

BILL ANALYSIS

September 2024

VIOLENCE AGAINST PERSONS (PROHIBITION) REPEAL AND ENACTMENT BILL, 2024

Sponsor: Senator Jibrin Isah (APC - Kogi East)



Long Title:

A BILL FOR AN ACT TO REPEAL THE VIOLENCE AGAINST PERSONS (PROHIBITION) ACT 2015, AND ENACT AN ACT TO ELIMINATE VIOLENCE IN PRIVATE AND PUBLIC LIFE, PROHIBIT ALL FORMS OF VIOLENCE AGAINST PERSONS AND TO PROVIDE MAXIMUM PROTECTION AND EFFECTIVE REMEDIES FOR VICTIMS AND PUNISHMENT OF OFFENDERS; AND FOR RELATED MATTERS (SB 368)

In this Bill Analysis, PLAC explains the details and implications of the proposed amendment to the existing Violence Against Persons (Prohibition) Act 2015 (VAPP Act).

HIGHLIGHTS OF THE BILL

- Proposes a substitution of the existing VAPP Act with an updated VAPP Act.
- Clarifies ambiguity in the definition and penalty for rape.
- Increases fines and penalties in view of current realities.
- Includes provisions for adequate compensation of victims of violence.
- Establishes a victims or survivors support fund to cater for victims of violence, which includes its composition, financing and management.
- Includes new provisions on child defilement.
- Replaces the derogatory expression "mentally retarded" in the Act with more appropriate language.
- Reinforces the gender-neutral language of the law by changing "he or she" wherever it appears to "they/their/the person."

I. Expands the definition of rape

Section I (I) of the Act is altered to include in the definition of rape, the penetration of **any other part of the body** besides the vagina, anus and mouth. In redrafting this section, the bill also makes other subtle but important changes. The current provision opens as follows:

- "(1) a person commits the offence of rape if
 - a. he or she intentionally penetrates the vagina, anus, mouth of another person with any other part of his or her body or anything else;
 - b. the other person does not consent to the penetration; or
 - c. the consent is obtained by force or means of threat or intimidation of any kind or by fear of harm or by means of false and fraudulent representation....."

The use of the words "or" at the end of paragraph (b) and listing of the three items as (a), (b) or (c) makes the provision look disjunctive when read with the opening phrase. This means that any of those three items alone, amounts to rape which does not make sense as it would be incomplete. Although it may be interpreted conjunctively to give effect to the intention of the legislature as doing otherwise would be absurd and impracticable, good drafting requires that statutory provisions are unambiguous. The bill fixes this by redrafting this section to almost fully define the offence in the opening sentence before going on to introduce the element of consent. It says that:

- "I(I) A person commits the offence of rape if the person intentionally penetrates the vagina, anus, mouth or any other part of the body of another person with any other part of the person's body or anything else, where
 - a. the other person does not consent to the penetration; or
 - b. the consent of the other person is obtained by force or means of threat or intimidation..."

The proposed amendment reads and flows better than the current provision. It also changes the words "he or she" to "the person."

2. Clarifies drafting ambiguity in the punishment for rape

The bill in **clause I(2)** states that a person convicted for rape is "liable to a minimum of I2 years imprisonment and maximum of imprisonment for life" and removes joint liability for the offence of rape by a group of persons by making offenders severally liable.

Section I (2) of the current VAPP Act provides that a person convicted for rape is liable to imprisonment for life but creates three exceptions; the first for a person who is under 14 years of age (i.e. a minor); the second for "all other cases" where the offender will be liable to a minimum of 12 years imprisonment without an option of fine; and the third, which is joint liability for rape by a group of persons. Due to the inelegant drafting and arrangement, the exact penalty and meaning of "all other cases" is not immediately obvious. However, a very careful reading of the section shows that it tries to create a minimum prison sentence for offenders who are above 14 years old. In other words, the life sentence introduced in the opening paragraph is not intended to be absolute. Again, to make this clearer, the bill has merged the opening statement in this section that provides for life imprisonment with paragraph (b) that provides for minimum of 12 years imprisonment to now read:

"(2) A person convicted of an offence under sub-clause (I) of this clause is liable to a minimum of I2 years and maximum of imprisonment for life..."

The exception for a child under 14 years old remains – the maximum penalty here is 14 years imprisonment. The reference to "all other cases" is deleted and the other remaining exception, which prescribes a minimum 20-year imprisonment term for rape by a group of persons is retained except that the joint liability for offenders is changed to make each offender individually liable. The current provision reads as if a group of convicted offenders can have the 20 years prison sentence split among them.

3. Creates offences and penalties for attempt to commit rape, conspiracy, incitement, aiding, abetting or counseling the commission of rape

This is found in new **clauses I(3), I(4) and I(5)** of the bill. The bill retains the provision for appropriate compensation for victims in **clause I(6)**. It clearly indicates in **clause I(7)**, that it is the regulatory body – National Agency for the Prohibition of Trafficking in Persons (NAPTIP) – that shall be responsible for maintaining the sexual offenders registry. The current law just says that such register shall be maintained without specifying whose responsibility it is. **Clause I(8)** retains the provision that says that a court may declare a person a dangerous sexual offender. This is moved up from section 43 of the Act.

It has been pointed out by observers that the provision on the register for sexual offenders is generic and inadequate. The Act does not specify if an order of court is needed to maintain a person's name in the register of sex offenders. In other jurisdictions, a sex offender is often required to register and update their registration where they live, work or go to school. There is also no specificity on the implication of a name being in the register of sex offenders, the length of time the name is to be maintained, or the circumstances that may warrant a removal of a name from the register. Other jurisdictions or countries typically legislate on these details.

