



# STATE ACTION PLAN TO STRENGTHEN JUDICIAL INTEGRITY AND CAPACITY IN KADUNA STATE 2007-2009





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**State Action Plan  
to Strengthen Judicial Integrity and Capacity  
in Kaduna State  
2007-2009**

## Foreword

It is my honour and pleasure to present this Action Plan for Strengthening the Integrity and Capacity of the Justice System in Kaduna State, which was developed and endorsed by the State Integrity Meeting for the Judiciary held on the 27<sup>th</sup> and 28<sup>th</sup> of June, 2007 in Kaduna. Kaduna was the Capital of the Northern Nigeria Government in the First Republic and now as State Capital remains a centre of political and economic activities.

After extensive stakeholder consultations, the Implementation Committee for the Action Plan has further reviewed and developed the Action Plan to its present status. Encouraged by the commitment pledged by his Excellency, Architect Namadi Sambo, Governor of Kaduna State, the support we continue to receive from our international partners, as well as the broad involvement of all stakeholders in the planning exercise, we are confident that this new Plan will boost Justice Sector Reform in Kaduna State.

Yet, the real work is just starting. It is only if we all contribute our quota to the implementation of this Plan, that we will be able to deliver on its ambitious objectives of enhancing access to justice, improving timeliness and quality of justice delivery, strengthening independence, accountability and integrity of the justice sector institutions. In this regard, we should draw confidence from what has been achieved so far. The preliminary findings of the Assessment of the Justice Sector in Kaduna State, a study which has been conducted with the support of the United Nations Office on Drugs and Crime and the European Commission, suggest that we are moving in the right direction. Today our court system is able to deliver justice twice as fast. Recent landmark decisions are testimonies of the increased strength and independence of the Judiciary. As a result, our citizens show greater confidence in our ability to meet their needs and can rest assured that the Judiciary will respond to their needs and aspirations.

It is against this background that I call upon all stakeholders in the Executive and Legislative Branches of Government, the Nigerian Bar Association, the Police and Prison Services, Non-Governmental Organisations and the Civil Society, as well as my learned colleagues on the Bench to step-up their relentless efforts in improving the services we deliver to our citizens and those who come to our country to invest and participate in our economy, and to punish effectively those who violate our laws, while protecting the poor and the weak.



Rahila Hadea Cudjoe, OFR  
Chief Judge  
Kaduna State  
Nigeria



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## State Action Plan to Strengthen Judicial Integrity and Capacity in Kaduna State 2007-2009

1. Measures to Enhance Access to Justice					
Measures and Activities	Priority	Responsible	Starting Date	Cost	Output
<b>1. Enhance Public Confidence in the Judiciary and the Public's understanding of the Judicial Process and System</b>					
a) Mount a public enlightenment campaign including the production of basic information materials for court users, in particular women, in English and Local languages (Pamphlets, Handbills, Posters, Billboards, Radio and TV jingles)	High	Implementation Committee, UNODC/NJI	1rst Quarter 2008	1,000,000	Information materials produced and disseminated to all courts, prisons, and police stations
b) Design and conduct a radio programme on Judicial Matters – "Justice matters" providing information on justice related issues of general interest and answering and questions of the public	High	Info Unit in HC, NJI, UNODC	1rst Quarter 2008	2,000.000	Radio and TV talkshow designed and 12 shows both for radio and TV broadcasted on a pilot basis
c) Conduct periodic public enlightenment events providing a platform of dialogue for court users and legal practitioners, such as community meetings, enlightenment workshops and theatrical presentations aimed to demystify the justice system, involving traditional and religious leaders, NGOs, folksingers, market womens' association and other opinion makers	High	Implementation Committee, Local Governments Criminal Justice Committee, MOJ, NBA	1rst Quarter 2008	3,000,000	3 court user forum conducted per year per zone (.Kaduna,Zaria And Kafanchan)
<b>2. Enhance Access to Legal Representation for Prisoners awaiting Trial</b>					
a) Amend prison regulations to grant greater access of prisoners awaiting trial to legal representation, including expanding the access periods for lawyers to 8 am - 6pm on all week days and during weekends	Medium	Comptroller Gen. of Prisons, State Comptroller of Prisons and AG of State, NJI, .	Jan, 2008		Improved physical access to lawyers by prisoners awaiting trial
b) Enlighten courts users, in particular prisoners awaiting trial, on the right to bail including the legal requirements and procedures for the granting of bail	High	Judiciary, NGOs, NBA, Legal Aid, Prisons, NJI, UNODC	4 <sup>th</sup> quarter 2007	3,000,000	Increased knowledge of court users concerning bail conditions and procedure
c) Post Youth Corpers to assist Legal Aid Council	High	State Govt./ Legal Aid Council	ongoing		Increased capacity of the legal aid council



