings in the reporting period

10. Enlightenment Activities and Engagement with CSOs and Private Sector

10.1. To mark the UN Anti-corruption day on the 9th of December 2015, the Committee collaborated with some Civil Society Organizations to generate discussion and bring into the social space the government's anticorruption agenda. The activities were held in the six geopolitical zones.

10.2. PACAC met with the executives of the Association of Professional Bodies, Nigerian Labor Congress and Trade Union Congress on 9th and 10th of February to enlighten them on the various anti-corruption efforts.

10.3. On April 7th 2016, PACAC engaged with CSOs to discuss the work of PACAC and take comments and inputs from civil society



10.4. PACAC was represented and addressed the press at the following public media events:

- Abuja Anti-Corruption Summit organized by the Federal Ministry of Justice in collaboration with the Open Society for West Africa (OSIWA) and ONE Campaign in preparation of the UK Anti-Corruption summit to be held in London on Tuesday the 10th of May 2016.
- Multi-Stakeholder Dialogue on the Fight Against Corruption in Nigeria, organized by Transparency International (TI) in partnership with Civil Society Legislative Advocacy Centre (CISLAC), the TI National Contact in Nigeria, within the framework of the TI Africa Regional Meeting holding from 10 -12th May 2016
- Media (Tweet) Conference & Dialogue on Transparency organized by the International Press Centre in Lagos on the topic “The State of Transparency and Accountability in Nigeria: Issues for Media Digest and Understanding”

10.5. On the 18th and 19th of July PACAC created a hash tag (#PACAC Judges) for the International Workshop on the Role of the Judges in the Fight Against Corruption, engaging millions of Nigerians on Twitter, Facebook and other social media platforms. This complemented the use of traditional media in engaging with other stakeholders and the public on the role of the Judges in the Fight Against Corruption.

10.6. From the 20th to the 22nd of July PACAC created a hash tag (#PACAC Assets) for the Workshop on Recovery and Management of Recovered Assets, engaging millions of Nigerians online. This also complemented the use of traditional media in engaging with other stakeholders and the public on the role of the recovery and management of recovered assets.

11. Other Initiatives

11.1. Review of some inherited controversial transactions with recommendations for re-opening them viz. OPL 245; Halliburton transaction; oil theft and maritime sector corruption.

11.2. Participation in preparatory activities to and in the London Anti Corruption Summit.

11.3. Consultations with International Development Partners in supporting government assets recovery efforts.



11.4. Membership of the FG Presidential/Inter-Ministerial Assets Recovery Committee.

11.5. Review and processing of petitions from whistle blowers and members of the public. The petitions are usually forwarded to the relevant government agencies.

11.6. Collaboration with Federal Ministry of Justice towards implementing Nigeria's commitments at the London Anti- Corruption Summit.

11.7. Participation in the "London Anti-Corruption Conference" organized by David Cameron, the Prime Minister of the U.K.

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PROFESSOR ITSE SAGAY, SAN
Chairman,
Presidential Adversary Committee Against Corruption

Professor Itsejuwa Esanjumi Sagay (Senior Advocate of Nigeria) obtained his law degree (L.L.B) from Ife in 1965 and was enrolled as Barrister and Solicitor of the Supreme Court of Nigeria in 1966 after obtaining his Certificate from the Council of Legal Education (B.L.). He was awarded a Master of International Law (L.L.M) from Cambridge in 1968 and a Ph.D in International Law in 1970. He has been conferred with several distinguished academic honors including the National Scholarship for the Best Performance in University (LL.B.) Law Examinations (1963 - 1966); Sweet and Maxwell Publishers Prize for the Best performance in Revenue Law in the Nigerian Bar Examinations (1966); Willoughby Prize for Best Overall Performance in the Nigerian Bar Examinations (1966) amongst several others. He is a 1976 recipient of the Certificate of The Hague Academy of International Law and was conferred Senior Advocate of Nigeria (SAN) in 1998. He is a Fellow of the Chartered Institute of Arbitrators, (Nigeria) and Fellow of the Nigerian Institute of Advanced Legal studies (NIALS).

Prof Sagay has one of the most extensive professional legal experiences in Nigeria serving as Managing Partner of Itse Sagay & co for over 28 years. He has also served as Dean Faculty of Law, University of Benin and Dean, Faculty of Law University of Ife. He has consulted for the United Nations, the African Union and the African Commission. He has also advised several National Ministries Departments and Agencies including being Reviser of Nigerian Minerals Law for the Nigerian Federal Ministry of Petroleum and Mineral Resources in 1993 as well as Mediator in the Former Workers Mediation for the Nigerian Security Minting and Printing Company in 2002 and 2003.

