

**POLICE REFORMS: INTELLIGENCE GATHERING AND SHARING
TOWARDS EFFECTIVE POLICING BEING PAPER DELIVERED BY
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PREAMBLE

*I must commend the Police Service Commission for inviting me to deliver this lecture on the topic “**Police Reforms: Intelligence Gathering and Sharing Towards Effective Policing**”. This theme couldn’t have come at a more auspicious time than now that Nigeria’s national security is passing through a trying phase, as various stakeholders in the security sector have continued to reform towards improved inter-agency collaboration and intelligence sharing for effective management of National security.*

2. *Indeed, inter-agency collaboration is the livewire of any functional security architecture. Overtime, the changing patterns of criminality has also led to the development of policing models for delivery of improved and higher security service to the people. For instance zero-tolerance policing, problem-oriented policing, community policing and of recent, community-based intelligence policing are various models that are been used in various parts of the world to curb crime.*

3. *It is against this backdrop that I shall discuss the importance of building a formidable framework that enhances a more effective and proficient approach to intelligence gathering and sharing; and examine the partnership which exist between the DSS and the NPF and other stakeholders in the security sector, through shared intelligence.*

AIM

4. *Although the concept of intelligence-sharing needs no introduction, this lecture shall examine the collaborative efforts of various stakeholders in the security sector that are geared towards attaining National security objectives.*

SCOPE

5. *This paper shall considers the various reforms in the Nigeria Police Force, and the efforts its leadership to improve the act of policing. It also seek to put the security sector in context for broader appreciation of the stakeholders that should contribute to the generation and utilization of intelligence for effective policing.*

DEFINITION OF OPERATIONAL TERMS

6. *The concepts below shall be examined in the course of this lecture:*

- i. ***Intelligence:*** *This is the product resulting from the collation, evaluation, analysis, integration and interpretation of all available information which concern one or more aspects of targets, which are immediately or potentially significant to security planning and operations;*
- ii. ***Information:*** *This is unevaluated material of every description including that derived from observation, reports, rumour, imagery and other sources which when processed may produce intelligence;*
- iii. ***Sources and Agencies:*** *A source can be defined as a person, thing or activity from which information is obtained. There are basically three (3) categories of sources, they are: human sources, documentary sources and technical/material sources. On the other hand an agency*

is any individual or specialized organization used in collecting and/or processing information.

- iv. ***Security Sector:*** *This concept defines valuable actors in security management. It involves law enforcement agencies, and every other public, private, traditional and religious person, group or activities, where information of value can be obtained to aid law enforcement;*
- v. ***Attitudinal Change:*** *This describes the much desired transition amongst players in the security sector from stereotype and routines which hinder synergy, cooperation and collaboration.*
- vi. ***Interagency Cooperation:*** *This can be defined as the coordination that occurs amongst law enforcement agencies on one hand; security agencies and other government institutions, regional and international organizations for the purpose of attaining national security objectives which include safeguarding the territorial integrity and socio-economic development of the nation.*
- vii. ***Epistemic Community:*** *This is a network of professionals with recognized expertise and competence in a particular domain. These professionals have an authoritative claim to policies and relevant knowledge within that domain or issue-area;*

Towards Greater Policing through Reforms

7. *The Nigeria Police Force (NPF) is not just the oldest security agency in Nigeria, but Government efforts in the NPF have continued to enhance performance, and in some cases give rise to new institutions and agencies. Hence, we could trace the roots of reform in the NPF to the 19th century, when the Police*

was organized into a formal security unit in 1861, and its eventual establishment in 1930, after various reforms and reorganizations.