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1. Measures to Enhance Access to Justice (continues)					
Measures and Activities	Priority	Responsible	Starting Date	Cost in Naira	Output
<b>3. Enhance the effectiveness and use of Alternative Dispute Resolution (ADR)</b>					
a) Strengthen the ADR Committee by establishment of physical and administrative structures for it,s implementation. b) Provide training on ADR for judges and staff of judiciary	High	Judiciary/ UNODC/ Kaduna State Govt/Donor Agencies.	ongoing	10,000,000	Speedier dispensation of Justice and decongestion of courts and prisons.
<b>Impact Indicators</b> <ul style="list-style-type: none"> <li>• Affordability of court and lawyer fees for court users and business people</li> <li>• Average number of postponements per case-category</li> <li>• Access to free defense for prisoners awaiting trial</li> <li>• Access to Information concerning their own case for court users, business people and prisoners</li> <li>• Use of Alternative Dispute Resolution techniques, restorative justice and diversion concepts</li> </ul>					



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<b>2. Measures to improve timeliness and quality of Justice delivery</b>					
<b>Measures and Activities</b>	<b>Priority</b>	<b>Responsible</b>	<b>Starting Date</b>	<b>Cost</b>	<b>Outcome</b>
<b>1. Improve welfare and condition of service for lower court judges and court staff</b>					
a) Review salaries and allowances and other emolument of Lower Court Judges and court staff.	High	KDSG	2008		Report on salary scales issued, including recommendations for salary increases, based on cost of living and salary scales in other States
<b>2. Enhance the performance of judges of the higher and lower bench as well as other legal practitioners.</b>					
a) Conduct regular training for lower court judges and court staff on relevant skills and capacities for better performance. For that purpose, prepare a training schedule 2007-2009	Medium	CJ/ NJI/ UNODC/NGOs,	3 <sup>rd</sup> quarter 2008	4,000,000	Improved professional skills of lower court judges
b) Compulsory and continuing legal education for Lawyers	High	NBA	ongoing	2,500,000	Improved professional skills for lawyers
<b>3. Provide appropriate infrastructure to the courts, the police, and the prisons</b>					
a) Conduct inventory and needs assessment of justice sector infrastructure (courts, police stations, prisons and remand homes) in the State	Medium	Prisons/Police	4th quarter 2007		Inventory of justice sector infrastructure needs available
b) Provision of sufficient funding to address needs identified.	Medium	State Govt., Judiciary/ Legislature.	2008 Budget		Budget for infrastructure upgrading assigned



