



CITIZENS DEMOCRATIC ALLIANCE

**POSITION PAPER
ON THE**

**CONSTITUTION OF THE FEDERAL
REPUBLIC OF NIGERIA (SIXTH
ALTERATION) BILL, 2026**

(ESTABLISHMENT OF STATE POLICE SERVICES)

SUBMITTED TO:

**THE NATIONAL ASSEMBLY OF THE FEDERAL
REPUBLIC OF NIGERIA**

**PREPARED BY
CITIZENS DEMOCRATIC ALLIANCE (CDA)
NATIONAL SECRETARIAT
FCT, ABUJA, NIGERIA**

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OFFICIAL POSITION PAPER ON THE CONSTITUTION OF THE FEDERAL REPUBLIC OF NIGERIA (SIXTH ALTERATION) BILL, 2026 (STATE POLICE)

FOREWORD

Nigeria stands at a defining moment in its constitutional and democratic evolution. Across every region of our country, citizens continue to face complex security challenges that have stretched the capacity of existing institutions and underscored the urgent need for comprehensive reform. Terrorism, banditry, kidnapping, communal violence, violent crimes, organised criminal networks and other emerging threats have demonstrated that the current security architecture, designed for a different era, is no longer sufficient to meet the realities of a diverse federation of over two hundred million people.

The Citizens Democratic Alliance (CDA) has consistently maintained that the strength of any federation lies not in the concentration of power, but in the intelligent distribution of constitutional responsibilities among the various levels of government. Security, perhaps more than any other governmental function, requires proximity to the people, local knowledge, rapid response capabilities and institutional accountability. These qualities are difficult to achieve under an excessively centralised policing structure.

It is against this background that the National Assembly's consideration of constitutional amendments establishing State Police represents an important milestone in Nigeria's constitutional development. CDA welcomes this initiative as a necessary step towards building a modern, responsive and truly federal security system.

However, constitutional reform must extend beyond the creation of new institutions. It must also ensure that such institutions are capable of fulfilling their constitutional responsibilities effectively, professionally and sustainably. The creation of State Police without corresponding fiscal autonomy, institutional safeguards and clearly defined accountability mechanisms risks transferring responsibilities to States without providing them the constitutional capacity to discharge those responsibilities successfully.



Accordingly, CDA submits this Position Paper in the spirit of constructive engagement. Our objective is not merely to support or oppose particular provisions of the proposed legislation, but to contribute practical constitutional solutions capable of strengthening Nigeria's federal system and enhancing the safety and wellbeing of every Nigerian.

This document reflects the Party's long-standing commitment to genuine federalism, constitutional democracy, fiscal responsibility, institutional independence and the rule of law. It is our considered view that the establishment of State Police should form part of a broader programme of constitutional restructuring that aligns governmental responsibilities with constitutional authority and financial capacity.

The National Assembly has before it a historic opportunity to reshape Nigeria's security architecture for generations to come. We urge that this opportunity be seized with vision, courage and a commitment to building institutions that will endure beyond present political circumstances.

The Citizens Democratic Alliance respectfully presents this Position Paper as its contribution to that national endeavour.



Citizen Tamunotonye Samuel Solomon Inioribo
National Chairman
Citizens Democratic Alliance

EXECUTIVE SUMMARY

The Citizens Democratic Alliance (CDA) welcomes the Constitution of the Federal Republic of Nigeria (Sixth Alteration) Bill, 2026, seeking to establish State Police as an important step towards strengthening Nigeria's federal structure and improving internal security.

For many years, CDA has consistently advocated constitutional reforms that bring governance closer to the people while strengthening democratic accountability and institutional effectiveness. The Party therefore supports the constitutional recognition of State Police as an essential component of a truly federal republic.

Nevertheless, the Party is of the considered opinion that the proposed Bill, while commendable in its objectives, does not fully address several structural issues that will ultimately determine the success or failure of State Police in Nigeria.

Most significantly, the Bill seeks to decentralise policing without simultaneously addressing the fiscal imbalance that has characterised Nigeria's federal system for decades. Assigning constitutional responsibility for policing to States without ensuring corresponding constitutional authority to generate and retain adequate revenue creates a serious risk that many State Police Services may become financially weak, operationally ineffective and dependent upon continued federal intervention.

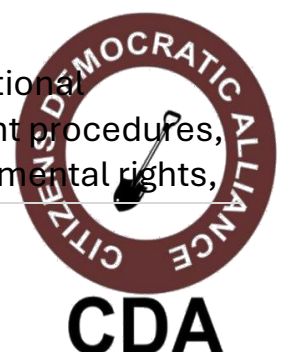
CDA therefore advances a constitutional principle that underpins this Position Paper:

Constitutional Responsibility Must Be Matched by Constitutional Revenue.

Every level of government entrusted with constitutional responsibilities should possess the constitutional authority and financial capacity necessary to discharge those responsibilities effectively. This principle applies equally to policing, education, healthcare, infrastructure and local governance.

Consequently, the Party recommends that constitutional reforms establishing State Police should be accompanied by measures strengthening fiscal federalism, expanding State revenue autonomy and ensuring that every State possesses sustainable financial capacity to establish, equip, train and maintain professional police institutions.

Beyond fiscal issues, CDA further recommends stronger constitutional safeguards against political interference, transparent appointment procedures, independent oversight institutions, enhanced protection of fundamental rights,



standardised professional training and clear mechanisms for cooperation between Federal and State Police Services.

This Position Paper presents the constitutional philosophy of the Citizens Democratic Alliance, analyses the proposed legislation from both legal and public policy perspectives and offers practical recommendations designed to strengthen Nigeria's democratic institutions while promoting national unity, public safety and constitutional governance.

CDA believes that Nigeria deserves not merely State Police, but a modern federal policing system founded upon professionalism, accountability, fiscal sustainability, constitutional integrity and respect for the rule of law.



CHAPTER ONE

INTRODUCTION AND NIGERIA'S SECURITY CRISIS

1.0 Introduction

The primary responsibility of every government is the protection of lives, property and the constitutional order. The legitimacy of the State is measured, in large part, by its ability to provide security, uphold the rule of law and create an environment in which citizens can pursue their livelihoods without fear.

Section 14(2)(b) of the Constitution of the Federal Republic of Nigeria unequivocally declares that *"the security and welfare of the people shall be the primary purpose of government."* This constitutional declaration imposes an obligation upon all organs and levels of government to ensure that public safety remains the foremost objective of governance.

Despite this constitutional commitment, Nigeria continues to experience one of the most complex internal security environments in its history. Terrorism in the North-East, armed banditry in the North-West, farmer-herder conflicts in the North-Central, piracy and oil theft in the South-South, separatist violence in the South-East, kidnapping for ransom across the federation, cybercrime, cult-related violence, organised criminal networks and communal conflicts have collectively exposed significant structural weaknesses within the nation's security architecture.

These challenges have imposed enormous human, social and economic costs. Thousands of lives have been lost. Millions of Nigerians have been displaced from their homes and livelihoods. Businesses have closed or relocated due to insecurity. Agricultural production has declined in many communities, contributing to food inflation and threatening national food security. Investor confidence has been weakened, while public trust in the ability of security institutions to respond promptly and effectively has diminished.

The Citizens Democratic Alliance (CDA) believes that these realities demand more than temporary operational responses. They require thoughtful constitutional reforms that strengthen institutions, improve accountability and bring security governance closer to the people.

The proposal to establish State Police therefore presents an opportunity to undertake one of the most significant constitutional reforms since the return to democratic governance in 1999.



However, constitutional amendments should not merely create new institutions. They must address the underlying structural deficiencies that have contributed to present challenges while ensuring that new institutions are effective, financially sustainable and democratically accountable.

This Position Paper is offered in that spirit.

2.0 The Evolution of Nigeria's Centralised Police Structure

Nigeria currently operates one of the most centralised policing systems among federal democracies.

The Nigeria Police Force remains a single national institution under the command of the Inspector-General of Police, appointed by the President of the Federal Republic of Nigeria. Operational control, personnel deployment, promotions and strategic direction are largely centralised.

While State Governors are constitutionally designated as Chief Security Officers of their respective States, they exercise little or no direct operational authority over the Police formations responsible for maintaining law and order within their jurisdictions.

This constitutional imbalance has created a disconnect between responsibility and authority.

Governors are expected by citizens to guarantee security within their States. Yet they often lack the constitutional powers to deploy police resources independently, recruit personnel suited to local conditions, or determine operational priorities based on the unique security needs of their communities.

Consequently, public expectations frequently exceed constitutional realities.

The result is a governance structure in which responsibility is decentralised politically but authority remains centralised administratively.

Such institutional arrangements are inconsistent with the principles of cooperative federalism and have contributed to delays in operational response, limited community engagement and reduced institutional flexibility.

3.0 Why the Existing System Requires Reform

The Citizens Democratic Alliance recognises the sacrifices and professionalism demonstrated by officers and men of the Nigeria Police Force under often difficult circumstances.

The Party's support for State Police should therefore not be interpreted as criticism of the dedication of police personnel.

Rather, it reflects the view that institutional structures must evolve in response to changing national realities.

Several structural factors underscore the need for reform.

Population Growth

Nigeria's population has increased dramatically over the past several decades, while policing capacity has not expanded proportionately.

Communities that were once relatively small have grown into major urban centres with increasingly complex security demands.