4. Establishes a Survivors of Violence Support Fund (clause 41 to 43)

Perhaps, the most innovative provision in the bill is the creation of a support fund for survivors of violence. The fund is to be established and maintained by NAPTIP; to be used for the cost of rehabilitation and reintegration of survivors of violence; and to support the agency to offer support services to victims of violence, among others. The fund is to be made up of government allocations, grants from local and international organisations, fines paid by offenders, etc.

5. Adds new provisions on defilement of a child

Clause 2(1) of the bill defines defilement to mean causing penetration into the private part of a child. The section goes on to provide separate penalties based on the age of the child/victim. In so doing, it creates a dichotomy in the punishment for defilement on one hand and for rape, on the other hand.

The offence of defilement is currently provided for under **sections 218 and 221** of the **Criminal Code Act** which provides a penalty of life imprisonment. The **Child Rights Act** in **section 31** also provides for unlawful sexual intercourse with a child with a life imprisonment penalty. Both are federal legislations.

The VAPP Act does not make a distinction between the rape of a child who is incapable of giving consent and the rape of an adult. The offence of rape as defined in the VAPP Act requires certain elements such as intention (called *mens rea* in law) and lack of consent. Defilement of children on the other hand is usually a strict liability offence where consent or lack of knowledge of the age of the child is immaterial. What this means is that the offence of rape of a child is better established under the Child Rights Act which clearly states in **section 31(3)** that lack of knowledge of the age of the child or consent shall not be a defence.

However, with respect to children under 18 years who commit sexual offences, the Child Rights Act does not specify a different penalty. It mostly provides for special procedures for dealing with child offenders and protecting their status during trials. It also states in **sections 221 & 222** that a child shall not be imprisoned, but may be kept in legal custody for serious offences like robbery, murder, wounding with intent to do grievous harm, etc. but rape is not mentioned. The VAPP Act on the other hand, in **section 1(2) (a)** provides that an offender who is under 14 years old would not be subject to a life sentence but can get up to 14 years imprisonment. It does not distinguish cases of child victims of rape.

It appears that the sponsor of this bill, in a bid to cover this gap and extend the coverage of the VAPP Act to children, decided to include the new provisions on child defilement (a term some find archaic by the way). The provision opens with "A person who causes penetration into the private part of a child is guilty of the offence of defilement." It rightly omits the words "intentionally" and "without consent" used in the definition of rape but falls short of the expanded "penetration of any other part of the body." It then goes on to propose penalties that are inconsistent and lighter than that for rape in the existing VAPP Act, as well as those prescribed in the Child Rights Act and Criminal Code Act for defilement. See comparison in the table below:

Child Rights Act	Criminal Code Act	Proposed VAPP Bill 2024
Unlawful sexual intercourse with a child i.e., rape of a person under 18 years (section 31) Liable to imprisonment for life.	Defilement of girls under 13 years (section 218) Liable to imprisonment for life, with or without caning.	Defilement of a child under II years Maximum of I4 years imprisonment Clause 2(2)
	Defilement of girls between 13 and 16 years (Section 221) Liable to imprisonment for 2 years, with or without caning *Adds lack of knowledge of age as a defence	Defilement of a child between 12 and 15 years Maximum of 12 years imprisonment Clause 2(3)
		Defilement of a child between 16 and 18 years Maximum of 10 years imprisonment. Clause 2(4)

As can be seen above, the Child Rights Act offers the strongest penalty for the rape of a child. The Criminal Code Act proposes two different penalties according to age range and prescribes a two-month window from the date of the offence, within which prosecution must be commenced, thus making cases potentially statute barred. The proposed VAPP bill creates three different age categories and penalties. It prescribes no minimum term but only maximum prison terms that are lower than the maximum penalty for rape of an adult thus leaving room for a light sentence. This is the most concerning aspect of this bill.

6. Provides for compensation of victims in addition to punishment

The bill says that in addition to the punishments provided, a court shall also award appropriate compensation to the victim as it may deem fit in the circumstance in the following cases:

- For damage to property with intent to cause distress clause 12 (5)
- For abandonment of children, spouse and other dependents without means of sustenance clause 17(5)
- For spousal battery clause 20(5)
- For attack with harmful substances such as chemical attacks clause 22(5)

7. Deletes provision that punishes head of institutions for retribution against victims

Section 38(2) of the Act is deleted. It provides that any head of institution who violates the rights of victims as provided in the Act is guilty of an offence and is liable on conviction to a term of imprisonment for 6 months or a fine of N200,000 or both.

8. Replaces deprecating language with more appropriate expression or language acceptable to the community of persons with disabilities

Section 29 (4) (b) of the Act makes reference to a person who is "mentally retarded." This term is replaced with "mental disorder" in **clause 28 (4) (b)** of the bill.

9. Includes "cyberstalking" in the interpretation of harassment

The interpretation section of the bill defines harassment to include "cyberstalking" and adds that stalking under the VAPP Act shall have any other meaning ascribed to it by the Cybercrimes Act. The penalty for stalking in the Act is imprisonment not exceeding 2 years or to a fine not exceeding N500,000.00 or both. Cyberstalking under the Cybercrimes Act carries very stiff penalties with fines as high as 7million naira and imprisonment term of up to 3 years.

10. Changes definition of "Court" under the Act

The bill interprets "Court" to mean just the High Court of the Federal Capital Territory (FCT) instead of "both the Magistrates Court and High Court" as currently exists. This means that only the FCT High Court can try offences under the law. But it is probably keeping in line with the nature of the Act as a federal legislation only applicable to the FCT as well as the provision on jurisdiction in **section 27** which says that applications under the Act are to be brought before the FCT High Court. Normally, Magistrates have the jurisdiction to entertain criminal matters.

11. Uses gender neutral language

Several sections of the bill where the words "his/her" appears is changed to "they/their/the person." This seems to be aimed at maintaining consistency with the gender-neutral tone of the Act.