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<p>c) Provide IT equipment and solutions to superior and lower courts (total 9)</p> <ul style="list-style-type: none"> <li>• Sharia court of Appeal 1</li> <li>• Customary court of Appeal 1</li> <li>• Magistrates courts 3</li> <li>• Sharia courts 2</li> <li>• Customary courts 2</li> </ul>	<p>High</p>	<p>State Govt./ Judiciary/ UNODC/Donor Agencies</p>	<p>1st Quarter 2008</p>	<p>Each set comprises Court recording machine, Desktop, printer, scanner and photocopy machine @ 1,200,000 per set total: 10,800,000</p>	<p>IT capacity of judicial offices enhanced resulting in more efficient workflow management</p>
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<b>2. Measures to improve timeliness and quality of Justice delivery</b>					
<b>Measures and Activities</b>	<b>Priority</b>	<b>Responsible</b>	<b>Starting Date</b>	<b>Cost</b>	<b>Outcome</b>
<b>3. Provide appropriate infrastructure to the courts, the police, and the prisons (continues)</b>					
d) Provide digital court recording machines to high courts, including the training of staff on the operation of these machines.	High	State Govt/ CJ/NJI/ UNODC/Donor agencies	First Quarter 2008	5,000,000	Modernized method of court recording. Basic IT infrastructure provided to High courts
e) Provide computer based legal research tools (lexis nexis) for magistrates and Judges,	High	UNODC/ NJI	Sept 2008	3,000,000	Legal research tools available and utilized
f) Train Judicial Officers and lower court judges as well as court staff on basic IT skills	High	Judiciary/ UNODC/ NJI/Donor agencies.	2008	5,000,000	170 judicial officers, lower court judges and court staff trained on IT skills
g) Conduct inventory and technical equipment needs assessment for the Police, and recommend, as appropriate, the procurement of equipment	High	IGP, Federal Government/Donor agencies	June 2008	2.000,000	Consultancy issued and Inventory and technical needs assessment conducted
h) Provide adequate operational budget and resources for the conduct of investigations. Commissioner of Police to prepare budget proposal for 2008/09 based on realistic estimates of criminal cases under instigation in 2006/07 and funds required for their proper investigation, including vehicles, forensic facilities etc,	High	Federal Government, Inspector of Police/ Commissioner of Police/Donor agencies	Last quarter 2007	2008 Budget	Enhanced police ability to carry out investigations.
d) Improve security network in prisons by providing relevant equipment. For that purpose conduct an inventory and technical equipment needs assessment.	Medium	Comptroller of Prisons& implementation ctee	2008/09		Improved security in prisons and modern equipment in place.
<b>4. Improve case and case-flow management</b>					
a) Strengthen the capacity of the Differential Case Management Committee through provision of facilities and funding ,	High	State Govt/ CJ	4 <sup>th</sup> quarter 2007		Better case management systems in place.





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b) Review and amend, as appropriate, the case management software with a view to enhancing its usefulness in supervising and managing the courts. (Please clarify what activities are ongoing and what support may be required, (e.g. IT specialist, case-flow expert or other)	High	Judiciary/ NJI/ UNODC	Ongoing		Improved case-flow management tools
c) Specialized training on the use of the case flow management software to all judges and Court staff.	medium	Judiciary/ NJI/ UNODC	June 2008	3,000,000	Improved case-flow management tools available.



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2. Measures to improve timeliness and quality of Justice delivery					
Measures and Activities	Priority	Responsible	Starting Date	Cost	Outcome
<b>5. Enhance the effectiveness of criminal and criminal procedure law, as well as the District Court Law, the Road Traffic Act and related Practice Directions</b>					
a) Establish multi-stakeholder Law Reform Committee to review and propose amendments, as appropriate, to state laws, incl.. criminal code & criminal procedure code, magistrate court procedures and practice rules .	High	CJ/AG/state Govt	ongoing	5,000,000	Laws and rules reformed in line with modern best practices.
b) Strengthen the capacity of the Rules Revision Committee by funding adequately and exposing members to best practices from other jurisdiction.	medium	CJ/AG/state Govt	ongoing	500,000	Rules reviewed to ensure faster justice delivery
c) Prepare draft legislation for the amendment of the criminal procedure code, the penal code, as well as the HC Rules of Procedure to include: – Proportionate sentences; – Plea bargaining, – Alternatives to imprisonment – Allow lower courts to preside over summary trials; – Adequate provision for the servicing of court processes.	High	AG/ Rules Revision Committee/ NJI/ UNODC/Law reform commission	ongoing	Same as funding above	Improved laws and better rules of procedure
d) Prepare draft legislation for the amendment of civil procedure rules for the lower courts	High	AG/ Rules Revision Committee/ NJI	ongoing	Ditto	Improved laws and better rules of procedure
e) Submit draft legislation to the Kaduna State House of Assembly.	High	AG/CJ	2008	Ditto	Draft legislation submitted
<b>Impact Indicators</b> <ul style="list-style-type: none"> <li>• More cases are expeditiously dispensed of with necessary competence.</li> <li>• Job satisfaction for all stakeholders in the administration of justice.</li> <li>• Increase in the number of cases disposed of.</li> <li>• Drastic reduction in the numbers of awaiting trial suspect.</li> <li>• Court users are generally satisfied with the services they receive.</li> <li>• The public are confident that they will get justice in court.</li> </ul>					



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### 3. Measures to Enhance Accountability, Independence, Integrity and Oversight