Diverse Security Challenges

Security threats differ significantly across Nigeria.

The security concerns of coastal communities differ from those of border communities.

Urban crime presents different policing requirements from rural banditry.

A centrally managed policing structure may struggle to respond with equal effectiveness to such diverse realities.

Local Intelligence

Effective policing depends heavily upon local knowledge.

Community relationships, familiarity with local geography, understanding of cultural dynamics and trusted information networks are indispensable tools of crime prevention.

Decentralised policing institutions are generally better positioned to cultivate such relationships while maintaining accountability to local communities.



Administrative Efficiency

A policing structure in which major operational decisions depend upon central approval may reduce institutional responsiveness during emergencies.

Appropriately designed decentralisation can improve decision-making, resource allocation and operational flexibility.

4.0 Security Reform Within the Context of True Federalism

The Citizens Democratic Alliance views State Police not as an isolated policy initiative but as one component of a broader constitutional vision for Nigeria.

Federalism is not merely the division of territory into States.

It is a constitutional arrangement through which powers, responsibilities and resources are allocated among different levels of government in a manner that promotes efficiency, accountability and democratic participation.

True federalism requires that governmental responsibilities be exercised at the level closest to the people, unless there exists compelling constitutional reasons for centralisation.

Security governance should reflect this principle.

National security, border protection, counter-terrorism, interstate organised crime and the protection of federal institutions appropriately remain federal responsibilities.

Conversely, neighbourhood policing, local crime prevention, community safety, traffic management and other internal security functions are often better managed through institutions possessing local knowledge, community trust and operational proximity.

The constitutional challenge therefore lies not in choosing between Federal Police and State Police.

Rather, it lies in designing a cooperative security framework in which both institutions complement one another while respecting clearly defined constitutional jurisdictions.

This is the model advocated by the Citizens Democratic Alliance.



5.0 The Purpose of This Position Paper

This Position Paper has three principal objectives.

First, to express the official position of the Citizens Democratic Alliance on the Constitution of the Federal Republic of Nigeria (Sixth Alteration) Bill, 2026 (State Police).

Second, to identify areas where the proposed legislation may be strengthened in order to ensure greater constitutional clarity, operational effectiveness, institutional independence and democratic accountability.

Third, to contribute constructively to Nigeria's ongoing constitutional development by presenting policy recommendations consistent with the principles of true federalism, fiscal responsibility, the rule of law and sustainable national development.

The Citizens Democratic Alliance believes that constitutional reform should never be driven solely by present political circumstances. Rather, it should be guided by enduring constitutional principles capable of serving future generations.

It is in pursuit of that objective that this Position Paper is respectfully presented to the National Assembly.



CHAPTER TWO

THE CONSTITUTIONAL AND PHILOSOPHICAL BASIS FOR STATE POLICE

6.0 Security, Federalism and Constitutional Design

Constitutions are not merely legal instruments; they are frameworks for organising political authority, allocating governmental responsibilities and safeguarding the rights and welfare of citizens. The effectiveness of any constitutional system depends upon whether powers are assigned to the institutions best positioned to exercise them efficiently, responsibly and democratically.

In every successful federation, constitutional powers are distributed according to the principle that governmental functions should be exercised at the level of government most capable of performing them effectively while remaining accountable to the people. National institutions perform functions requiring national coordination, while sub-national governments discharge responsibilities that are local in character.

The Citizens Democratic Alliance (CDA) believes that internal policing falls substantially within the latter category.

While the Federal Government must retain primary responsibility for national defence, border security, counter-terrorism, organised transnational crime, protection of federal institutions and offences against federal laws, the maintenance of day-to-day public safety within communities should increasingly become the responsibility of institutions that possess intimate knowledge of local environments and are directly accountable to those they serve.

The establishment of State Police is therefore not a departure from federalism. Rather, it is an affirmation of it.

7.0 The Principle of Subsidiarity

One of the defining principles of modern federal democracies is the doctrine of subsidiarity. Under this principle, governmental responsibilities should be performed by the lowest level of government capable of carrying them out effectively. Higher levels of government should intervene only where coordination, national interest or the scale of the challenge makes such intervention necessary.



Applied to policing, this principle recognises that many security challenges originate within communities and require prompt responses informed by local knowledge, language, culture and geography.

A neighbourhood dispute, communal conflict, organised cattle rustling, urban gang activity or rural kidnapping often demands immediate local intervention before such incidents escalate into broader national security concerns.

A decentralised policing framework enables security institutions to respond more quickly, gather intelligence more effectively and build stronger relationships with local communities.

Accordingly, CDA believes that Nigeria's constitutional structure should embrace subsidiarity as a guiding principle in the allocation of policing responsibilities.

8.0 Federalism Requires More Than Administrative Decentralisation

The current debate on State Police has understandably focused on institutional structure. However, the Citizens Democratic Alliance submits that institutional reform alone is insufficient.

A federation cannot become genuinely federal simply by creating additional institutions while retaining a constitutional framework that concentrates fiscal authority, administrative control and resource allocation at the centre.

True federalism requires the simultaneous decentralisation of authority, responsibility and resources.

State Police established within an excessively centralised fiscal system may ultimately suffer from inadequate funding, operational dependence and limited institutional independence.

Consequently, constitutional reforms relating to policing should form part of a broader programme of strengthening Nigeria's federal structure.

The objective should not merely be to establish State Police, but to establish State Police capable of performing their constitutional responsibilities professionally, independently and sustainably.



9.0 The CDA Doctrine of Constitutional Responsibility and Constitutional Revenue

The Citizens Democratic Alliance respectfully proposes a constitutional principle that should guide present and future constitutional reforms.

Constitutional Responsibility Must Be Matched by Constitutional Revenue.

This doctrine holds that no level of government should be assigned constitutional responsibilities without possessing the constitutional authority and financial capacity necessary to discharge those responsibilities effectively.

Constitutional obligations cannot be fulfilled through dependence.

Where a government bears responsibility but lacks financial autonomy, accountability becomes weakened because success or failure depends upon decisions made elsewhere.

Applied to State Police, this principle has profound implications.

A State constitutionally responsible for maintaining public safety should possess the financial capacity to recruit, train, equip, remunerate and modernise its Police Service without excessive reliance upon discretionary transfers from the Federation Account.

Security cannot depend upon uncertainty.

Professional policing requires stable funding, predictable budgeting, continuous investment in technology, forensic capability, training, intelligence gathering, personnel welfare and operational logistics.

These objectives cannot be achieved consistently where funding remains insecure or politically contingent.

Accordingly, CDA submits that constitutional reforms establishing State Police should be accompanied by constitutional reforms expanding State fiscal autonomy and strengthening the principles of fiscal federalism.

10.0 Fiscal Federalism as a Constitutional Imperative

The Party's advocacy for fiscal federalism is neither ideological nor regional. It is rooted in constitutional logic.

Governmental authority and governmental responsibility are inseparable from governmental capacity.



Where States possess constitutional responsibility for education, healthcare, transportation, environmental management and policing, they should equally possess sufficient constitutional authority to generate, retain and utilise revenues required to perform those functions.

Fiscal autonomy encourages responsible governance.

States that finance their own institutions become more accountable to their citizens, more disciplined in public expenditure and more innovative in economic development.

Conversely, excessive dependence upon centrally distributed revenues weakens incentives for productivity, distorts accountability and constrains institutional effectiveness.

The establishment of State Police therefore presents an opportunity to advance a broader constitutional conversation concerning the relationship between fiscal federalism and democratic governance.

CDA urges the National Assembly to recognise that effective policing is not merely a security issue. It is also a constitutional finance issue.

11.0 Resource Control Within a Reformed Federation

The Citizens Democratic Alliance supports constitutional reforms that provide producing States with greater participation in the ownership, management and benefits derived from the natural resources located within their territories, while preserving the unity and collective prosperity of the Federation.

Resource control should not be understood as an instrument of division. Rather, it is a mechanism for encouraging economic productivity, responsible resource management and sustainable regional development within a united Nigeria.

Greater fiscal autonomy would enable States to strengthen internally generated revenue, diversify their economies and finance constitutional responsibilities, including policing, without excessive dependence upon federal allocations.

A fiscally stronger federation is also a stronger security federation.

The Party therefore believes that discussions concerning State Police should naturally lead to broader constitutional reforms relating to fiscal federalism and resource governance.



12.0 State Police Must Strengthen National Unity

Some concerns have been expressed that State Police could threaten national unity or be misused for partisan purposes.

These concerns deserve serious consideration.

However, the Citizens Democratic Alliance believes that institutional abuse is not prevented by excessive centralisation. Rather, it is prevented through constitutional safeguards, independent oversight institutions, judicial accountability, legislative supervision and robust protection of fundamental rights.

No constitutional institution is immune from abuse.

The appropriate constitutional response is therefore to design institutions that minimise opportunities for abuse while maximising transparency and accountability.

CDA supports constitutional provisions guaranteeing operational independence for State Police Services, independent State Police Commissions, transparent appointment procedures, civilian complaints mechanisms, legislative oversight and judicial review.

Properly designed, State Police can strengthen national unity by improving public confidence in law enforcement, enhancing community participation in security governance and ensuring that every State possesses institutions capable of responding effectively to its unique security challenges.

The objective is not to weaken the Federation but to strengthen it through a more balanced, accountable and responsive constitutional order.

13.0 Conclusion

The Citizens Democratic Alliance supports the establishment of State Police because it is consistent with the principles of federalism, democratic accountability and effective governance.