12. Includes definitions for "Stakeholders" and "Supervisory Minister"

These are currently absent in the Act and are included in the interpretation section (in clause 54). By these definitions, stakeholders would include NGOs working on Sexual and Gender Based Violence while the Supervisory Minister would be the Minister of Humanitarian Affairs, Disaster Management and Social Development i.e., NAPTIP's parent ministry.

13. Other Amendments

- a. The bill corrects reference to repealed legislation. **Section 40** makes reference to the Companies and Allied Matters Act, 1990, which is now the Companies and Allied Matters Act, 2020.
- **b. Section 27** of the Act, which vests jurisdiction in the High Court of the Federal Capital Territory, says that the Court needs to be "empowered by an Act of Parliament" to exercise jurisdiction. This is removed as it is not necessary for the legislature to pass another law to empower the court.
- c. It corrects errors of cross referencing which translates to difficulties in implementation.
- d. It corrects the use of the terms "shall" and "may" in some sections as they do not convey any legislative intent.

14. Bill is a "Repeal and Re-Enactment Bill" not a Repeal Bill

This bill seeks to replace the existing 2015 VAPP Act. When an Act is repealed and re-enacted, its old and new provisions are consolidated into a new Act and the law continues in active operation, including all rights and liabilities incurred under it. Contrary to several public opinions expressed on this, no void or vacuum is created when an Act is repealed and a new one enacted to substitute it by the same instrument. In practical terms, the provisions of the original Act that are still relevant are retained in the new Act without substantive change and then new provisions are added.

Note that the **Interpretation Act**, in **sections 4 and 6** is clear on the effect of a repealed and substituted law. **Section 4(2) (a)** says that the repealed enactment shall remain in force until the substituted enactment comes into force while **Section 6 (I) (b) & (c)** says that that the repeal of an enactment shall not affect the previous operation of the enactment or anything duly done or suffered under the enactment; nor affect any right, privilege, obligation or liability accrued or incurred under the enactment.

Repeal and re-enactment bills are typically used when there are extensive amendments to a law. An example is the Electoral Act, 2022 which is the product of a repeal and re-enactment bill that consolidated new provisions in the law with old provisions from the 2010 Act, and its subsequent 2011 and 2015 amendments. Amendment Bills on the other hand usually involve making textual changes to specific sections or provisions of the law and are mostly used when few changes are being proposed.

This particular bill alters up to 35 of the 48 sections of the VAPP Act and adds 8 new sections bringing it to 56 sections.

The decision on whether to use a repeal and re-enactment bill or an amendment bill is more of a drafting or structural issue and does not go to the substance of the issues raised in the bill. There are real fears however that because a repeal and re-enactment bill means that all the sections of a bill are open to alteration, key provisions may, wittingly or unwittingly, be expunged in the process of re-enactment. In any case, vigilance on the contents of the bill — whether it is an amendment or repeal and re-enactment bill — is needed to ensure that the core provisions of the law, as well as its spirit and intendment are retained.

See the Appendix for a table highlighting the proposed textual alterations to the Violence Against Persons (Prohibition) Act 2015.

SECTION I DEFINITION OF RAPE

- (1) A person commits the offence of rape if -
- (a) **he or she** intentionally penetrates the vagina, anus, mouth of another person with any other part of his or her body or anything else:
- (b) the other person does not consent to the penetration; or
- (c) the consent is obtained by force or means of threat or intimidation of any kind or by fear of harm or by means of false and fraudulent representation as to the nature of the act or the use of any substance or additive capable of taking away the will of such person or in the case of a married person, by impersonating **his or her** spouse.
- (2) A person convicted of an offence under sub-section (I) of this section is **liable to imprisonment for life** except –
- (a) where the offender is less than 14 years of age, the offender is liable to a maximum of 14 years imprisonment;
- (b) in all other cases, to a minimum of 12 years imprisonment without an option of fine; or
- (c) in the case of rape by a group of persons, **the offenders** are liable **jointly** to a minimum of 20 years imprisonment without an option of fine.

PROPOSED PROVISION IN VAPP BILL 2024

SECTION I

- (I) A person commits the offence of rape if the person intentionally penetrates the vagina, anus, mouth or any other part of the body of another person with any other part of the person's body or anything else, where-
- (a) the other person does not consent to the penetration; or
- (b) the consent of the other person is obtained by force or means of threat or intimidation of any kind or by fear of harm or by means of false and fraudulent representation as to the nature of the act or the use of any substance or additive capable of taking away the will of such person or in the case of a married person, by impersonating the person's spouse.
- (2) A person convicted of an offence under sub-clause (1) of this clause is liable to a minimum of 12 years and maximum of imprisonment for life except –
- (a) where the offender is less than 14 years of age, the offender is liable to a maximum of 14 years imprisonment;
- (b) in the case of rape by a group of persons, each offender is liable to a minimum of 20 years imprisonment without an option of fine.

The Bill creates new sub-sections (3)-(8), where it incorporates existing sub-sections (3) and (4) as follows:

- (3) The Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.
- (4) A register for convicted sexual offenders shall be maintained and accessible to the public.

PROPOSED PROVISION IN VAPP BILL 2024

(3) A person who attempts to commit the act of violence in sub-clause (I) of this clause, commits an offence to a term of imprisonment not exceeding I4 years, except –

where the offender is less than 14 years of age, the offender is liable to a maximum of 7 years imprisonment;

(4) A person who conspires with another or others to commit the act of violence in subclause (1), commits an offence and is liable on conviction to a term of imprisonment not exceeding 14 years, except –

Where the offender under this subclause is less than 14 years of age, the offender is liable to a maximum of 7 years imprisonment.

