

Operationalizing Intelligence led-Policing in Nigeria

Conference Proceedings



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The mission of CLEEN Foundation is to promote public safety, security and accessible justice through empirical research, legislative advocacy, demonstration programmes and publications, in partnership with government and civil society.

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Preface

Law enforcement agencies in various parts of the world are currently witnessing serious challenges from organized crimes, insurgencies and terrorism. In Nigeria, the crime situation is worrisome because every geo-political zone is witnessing various types of violent crimes and conflicts. In the South-South Zone, armed robbery, kidnapping, sabotage of petroleum production facilities by militant youths led by the Movement for the Emancipation of the Niger Delta (MEND) are prevalent. The South East and South West are noted for organized crimes including drug and human trafficking, armed robbery/banditry, kidnapping/hostage-taking, pipeline vandalism, arms trafficking etc. Cutting across the three northern geo-political zones are the destabilizing issues of indigene/settler internecine conflicts, ethno-religious conflicts and religious insurgency led by a group known as Jamâ'atu Ahlis Sunnah Lâdda'awatih wal-Jihad (popularly referred to as Boko Haram). The phenomenon of crime is so prevalent that almost everyone in Nigeria knows somebody who has been robbed or even killed in the most gruesome circumstances, in spite of unceasing war on crime waged by the nation's police and security agencies.

These challenges indicate that security personnel are yet to meet the expectations for quality services delivery particularly in preventing terror attacks and the activities of extremists, as well as being more pragmatic and innovative in response to numerous challenges posed by this problem to public safety and security in Nigeria. The 6th edition of the Policing Executive Forum was driven by these identified gaps within the polity and hence the theme "Operationalizing Intelligence-led policing in Nigeria". Its overriding aim was to initiate discourse aimed at operationalizing Intelligence led Policing in Nigeria. Intelligence-led Policing as a concept extends beyond the institution of the Nigeria Police Force and embraces all security agencies involved in general provision of public safety and security. It is a process for systematically collecting, organizing, analyzing, and utilizing intelligence to guide law enforcement operations.

This publication captures the proceedings of the 6th PEF and is divided into three sections. Section one contains the opening remarks by key persons in attendance while section two produces the presentations made at the forum. The final section contains the final report of the program activity and the communiqué with the key observations and recommendations made by the participants for urgent intervention of key role players in their efforts at ensuring that intelligence-led policing is operational in the Nigeria Police Force.

Okoro Chigozirim
Program Officer
CLEEN Foundation

Part One

Opening Remarks

Welcome Remark

By

Mr. Innocent Chukwuma

Executive Director, CLEEN Foundation

Introduction

On behalf of the CLEEN Foundation, I warmly welcome you all to the Sixth edition of the Policing Executive Forum (PEF) being organized by the CLEEN Foundation in collaboration with the Nigeria Police Force and supported by the MacArthur Foundation. The theme of this edition is Intelligence Led Policing and is designed to enable participants share perspectives on concepts, issues, legal framework and strategies for introducing intelligence led policing in Nigeria, which will assist the Intelligence Department of the Nigeria Police Force in thinking through its strategies, processes and procedure.

Context

The current down turn in global economy is pushing more and more communities and families across jurisdictions below the poverty line, thereby forcing people, especially young people into crime and other related vices. In Nigeria, the situation has been exacerbated by historic mismanagement of the nation's resources by successive leaders (military and civilians), which has contributed in increasing levels of crime such as armed robbery, kidnapping, terrorist attacks and other forms of armed violence.

Responding to this state of affairs requires significant changes in the way we do business. It requires responsive and accountable leadership; better management of our resources, investment in activities that create jobs for young people, diversification of our economy from excessive dependence on oil, poverty alleviation and other social crime prevention strategies.

However, it also requires transformation of our law enforcement and security infrastructure and strategies to enable the agencies, especially the Nigeria Police Force, keep pace with developments in the security world. Investments in intelligence led policing strategies and surveillance technologies are

increasingly being developed to aid law enforcement and security agencies to better perform their functions in this challenging times and environments.