However, State Police must not become an isolated constitutional reform.

For decentralised policing to succeed, Nigeria must embrace a broader vision of constitutional restructuring in which authority, responsibility and fiscal capacity are aligned.



Only then will State Police become not merely another institution, but a durable pillar of a safer, stronger and more prosperous Federal Republic of Nigeria.



CHAPTER THREE

COMPARATIVE PERSPECTIVES: LESSONS FROM FEDERAL DEMOCRACIES

14.0 Introduction

Constitutional reform is most successful when it draws upon both national experience and international best practices. While every federation reflects its own unique history, culture and constitutional evolution, there are enduring principles that have enabled federal democracies to maintain effective policing systems while preserving national unity.

The Citizens Democratic Alliance (CDA) does not advocate the wholesale adoption of any foreign policing model. Nigeria's history, diversity and constitutional structure require uniquely Nigerian solutions. Nevertheless, comparative constitutional experience demonstrates that decentralised policing is neither unusual nor incompatible with a strong and united federation.

Indeed, most mature federations distribute policing responsibilities across different levels of government, combining national coordination with local accountability.

The question before Nigeria is therefore not whether decentralised policing can work. Rather, it is how to design a system that reflects Nigeria's constitutional realities while incorporating safeguards against abuse and ensuring effective cooperation between Federal and State institutions.

15.0 The United States of America

The United States operates one of the world's most decentralised policing systems.

Law enforcement responsibilities are shared among federal, state, county, municipal and specialised agencies.

Federal agencies investigate offences affecting national interests, including terrorism, organised interstate crime, immigration violations, financial crimes and offences against federal laws.

State Police generally perform statewide law enforcement duties, highway patrol, criminal investigations and emergency response.

County Sheriffs and municipal police departments provide community policing and routine law enforcement within their respective jurisdictions.



Although numerous agencies exist, cooperation is achieved through clearly defined constitutional responsibilities, information sharing, joint task forces and mutual assistance agreements.

The lesson for Nigeria is clear:

A federation does not require a single police institution to maintain national unity.

Rather, unity is preserved through constitutional clarity, institutional cooperation and professional standards.

16.0 Canada

Canada similarly operates a multi-layered policing structure.

The Royal Canadian Mounted Police performs federal policing functions while many provinces maintain provincial police services responsible for local law enforcement.

Some provinces contract federal policing services, while others operate independent provincial forces.

This flexibility demonstrates that constitutional arrangements may accommodate differing capacities among constituent units.

For Nigeria, this suggests that constitutional reform should allow States to establish independent police services while providing transitional arrangements for States that may require additional institutional support during implementation.

17.0 Germany

Germany offers one of the strongest examples of cooperative federalism.

Each State (Land) maintains its own police service responsible for routine law enforcement, public order and criminal investigations.

The Federal Police concentrate primarily on border protection, rail security, aviation security and other national responsibilities.

Despite extensive decentralisation, Germany maintains high professional standards through national coordination, shared training, constitutional oversight and judicial accountability.



The German experience demonstrates that decentralised policing strengthens rather than weakens federal governance when responsibilities are clearly defined.

18.0 Australia

Australia's Constitution allocates most policing responsibilities to the States and Territories.

Each State maintains its own police service with operational independence and responsibility for criminal investigations, emergency response and public safety.

The Australian Federal Police perform functions relating to federal offences, national security and international policing.

Importantly, cooperation between jurisdictions is facilitated through institutional coordination rather than central command.

The lesson for Nigeria is that effective policing depends more upon cooperation than upon concentration of authority.

19.0 India

India presents perhaps the closest constitutional comparison to Nigeria.

Like Nigeria, India is a large, culturally diverse federal republic with significant linguistic, ethnic and religious diversity.

Its Constitution assigns policing primarily to the States.

Every State maintains its own Police Service under State authority, while the Union Government retains responsibility for national security agencies, central armed police forces and specialised investigative institutions.

Although India continues to experience policing challenges, the existence of State Police has not threatened national unity nor undermined the authority of the Union Government.

Instead, State Police have enabled local governments to respond more directly to local security challenges while national agencies focus upon matters affecting the federation as a whole.

Nigeria can draw valuable lessons from this constitutional balance

20.0 Lessons for Nigeria

The comparative experiences of these federal democracies reveal several common principles.

First, Federalism and Decentralised Policing Are Compatible

No successful federation relies exclusively upon a single centrally controlled policing institution to discharge every law enforcement responsibility.

Rather, responsibilities are distributed according to constitutional competence.

Second, Constitutional Clarity Prevents Institutional Conflict

Jurisdictional disputes are minimised where constitutions clearly distinguish federal responsibilities from state responsibilities.

Nigeria's constitutional amendments should therefore define the respective mandates of Federal Police and State Police with precision.

Third, Professional Standards Must Be National

Although policing institutions may be decentralised, minimum standards relating to recruitment, training, ethics, discipline, forensic capability and respect for human rights should remain nationally consistent.

Every Nigerian, regardless of State of residence, should enjoy equal protection under the law.

Fourth, Oversight Is More Important Than Centralisation

The fear that State Police could be abused should not justify rejecting decentralisation altogether.

Experience from other federations demonstrates that abuse is better prevented through constitutional safeguards, judicial review, legislative oversight, independent police commissions and civilian complaints mechanisms than through excessive concentration of power.

Fifth, Sustainable Funding Is Essential

Every successful decentralised policing system is supported by predictable funding arrangements.



Institutional independence cannot exist where financial dependence persists.

This reinforces CDA's position that constitutional responsibility must always be accompanied by constitutional revenue.

21.0 The Nigerian Opportunity

Nigeria is not required to choose between copying foreign models and preserving the status quo.

Rather, the Nation has an opportunity to design a uniquely Nigerian federal policing framework informed by international best practices while responding to domestic realities.

The Citizens Democratic Alliance envisions a policing system characterised by:

- A professional Federal Police responsible for national security and federal offences.
- Independent State Police Services responsible for internal security and law enforcement within their respective States.
- Strong constitutional safeguards against political interference.
- Independent oversight institutions.
- Modern intelligence-sharing systems.
- National professional standards.
- Sustainable fiscal arrangements founded upon genuine federalism.

Such a system would not merely improve policing.

It would strengthen democracy, deepen federalism, promote accountability and restore public confidence in the institutions responsible for protecting the lives and liberties of Nigerians.

22.0 Conclusion

Comparative constitutional experience demonstrates that decentralised policing is a recognised feature of successful federal democracies.

While institutional arrangements differ across jurisdictions, one principle remains constant: effective policing depends upon constitutional clarity, adequate funding, professional independence, democratic accountability and cooperation among all levels of government.



The Citizens Democratic Alliance believes that Nigeria can achieve these objectives through carefully designed constitutional reforms that combine international best practices with Nigeria's unique federal character.

The proposed State Police Bill should therefore be viewed not as the final destination, but as the beginning of a broader constitutional transformation capable of producing a safer, stronger and more united Federal Republic.

CHAPTER FOUR

CDA'S CONSTITUTIONAL APPRAISAL OF THE CONSTITUTION (SIXTH ALTERATION) BILL, 2026 (STATE POLICE)

23.0 Introduction

The Citizens Democratic Alliance commends the National Assembly for initiating a far-reaching constitutional reform to decentralise policing in Nigeria through the establishment of State Police Services. The Bill represents a significant departure from the highly centralised policing architecture that has existed since independence and acknowledges the growing consensus that Nigeria's security challenges require a more responsive federal structure.

CDA supports the principal objective of establishing State Police. However, constitutional reform should not merely redistribute powers; it should create institutions that are constitutionally balanced, financially sustainable, professionally independent and democratically accountable.

It is in this constructive spirit that CDA submits the following observations and recommendations.

24.0 CDA's Position on the Bill

The Citizens Democratic Alliance supports the passage of the Bill.

Nevertheless, the Party respectfully recommends that the National Assembly amend several provisions to ensure that the proposed constitutional framework reflects the true character of a federal republic.

CDA's position is founded upon five constitutional principles:

1. Security should be exercised as close to the people as practicable
2. Every constitutional responsibility must be matched by constitutional authority and constitutional revenue.



3. State Police must be genuinely autonomous within their constitutional jurisdiction.
4. Federal coordination should never become federal domination.
5. National unity is strengthened through cooperative federalism, not excessive centralisation.

25.0 Provisions Commended by CDA

The Party commends the Bill for:

- Establishing State Police Services as constitutionally recognised institutions.
- Clearly distinguishing federal policing functions from state policing responsibilities.
- Creating independent Police Service Commissions at both federal and state levels.
- Entrenching constitutional safeguards against unlawful political directives.
- Subjecting federal intervention to judicial review.
- Requiring cooperation between Federal and State Police Services.
- Providing national minimum professional standards for policing.

These provisions constitute significant improvements to Nigeria's constitutional framework and deserve broad support.

26.0 Constitutional Concerns

A. State Police Without Fiscal Federalism

The greatest weakness of the Bill is that it decentralises policing without decentralising fiscal capacity.

A State Police Service cannot function effectively where the State remains financially dependent upon monthly allocations from the Federation Account.

Professional policing requires sustainable investment in personnel, technology, intelligence, communications, mobility, forensic science, training, welfare and operational infrastructure.