- (5) A person who incites, aids, abets, or counsels another person to commit the act of violence provided for in sub-clause
- (I) commits an offence and liable upon conviction to a term of imprisonment not exceeding 14 years, except –

Where the offender under this subclause is less than 14 years of age, the offender is liable to a maximum of 7 years imprisonment.

- (6) In addition to the punishments provided in this clause, the Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.
- (7) The Regulatory body shall maintain a register for convicted sexual offenders, which shall be accessible to the public.

EXISTING PROVISION IN VAPP ACT 2015	PROPOSED PROVISION IN VAPP BILL 2024
	 (8) A court may declare a person who has been convicted of a sexual offence a dangerous sexual offender if such person has- (a) more than one conviction for a sexual offence; (b) been convicted of a sexual offence which was accompanied; or (c) been convicted of a sexual offence against a child.
NO PROVISION ON CHILD DEFILEMENT	SECTION 2 - DEFILEMENT OF A CHILD The new section automatically renumbers the entire law. INFLICTING PHYSICAL INJURY becomes Section 3 in the Bill.
	 (1) A person who causes penetration into the private part of a child is guilty of the offence of defilement. (2) A person who defiles a child aged eleven years or less shall on conviction be liable to imprisonment for a term of not exceeding 14 years. (3) A person who commits an offence of defilement with a child between the ages of twelve and fifteen years is liable on conviction to imprisonment for a term of not exceeding 12 years. (4) A person who commits an offence of defilement with a child between the ages of sixteen and eighteen years is liable on conviction to imprisonment for a term of not exceeding 10 years. (5) A person who attempts to commit an act which would cause penetration with a child is guilty of an offence of attempted defilement, and liable on conviction to a term of imprisonment not exceeding 7 years.

PROPOSED PROVISION IN VAPP BILL 2024

SECTION 2

INFLICTING PHYSICAL INJURY ON A PERSON

- (1) Willfully causing or inflicting physical injury on another person by means of any weapon, substance or object: Not exceeding 5years imprisonment or a fine not exceeding **N100,000.00** or both.
- (2) Attempting to commit the offence: exceeding 3 years imprisonment or to a fine not exceeding **N200,000.00** or both.
- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding 3 years imprisonment or to a fine not exceeding **N200,000.00** or both.
- (4) Receiving or assisting another who, to **his** knowledge, commits the offence: Not exceeding 3 years imprisonment or to a fine not exceeding **N200,000.00** or both.
- (5) The Court **may** also award appropriate compensation to the victim as it may deem fit in the circumstance.

SECTION 3

INFLICTING PHYSICAL INJURY **ON ANOTHER**

- (1) Willfully causing or inflicting physical injury on another person by means of any weapon, substance or object: Not exceeding 5 years imprisonment or a fine not exceeding **N1,000,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding 3 years imprisonment or to a fine not exceeding **N500,000.00** or both.
- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding 3 years imprisonment or to a fine not exceeding **N500,000.00** or both.
- (4) Receiving or assisting another who, to the **person's** knowledge, commits the offence: Not exceeding 3 years imprisonment or to a fine not exceeding **N500,000.00** or both.
- (5) In addition to the punishments provided in this clause, the Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.

SECTION 4

WILLFULLY PLACING A PERSON IN FEAR OF PHYSICAL INJURY

- (1) Willfully or knowingly placing a person in fear of physical injury: Not exceeding **5 years** imprisonment or to a fine not exceeding **N100,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding **3 years** imprisonment or to a fine not exceeding **N200,000** or both.

- (1) Willfully or knowingly placing a person in fear of physical injury: Not exceeding **3 years** imprisonment or to a fine not exceeding **N500,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N200,000** or both.

- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **3 years** imprisonment or to a fine not exceeding **N200,000.00** or both.
- (4) Receiving or assisting another who commits the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N200,000.00** or both.

PROPOSED PROVISION IN VAPP BILL 2024

- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.00** or both.
- (4) Receiving or assisting another who commits the offence: Not exceeding **2years** imprisonment or to a fine not exceeding **N300,000.0**0 or both.

SECTION 5

OFFENSIVE CONDUCT

- (1) Compelling another by force or threat to engage in any conduct or act, sexual or otherwise, to the detriment of the victim's physical or psychological well-being: Not exceeding **2 years** imprisonment or to a fine not exceeding **N500,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N300,000.00** or both.
- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **I year** imprisonment or to a fine not exceeding N500,000.00 or both.
- (4) Receiving or assisting another who, to **his or her** knowledge, commits the offence: Not exceeding 3 years imprisonment or to a fine not exceeding N500,000.00 or both.

- (1) Compelling another by force or threat to engage in any conduct or act, sexual or otherwise, to the detriment of the victim's physical or psychological well-being: Not exceeding **4 years** imprisonment or to a fine not exceeding **N500,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding **3 years** imprisonment or to a fine not exceeding **N500,000.00** or both.
- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **3 years** imprisonment or to a fine not exceeding N500,000.00 or both.
- (4) Receiving or assisting another who, to **the person's** knowledge, commits the offence: Not exceeding 3 years imprisonment or to a fine not exceeding N500,000.00 or both.

PROPOSED PROVISION IN VAPP BILL 2024

SECTION 6

PROHIBITION OF FEMALE CIRCUMCISION OR GENITAL MUTILATION

- (2) Performing or engaging another to carry out female circumcision or genital mutilation: Not exceeding **4 years** imprisonment or to a fine not exceeding **N200,000.00** or both.
- (3) Attempting to commit the offence: Not exceeding **2 years** or to a fine not exceeding **N100,000.00** or both.
- 4) Inciting, aiding, abetting or counseling another person to commit the offence: Not **2 years** imprisonment or to a fine not exceeding **NI00,000.00** or both.