Format of Discussion

This edition of PEF is therefore designed to provide a platform to enable stakeholders contribute ideas and strategies that will enable the Nigeria Police Force think through its intelligence framework with a view to enhancing its effectiveness. To frame the discussion, we commissioned three key presentations on:

- ◆ **Intelligence Led Policing in the 21st Century**
- ◆ **Legal Framework for Regulating Intelligence Led Policing in Nigeria;**
- ◆ **Intelligence Led Policing in Nigeria: Strategies and the way forward**

Each presentation will be followed by response from lead discussants, questions, comments and answers. At the end of the forum, a communiqué will be issued articulating resolutions of the forum.

Before we proceed, it is important for us in CLEEN Foundation to state upfront that just as intelligence led policing is a powerful tool in law enforcement, it can be a potent enemy to a free society when practiced outside its legal boundaries. As a democracy, Nigeria offers its citizens a considerable amount of liberty. The freedom to exercise this right is, in turn, contingent upon the law enforcement community exercising prudent restraint when striking a balance between protecting freedoms and ensuring security.

We thank the MacArthur Foundation for its support for the organization of the Policing Executive Forum (PEF) for the past three years and thank our partner agencies for their continuing commitment to the forum.

Collaborative Intelligence Production and Public-Police Partnership: Human Rights Perspective at a Policing Executive Forum on Intelligence – Led Policing in Nigeria

By

Prof Ben Angwe

Executive Secretary, National Human Rights Commission

As you are well aware, the National Human Rights Commission of Nigeria was established by the National Human Rights Act, 1995 as amended in line with the resolution of the General Assembly of the United Nations which enjoins all member States to establish Human Rights Institutions for the promotion and protection of human rights. The Commission serves as a mechanism for the enhancement of the enjoyment of human rights. Its establishment is aimed at creating an enabling environment for extra-judicial recognition, promotion, protection and enforcement of human rights, treaty obligations and providing a forum for public enlightenment and dialogue on human rights issues thereby limiting controversy and confrontation. At inception, the Commission had no enforcement powers, but with the recent amendment of its enabling law in 2010, the power of the Commission was expanded to cover enforcement. The amendment also created offences with regard to the work of the commission.

The overarching goal of the Commission's mandate is to support efforts to strengthen democratic processes and institutions for the fulfilment of the objectives of a democratic society.

Democracy is premised on the recognition and protection of people's right to have a say in all decision making processes which itself is grounded in the central principle of equality of all human beings. To be able to do this, people must feel safe and secure within the society.

The forgoing agrees with Thomas Jefferson in the American Declaration of Independence which sets forth a fundamental principle upon which democratic government is founded. Jefferson noted that:

“We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain inalienable rights that among these are life, liberty and the pursuit of happiness. That to secure these rights, governments is instituted among men, deriving their just powers from the consent of the governed.”

The foregoing importance of security finds a pride of place in our constitution:

Section 14 (2) (b) of the Constitution of the Federal Republic of Nigeria 1999, as amended provides that-

“... the security and welfare of the people shall be the primary purpose of government”

At the National Human Rights Commission of Nigeria, we believe security basically entails the maintenance of law and order while welfare entails the protection of human rights. We also believe in the school of thought which says that society exist for the sole reason of maintenance of law and order and the protection of human rights of its citizens.

Human rights are core values which the police have a moral as well as a legal duty to uphold. This is the essential difference that distinguishes between good and bad policing. While discharging their duty, police have to confront human rights. In order to ensure the security and safety of the common mass, police cannot belittle the rights of an individual or a marginalized community. They have to maintain the delicate balance between protecting human rights and preserving the security of the people, which though difficult, is not impossible to achieve.

Prevention and detection of crime is a prerequisite to effective policing. Intelligence gathering is key to crime detection. The general perception today is that, compared to half a century ago, intelligence gathering is no longer the centerpiece of policing and law enforcement in Nigeria. Generally speaking,

the police arrest to investigate rather than investigate to arrest. Many factors are responsible for this:

- ◆ Lack of modern equipment including communications and forensic infrastructure. This means that officers still largely depend on rudimentary methods to investigate crime.
- ◆ There is also shortage of qualified manpower especially at the bottom rung of the police command. At many technical sessions, recommendations have been made to the police to recruit more qualified and competent personnel as well as engage in training and retraining of its officers and men.
- ◆ Police officers are routinely accused of torture, cruel inhuman and degrading treatment of persons under their custody.
- ◆ Another major factor is lack of effective inter-agency coordination which makes intelligence sharing a challenge