8. *However, the dawn of democracy in 1999, brought about the need for extensive reforms in the security sector. As the bastion of democratic governance, the security agencies needed to be repositioned in order to deliver on their mandates as required under a democracy. The new era equally came with its own challenges and agitations. According to Fayemi et al (2008) concerns were further fueled by the rise of ethnic militias in the country, public perception of the police and other security agencies, and emerging dimensions to crime, especially with the revolution in the telecommunication sector about this period.*

9. *Fayemi (2008) further posits that with 37 State Commands, 106 Area Commands, 925 Police Divisions, 2,190 police stations throughout the country and 120,000 police personnel, the force clearly had an acute shortage of personnel. He added that while the United Nations (UN) stipulates a police-citizens ratio of 1:400, the ratio as at 1999 was 1:1,000. However, within few years, there was a dramatic increase in the size of the Nigeria Police Force (NPF) from 120,000 to 360,000. However, problems of inadequate accommodation and transportation, poor communication gadgets, poorly funded training institutions and insufficient criminal intelligence gathering capacity continue to pose huge challenges (Fayemi et al, 2008).*

10. *In an effort to tackle these challenges headlong, the Police Service Commission and the various leadership of the NPF have carried out several reforms with the aim of repositioning the Police for better performance. According to Akano (2010), internal reform programmes of the Nigeria Police have focused on the following areas:*

- i. Transparency and Accountability;*
- ii. Inter-agency Co-operation;*
- iii. Welfare of Personnel*
- iv. War on internal Corruption;*
- v. Community Policing;*
- vi. Police Public Relations;*
- vii. Human Rights and the Rule of Law*

THE PURPOSE OF INTELLIGENCE

11. Broadly speaking, people tend to associate intelligence with crime prevention; meaning probably that the availability of timely intelligence can prevent the occurrence of crime. But is this perspective completely true? To gain more insight, let's examine the following widely held views:

- i. That intelligence services are solely responsible for the generation and dissemination of intelligence, for that reason they must be held accountable whenever any breach of security occurs;*
- ii. That intelligence failure occurs when intelligence agencies give wrong or misleading information or when actionable intelligence is not received on time; and*
- iii. That various security agencies have their statutory responsibilities and must exclusively focus on their mandates, even in the face of national emergencies which demand greater collaboration and dynamism in handling issues.*

12. These and many other assumptions have shaped thought patterns over time and may be responsible for the underdevelopment of the intelligence framework in

the security sector. As the foremost intelligence agency of the Federal Government, the intelligence focus of the SSS tends towards the following:

- i. Support for Nigeria's diplomacy and democratic process;*
- ii. Help to monitor treaties and other agreements entered into by the Federal Government and its internal partners; Support for military and police operations;*
- iii. Support for Defense planning;*
- iv. Support for the Economy through Economic Intelligence; and*
- v. Internal security operations which include, counter terrorism, fight against arms proliferation, human trafficking and organized crime of National economic dimension, to mention but a few.*

13. The above succinctly suggest how broad and multi-faceted the concept of intelligence is. It also brings to the fore that the intelligence process involves other stakeholders, outside the security agencies, which are the core of the security sector.

Composition of Nigeria Security Sector

14. The Nigerian State operates a multi-dimensional security system designed to checkmate internal security threats and contain external aggression. The security structure is extensive, robust and all-inclusive. It is made up of State Security providers, Government Security Management and Oversight bodies, Non-State Security Sector Providers and the Civil Society. This section will give an overview of these critical security actors and institutions. It will identify state and non-state power structures in the country, the decision-makers, potential reformers and possible devious elements in government and civil society.

- a. **State Security Providers:** National Security and Defence as we are all aware, is in the Exclusive List of the 1999 Constitution. Therefore, the President and Commander-In-Chief of the Nigerian Armed Forces superintends over these very strategic elements of the Constitution. He gives directions, defines and guides national security and defense policies. His vision remains the driving force for national security objectives where institutions of state draw their inspiration to implement desired procedures that enhance public security and safety. The fight against current wave of terrorism and other vices are borne by these agencies. They include Office of the National Security Adviser (ONSA), Nigerian Army, Nigerian Navy, Nigerian Air Force, Nigeria Police Force, State Security Service, National Intelligence Agency, Defence Intelligence Agency, Nigeria Customs Service, Nigerian Prison Service, National Security and Civil Defence Corps, Nigeria Immigration Service, National Drug Law Enforcement Agency, Economic and Financial Crimes Commission, and Independent Corrupt Practices and other Related Offences Commission. Beyond the statutory responsibilities as expounded in the various laws and provisions establishing these state institutions, the multifaceted nature of terrorism, arms proliferation, and kidnapping further raises the need for synergy amongst the security services in order to achieve the overall national security objectives.*
- b. **Government Security Management and Oversight Bodies:** As it obtains in other developed climes, the Nigerian Legislature plays a major role in national security. The Committees of the National Assembly which have oversight responsibilities on national security issues include, Committees on Defence, National Security and Intelligence, Army, Navy, Air Force, Police Affairs, Drugs, Narcotics and Financial Crimes and Foreign*