SECTION 7

- (2) Performing or engaging another to carry out female circumcision or genital mutilation: Not exceeding **5 years** imprisonment or to a fine not exceeding **N500,000.00** or both.
- (3) Attempting to commit the offence: Not exceeding **3 years** or to a fine not exceeding **N200,000.00** or both.
- 4) Inciting, aiding, abetting or counseling another person to commit the offence: Not **3 years** imprisonment or to a fine not exceeding **N200,000.00** or both.

SECTION 8

WILLEULLY MAKING FALSE STATEMENT

A person who wilfully makes false statement, whether oral or documentary, in any judicial proceeding with the aim of initiating investigation or criminal proceedings against another person commits an offence and is liable on conviction to a fine of **N200,000** or a term of imprisonment not exceeding **2 years**.

SECTION 9

A person who wilfully makes false statement, whether oral or documentary, in any judicial proceeding with the aim of initiating investigation or criminal proceedings against another person commits an offence and is liable on conviction to a fine of **N500,000** or a term of imprisonment not exceeding **5 years.**

SECTION 9

FORCEFUL EJECTION FROM HOME

- (1) Forcefully evicting spouse from home or refusing him or her access: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.0**0 or both.
- (2) Attempting to commit the offence: Not exceeding **I year** or to a fine not exceeding **N200,000.00** or both.

SECTION 10

FORCEFULLY EJECTION FROM HOME

- (I) Forcefully evicting spouse from home or refusing him or her access: Not exceeding **3 years** imprisonment or to a fine not exceeding **N500,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding **2 years** or to a fine not exceeding **N300,000.00** or both.

- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **I year** or to a fine not exceeding **N200,000.00** or both.
- (4) Receiving or assisting another who, to **his/her** knowledge, commits the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N200,000.00** or both.

PROPOSED PROVISION IN VAPP BILL 2024

- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **2** years or to a fine not exceeding **N300,000.00** or both.
- (4) Receiving or assisting another who, to **the person's** knowledge, commits the offence: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.00** or both.

SECTION 10

DEPRIVING A PERSON OF HIS HER LIBERTY

- (1) Depriving another of his or her liberty, except pursuant to **a court order**: Not exceeding **2 years** imprisonment or to a fine not exceeding N500,000.00 or both.
- (2) Attempting to commit the offence: Not exceeding **I year** or to a fine not exceeding N300,000.00 or both.
- (4) Receiving or assisting another who, to the **his/her**, commits the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N100,000.00** or both.

SECTION 11

- (1) Depriving another of his or her liberty, except pursuant to **an order of court**: Not exceeding **3 years** imprisonment or to a fine not exceeding N500,000.00 or both.
- (2) Attempting to commit the offence: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.00** or both.
- (4) Receiving or assisting another who, to the person's knowledge, commits the offence: Not exceeding **2 years** imprisonment or a fine not exceeding **N300,000.00** or both.

SECTION 11

DAMAGE TO PROPERTY WITH INTENT
TO CAUSE DISTRESS

- (1) Causing mischief or destruction or damage to property of another with intent to cause distress: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N200,000.00** or both.

- (1) Causing mischief or destruction or damage to property of another with intent to cause distress: Not exceeding **3 years** imprisonment or to a fine not exceeding **N500,000.00** or both.
- (2) Attempting to commit the offence: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.00** or both.

- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N300,000.00** or both.
- (4) Receiving or assisting another who, to **his/her** knowledge, commits the offence: Not exceeding **I year** imprisonment or to a fine not exceeding **N200,000.00** or both.

PROPOSED PROVISION IN VAPP BILL 2024

- (3) Inciting, aiding, abetting or counseling another person to commit the offence: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.00** or both.
- (4) Receiving or assisting another who, to **the person's** knowledge, commits the offence: Not exceeding **2 years** imprisonment or to a fine not exceeding **N300,000.00** or both.

INSERTS NEW SUB-CLAUSE 5

(5) In addition to the punishments provided in this clause, the Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.

SECTION 12

FORCED FINANCIAL DEPENDENCE OR ECONOMIC ABUSE

- (1) Causing forced financial dependence or economic abuse of another: Not exceeding **2 years**/fine not exceeding **N500,000.00** or both.
- (2) Attempt to commit the offence: Not exceeding **I year** imprisonment/fine not exceeding **N200,000.00** or both.
- (3) Inciting, aiding, abetting, or counselling another person to commit the offence: Not exceeding **I year** imprisonment/fine not exceeding **N200,000.00** or both.
- (4) Receiving or assisting another who, to **his or her** knowledge, committed the offence: Not exceeding **6 months** imprisonment/ fine not exceeding **N100,000.00** or both.

- (I) Causing forced financial dependence or economic abuse of another: Not exceeding **4** years/fine not exceeding **N1,000,000.00** or both.
- (2) Attempt to commit the offence: Not exceeding2 years imprisonment/fine not exceedingN500,000.00 or both.
- (3) Inciting, aiding, abetting, or counselling another person to commit the offence: Not exceeding **2 years** imprisonment/fine not exceeding **N500,000.00** or both.
- (4) Receiving or assisting another who, to **the person's** knowledge, committed the offence: Not exceeding **2 years** imprisonment/fine not exceeding **N500,000.00** or both.

PROPOSED PROVISION IN VAPP BILL 2024

SECTION 13

FORCED ISOLATION OR SEPARATION FROM FAMILY AND FRIENDS

- (1) Forcefully isolating or separating another from family and friends: Not exceeding **6** months/fine not exceeding **N100,000.00** or both.
- (2) Attempt to commit the offence: Not exceeding **3 months** imprisonment/fine not exceeding **N100,000.00** or both.
- (3) Inciting, aiding, abetting, or counselling another person to commit the offence: Not exceeding **3 months** imprisonment/fine not exceeding **N100,000.00** or both.
- (4) Receiving or assisting another who, to **his/ her** knowledge, committed the offence: Not exceeding **3 months** imprisonment/fine not exceeding **N100,000.00** or both.