Social Contract Perspective: Right to a Secured Society vis- a-viz Responsibility to Collaborate

According to Thomas Hobbes (Leviathan by Thomas Hobbes) http://wiki.answers.com/Q/What_is_social_contract_theory) and other proponents of Social contract theory, social contracts play an important role in defining the reciprocal rights, obligations, and responsibilities between states and citizens. By agreeing with one another to make a state by contract, men within a given area joined together, each surrendering personal freedom as necessary to promote the safety and well being of all. By this contract the members created a government. The social contract gives rights and responsibilities to both the citizenry and the government.

Social contract theory performs diverse functions. Here, we are interested in the way that contracts legitimize and constrain government authority, and secure rights and protections for citizens in an era of civil insurgencies.

The social contract theory of which underpins the postulation that power indeed belongs to the people places responsibilities on all the parties to the contract, in this wise the government (police) and the citizens (society). While

the government has the overall responsibility to provide security and ensure peace and safe society for its citizens, the citizens on the other hand owe the responsibility to cooperate with government by providing useful information /intelligence for effective policing.

While it is acknowledged that the security agencies will have to depend, to a large extent on confidential information or clues provided by members of the public, they have not succeeded in building sufficient public confidence that may earn them public trust and legitimacy. There were occasions when members of the public will allege that some moles within the security agencies pass on the information to criminals who in turn deal ruthlessly with the informants.

Effects of non Cooperation by Citizens to Police Intelligence Production

The consequences of the refusal and failure of citizens to discharge their civic, moral and contractual obligations/responsibilities to police and other law enforcement agencies in intelligence production can manifest in many areas of policing such as:

- a. Arbitrary arrest and detention, people are detained beyond the period allowed by the law. This is due to so many factors. First, the police in Nigeria arrest to investigate rather than investigate to arrest. In developed countries, leads are carefully followed and suspects are arrested at a point when the ingredients of the offence are present. Secondly, the quality of investigation by the police personnel is very low. The Supreme Court in the case of **Idowu vs State (2000) 12 NWLR (pt 680)** condemned in clear terms the shoddy investigation conducted by the Police in a case in which the appellant raped a 4 year old girl to death. Their Lordships, Ogundare, JSC (late) Wali, JSC and Ogwuegu, JSC castigated the police for shoddy investigations. According to Wali, JSC, at page 82

I wish to comment on the way and manner in which the prosecution conducted the investigation of this case. The method adopted leaves much

to be desired. With the number of police officers trained as lawyers in the police force, the quality of the police investigation, particularly in this case, is far below the quality and standard one would expect in this age of technological developments...

- b. Use of torture to extract confessional statement at all cost;
- c. Increased insecurity in the land since police cannot be everywhere at all times and they cannot manufacture facts;
- d. **Criminal Prosecution by the Police-** Most prosecutions undertaken by the police in Court usually fail because of poor investigation and paucity of evidence due to none cooperative attitude of the public.

The foregoing establishes the operational approaches of the police and the seeming lack of coordination of intelligence gathering

Way Forward

This workshop is indicative of the preparedness of the police high command to chart a refreshingly new course for the Nigeria police in intelligence production and networking with the stakeholders.

As a starting point, the police must ensure that public confidence in the force is restored to engender sense of ownership of the policing by the citizens. This will require conscious efforts of the top hierarchy at far reaching reforms of structures and men of the force. It will also require self cleansing.

As a matter of urgency, the police must be seen to be ensuring that torture, cruel, inhuman and degrading treatment are delegitimized as tools of investigation in the police. Erring officers should be sanctioned and tried in court of law. Tools and implements of torture in different police locations should be dismantled. Secondly, more resources should be committed to the provision of forensic equipment for all police formations. More personnel need to be trained in forensic analysis including expertise finger print and handwriting analysis.

When all these are seen to be in place, then and only then that the public  see the police as been their friends indeed.

Keynote Speech

By

*Mr. M.D. Abubakar, MNI,
Inspector-General of the Nigeria Police Force*

Introduction

The ability to be resourceful at intelligence gathering and the extent to which a Police Organization can network, disseminate, and professionally utilize intelligence towards an effective crime and internal security management are central to modern policing. This underscores the common saying in police parlance that **'good intelligence, good case. Bad intelligence, bad case. No intelligence, no case'**. It is in realization of this fact that I have advanced the principles and practice of Intelligence-Led Policing as one of my cardinal policing programmes following my appointment.