Affairs. Other important bodies with direct or remote security mandates includes, the Police Service Commission, Supreme Courts, Appeal Courts and other disputes resolution and decision-making mechanisms.

- c. Civil Society:** *Civil society groups serve a variety of functions in any state. In addition to monitoring the performance of security actors, they articulate the public demand for safety and security. In some cases, particularly where capacity may be limited, civil society and other non-state actors may serve functions that provide security and justice to local communities. In this case, civil society actors may include professional organizations, policy analysts (e.g. think tanks and universities) advocacy groups, human rights commissions, and Ombudsmen, NGOs, the media and such other actors. Women organizations in Nigeria have grown so strong that they now offer information on gender-based violence and other issues that are not necessarily gathered by State Security infrastructure.*
- d. Non-State Security Actors:** *Non-state security actors in Nigeria encompass a broad range of groups with varying degrees of legal status and legitimacy. For instance, the Nigeria Labour Congress (NLC), National Association of Nigerian Students (NANS), Academic Staff Union of Universities (ASUU) are non-violent state actors. The informal and customary legal systems are equally integral parts of the security sector that have tremendous impact on how people perceive and experience security. Also, Private security companies, vigilante groups, citizens' associations and other locally based safety and security groups are examples of Non-State Actors. Some of these actors have explicit links to police services and may be authorized by the state, by law or custom, to engage in security activities. Informal and traditional justice systems or*

community watch groups may have a stabilizing effect in conflict and post-conflict settings. For instance customary and Islamic laws have been recognized as a source of law in Nigeria. Hence, issues such as inheritance, marriages, religion and so forth can be determined by the culture of an area. However, unaccountable non-state actors or illicit power structures may engender human rights abuses and facilitate inappropriate links between the private and public security sectors and political parties, state agencies, paramilitary organizations, organized crime and so forth. These actors may be providers of security as well as sources of insecurity. For instance the Bakassi Boys, Odua Peoples' Congress (OPC) and Hisbah are acclaimed security providers but also constitute a major source of insecurity in Nigeria.

15. *The composition of the security sector as highlighted above contradicts the generally held notion that law enforcement agencies are the sole custodian of the nation's security system. As a result their performances or failures are seen as exclusively responsible for insecurity in Nigeria. Well, this ideology is only true to a degree. While advocating for Intelligence-Led Policing (ILP) as an ideal model of policing and security enforcement to the Australian Government, Jerry RATCLIFFE (2008), listed community participation as a key element in any contemporary strategy designed to promote law and order. Also, one of the tragic lessons from the 9/11 Commission Report is that the local communities were not fully incorporated in the security system of the United States prior to the terrorist attacks on September 11, 2001. Consequently, the Homeland Security has since developed and implemented several community-participation policing models in the United States.*

16. *Although cooperation involving the local communities and various elements in the security sector is sacrosanct to the attainment of national security objectives, Michael Chandler (2001) observes that in many countries, similar levels of cooperation are not necessarily the norm between the judiciary, police and other agencies charged with national security. According to Chandler, it was the need to improve interagency cooperation during the Cold War that made the North Atlantic Treaty Organization (NATO) to develop the acronym “C3I” which was the abbreviation for Command, Control, Communications and Intelligence. Chandler observed that the same acronym has a place in today’s counter terrorism vocabulary, but it should now be redefined as Cooperation, Communication, Coordination, and Information-Sharing which is relevant to the agencies responsible for combating crime. This position is apt, especially in climes where security management is all encompassing with all segments of the society playing significant roles in crime control.*