His areas of professional and teaching experience include but are not limited to Public International Law, Constitutional Law, Law of Contract, Family Law, Law of Succession, Corporate Law, Business Law, Nigerian Customary Law, Human Rights and International Humanitarian Law. He has published 18 law books and monographs with over 200 publications in local and international journals and newspapers. He is happily married with children.



PROFESSOR SADIQ ISAH RADDA

Member
Presidential Adversary Committee Against Corruption

Professor Sadiq Isah Raddah is a renowned professor of Criminology with expertise in Criminal Justice, Human Rights, Corporate Crimes and Scandals and Youth Delinquent Behaviours. He is currently the Re-Elected Vice Chancellor (Admin) of Bayero University Kano and has held key positions in the university for over a decade, including serving as Head of the Sociology Department; Dean, Faculty of Social and Management Sciences; Dean, School of Post Graduate Studies; Member of the University Governing Council; Chairman of the Project Monitoring Evaluation and Documentation Committee; Member of University Central Appointments and Promotions Committee amongst many others. He has produced 5 technical reports and edited 4 books. He has published over 40 publications in national and international journals. He is happily married with children.



PROFESSOR FEMI ODEKUNLE

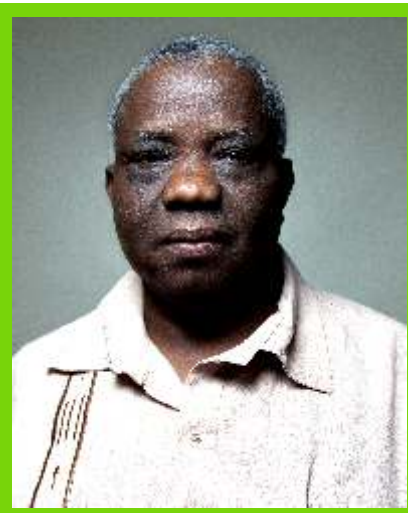
Member,
Presidential Adversary Committee Against Corruption

Educated at the Universities of Ibadan and Pennsylvania, he was a U.I. Rockefeller Foundation Scholar at Penn and an awardee of the Fulbright Senior African Research Fellowship in his first decade of teaching at Ahmadu Bello University, Zaria.

Acknowledged as the first Professor of Criminology in Nigeria, the thrust of his academic and professional career have covered teaching, research/publications, policy advice, and public-enlightenment – in the areas of sociology of law, crime prevention and control, policing and law enforcement, courts and justice administration, security, governance/corruption, all in the context of socio-economic and political development.

His many publications include two edited pioneering volumes on corruption in Nigeria: "Nigeria: Corruption in Development (1983, Ibadan University Press); and "Fighting Corruption and Organized Crime in Nigeria – Challenges for the New Millennium (2001, Spectrum Books).

He had served as the first Director of the United Nations African Institute for Prevention of Crime and Treatment of Offenders (1990-92) and was Chief Project Consultant on the "Corruption – Money Laundering Nexus in West Africa" Survey for ECOWAS Inter-Governmental Action Task Force Against Money Laundering and Terrorist Financing in West Africa (2009-2010). Currently, he is a Member, Presidential Advisory Committee Against Corruption (PACAC).



PROFESSOR ETANNIBI ALEMIKA
Member
Presidential Adversary Committee Against Corruption

Etannibi Alemika is a professor of criminology and sociology of law, specializing in criminology, sociology of law, criminal justice reform, policy and practice, and security governance. He holds BSc and MSc degrees in sociology from the University of Ibadan in Nigeria and an MSc and PhD in criminology from the Department of Social System Sciences, Wharton School at the University of Pennsylvania. He is a member of Board of several professional and academic organisations, including CLEEN Foundation in Nigeria; African Civilian Policing Oversight Forum (APCOF) and Altus Global Alliance, and a member of the American Society of Criminology and Academy of Criminal Justice Sciences.

Mr. Alemika has published in several journals, including Journal of Criminal Justice; International Journal of Comparative and Applied Criminal Justice; Police Studies: International Review of Police Development; Crime, Law and Social Change; International Journal of Offender Therapy and Comparative Criminology, Police Practice and Research. He is a leading researcher and author on police and policing, prison and penal policy, security and criminal justice reform in Nigeria, and teaches criminology, penology, and sociology of law at the University of Jos.