Accordingly, CDA recommends that the constitutional recognition of State Police should be accompanied by broader constitutional reforms strengthening fiscal federalism and granting States greater authority over the generation and retention of revenue.

A federation in which responsibility is decentralised but revenue remains centralised is neither efficient nor genuinely federal.

B. The National Police Council Should Become the Federation Police Council

The Bill replaces the Nigeria Police Council with a National Police Council.

While this represents a drafting improvement, CDA believes the proposed name does not adequately reflect the constitutional relationship between the Federation and the States.

The Party therefore recommends that the body be known as the **Federation Police Council**.

This change is more than semantic.

The Council should serve as the principal institution for cooperation between the Federal Police Service and the State Police Services, rather than as an extension of federal executive authority.

Its constitutional mandate should include:

- coordinating national policing policy;
- promoting cooperation among police services;
- facilitating intelligence sharing;
- resolving inter-jurisdictional disputes;
- approving national professional standards;
- advising on exceptional federal intervention;
- monitoring compliance with constitutional policing standards.

The Council should not exercise routine operational control over any State Police Service.

C. Appointment of State Commanders

The Bill empowers the National Police Council to recommend candidates for appointment as Commander of Police of a State.

CDA respectfully considers this inconsistent with genuine federalism.

State institutions should derive their leadership principally from State constitutional processes.

Accordingly, CDA proposes that:



- the State Police Service Commission should conduct a transparent merit-based selection process;
- the Governor should appoint a Commander from the Commission's recommendation;
- the State House of Assembly should confirm the appointment after a public hearing;
- the Federation Police Council should certify only that the appointee satisfies national professional standards.

This model preserves professionalism without compromising State autonomy.

D. Federal Intervention Must Remain Exceptional

CDA agrees that the Constitution should permit temporary federal intervention where there is a complete breakdown of public order, widespread abuse of constitutional rights or threats to national security.

However, intervention should remain an extraordinary constitutional measure.

Grounds such as "financial incapacity" or "administrative incapacity" should not, by themselves, justify federal assumption of operational command.

Intervention should occur only where such incapacity has resulted in an actual and demonstrable collapse of policing that endangers public safety and where less intrusive remedies have failed.

Every intervention should remain:

- necessary;
- proportionate;
- temporary;
- judicially reviewable; and
- subject to legislative oversight.

E. National Standards Without Central Control

CDA supports nationally prescribed minimum policing standards.

However, national standards should establish only the constitutional floor, not the operational ceiling.

States should retain constitutional authority to exceed those standards where resources and local needs permit.



National standards must never become instruments through which the Federal Government exercises indirect operational control over State Police Services.

F. Community Policing

Effective policing requires public trust.

CDA recommends constitutional recognition of Community Policing Advisory Councils comprising representatives of traditional institutions, civil society organisations, women, youth, professional bodies and persons with disabilities.

These Councils should provide advice, promote public confidence and strengthen accountability without exercising operational command.

27.0 CDA's Proposed Constitutional Doctrine

The Citizens Democratic Alliance respectfully recommends that the National Assembly adopt the following constitutional philosophy as the guiding principle of future constitutional reforms:

Constitutional Responsibility Must Be Matched by Constitutional Authority and Constitutional Revenue.

No government should bear constitutional responsibility for policing while lacking either the legal authority or the financial capacity to discharge that responsibility.

This doctrine applies equally to policing, education, healthcare, environmental protection, infrastructure and local governance.

It is the constitutional foundation upon which genuine federalism must rest.

28.0 Conclusion

The Citizens Democratic Alliance believes that the Constitution (Sixth Alteration) Bill, 2026 represents an historic opportunity to reshape Nigeria's security architecture for generations to come.

The Party therefore supports its passage, subject to amendments that strengthen State autonomy, reinforce fiscal federalism, improve democratic accountability and preserve the cooperative nature of the Nigerian Federation.

CDA respectfully urges the National Assembly to seize this opportunity to build a policing system that is locally responsive, nationally coordinated, professionally independent and financially sustainable.

Such a constitutional framework will not only improve security but also deepen democracy, strengthen federalism and restore public confidence in the institutions charged with protecting the lives and liberties of Nigerians.



CHAPTER FIVE

CDA'S PROPOSED CONSTITUTIONAL AMENDMENTS TO THE STATE POLICE BILL

29.0 Introduction

The Citizens Democratic Alliance believes that constitutional reform should provide not only a statement of principles but also workable constitutional solutions.

Accordingly, this chapter sets out CDA's proposed amendments to the Constitution (Sixth Alteration) Bill, 2026. These proposals are intended to strengthen the Bill while preserving its fundamental objective of establishing State Police Services within a cooperative federal framework.

The recommendations are guided by four constitutional objectives:

- strengthening genuine federalism;
- safeguarding democratic accountability;
- ensuring financial sustainability; and
- preserving national unity through cooperation rather than centralisation.

30.0 Amendment One: Rename the National Police Council

CDA Proposal

Replace every reference to "**National Police Council**" with "**Federation Police Council**."

Rationale

The proposed Council is not merely a national institution; it is the constitutional forum through which the Federal Government and the States coordinate policing responsibilities.

The term **Federation Police Council** more accurately reflects Nigeria's constitutional identity as a federation of States and reinforces the principle of cooperative federalism.

The Council should serve as the institutional bridge between the Federal Police Service and the State Police Services rather than as an instrument of federal control.



31.0 Amendment Two: Reconstitute the Federation Police Council

CDA proposes that the Federation Police Council comprise:

- President of the Federal Republic of Nigeria, who shall be the chairman;
- President of the Senate;
- Speaker of the House of Representatives;
- Attorney-General of the Federation;
- Governors of the thirty-six States;
- Chairperson of the Federal Police Service Commission;
- Chairpersons of the six Zonal Police Coordination Committees (where established);
- Inspector-General of Police;
- Six retired senior police officers representing the six geopolitical zones;
- One representative each of the National Human Rights Commission, the Nigerian Bar Association, the Nigeria Labour Congress, and the Public Complaints Commission.

The Council should reflect both federal and state interests while incorporating independent voices from key public institutions.

32.0 Amendment Three: Appointment of State Commanders

CDA proposes replacing the existing appointment process with the following constitutional framework:

1. The State Police Service Commission shall conduct an open, transparent and merit-based selection process.
2. The Commission shall recommend qualified candidates to the Governor.
3. The Governor shall appoint one candidate, subject to confirmation by the State House of Assembly.
4. The Federation Police Council shall certify only that the appointed candidate satisfies national professional standards.

The Federation Police Council should not nominate or recommend candidates for appointment.

This model preserves professional standards while respecting the constitutional autonomy of the States.

33.0 Amendment Four: Constitutional Recognition of Fiscal Responsibility

The Bill should include a new constitutional provision stating:



"Every State establishing a State Police Service shall bear primary responsibility for its funding through revenues constitutionally available to the State."

Furthermore:

- States should possess greater fiscal autonomy consistent with the principles of fiscal federalism.
- The Federation may establish an Equalisation Security Fund for States facing exceptional financial constraints.
- Such financial assistance shall not diminish the constitutional independence of any State Police Service.

This amendment gives practical effect to CDA's doctrine that constitutional responsibility must be matched by constitutional authority and constitutional revenue.

34.0 Amendment Five: Limits on Federal Intervention

Federal intervention should remain an exceptional constitutional remedy.

Accordingly, CDA recommends that intervention shall occur only where:

- there is an actual breakdown of constitutional order;
- the State Police Service has demonstrably failed to maintain public safety;
- widespread violations of fundamental rights are occurring;
- there is an imminent threat to national sovereignty or territorial integrity.

The following safeguards should also be included:

- intervention must specify clear objectives;
- intervention should automatically lapse after thirty days unless renewed by a two-thirds majority of the Senate;
- the affected State Government shall have a constitutional right to challenge the intervention before the Supreme Court;
- a report on every intervention shall be submitted to the National Assembly and made available to the public.

35.0 Amendment Six: Community Policing

The Constitution should require every State Police Service to establish Community Policing Advisory Councils at State, Local Government and Area Command levels.



These Councils should include representatives of:

- traditional institutions;
- women;
- youth;
- persons with disabilities;
- religious organisations;
- recognised professional associations;
- civil society organisations.

The Councils shall advise on policing priorities, public safety concerns and community engagement but shall exercise no operational command.

36.0 Amendment Seven: Financial Accountability

Every Police Service should be constitutionally required to:

- prepare annual budgets;
- publish audited accounts;
- submit annual reports to the appropriate legislature;
- appear before legislative committees when required.

Transparency is indispensable to public confidence and institutional integrity.

37.0 Amendment Eight: Technology and Intelligence

The Constitution should require an Act of the National Assembly establishing:

- an integrated national criminal information system;
- interoperable biometric databases;
- shared forensic standards;
- secure intelligence-sharing protocols between Federal and State Police Services.

Modern policing depends upon technology as much as manpower.

38.0 Amendment Nine: Human Rights and Professional Ethics

Every police officer, whether serving in the Federal Police Service or a State Police Service, should be constitutionally bound by:

- the Constitution of the Federal Republic of Nigeria;
- the African Charter on Human and Peoples' Rights;



- applicable international human rights obligations;
- nationally prescribed policing standards.

No political authority should lawfully direct any police officer to violate constitutional rights.

39.0 Amendment Ten: Constitutional Review

CDA recommends that the National Assembly undertake a comprehensive review of the operation of State Police within five years of commencement.