Measures and Activities	Priority	Responsible	Starting Date	Cost	Outcome
<b>1. Improve Performance Evaluation of Judges</b>					
a) Review current criteria, methodology and benchmarks for judicial performance evaluation with a specific view to balancing quantitative and qualitative evaluation criteria, including e.g. type and nature of cases, number of judicial officers in the jurisdiction, facilities available, and the environment. .Design an assessment form for the evaluation performance of Magistrates and Judges of the Sharia and Customary courts in accordance with the system applicable to the Higher Bench	High	JSC/JSSC/ CRs	1 <sup>st</sup> quarter 2008		Improved performance by lower courts. Assessment form prepared and in use.
b) Case returns by all Courts should be quarterly as is the case with the high courts, while evaluation of performance should be done annually .	High	NJC, JSC	3 <sup>rd</sup> quarter 2007		Practice guideline issued
c) Establish a standard format to correspond with the evaluation form of judges for evaluating the police, Prison and the Ministry of Justice	High	Police, Prisons, MOJ	3rd Quarter 2008	200,000	Professional evaluation system established
<b>2. Enhance Integrity and professionalism of Judicial Officers, Legal Practitioners and other Justice System Stakeholders</b>					
a) Enhance awareness of legal practitioners and of court users of the Code of Judicial Conduct through summarizing and publicizing the Code of Conduct to all stakeholders and posting it on the courts' notice boards (2000 copies of code of conduct for judicial officers distributed)	High	Judiciary, Prisons, Police, NBA	4 <sup>th</sup> quarter 2007	500,000	Greater awareness of and compliance with rules by judicial officers and stakeholders
b) Publicize Rules of Professional Conduct for Legal Practitioners, including wide dissemination of the rules to all Legal Practitioners .Judges, other stakeholders .	High	NBA, UNODC	ongoing	5,000,000	Greater awareness of, and compliance with rules by Legal Practitioners
c) Institutionalize and provide training on professional ethics to all categories of Judicial officers, lawyers, prosecutors, police and staff, including the training of trainers	High	Judiciary, NBA, NJI, UNODC/ Dnor agencies	2007-2008		Training courses on professional ethics developed



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d) Translate and disseminate the relevant codes of professional conduct to each professional group within the justice sector	Medium	Police Prisons, NDLEA, (EFCC)	Jan. 2008	3,000,000	Awareness and availability of Codes of Conduct to all law enforcement officers
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### 3. Measures to Enhance Accountability, Independence, Integrity and Oversight (continues)

Measures and Activities	Priority	Responsible	Starting Date	Cost	Outcome
<b>3. Increase Oversight and Accountability in the Justice Sector</b>					
a) Constitute a court users oversight committee in every judicial division composed of the Judiciary, Police, Prisons, Ministry of Justice, NDLEA, Civil Society and the Legal Aid council. The most senior judge in the Division will chair the committee.	High	KDSG /CJ	Mrach 2008		Court users oversight committee established and operational
b) Enhance the capacity of the judiciary to manage the Public Complaints System through developing and installing a software at the High Court to register, analyze, manage and report on complaints received and disposed of.	Medium	NJI,/UNODC,/KDSG/Stae Judiciary	May 2008	3,000,000	Speedy consideration of complaints. Complaints software developed and distributed
c) Train Staff on the use of the complaint software	Medium	NJI, UNODC	2008	300,000	Three court staff in each judicial division trained on the use of the software
d) State counsel to be assigned to police stations to monitor police adherence to human rights standards.	High	Attorney-General and the Police.	June 2008		
<b>4. Increase Independence of the Judiciary</b>					
a) Advocate for fiscal independence of the judiciary through direct remittances of allocation both at the Federal and State levels in accordance with the current constitutional provisions	High	Federal Government, State Govt.	2008 budget		Improved fiscal independence for the judiciary. Direct allocations received by the Judiciary
<b>Impact Indicators</b>					
<ul style="list-style-type: none"> <li>• Perception of judges, prosecutors, lawyers, court users and businesses concerning the independence of the judiciary.</li> <li>• Opinions of judges concerning fairness and transparency of recruitment and career development.</li> <li>• Availability, adequacy, and active knowledge of content of Code of Judicial Conduct</li> <li>• Frequency and content of performance evaluation of judges and prosecutors.</li> <li>• Perceptions concerning credibility, transparency, fairness and effectiveness of disciplinary authorities and disciplinary process</li> <li>• Awareness and use of any existing complaints system and mechanisms.</li> <li>• Frequency of court users, business people and prisoners being asked by judges, prosecutors, police, lawyers and court staff to pay a bribe to solve or accelerate their cases.</li> </ul>					