EPISTEMIC COMMUNITY THEORY AND CRIME MANAGEMENT

17. *According to Thomas Craig (2006), an epistemic community is a network of professionals with recognized expertise and competence in a particular domain, who share a set of beliefs that provides value-based foundation for the action(s) of their members. Members of an epistemic community are guided by common sets of principles towards the attainment of the goal(s) of that community. Deriving from this theory therefore, law enforcement agencies are members of an epistemic community; members of the judiciary are in the same epistemic community. The legislature, media, and civil society groups are all different epistemic groups. Therefore, the failure of one epistemic community in the security sector to harmonize its activities to support national security objectives have direct or remote consequence(s) to the attainment of desired goals.*

18. *Consequently, to accomplish outlined objectives, there must be strong cooperation between the various components of the security sector, the security agencies being the crux of the sector.*

THE INTELLIGENCE GATHERING AND SHARING FOR EFFECTIVE POLICING IN NIGERIA

19. *Intelligence gathering is a necessary tool law enforcement agencies needs for countering criminal activities in society. It could be directed towards containing crime, to aid policy formulation and implementation, and monitoring the execution of government projects and programmes. Data collection, analysis, dissemination and utilization are key components of the intelligence process. Over the years, the Department of State Services (DSS) has developed robust structures which enhance its collaboration with the Nigeria Police Force (NPF) through intelligence-sharing. With offices in the 36 States and 774 Local Government Areas of the Federation, the Nigeria Police Force remain one of the major consumers of intelligence emanating from the DSS.*

20. *This collaborative effort has led to greater synergy of purpose between both agencies. Indeed, the war on terror is still ongoing, but for the collaboration amongst the security services, Nigeria may have been overrun by now. The counterterrorism/insurgency programmes is yielding remarkable results because they are intelligence-driven. Indeed, the Service has continued to acquire capabilities in the area of human and technical intelligence, which is aiding our collective efforts to contain terrorism and other violent crimes in Nigeria.*

21. *Below are some specific platforms which are aiding intelligence-sharing amongst the security agencies;*

Attitudinal Change: As highlighted earlier since the return to democracy in 1999, the various security agencies embarked on several reform programmes, to drive attitudinal change amongst officers and men of the services. Although this process still on, it has helped to improve the Camaraderie amongst all categories of personnel;

Promoting the Concept of Community-Based Intelligence-Led Policing (ILP): All crimes are usually hatched, planned and executed within the community. Therefore the community is central and critical to security management and law enforcement. In this regard, the efforts of the DSS, NPF and other stakeholders is contributing appreciably to sensitization and education of the community. Indeed this effort has helped to develop capacities amongst non-state actors to know the different dimensions that constitute threats, to know appropriate individuals to report to or feed with information, to know how to use basic investigation techniques, to understand basic security and safety procedures which may include how to avoid certain dangers, and getting them to also become peer educators.

The Joint Task Forces: The various Joint Task Forces in flashpoints which comprises of the DSS, the Nigerian Army, Nigerian Navy, Nigeria Police Force, National Intelligence Agency, Defence Intelligence Agency (DIA) and other critical stakeholders. The successes recorded so far by the JTFs would not have been possible without the robust understanding between amongst the agencies in each Task Force unit.

Heads of Operations of Security and Intelligence Services (HOSIS): In order to promote synergy amongst the various security services in the country, a Committee of Directors/Heads of Operations of security agencies

now meet fortnightly to review security issues, compare notes, discuss strategies and take common positions on security threats. They also appraise joint operations embarked upon with the aim of considering gains and lessons for the future. The agencies involved host the meetings in their various facilities on a rotational basis.

22. *In conclusion, the reform efforts of the Nigeria Police Force (NPF) have led to improved policing over the years. I strongly believe that this retreat has been tailored to generate improved methods to better policing. On its part, the DSS will continue to collaborate with the NPF and other stakeholders in the security to bring about improvement in intelligence-sharing. Thank you for listening*