The review should assess:

- operational effectiveness;
- funding sustainability;
- intergovernmental cooperation;
- protection of human rights;
- public confidence;
- institutional performance.

Such periodic review will ensure that the constitutional framework evolves in response to practical experience.

40.0 Conclusion

The Citizens Democratic Alliance respectfully submits these amendments in the conviction that constitutional reform must be measured not only by the institutions it creates but also by the quality of governance those institutions produce.

The Party believes that State Police should become an enduring pillar of Nigeria's constitutional democracy, founded upon professionalism, accountability, fiscal sustainability and genuine federalism.

CDA therefore urges the National Assembly to adopt these recommendations as part of its ongoing constitutional review, thereby strengthening the Bill and laying the foundation for a safer, more secure and more united Federal Republic of Nigeria.



CHAPTER SIX

FISCAL FEDERALISM AND THE SUSTAINABLE FINANCING OF STATE POLICE

41.0 Introduction

The establishment of State Police marks one of the most significant constitutional reforms proposed since the advent of the Fourth Republic. However, the creation of policing institutions alone will not guarantee improved security. Institutions are only as effective as the constitutional and financial foundations upon which they are built.

The Citizens Democratic Alliance (CDA) respectfully submits that the long-term success of State Police depends fundamentally upon the adoption of genuine fiscal federalism. A constitutional framework that devolves policing responsibilities without devolving adequate financial capacity creates an imbalance that threatens both the viability of State Police Services and the broader objectives of national security.

Accordingly, CDA regards fiscal federalism not as a separate constitutional debate, but as an indispensable pillar of sustainable policing.

42.0 The Constitutional Relationship Between Responsibility and Revenue

The Party's position is founded upon a simple constitutional principle:

Constitutional Responsibility Must Be Matched by Constitutional Authority and Constitutional Revenue.

Every level of government entrusted with constitutional responsibilities must possess the legal authority and financial capacity necessary to discharge those responsibilities effectively.

This principle applies equally to policing, education, healthcare, infrastructure, environmental protection and local governance.

Where constitutional responsibility is devolved but financial authority remains centralised, accountability becomes distorted. Citizens hold State Governments responsible for security failures, yet those Governments may lack the resources required to recruit personnel, acquire equipment, maintain infrastructure or invest in modern policing technology.

Such a constitutional arrangement is neither efficient nor equitable.



43.0 Why State Police Cannot Depend on Monthly Federal Allocations

The current fiscal structure of the Federation leaves many States heavily dependent on statutory allocations from the Federation Account.

While these allocations remain important, they should not constitute the primary financial foundation of State Police Services.

Security institutions require predictable and sustainable funding.

Police officers must be paid promptly.

Training must be continuous.

Equipment must be replaced regularly.

Technology must be modernised.

Operational readiness cannot depend upon fluctuations in federal revenue or delays in statutory allocations.

A State Police Service financed almost entirely through federal transfers risks becoming financially vulnerable and operationally constrained.

True decentralisation requires financial independence as well as administrative autonomy.

44.0 Fiscal Federalism as the Foundation of True Federalism

CDA believes that genuine federalism requires a constitutional balance between powers, responsibilities and resources.

States should possess greater constitutional authority to develop their economies, expand internally generated revenue and retain a fairer share of the wealth generated within their territories, subject to national laws and equitable revenue-sharing arrangements.

Such reforms would encourage:

- economic productivity;
- responsible public finance;
- healthy competition among States;
- greater accountability to citizens;

- reduced dependence on the Federal Government.

Fiscal federalism therefore strengthens, not weakens, the Federation.

A financially capable State is better positioned to fulfil its constitutional responsibilities while contributing more meaningfully to national development.

45.0 Resource Control Within a United Federation

The Citizens Democratic Alliance supports a constitutional framework that grants producing States greater participation in the management and benefits of the natural resources located within their territories.

This position should not be interpreted as a call for economic fragmentation.

Rather, resource control is a mechanism for promoting responsible resource management, environmental stewardship, economic diversification and regional development within a united Federal Republic.

States that derive greater benefit from their natural and economic resources will possess stronger fiscal capacity to finance essential public services, including policing.

At the same time, CDA recognises the constitutional obligation of national solidarity.

Accordingly, resource control should operate alongside an equitable revenue-sharing framework that ensures every part of the Federation can provide essential public services while encouraging economic self-reliance.

46.0 Equalisation and National Solidarity

Not every State possesses identical economic resources or revenue-generating capacity.

For this reason, CDA supports the establishment of a constitutionally recognised **National Security Equalisation Fund**.

The Fund should provide targeted financial assistance to States that demonstrate genuine fiscal need in establishing and maintaining professional State Police Services.

Such assistance should be:

- allocated according to objective statutory criteria;



- independently administered;
- transparently audited;
- insulated from partisan political influence.

Importantly, receipt of financial assistance should not confer operational control over a State Police Service upon the Federal Government.

Financial support must never become an instrument for undermining constitutional autonomy.

47.0 Diversifying State Revenue

While constitutional reform is essential, State Governments must also strengthen their own fiscal capacity.

CDA encourages States to:

- improve tax administration while protecting taxpayers' rights;
- promote industrialisation and value addition;
- modernise agriculture;
- attract domestic and foreign investment;
- develop tourism and the digital economy;
- expand public-private partnerships for infrastructure.

A stronger State economy creates a stronger State Police Service.

Security and economic development are mutually reinforcing.

48.0 Financial Accountability

Greater fiscal autonomy must be accompanied by stronger financial accountability.

Accordingly, CDA proposes that every State Police Service should:

- prepare annual budgets for legislative approval;
- publish audited annual accounts;
- submit annual performance reports to the State House of Assembly;
- appear before legislative oversight committees;
- comply fully with public procurement and financial management laws.

Public confidence depends not only upon effective policing but also upon transparent stewardship of public resources.

49.0 A New Constitutional Compact

The debate on State Police presents Nigeria with an opportunity to rethink the broader relationship between the Federal Government and the States.

Rather than viewing constitutional reform as a transfer of powers from one level of government to another, CDA proposes a new constitutional compact founded upon partnership, responsibility and mutual accountability.

Within this framework:

- the Federal Government protects national sovereignty and coordinates matters of national concern;
- the States exercise genuine constitutional responsibility for internal governance and public safety;
- both levels of government cooperate as equal constitutional partners in pursuit of national development.

This is the essence of cooperative federalism.

50.0 Conclusion

The Citizens Democratic Alliance respectfully submits that the constitutional success of State Police will ultimately depend not upon the number of officers recruited or institutions established, but upon the financial foundations that sustain them.

A decentralised policing system cannot flourish within a highly centralised fiscal structure.

For this reason, CDA urges the National Assembly to view the establishment of State Police as the beginning of a broader constitutional transformation—one that aligns authority, responsibility and financial capacity across all levels of government.

Only through such reforms can Nigeria build a policing system that is effective, sustainable, accountable and worthy of a modern federal republic.



CHAPTER SEVEN

IMPLEMENTATION ROADMAP FOR ESTABLISHING STATE POLICE SERVICES

51.0 Introduction

The enactment of the Constitution (Sixth Alteration) Bill, 2026 will mark only the beginning of Nigeria's transition to a decentralised policing system. Constitutional amendments alone cannot guarantee effective policing. Success will depend upon careful planning, phased implementation, adequate funding, institutional coordination and sustained political commitment.

The Citizens Democratic Alliance (CDA) therefore proposes a structured national implementation framework that ensures continuity of security operations while enabling States to establish professional, accountable and sustainable Police Services.

52.0 Guiding Principles

The transition to State Police should be guided by the following principles:

- National unity and constitutional supremacy;
- Professionalism and merit;
- Respect for fundamental human rights;
- Fiscal responsibility and sustainability;
- Transparency and accountability;
- Cooperation between Federal and State institutions;
- Community participation and public trust.

These principles should guide every stage of implementation.

53.0 Phase One: Constitutional and Legislative Framework

Following the alteration of the Constitution, the National Assembly should enact enabling legislation to provide for:

- National minimum policing standards;
- Recruitment and training requirements;
- Operational protocols;
- Intelligence sharing;
- Firearms regulation;
- Inter-jurisdictional cooperation;
- Complaints and disciplinary mechanisms;
- Information technology standards.



Simultaneously, each State House of Assembly wishing to establish a State Police Service should enact a State Police Law consistent with the Constitution.

54.0 Phase Two: Institutional Establishment

Each participating State should establish:

- a State Police Service;
- a State Police Service Commission;
- internal disciplinary and professional standards units;
- independent complaints mechanisms;
- police training institutions or accredited training partnerships;
- forensic and intelligence support units.

The Federal Government should simultaneously restructure the existing Nigeria Police Force into the Federal Police Service with clearly defined constitutional responsibilities.

55.0 Phase Three: Recruitment and Capacity Building

Recruitment into State Police Services should be:

- merit-based;
- transparent;
- inclusive;
- professionally supervised.

Recruitment should reflect the diversity of each State while ensuring equal opportunities for all qualified Nigerians lawfully resident within the State.

Training should include:

- constitutional law;
- criminal investigation;
- forensic science;
- cybercrime;
- intelligence gathering;
- conflict resolution;
- human rights;
- ethics and integrity;
- community policing;
- emergency response;
- disaster management.

Professional competence should take precedence over political considerations.