SECTION 14

- (1) Forcefully isolating or separating another from family and friends: Not exceeding **5 years**/fine not exceeding **N1,000,000.00** or both.
- (2) Attempt to commit the offence: Not exceeding3 years imprisonment/fine not exceedingN500,000.00 or both.
- (3) Inciting, aiding, abetting, or counselling another person to commit the offence: Not exceeding **years** imprisonment/fine not exceeding **N500,000.00** or both.
- (4) Receiving or assisting another who, to **the person's** knowledge, committed the offence: Not exceeding **3 years** imprisonment/fine not exceeding **N500,000.00** or both.

SECTION 14

EMOTIONAL, VERBAL AND PSYCHOLOGICAL ABUSE

- (I) Forcefully isolating or separating another from family and friends: Not exceeding **I year** imprisonment/fine not exceeding **N200,000.00** or both.
- (2) Attempt to commit the offence: Not exceeding **6 month**s imprisonment/fine not exceeding **N100,000.00** or both.
- (3) Inciting, aiding, abetting, or counselling another person to commit the offence: Not exceeding **6 months** imprisonment/fine not exceeding **N100,000.00** or both.
- (4) Receiving or assisting another who, to **his/ her** knowledge, committed the offence: Not exceeding **6 months** imprisonment/fine not exceeding **N100,000.00** or both.

- (1) Causing emotional, verbal and psychological abuse: Not exceeding **4 years** imprisonment/fine not exceeding **N500,000.00** or both.
- (2) Attempt to commit the offence: Not exceeding **years** imprisonment/fine not exceeding **N300,000.00** or both.
- (3) Inciting, aiding, abetting, or counselling another person to commit the offence: Not exceeding
 3 years imprisonment/fine not exceeding
 N300,000.00 or both.
- (4) Receiving or assisting another who, to **the person's** knowledge, committed the offence: Not exceeding **3 years** imprisonment/fine not exceeding **N300,000.00** or both.

EXISTING PROVISION IN VAPP	PROPOSED PROVISION IN VAPP BILL		
ACT 2015 SECTION 15	SECTION 16		
HARMFUL WIDOWHOOD PRACTICES	(I) Subjecting a widow to harmful traditional		
(I) Subjecting a widow to harmful traditional practices: imprisonment not exceeding 2 years /fine not exceeding N500,000.00 or both.	practices: imprisonment not exceeding 5 years / fine not exceeding N500,000.00 or both.		
SECTION 16 ABANDONMENT OF SPOUSE, CHILDREN	SECTION 17 The Bill includes a 5th sub-clause:		
and other dependants without sustenance	(5) In addition to the punishments provided		
The section has only 4 sub-sections.	in this clause, the Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.		
SECTION 17 STALKING	SECTION 18		
4) Receiving or assisting another who, to his or her knowledge, committed the offence: Not exceeding I year imprisonment or to a fine not exceeding N100,000.00 or both.	(4) Receiving or assisting another who, to the person's knowledge, committed the offence: Not exceeding I year imprisonment or to a fine not exceeding N100,000.00 or both.		
SECTION 19 SPOUSAL BATTERY	SECTION 20		
(I) A person who batters his or her spouse: Not exceeding 3 years imprisonment or to a fine not exceeding N200,000.00 or both.	(I) A person who batters his or her spouse: Not exceeding 5 years imprisonment or to a fine not exceeding N500,000.00 or both.		
(4) Receiving or assisting another who, to his or her knowledge, committed the offence: Not exceeding I year imprisonment or to a fine not exceeding N200,000.00 or both.	(4) Receiving or assisting another who, to the person's knowledge, committed the offence: Not exceeding I year imprisonment or to a fine not exceeding N200,000.00 or both.		
	The Bill includes a 5th sub-clause:		
	(5) In addition to the punishments provided in this clause, the Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.		

EXISTING PROVISION IN VAPP ACT 2015	PROPOSED PROVISION IN VAPP BILL 2024	
SECTION 20 HARMFUL TRADITIONAL PRACTICES (4) A person who receives or assists another who, to his or her knowledge, committed the offence: Not exceeding 2 years or to a fine not exceeding N200,000.00 or both.	SECTION 21 (4) A person who receives or assists another who, to the person's knowledge, committed the offence: Not exceeding 2 years or to a fine not exceeding N300,000.00 or both. The Bill includes a 5th sub-clause: (5) In addition to the punishments provided in this clause, the Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.	
SECTION 21 ATTACK WITH HARMFUL SUBSTANCE The section has only 4 sub-sections.	SECTION 22 The Bill includes a 5th sub-clause: 22 (5) In addition to the punishments provided in this clause, the Court shall also award appropriate compensation to the victim as it may deem fit in the circumstance.	
SECTION 22 ADMINISTERING A SUBSTANCE WITH INTENT (2) A person who commits an offence under this clause is, in addition to any other offence under this Act, liable on conviction to a term of imprisonment not exceeding 10 years or a fine of N500,000 or both.	(2) A person who commits an offence under this clause is, in addition to any other offence under this Bill, liable on conviction to a term of imprisonment not exceeding 20 years, without an option of fine.	
SECTION 26 INDECENT EXPOSURE (3) A person who commits an offence under this section is liable to upon conviction to a term of imprisonment of not less than I year or to a fine not exceeding N500, 000 or both.	(3) A person who commits an offence under this clause is liable to upon conviction to a term of imprisonment of not exceeding 2 years or to a fine not exceeding N500, 000 or both.	