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<b>4. Increase Coordination in the Criminal Justice System</b>					
<b>Measures and Activities</b>	<b>Priority</b>	<b>Responsible</b>	<b>Starting Date</b>	<b>Cost</b>	<b>Output</b>
<b>1. Strengthen the Capacity of Police to conduct investigations and prosecutions in accordance with the law and human rights standards</b>					Enhanced effectiveness of investigations and prosecution
a) Develop and conduct special training programmes for IPOs on advanced investigation skills and human rights standards	High	PSC, MoJ, Judiciary, National Human Rights Commission, UNODC	Jan. 2008	4,000,000	200 police personnel trained. Greater adherence to human rights standards.
b) Develop and conduct training for Police Prosecutors on case preparation and presentation	High	Police Service Commission, CP/MoJ, Judiciary, NJI, UNODC/Donor agencies	2008	4,000,000	
<b>2. Effectively decongest the prisons</b>					
a) Establish clear and practice directions for all courts concerning the timeline and operational requirements for the granting of bail with a view to liberalizing the granting of bail	High	CJ and Heads of Courts, CRs	August 2007		Prison congestion minimized
b) Establish clear guidelines on the use of currently available alternatives to imprisonment with a view to increasing their use by the higher and lower bench	High	CJ and Heads of Courts, CRs	4 <sup>th</sup> quarter 2007		Prison congestion minimized
c) Conduct a two days seminar on restorative justice and alternatives to imprisonment to Judicial officers, lawyers, prosecutors and other stakeholders in the administration of Justice.	High	NJI, UNODC, Judiciary of 10 pilot States	1 <sup>st</sup> quarter 2008	5,000,000	Increased awareness of stakeholders concerning alternatives to imprisonment
<b>3. Ensure the appearance of witnesses in court</b>					
a) Provide special allocation to cover costs of serving witnesses and covering their expenses. For that purpose, prepare budget proposal for 2008/09 based on requirements for serving witnesses and their respective expenses in 2006/07	High	MoJ,	2008 budget		Speedy dispensation of Justice



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4. Increase Coordination in the Criminal Justice System (continues)					
Measures and Activities	Priority	Responsible	Starting Date	Cost	Output
<b>4. Increase the professionalism of State Counsel</b>					
a) AG, SG and Directors should personally appear in court and on that occasion bring their juniors along for training purposes	High	AG	ongoing		Higher professional standard and discipline of State Counsel
b) Develop, adopt and disseminate a Code of Conduct for Public Prosecutors	High	AG, Judiciary, NJI, UNODC	2 <sup>nd</sup> quarter 2008	1,000,000	See above
<b>5. Strengthen the effectiveness of the criminal justice committee to enhance its use to all stakeholders</b>					
Conduct quarterly meetings of the Criminal Justice Committee	High	CJ/state Govt/judiciary	ongoing		Increased cooperation across criminal justice institutions
<b>Impact Indicators</b>					
<ul style="list-style-type: none"> <li>• Perceptions of judges, prosecutors, police and lawyers concerning the coordination among criminal justice institutions.</li> <li>• Perceptions of judges, prosecutors, police and lawyers on the quality of work performed by other criminal justice institutions</li> <li>• Existence and functioning of a criminal justice committee</li> <li>• Funds allocated by Govt to allow payment of transport for witnesses...</li> </ul>					

TOTAL BUDGET : N 85 ,800.000 (approximately US \$ 710.000)



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#### **ABBREVIATIONS:**

AG  
CJ  
CR  
CP  
EFCC

FG  
HC  
IGP  
JSC  
JSSC  
KDSG  
NOA  
NJC  
NJI  
NBA  
NGO  
NDLEA  
NYSC  
MOJ  
UNODC

Attorney General  
Chief Judge  
Chief Registrar  
Commissioner of Police  
Economic and Financial Crimes  
Commission  
Commissioner of Police  
Federal Government  
High Court  
Inspector General of Police  
Judicial Service Committee  
Judicial Staff Service Committee  
Kaduna State Government  
National orientation Agency  
National Judicial Council  
National Judicial Institute  
Nigerian Bar Association  
Non Governmental Organisation  
National Drug Law enforcement Agency  
National Youth Service Corps  
Ministry of Justice  
United Nations Office on Drugs and Crime.





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