56.0 Phase Four: Operational Transition

The transition from a unitary policing structure to a dual policing system should occur gradually.

Until a State Police Service is fully operational and certified, the Federal Police Service should continue to perform policing responsibilities within that State.

Operational responsibilities should transfer only after:

- recruitment targets have been met;
- officers have completed prescribed training;
- command structures are operational;
- communications systems are functional;
- oversight institutions have been established;
- funding arrangements have been secured.

This phased approach will minimise operational disruption.

57.0 Coordination Between Federal and State Police Services

Effective policing requires cooperation rather than competition.

Accordingly, CDA proposes formal mechanisms for:

- intelligence sharing;
- joint investigations;
- coordinated emergency responses;
- counter-terrorism operations;
- border security;
- organised crime investigations;
- cybercrime enforcement;
- disaster response.

These mechanisms should be coordinated through the **Federation Police Council**, while respecting the constitutional autonomy of both Federal and State Police Services.



58.0 Technology and Information Systems

Modern policing requires integrated technological infrastructure.

The Federal and State Police Services should develop compatible systems for:

- criminal records management;
- biometric identification;
- fingerprint databases;
- forensic laboratories;
- digital evidence management;
- emergency communications;
- missing persons databases;
- intelligence sharing.

Appropriate safeguards should be established to protect privacy and prevent misuse of personal data.

59.0 Public Accountability and Civilian Oversight

Public confidence is essential to effective policing.

Each State should establish accessible mechanisms through which citizens may:

- lodge complaints against police officers;
- report misconduct;
- seek independent investigations;
- obtain information concerning disciplinary proceedings where appropriate.

Annual reports on policing activities, finances, crime statistics and institutional performance should be presented to the relevant legislature and made publicly available.

60.0 Monitoring and Evaluation

The implementation of State Police should be subject to continuous evaluation.

Performance indicators should include:

- crime reduction;
- emergency response times;



- public confidence;
- human rights compliance;
- conviction rates;
- financial accountability;
- officer welfare;
- community engagement.

Independent periodic assessments should inform future legislative and administrative reforms.

61.0 National Review After Five Years

CDA recommends that the National Assembly undertake a comprehensive review of the operation of State Police Services five years after commencement.

The review should assess:

- institutional effectiveness;
- constitutional compliance;
- financial sustainability;
- intergovernmental cooperation;
- protection of human rights;
- public confidence;
- areas requiring constitutional or legislative amendment.

This review should involve the Federal Government, State Governments, security experts, civil society organisations, professional associations and the general public.

62.0 Conclusion

The successful establishment of State Police Services will require careful planning, sustained investment and genuine cooperation between all levels of government.

The Citizens Democratic Alliance believes that a phased and professionally managed transition will strengthen public safety while preserving national unity and constitutional order.

Nigeria's objective should not simply be to create additional police institutions but to build a policing system that is trusted by citizens, accountable to



democratic institutions, respectful of human rights and capable of addressing the complex security challenges of a modern federal republic.

The implementation roadmap proposed in this chapter provides a practical pathway towards achieving that objective.

CHAPTER EIGHT

CONCLUSION

63.0 A Constitutional Opportunity

The proposal to establish State Police represents one of the most consequential constitutional reforms undertaken since the return to democratic governance in 1999. It provides an opportunity to rethink Nigeria's internal security architecture in a manner that reflects the realities of a federal republic and responds more effectively to contemporary security challenges.

The Citizens Democratic Alliance (CDA) welcomes this opportunity and commends the National Assembly for initiating a constitutional process that seeks to decentralise policing while preserving national cohesion.

The Party believes that the success of this reform will depend not merely on the creation of new institutions, but on the strength of the constitutional principles upon which those institutions are founded.

64.0 CDA's Position

The Citizens Democratic Alliance supports the establishment of State Police Services as an essential component of genuine federalism.

However, State Police must be established within a constitutional framework that guarantees professionalism, accountability, respect for human rights, financial sustainability and cooperation between the Federation and the States.

Throughout this Position Paper, CDA has demonstrated that effective policing requires more than decentralised command structures. It requires constitutional clarity, institutional independence, transparent oversight and adequate fiscal capacity.

For this reason, the Party has proposed amendments designed to strengthen the Bill by:



- reinforcing the constitutional autonomy of State Police Services;
- establishing a **Federation Police Council** as the principal institution for intergovernmental coordination;
- protecting State Police from routine federal control while preserving necessary constitutional safeguards;
- strengthening merit-based appointments and independent oversight;
- promoting community participation and public accountability; and
- aligning policing reform with broader principles of fiscal federalism and responsible resource management.

These recommendations are offered in the spirit of constructive engagement and with the sole objective of strengthening the proposed constitutional framework.

65.0 A Call to the National Assembly

The National Assembly has before it a historic responsibility to enact constitutional reforms that will shape the future of policing and internal security in Nigeria for generations to come.

CDA respectfully urges the Senate and the House of Representatives to ensure that the final constitutional framework reflects the principles of genuine federalism, democratic accountability and the rule of law.

A successful State Police system must strengthen national unity while empowering States to fulfil their constitutional responsibility for the protection of lives and property.

The constitutional choices made today should therefore be guided by the long-term interests of the Federal Republic of Nigeria and the welfare of all Nigerians.

66.0 Final Reflection

The Citizens Democratic Alliance submits this Position Paper in the conviction that constitutional reform is not an end in itself but a means of building stronger institutions, promoting justice and improving the quality of governance.

The establishment of State Police should mark the beginning of a broader national commitment to constitutional renewal—one that balances authority with responsibility, decentralisation with accountability, and security with the protection of fundamental rights.

Nigeria deserves institutions that inspire public confidence, uphold the Constitution and serve every citizen without fear, favour or discrimination.



CDA remains committed to contributing practical policy solutions that advance these objectives and strengthen our democratic federation.

Let's Work To Make Nigeria Work.



**CLAUSE-BY-CLAUSE POSITION MATRIX ON THE CONSTITUTION OF THE
FEDERAL REPUBLIC OF NIGERIA (SIXTH ALTERATION) BILL, 2026 (STATE
POLICE)**

Clause	Subject Matter	CDA Position	CDA Recommendation
1	Alteration of the Constitution	Support	Retain
2	Alteration of Section 84 (Federal Police Service Commission)	Support	Retain
3	Alteration of Section 89	Support	Retain
4	Funding of State Police Service Commission	Support with Amendment	Retain direct funding but require annual audited reports to the State House of Assembly
5	Remuneration of State Police Service Commission	Support	Retain
6	Service of summons and warrants	Support	Retain
7	Federal Executive Bodies	Support with Amendment	Replace National Police Council with Federation Police Council throughout the Bill.
8	Removal of Members	Support with Amendment	Substitute Federation Police Council for National Police Council.
9	Independence of Federal Police Service Commission	Support	Retain
10	Rule-making powers of Federal Police Service Commission	Support	Retain
11	Establishment of	Support	Retain

	State Police Service Commission		
12	Removal of Members of State Police Service Commission	Support	Retain
13	Independence of State Police Service Commission	Support	Retain
14	Rule-making powers of State Police Service Commission	Support	Retain
15	Chapter Heading (Federal and State Police Services)	Support	Retain
16	Establishment of Federal and State Police Services	Support with Significant Amendments	Support dual policing. Amend to recognise that effective State Police requires fiscal federalism and greater State revenue autonomy. Clarify limits of federal intervention and strengthen State constitutional autonomy.
17	Appointment and Command Structure	Support with Significant Amendments	Appointment of the State Commander should originate from the State Police Service Commission, be made by the Governor and confirmed by the State House of Assembly. The Federation Police Council should certify professional standards only and should not recommend candidates.
18	National Minimum Standards	Support with Amendment	National standards should establish minimum professional benchmarks only and

			should not become instruments of routine federal operational control over State Police Services.
19	Legislative Powers	Support with Amendment	Preserve State legislative authority over policing while ensuring that federal legislation does not erode State constitutional autonomy except as expressly provided by the Constitution.
20	Composition and Functions of the National Police Council	Support with Major Amendments	Rename as the Federation Police Council. Reconstitute it as an intergovernmental coordinating body representing the Federation and the States. Remove powers permitting indirect federal control over State Police Services.
21	Federal Police Service Commission	Support	Retain.
22	State Police Service Commission	Support with Amendment	Permit each State House of Assembly to determine the size and composition of its Commission, subject to constitutional principles of independence, merit and accountability.
23	Fifth Schedule (Code of Conduct)	Support	Retain.
24	Interpretation	Support with Amendment	Replace all references to the National Police Council with the Federation Police



			Council. Include a constitutional definition of the Federation Police Council.
25	Transitional and Savings Provisions	Support with Amendment	Provide a phased implementation framework, transitional funding arrangements, personnel migration guidelines and institutional certification processes.
26	Citation	Support	Retain

SUMMARY OF CDA'S POSITION

Category	Number of Clauses
Supported Without Amendment	14
Supported With Amendment	10
Opposed	0

OVERALL POSITION

The Citizens Democratic Alliance supports the constitutional establishment of State Police Services and endorses the general objectives of the Constitution (Sixth Alteration) Bill, 2026.