MRS. HADIZA BALA USMAN
Member
Presidential Adversary Committee Against Corruption

Hadiza Usman holds a B.Sc. in Business Administration from the Ahmadu Bello University Zaria and a postgraduate degree in Development Studies from University of Leeds, United Kingdom. Hadiza Bala Usman has worked with the Centre for Democratic Development and Research Training and the Bureau of Public Enterprises as an Enterprise Officer. She has also served as a Special Assistant to the minister of the Federal Capital Territory on Project Implementation and as the Director of Strategy for the Good Governance Group. She was the Chief of Staff to the governor of Kaduna State before her appointment by President Muhammadu Buhari as the Managing Director of the Nigerian Ports Authority.

Hadiza Bala Usman started the campaign, #Bring Back Our Girls (BBOG) advocating for the 219 Chibok schoolgirls abducted on April 14, 2014 be rescued by the government and to improve government's accountability to Nigerians on security issues, particularly in the northeast. She has been featured in Financial Times, and at CNN for her good work with BBOG. Hadiza Bala Usman is married and have two boys with her husband who is an economic analyst.



PROFESSOR BOLAJI OWASANOYE
Member / Executive Secretary,
Presidential Adversary Committee Against Corruption

Professor Bolaji Owasanoye is renowned for his expertise in International Economic Law; Human Development and Social Justice Activism. He has been a Professor of Law for about 15 years with the apex legal academic institution in Nigeria: The Nigerian Institute of Advanced Legal Studies (NIALS) where he served as two-time Director of Research, and the first to be conferred with the Taslim Elias Distinguished Professor of Law. He has proficiency in teaching Legal Aspects of External Debt Management, Corporate Law, Legislative Drafting, Human Rights and Strategic Governance amongst others. He has provided academic service to several tertiary institutions including the Lagos State University 1986 – 1990; Nigerian Institute of Advanced Legal Studies (1991 – 2015; Professorial Research Associate, University of London School of Oriental and African Studies 2011 to 2013; University of Pretoria (Visiting Professor, 2015.

As a consultant with over 30 years of experience in law development, Prof Owasanoye has consulted for federal and state agencies in Nigeria and international agencies such as UNITAR, UNICEF, USAID, DFID, World Bank, World Bank Institute, ILO, Ford Foundation and ECOWAS. He was part of the reconstituted 9-member Law Revision Committee that produced the 2004 Laws of the Federation of Nigeria, a compilation of the 724 federal laws of the country.

He was African Representative on Data Task Force of Child Helpline International 2004-2006; African Regional Representatives on Criminal Law Committee of the International Bar Association 2011-2013; Chairman, ECOWAS Drafting Committee on Community Investment Code 2011 - 2014; Member African Union Group of Experts on Pan African Investment Code 2013-2015; Member IBA Presidential Task Force on Human Trafficking 2015; He co-founded one of Nigeria's leading social justice NGOs: the Human Development Initiative (HDI). Set up in 1997, HDI has successfully implemented over 50 advocacy projects on human rights, rule of law, governance and anti-corruption, one of which is the celebrated 'Stop Impunity Nigeria Campaign' focused on eliminating impunity in public finance management and promoting civic responsibility.

He has won several awards, few of which are: the University of Lagos Scholarship Award (1986 - 1987); UN Institute for Training and Research Fellowship Award (1991 and 1994 respectively); U.S. Information Service International Visitors Award (1991); British Council Fellowship Award (1992); International Youth Foundation (IYF-US) Fellowship on Youth and Community Development (1999-2000) and Senior Special Fellowship, United Nations Institute for Training and Research, (2001). He holds Qualifying Certificates in Legal Aspects of Public Debt and Financial Management; Legislative Drafting and Managing Development; Certificate in Negotiating International Trade Agreements and a Certificate in Managing Development Projects.

He has published over 100 academic and research projects in national and international journals and has authored/edited over 10 books. He mentors young lawyers and academics in Nigeria and serves as member of the Clergy at Chapel of Christ Our Light University of Lagos and the State House Chapel at the Presidential Villa in Abuja. He is happily married with children.