PROPOSED PROVISION IN VAPP BILL 2024

SECTION 27

JURISDICTION

Only the High Court of the Federal Capital Territory, Abuja empowered by an Act of Parliament shall have the jurisdiction to hear and grant any application brought under this Act.

SECTION 28

The High Court of the Federal Capital Territory, Abuja shall have the jurisdiction to hear and grant any application brought under this Bill.

SECTION 28

APPLICATION FOR PROTECTION ORDER

The proviso to section 28(4) states:

Provided that the application shall be brought with the written consent of the complainant, except in circumstances where the complainant is –

- (a) a minor;
- (b) mentally retarded;

SECTION 29

The proviso to section 29(4) states:

Provided that the application shall be brought with the written consent of the complainant, except in circumstances where the complainant is —

- (a) a minor;
- (b) a person with mental disorder;

SECTION 29

CONSIDERATION OF APPLICATION

(2) If the Court is satisfied that there is prima facie evidence that the respondent is committing, has committed or that there is imminent likelihood that **he may** commit an act of **domestic violence** under this Act, the Court shall issue an interim protection order.

SECTION 30

(2) If the Court is satisfied that there is prima facie evidence that the respondent is committing, has committed or that there is imminent likelihood that **the respondent** may commit an act of **violence** under this Bill, the Court shall issue an interim protection order.

SECTION 32

POWER OF POLICE

- (1) A police officer, at the scene of an incident of violence or as soon thereafter as reasonably possible or to whom a report of violence has been made, shall have the duty of -
- (d) explaining to the victim **his or her** rights to protection against violence and remedies available in terms of this Act;

- (I) A police officer, at the scene of an incident of violence or as soon thereafter as reasonably possible or to whom a report of violence has been made, shall have the duty of -
- (d) explaining to the victim **the victim's** rights to protection against violence and remedies available in terms of this Bill:

PROPOSED PROVISION IN VAPP BILL 2024

SECTION 33

WARRANT OF ARREST UPON ISSUING OF PROTECTION ORDER

- (I) Whenever a court issues a protection order, the court **shall** make an order-
- (3) The Registrar of the Court shall issue the complainant with a second or further warrant of arrest, if the complainant files an affidavit in the prescribed form in which it is stated that such warrant is required for **her or his** protection and that the existing warrant of arrest has been-
- (5) The police shall arrest the respondent if it appears to the police officer concerned that, **subject to subsection (5)** there are reasonable grounds to suspect that the complainant may suffer imminent harm as a result of the alleged breach of the protection order by the respondent.
- (7) The police officer shall forward **a duplicate original** referred to in subclause (6) to the Registrar of the Court concerned...
- (9) Whenever a warrant of arrest is handed to a police officer under subsection (4) (a) of this clause, the police officer shall inform the complainant of **his or her** right to simultaneously lay a criminal charge against the respondent...

SECTION 34

- (I) Whenever a court issues a protection order, the court **may** make an order-
- (3) The Registrar of the Court shall issue the complainant with a second or further warrant of arrest, if the complainant files an affidavit in the prescribed form in which it is stated that such warrant is required for **the complainant's** protection and that the existing warrant of arrest has been-
- (5) The police shall arrest the respondent if it appears to the police officer concerned that there are reasonable grounds to suspect that the complainant may suffer imminent harm as a result of the alleged breach of the protection order by the respondent.
- (7) The police officer shall forward **a duplicate** referred to in sub-clause (6) to the Registrar of the Court concerned...
- (9) Whenever a warrant of arrest is handed to a police officer under sub-clause (4) (a) of this clause, the police officer shall inform the complainant of **the complainant's** right to simultaneously lay a criminal charge against the respondent...

SECTION 35

DISCHARGE

Where a protection order has been made, any of the following persons may apply to have it discharged-

SECTION 36

Where a protection order has been made, any of the following persons may apply to have it discharged-

EXISTING	PROVISION	IN	VAPP
ACT 2015			

PROPOSED PROVISION IN VAPP BILL 2024

(a) if the application for the order was made by a **Police Officer** in respect of any dependent

- (a) if the application for the order was made by a **Commissioner** in respect of any dependent person by -
- (i) the **commissioner**,
- (b) if the application for the order was made by a **commissioner** in any other case by
- virtue of section 28-
- (b) if the application for the order was made by a Police Officer in any other case by virtue of section
- (i) the **Police Officer**,

(i) the **Police Officer**,

(i) the commissioner,

SECTION 36

OFFENCES RELATING TO PROTECTION **ORDERS**

- (I) A respondent who contravened an interim protection order or a protection order...commits an offence and is liable, on summary conviction, to a fine not exceeding N300,000.00 or to a term of imprisonment not exceeding **6 months** or both.
- (3) A person who, in an affidavit referred to in this section, willfully makes a false statement in a material respect commits an offence and is liable on conviction to a fine of not exceeding N200,000.00 or, at the discretion of **the Court**, to a term of imprisonment not exceeding 2 years.

SECTION 37

person by –

28-

- (1) A respondent who contravened an interim protection order or a protection order...commits an offence and is liable, on summary conviction, to a fine not exceeding **N500,000.00** or to a term of imprisonment not exceeding 2 years or both.
- (3) A person who, in an affidavit referred to in this clause, willfully makes a false statement in a material respect commits an offence and is liable on conviction to a fine of not exceeding **N500,000.00** or, to a term of imprisonment not exceeding 2 years.

SECTION 38

RIGHTS OF VICTIMS

(2) Any head of institution who violates the provisions of this subsection is guilty of an offence and is liable on conviction to a term of imprisonment for 6 months or a fine of N200,000 or both.