Intelligence-Led policing aids in the identification of patterns of crime and identification and profiling of targeted offenders and their criminal enterprise. It also aids in the judicious utilization and prioritization of police resources towards crime prevention and operational planning while engendering efficient crime prevention and reduction outcomes. The application of Intelligence-Led Policing strategies discourages abuse of powers of arrest and pre-trial detention to the extent police actions that usually account for pre-trial detentions would have been initiated and possibly completed through the application of discreet investigation element of intelligence practices before the arrest of the suspect.

The principle of intelligence-led policing describes how knowledge and understanding of criminal threats are used to drive law enforcement actions in response to threat of organized crime. To improve our overall responses therefore, we, as security professionals, must first improve our knowledge of intelligence and then use that to dissect organized crimes, and enhance operational efforts in the highest priority area, which as at today puts terrorism at the top within the Nigerian internal security space and in the global crime

chart. In order to do this in the most professional manner, operatives must constantly be exposed to the highest available level of training to grapple with the dynamics of the intelligence world. This is expedient because intelligence gathering is an intellectually-demanding and technology-driven venture which demands constant training and re-training.

Ladies and gentlemen, it is in consideration of these facts that I feel professionally fulfilled by this Workshop to the extent that it will expose intelligence managers, analysts and operatives of the Nigeria Police Force to current dynamics in intelligence activities.

It is my conviction that this Workshop will advance my vision for an intelligence-driven policing. While commending the organizers of the Workshop, I wish to challenge the participants to make the best of the Workshop in the overall interest of the Force and the nation at large.

I wish you all a most professionally rewarding intellectual engagement.

Part Two

Paper Presentations

Intelligence- led Policing In the 21st Century

By
Etannibi E.O. Alemika¹

Introduction

Police forces across the world are currently facing severe challenges of policing their respective countries and communities. One of the critical challenges is the increasing ‘globalization of criminality’ in the form of transnational organized crimes that threaten national and global economic development and political stability. Among such crimes are terrorism, human trafficking, corruption and money laundering, drug trafficking, human trafficking, theft of mineral resources, arms smuggling and trade in fake and substandard pharmaceutical and industrial products.

These crimes pose three challenges. First, these crimes require proactive measures rather than reactive approach which is the traditional policing model because when they occur, the consequences are often devastating. Second, the prevention of these crimes requires knowledge, including intelligence, which is beyond local and national jurisdictions. Third, the acquisition of knowledge for the policing of these crimes requires dynamic engagement and partnership among security and intelligence agencies as well as between law enforcement agencies and critical non-law enforcement stakeholders within and across nations. It is in this context that it is often stated that contemporary major crimes require transnational, network and intelligence-led policing.

In this presentation, we discuss the elements and significance of intelligence-led policing and the increasing adoption of the policing model (or evidence-led) policing over the past three decades.

¹ Professor of Criminology and Sociology of Law, Department of Sociology, Faculty of Social Sciences, University of Jos, Jos, Nigeria.

Definition and Elements of Intelligence

Intelligence and information are often used simultaneously by lay persons. But in professional terms, information is the raw materials from which intelligence is produced. Consequently, intelligence may be understood as refined information aimed at evaluating the impact of specific policies or for the identification, evaluation and mitigation of specific threats. Intelligence products are essentially reports on specific issues and they may be categorized into current (tactical) and forecast (strategic) intelligence. Current (tactical) intelligence refers to those produced to inform immediate policies and decisions while forecast (strategic) intelligence is predictive, focusing on likely future implications and developments associated with current circumstances and activities.