PROGRAM STAFF OF THE PRESIDENTIAL ADVISORY COMMITTEE AGAINST CORRUPTION

Ona Peters	Program Manager
Dr. Fatima Waziri-Azi	Program Officer
Olusegun Victor Adesanya	Program Officer
Jake Okechukwu Effoduh	Program Officer

MEMBERS OF THE TECHNICAL COMMITTEE

Babatunde Irukera
Ola Olukoyede
Maryam Uwais
Dr. Chinyere Ani
Soji Apampa
Akingbolahan Adeniran

LIST OF STRATEGY DOCUMENTS AND STANDARD OPERATING PROCEDURES DEVELOPED BY PACAC

1. Draft National Anti-Corruption Action Plan
2. Corruption Case Management Manual (full and abridged versions)
3. Plea Bargain Manual
4. Corruption Information/Intelligence Sharing Protocol
5. Federal Sentencing Guidelines for Corruption and Other Related Economic Offences
6. Strategic Communication Blueprint for FGN in the Fight Against Corruption
7. Assets Recovery Strategy Document
8. Framework for Management and Administration of Recovered Stolen Assets
9. Draft Bill and Explanatory Memorandum for the Establishment of Special Crimes Court
10. Input Memorandum on Coordination of High Profile Corruption Cases and Establishment of Special Prosecution Teams

CONSULTANTS:
Anthony Adetunji Oluborode
Tunji Lardner
Prof. Ayo Atsenuwa;
Solomon Baba Ibrahim
Grace Owumi Mowoe



APPENDIX 1 MINISTERIAL INTEGRITY PROFILE

The character and integrity of Ministers of the Federation is key to the realization of the Government's vision and fulfillment of sacred covenant with the people. Aside from incorruptibility, and satisfying all other security clearance requirements, all Ministers must in the minimum also possess four Cardinal characteristics:

Credibility. Credibility is the foundation of trust. It is earned and not learned. All Ministers must enjoy the trust of client viz. the government and people of Nigeria.

Ministers must recognize the commitment of government to deliver on its electoral promise and use every occasion to build trust between the people and government. This trait ought to be visible before appointment.

Confidence. Ministers make numerous decisions and assessments on projects involving government. He or she must consider risk, advantage, value and above all public interest. To do this successfully requires personal and professional confidence with the ability and instinct to translate numerous structured and unstructured information into clear and decisive action, in the interest of the people and the government and communicating the message.

Courage - Courage is a sine qua non for any Minister in a reformist government. All Ministers must possess the courage to carry through the policy of government without fear of entrenched interests and positions. He or she must possess fire in the belly that complements the vision of his or her principal i.e. the President. The fire burns to implement presidential directives with fearlessness, focus and boundless energy.

Patriotic Zeal -Ministers must demonstrate an innate spirit of patriotism. This spirit makes them take on matters large or small in the interest of the government and the people focused constantly on the benefit of the outcome for the government and the people.

Integrity : integrity is central to the character of all Ministers and indeed of all those appointed or elected to work with and in a government whose pedigree and strongest asset is integrity.



APPENDIX 2 MINISTERIAL ANTI-CORRUPTION PACT

I _____ (name and position), hereby pledge as follows:

1. That I shall eschew corruption in all its ramification in my conduct and in my official duties;
2. That in presiding over state funds/resources, I shall ensure that I do not pursue personal gain and to this end I shall be prudent and frugal in the use and application of public funds;
3. That I will refrain from any corrupt practices and shun acts of impunity in my official and private practices;
4. That I shall never be part of any form of nepotism in the management of public resources and I shall shun a culture of patronage;
5. That I shall never be part of any scheme to extort members of the public for personal gain in the course of rendering a public service;
6. That I shall not engage in personal liaison and/or business dealings with tainted persons/people of suspicious or dubious character, which may adversely affect the conduct of my official duties or bring the reputation of the government or the country into disrepute;
7. That I shall put in place and study and actively implement measures aimed at reducing opportunities for and preventing corruption in my Ministry and Departments and Agencies under the supervision of my Ministry;
8. That I shall offer due protection and support to whistle-blowers and not engage in any conduct that could put anyone exposing corrupt practices in my Ministry or Departments and Agencies under my Ministry in danger;
9. That I shall not cover up acts of corruption brought to my attention and I shall attend to every corruption-related inquiry and/or request made pursuant to the Freedom of Information Act and addressed to me expeditiously and in good faith;
10. That I commit myself to lead my Ministry, Departments and Agencies under me by example and will voluntarily offer my resignation if found wanting in any of these covenants and also undeservedly submit myself to the consequences of contravening this pact as the President, Commander-in-Chief may deem appropriate under the laws of the Federal Republic of Nigeria;

This is my pledge and this shall be my bond, so help me God.

Signature: _____

Date: _____