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EXISTING PROVISION IN VAPP ACT 2015	PROPOSED PROVISION IN VAPP BILL 2024	
PROHIBITION OF PUBLICATION OF CERTAIN INFORMATION (3) A person who contravenes the provisions of this sub-clause commits an offence and is liable on conviction to a term imprisonment not exceeding I year or to a fine not exceeding N200,000.00 or both.	(3) A person who contravenes the provisions of this sub-clause commits an offence and is liable on conviction to a term imprisonment not exceeding 3 years or to a fine not exceeding N500,000.00 or both.	
PART III – SERVICE PROVIDERS	"SERVICE PROVIDERS" moved to PART IV (sections 49-51) of the bill	
No Provisions on Victims Support Fund	PART III – ESTABLISHMENT AND MANAGEMENT OF SURVIVORS OF VIOLENCE SUPPORT FUND It contains new sections (41-48) 41. Establishment of the Victims Support Fund 42. Management of the Fund 43. Application of the proceeds of the Fund 44. Donations to the Institute 45. Restrictions on Donations 46. Annual Estimates and Expenditure 47. Audit of accounts of the Fund 48. Annual Report	
SECTION 40 REGISTRATION AND POWERS OF SERVICE PROVIDERS (I) Subject to such rules as may be made, any voluntary association registered under the Companies and Allied Matters Act 1990 by the Corporate Affairs Commission or any other law for the time being in forceshall register itself with the State Government as a service provider for the purposes of this Act. (2) The appropriate Government Ministry shall-	(1) Subject to such rules as may be made, any voluntary association registered under the Companies and Allied Matters Act by the Corporate Affairs Commission or any other law for the time being in forceshall register itself with the Regulatory Body as a service provider for the purposes of this Bill. (2) The Regulatory body shall-	

PROPOSED PROVISION IN VAPP BILL 2024

SECTION 41

PROTECTION OFFICERS

- (1) The **appropriate Government Ministry** shall appoint such number of protection officers in each Area Council as it may consider necessary, to assist the Court... and the accredited service providers in **his or her** Area Council to ensure that the victims or survivors of violence-
- (c) are able to collect their belongings or properties from a shared household or **her** residence, if the complainant so requires;

SECTION 50

- (I) The **Regulatory Body** shall appoint such number of protection officers in each Area Council as it may consider necessary, to assist the Court...and the accredited service providers in the **protection officer's** Area Council to ensure that the victims or survivors of violence-
- (c) are able to collect their belongings or properties from a shared household or the **victim/survivor's** residence, if the complainant so requires;

SECTION 42

COORDINATOR FOR PREVENTION OF VIOLENCE

The body vested with the enforcement of this Act shall appoint a person as the Coordinator for the prevention of domestic violence under this Bill who shall submit annual report to the Federal Government on the implementation of this Bill, a copy of which shall be deposited with the National Bureau of Statistics.

SECTION 51

The **Regulatory body** shall appoint a person as the Coordinator for the prevention of **violence** under this Bill who shall submit annual report to the Federal Government on the implementation of this Bill, a copy of which shall be deposited with the National Bureau of Statistics.

SECTION 43

DANGEROUS SEXUAL OFFENDERS

A court may declare a person who has been convicted of a sexual offence a dangerous sexual offender if such person has-

- (a) more than one conviction for a sexual offence:
- (b) been convicted of a sexual offence which was accompanied; or (c) been convicted of a sexual offence against a child.

RETAINED IN SECTION 1(8)

SECTION 46

INTERPRETATION

"Court" means both the Magistrates Court and High Court;

"harassment" means engaging in a pattern of conduct that induces fear of harm or impairs the dignity of a person including —

(a) stalking:

"incest" means an indecent act or an act which causes penetration with a person who is, to **his or her** knowledge, **his or her** daughter or son, granddaughter or son, sister or brother, mother or father, niece or nephew, aunt/uncle, grandmother or granduncle;

"stalking" means repeatedly –

- (a) watching, or loitering outside of or near the building or place where such person resides, works, carries on business, studies or happens to be; or
- (b) following, pursuing or accosting any person in a manner which induces fear or anxiety.

PROPOSED PROVISION IN VAPP BILL 2024

SECTION 54

"Court" means the High Court of the Federal Capital Territory;

"harassment" means engaging in a pattern of conduct that induces fear of harm or impairs the dignity of a person including —

(a) stalking of whatever nature, including cyber-stalking:

"incest" means an indecent act or an act which causes penetration with a person who is, to **perpetrator's** knowledge, the **perpetrator's** daughter or son, granddaughter or son, sister or brother, mother or father, niece or nephew, aunt/uncle, grandmother or granduncle;

"stalking" means repeatedly -

- (a) watching, or loitering outside of or near the building or place where such person resides, works, carries on business, studies or happens to be; or
- (b) following, pursuing or accosting any person in a manner which induces fear or anxiety; or
- (c) any other meaning ascribed to it by the Cybercrimes (Prohibition, Prevention, Etc.) Act currently in force

The Bill adds interpretations for "Stakeholders" and "Supervisory Minister" thus:

"Stakeholders" means institutions, both governmental and non-governmental, and persons involved in the prevention of violence against persons, including those in the service of providing care for victims or survivors of violence.

"Supervisory Minister" means the Minister responsible for the federal ministry under which the Regulatory Agency is domiciled at the relevant time.

About PLAC

Policy and Legal Advocacy Centre (PLAC) is a non-governmental organization committed to strengthening democratic governance and citizens' participation in Nigeria. PLAC works to enhance citizens' engagement with state institutions, and to promote transparency and accountability in policy and decision-making process.

The main focus of PLAC's intervention in the democratic governance process is on building the capacity of the legislature and reforming the electoral process. Since its establishment, PLAC has grown into a leading institution with capacity to deliver cutting-edge research, policy analysis and advocacy. PLAC receives funding support from donors and other philanthropic sources.

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