However, CDA respectfully recommends amendments to strengthen the Bill by:

- aligning the proposed framework with the principles of genuine federalism;
- replacing the National Police Council with a Federation Police Council as the principal intergovernmental coordinating institution;
- safeguarding the constitutional autonomy of State Police Services;
- ensuring that national standards do not become instruments of routine federal control;
- strengthening transparent and merit-based appointments;



- recognising that State Police can only be sustainable within a broader framework of fiscal federalism and increased State revenue autonomy; and
- providing clearer constitutional safeguards governing federal intervention, accountability and implementation.

CDA believes that, with these amendments, the Bill will provide Nigeria with a balanced, effective and enduring constitutional framework for decentralised policing within a united Federal Republic.

Let's Work To Make Nigeria Work



ANNEX B

CDA PROPOSED AMENDMENTS TO THE CONSTITUTION OF THE FEDERAL REPUBLIC OF NIGERIA (SIXTH ALTERATION) BILL, 2026 (STATE POLICE)

Introduction

This Annex sets out the proposed amendments of the Citizens Democratic Alliance (CDA) to the Constitution of the Federal Republic of Nigeria (Sixth Alteration) Bill, 2026. These amendments are intended to strengthen the Bill by promoting genuine federalism, institutional accountability, fiscal sustainability and democratic governance while preserving the overall objective of establishing State Police Services.

AMENDMENT 1

Clause 7, Clause 8, Clause 20 and Clause 24

Proposed Amendment

Delete the expression "**National Police Council**" wherever it appears in the Bill and substitute therefor the expression:

"Federation Police Council."

Reason

The Council should serve as the principal institution for cooperation between the Federation and the States, rather than as an extension of federal executive authority. The proposed name more accurately reflects Nigeria's constitutional character as a federation.

AMENDMENT 2

Clause 20

Composition of the Federation Police Council

Substitute the existing composition with the following:

The Federation Police Council shall comprise—

- (a) The President of the Federal Republic of Nigeria, who shall be the Chairman;
- (b) the President of the Senate;



- (c) the Speaker of the House of Representatives;
- (d) the Attorney-General of the Federation;
- (e) the Governors of the thirty-six States;
- (f) the Chairperson of the Federal Police Service Commission;
- (g) the Inspector-General of Police;
- (h) one representative of the National Human Rights Commission;
- (i) one representative of the Nigerian Bar Association;
- (j) one representative of the Nigeria Labour Congress; and
- (k) six retired senior police officers representing the six geopolitical zones.

AMENDMENT 3

Clause 20

Functions of the Federation Police Council

Delete every provision empowering the Council to exercise routine operational control over State Police Services and substitute the following functions:

The Federation Police Council shall—

- coordinate national policing policy;
- facilitate cooperation between the Federal and State Police Services;
- promote intelligence sharing;
- approve national minimum policing standards;
- resolve inter-jurisdictional policing disputes;
- advise on constitutional federal intervention;
- monitor compliance with constitutional policing standards.

The Council shall not exercise routine operational command or personnel control over any State Police Service except where expressly authorised by the Constitution.

AMENDMENT 4

Clause 17

Appointment of the Commander of State Police



Substitute the relevant provision with the following:

The Commander of the State Police Service shall be appointed by the Governor from candidates recommended by the State Police Service Commission and confirmed by the House of Assembly of the State.

The Federation Police Council shall certify that the appointed person satisfies national professional standards but shall not nominate or recommend candidates.

AMENDMENT 5

Clause 16

Insert a new subsection providing:

Every State establishing a State Police Service shall bear primary responsibility for funding the Service from constitutionally available revenues.

AMENDMENT 6

Clause 16

Insert a further subsection:

The Federal Government may establish a National Security Equalisation Fund to provide financial assistance to States with demonstrated fiscal need.

Financial assistance shall not confer operational control over any State Police Service.

AMENDMENT 7

Clause 18

Insert after the provision on national minimum standards:

National minimum standards shall establish only the minimum professional requirements applicable to Police Services.

Nothing contained in any Act of the National Assembly shall be construed as authorising routine operational control of a State Police Service by any federal authority except as expressly provided by this Constitution.



AMENDMENT 8

Clause 16

Insert a new subsection:

Every State Police Service shall establish Community Policing Advisory Councils at State and Local Government levels to promote public participation, trust and accountability.

AMENDMENT 9

Clause 25

Insert additional transitional provisions requiring:

- phased implementation;
- personnel transition arrangements;
- asset transfer guidelines;
- coordinated training programmes;
- interoperability of intelligence systems; and
- annual implementation reports to the National Assembly during the transition period.

AMENDMENT 10

General Amendment

Wherever the Bill refers to the exercise of powers by the Federal Government in relation to a State Police Service, insert the words:

"subject to the principles of genuine federalism, constitutional autonomy of the States, due process and judicial review."

Conclusion

The Citizens Democratic Alliance respectfully submits these amendments to strengthen the constitutional framework for State Police Services while preserving national unity, protecting democratic accountability and advancing the principles of genuine federalism.

The Party believes that the adoption of these amendments will result in a more balanced, sustainable and constitutionally sound policing system for the Federal Republic of Nigeria.



COMPARATIVE ANALYSIS OF FEDERAL POLICING MODELS: LESSONS FOR NIGERIA

Introduction

The establishment of State Police is neither novel nor experimental. Most federal democracies operate decentralised policing systems in which national and sub-national governments share responsibility for law enforcement according to their constitutional powers.

While no two federations are identical, comparative experience demonstrates that decentralised policing can strengthen public safety, improve accountability and enhance community confidence when supported by clear constitutional arrangements, sustainable funding and effective intergovernmental cooperation.

This Annex examines selected federal systems and highlights lessons relevant to Nigeria.

1. United States of America

Structure

The United States has a highly decentralised policing system comprising:

- Federal law enforcement agencies;
- State Police or Highway Patrols;
- County Sheriffs' Offices;
- Municipal Police Departments.

Each level exercises jurisdiction within clearly defined constitutional and statutory limits.

Funding

State Police are funded primarily by State Governments through State revenues.

Federal agencies are funded through the federal budget.

Lessons for Nigeria

- Strong local accountability improves public confidence.
- Federal agencies concentrate on national crimes.



- States retain operational independence.
- Inter-agency cooperation is achieved without destroying State autonomy.

2. Canada

Structure

Canada operates three levels of policing:

- Royal Canadian Mounted Police (Federal);
- Provincial Police;
- Municipal Police Services.

Some provinces maintain their own police services, while others contract policing responsibilities to the Royal Canadian Mounted Police.

Funding

Provincial Governments finance provincial policing.

Municipal Governments finance local police services.

The Federal Government funds federal policing.

Lessons for Nigeria

- Provinces may adopt policing models suited to their circumstances.
- Different policing arrangements can coexist within one federation.
- Cooperation is achieved through legislation rather than central command.

3. Australia

Structure

Australia has:

- Australian Federal Police;
- Police Services in each State and Territory.

Each State Police Service operates independently while cooperating with federal authorities on national security and organised crime.

Funding

State Governments bear primary responsibility for funding their Police Services.



The Commonwealth funds federal policing functions.

Lessons for Nigeria

- Clear constitutional division of responsibilities reduces institutional conflict.
- States successfully manage professional Police Services.
- Federal intervention is limited to constitutionally defined areas.

4. Germany

Structure

Germany operates:

- Federal Police;
- Police Services established by each Land (State).

The Länder possess extensive constitutional authority over policing within their territories.

Funding

State Governments finance their Police Services from State resources.

The Federal Government finances federal policing responsibilities.

Lessons for Nigeria

- Federalism requires constitutional trust in sub-national governments.
- National security and State policing can coexist effectively.
- Cooperation is achieved through constitutional institutions rather than central control.

5. India

Structure

India maintains:

- Central Police Organisations;
- Police Services established and managed by State Governments.

Public order and policing are principally State responsibilities under the Constitution.



Funding

States fund their Police Services, while the Union Government supports specialised national security agencies.

Lessons for Nigeria

- Large and diverse federations benefit from decentralised policing.
- Constitutional allocation of responsibilities promotes operational clarity.
- National standards need not diminish State control.

6. Brazil

Structure

Brazil operates:

- Federal Police;
- Civil Police in each State;
- Military Police in each State.

Each institution performs constitutionally assigned functions.

Funding

State Governments finance State Police institutions.

The Federal Government finances federal policing agencies.

Lessons for Nigeria

- Constitutional division of policing responsibilities strengthens institutional efficiency.
- Multiple police institutions can coexist where their mandates are clearly defined.

7. South Africa

Structure

South Africa maintains a predominantly national police service but permits Provinces to exercise oversight, monitoring and certain policing functions.

Although not a classical State Police model, South Africa demonstrates the importance of constitutional oversight and civilian accountability.



Lessons for Nigeria

- Independent oversight institutions strengthen public confidence.
- Human rights protections should remain central to policing reforms.

Comparative Summary

Country	Federal Police	State/Provincial Police	Primary Funding	Key Lesson
United States	Yes	Yes	State Governments	Strong State autonomy with federal cooperation.
Canada	Yes	Yes	Provincial Governments	Flexible policing arrangements within one federation.
Australia	Yes	Yes	State Governments	Clear constitutional division of responsibilities.
Germany	Yes	Yes	State Governments	Genuine federalism requires trust in State institutions.
India	Yes	Yes	State Governments	Large federations benefit from decentralised policing.
Brazil	Yes	Yes	State Governments	Multiple police institutions can coexist effectively.
South Africa	Yes	Limited Provincial Role	National Government	Strong oversight and accountability remain essential.

Lessons for Nigeria

The comparative experience of federal democracies demonstrates several common principles.

First, decentralised policing is fully compatible with national unity where constitutional responsibilities are clearly defined.



Second, State or Provincial Police Services are most effective when they enjoy operational autonomy within their constitutional jurisdiction while cooperating closely with federal authorities.

Third, sustainable funding is essential. Across the federations examined, sub-national governments bear primary responsibility for financing their police services, reflecting the principle that constitutional responsibilities should be matched by financial capacity.

Fourth, effective oversight institutions, professional standards and judicial safeguards are indispensable in preventing abuse of police powers.

Finally, successful federations rely on cooperation rather than centralisation. National security is strengthened when federal and sub-national institutions operate as constitutional partners, each respecting the powers and responsibilities of the other.

The Citizens Democratic Alliance submits that these lessons provide valuable guidance for Nigeria as it undertakes one of the most significant constitutional reforms in its democratic history.



CDA PROPOSED FRAMEWORK FOR THE FEDERATION POLICE COUNCIL

1. Introduction

The Citizens Democratic Alliance (CDA) proposes that the body referred to in the Bill as the **National Police Council** be renamed the **Federation Police Council**.

The proposed name more accurately reflects the constitutional structure of Nigeria as a federation of the Federal Government and the States. It also reinforces the principle that policing in a federal system should be founded on cooperation, coordination and mutual respect rather than centralised control.

The Federation Police Council shall serve as the highest intergovernmental body responsible for national policing policy, strategic coordination and cooperation between the Federal Police Service and the State Police Services.

2. Objectives

The Federation Police Council shall:

- promote cooperation between the Federation and the States on policing matters;
- ensure uniform professional standards across all Police Services;
- strengthen national security through intelligence sharing and joint operations;
- protect the constitutional autonomy of State Police Services;
- promote accountability, transparency and respect for fundamental rights.

3. Composition

The Federation Police Council shall comprise:

- The President of the Federal Republic of Nigeria, who shall be the Chairperson
- the President of the Senate;
- the Speaker of the House of Representatives;
- the Attorney-General of the Federation;
- the Governors of the thirty-six States;
- the Chairperson of the Federal Police Service Commission;
- the Inspector-General of Police;
- one representative of the National Human Rights Commission

- one representative of the Nigerian Bar Association;
- one representative of the Nigeria Labour Congress; and
- six retired senior police officers, one from each geopolitical zone.

The Council may invite other persons or institutions to participate in its deliberations where necessary, but such persons shall not have voting rights.

4. Functions

The Federation Police Council shall:

- formulate national policing policy;
- coordinate cooperation between the Federal Police Service and State Police Services;
- approve national minimum policing standards;
- facilitate intelligence sharing;
- resolve inter-jurisdictional policing disputes;
- advise on federal intervention where constitutionally permitted;
- monitor compliance with constitutional policing standards;
- promote capacity building, research and innovation in policing.

5. Powers

The Council may:

- issue policy guidelines of general application;
- establish technical committees;
- commission inspections and performance reviews;
- publish annual reports on policing across the Federation;
- make recommendations to the President, Governors and the National Assembly.

The Council shall not exercise operational command over any Police Service except where expressly authorised by the Constitution.

6. Limitations

The Federation Police Council shall not:

- direct day-to-day operations of any State Police Service;
- appoint, promote, suspend or dismiss members of a State Police Service, except as expressly provided by the Constitution;
- interfere in criminal investigations or prosecutions;
- issue directives for partisan or political purposes;



- undermine the constitutional authority of State Governments over their Police Services.

7. Meetings

The Council shall meet at least four times in every calendar year and may hold emergency meetings where national security requires.

Meetings may be convened by the Chairperson or upon the request of not less than one-third of the members.

8. Decision-Making

The Council shall endeavour to reach decisions by consensus.

Where consensus cannot be achieved, decisions shall be taken by a majority of members present and voting, except where the Constitution or an Act of the National Assembly requires a special majority.

9. Secretariat

The Council shall have a permanent Secretariat responsible for:

- policy research;
- coordination of meetings;
- implementation monitoring;
- data management;
- publication of reports; and
- liaison with Federal and State Police institutions.

10. Guiding Principles

In the discharge of its responsibilities, the Federation Police Council shall be guided by:

- constitutional supremacy;
- genuine federalism;
- cooperation between all levels of government;
- professionalism and merit;
- accountability and transparency;
- respect for human rights;
- political neutrality; and
- service to the Nigerian people.



Conclusion

The Federation Police Council is conceived not as a supervisory authority over State Police Services, but as a constitutional institution for consultation, coordination and cooperation. By bringing together the Federal Government and the States on equal constitutional footing, it will strengthen national security while preserving the autonomy that is essential to a truly federal system.

The Citizens Democratic Alliance believes that replacing the proposed National Police Council with a Federation Police Council will better reflect the spirit of cooperative federalism and contribute to a more balanced, accountable and effective policing architecture for the Federal Republic of Nigeria.



CDA FRAMEWORK ON FISCAL FEDERALISM, RESOURCE CONTROL AND THE SUSTAINABLE FUNDING OF STATE POLICE SERVICES

1. Introduction

The Citizens Democratic Alliance (CDA) believes that the establishment of State Police Services cannot be divorced from the broader question of fiscal federalism.

A State that is constitutionally responsible for protecting lives and property must possess the financial capacity to discharge that responsibility. Assigning policing functions to States without providing a sustainable fiscal framework would undermine the effectiveness of State Police Services and place additional pressure on already constrained State finances.

For this reason, CDA maintains that the constitutional reform on State Police should be accompanied by reforms that strengthen State fiscal autonomy and promote responsible resource management.

2. Guiding Principles

The funding of State Police Services should be guided by the following principles:

- Constitutional responsibility should be matched by financial capacity.
- States should enjoy greater fiscal autonomy consistent with the principles of genuine federalism.
- Public resources should be managed transparently and accountably.
- Security funding should be sustainable and predictable.
- Every State should possess the capacity to maintain a professional Police Service.

3. Resource Control

CDA supports constitutional reforms that grant States greater control over the natural resources located within their territories, subject to an equitable framework that preserves national unity and shared prosperity.

Greater resource control will:

- strengthen State economies;
- encourage responsible resource development;



- expand internally generated revenue;
- reduce dependence on Federation Account allocations; and
- provide a sustainable financial base for State Police Services and other constitutional responsibilities.

4. Fiscal Federalism

CDA advocates a fiscal arrangement in which States retain a greater proportion of revenues generated within their territories while contributing an agreed constitutional share to the Federation for national responsibilities.

Such an arrangement will enable States to:

- finance policing;
- strengthen healthcare and education;
- improve infrastructure;
- enhance emergency response; and
- promote long-term economic development.

5. Funding of State Police Services

The primary responsibility for funding a State Police Service shall rest with the Government of the State.

Funding sources may include:

- State Government budgetary allocations;
- constitutionally recognised State revenues;
- internally generated revenue;
- security trust funds established by State law;
- grants and donations permitted by law, subject to transparency and accountability requirements.

No source of funding shall compromise the operational independence or political neutrality of the State Police Service.

6. Federal Support

The Federal Government may provide financial or technical assistance to States where necessary, particularly during the transition to State policing.

Such assistance shall:

- be based on objective and transparent criteria;



- not confer operational control over any State Police Service;
- respect the constitutional autonomy of the States; and
- be subject to oversight by the National Assembly.

7. Financial Accountability

Every State Police Service shall:

- prepare annual budgets;
- maintain proper accounting records;
- publish annual financial statements;
- be audited annually by the Auditor-General of the State; and
- submit reports to the State House of Assembly.

These measures are essential to ensure public confidence and prevent misuse of public funds.

8. CDA Recommendation

The Citizens Democratic Alliance recommends that the National Assembly commence a broader constitutional review of Nigeria's fiscal arrangements to ensure that constitutional responsibilities are matched by constitutional resources.

State Police will achieve their full potential only within a framework of genuine fiscal federalism that empowers States to finance their constitutional obligations while remaining accountable to their citizens.

Conclusion

The Citizens Democratic Alliance believes that effective policing is inseparable from effective governance. A federation in which States bear constitutional responsibility without corresponding financial capacity cannot deliver sustainable security or balanced national development.

Accordingly, the establishment of State Police Services should be regarded as one element of a wider programme of constitutional reform aimed at deepening federalism, strengthening democratic institutions and promoting responsible governance.

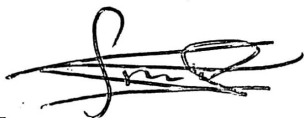
A financially empowered State is better positioned to secure its people, stimulate economic development and contribute meaningfully to the strength and stability of the Federation.



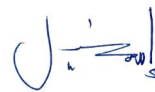
Let's Work To Make Nigeria Work

Approved and Published by the National Working Committee

Citizens Democratic Alliance (CDA)



Citizen Tamunotonye S. S. Inioribo
National Chairman
1st July 2026.



Citizen Ismail Muhammed Dalhatu
National Secretary
1st July 2026



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This Policy Paper is intended to contribute to informed public discourse on governance, constitutional reform, and public policy in Nigeria. The views and recommendations contained herein represent the official policy position of the Citizens Democratic Alliance as adopted by its National Working Committee.

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For enquiries:
Citizens Democratic Alliance (CDA)
Email: info@cda.org.ng
Website: www.cda.org.ng

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