There are different definitions of intelligence in the literature. Intelligence, according to Lowenthal,

refers to information that meets the stated or understood needs of policymakers and has been collected, refined, and narrowed to meet those needs. Intelligence is a subset of the broader category of information; intelligence and the entire process by which it is identified, obtained, and analyzed respond to the needs of policymakers. All intelligence is information; not all information is intelligence.²

The South African White paper on Intelligence defined intelligence as:

the product resulting from the collection, evaluation, analysis, integration and interpretation of all available information, supportive of the policy and decision making processes pertaining to the national goals of stability, security and development.³

² Mark M. Lowenthal. 2003. *Intelligence: From Secrets to Policy*. Washington, DC: CQ Press, p2

³ Cited in Lauren Hutton. 2009. "Secrets, Spies, and Security", in L. Hutton (ed.) *To spy or not to spy? Intelligence and democracy in South Africa*. Pretoria: Institute of Security Studies, p.2

Functions of Intelligence Agencies

There are different intelligence agencies responsible for the production of specialized intelligence like internal and external intelligence; state and regime security intelligence, criminal intelligence, military intelligence, industrial and scientific intelligence, etc. In general, the state intelligence agencies, according to DCAF perform the following functions:

- a. provide **analysis** in areas relevant to national security;
- b. give **early warning** of impending crises;
- c. serve national and international **crisis management** by helping to discern the intentions of current or potential opponents;
- d. inform national **defence planning and military operations**;
- e. protect **secrets**, both of their own sources and activities, and those of other state agencies; and
- f. may act covertly to influence the **outcome of events** in favour of national interests (emphasis in the original text⁴).

Nigeria has four major intelligence agencies and several intelligence units within the law enforcement agencies. The four major agencies are the State Security Service (primarily responsible for internal state security intelligence and operations); Criminal Intelligence Bureau of the Nigeria Police Force (with responsibility for crime intelligence); National Intelligence Agency (responsible for the external intelligence interests of the nation) and the Defence Intelligence Agency (charged with defence intelligence) (table 1).

⁴ The Geneva Centre for the Democratic Control of Armed Forces (DCAF). 2006. Intelligence services. *DCAF Backgrounder*. Geneva, p1

Table 1: Core intelligence Agencies in Nigeria

<i>Agencies</i>		<i>Enabling law</i>	<i>Major functions</i>
Security Intelligence Agencies	<i>State Security Service</i>	National Security Agencies Act, Cap. N.74, Laws of the Federation, 2004	The State Security Service, Defence Intelligence Agency and the National Intelligence Agency were created by the <i>National Security Agencies Decree No. 19, 1986</i> . They were assigned different tasks relating to intelligence gathering concerning internal security, defence and external subversion respectively.
	<i>Defence Intelligence Agency</i>		
	<i>Nigerian Intelligence Agency</i>		
Crime Intelligence Bureau	<i>Nigeria Police Force</i>	Police Acts and Regulations (Laws of the Federation, 2004)	Intelligence on criminal activities

There is, at present, no effective and efficient professional institutional framework for the coordination of these agencies. Existing channels of inter-agency coordination are the Office of the National Security Adviser and the Joint Intelligence Board.

Intelligence Process

Intelligence process consists of five steps: “planning, collection, processing, analysis and production, and dissemination”⁵. Intelligence may be analyzed in

⁵ The Geneva Centre for the Democratic Control of Armed Forces (DCAF). 2006. Intelligence services. *DCAF Backgrounder*. Geneva: DCAF, p.2

terms of the following clusters of activities: direction or planning; collection, analysis and dissemination.

Planning and Direction

1. Intelligence production can result from either planning or direction. Intelligence agencies are government organisations and established by the constitution or law, with specified functions and powers. Therefore, intelligence agencies make plans to identify threats to their focal concerns – nation, citizens, state and regime. In addition to such intelligence planning, the government may require or direct the intelligence agencies to produce intelligence on specific organisations, actors, conditions and trends. In the case of direction, planning follows. Direction is often dictated by the priorities of the regime or government and more often involve requisition for current intelligence rather than forecast or predictive intelligence. The requisition of intelligence - be it through the organisational routine function or direction by the government - is the first stage in the cycle.
2. *Collection.* The second stage in the cycle is the collection of information (data, statistics, reports, voice communication, signals and imageries) from different sources – human, signal, and open media
3. *Analysis.* In this stage, the information collected from different sources are analyzed with a view to identifying relevant parameters of interest. It also involves interpretation of observed patterns and trends, and recommendations for action
4. *Dissemination.* The intelligence (report) is disseminated among policymakers and actors who are entitled to receive them so that their policies, decisions and actions can be duly guided.
5. *Consumption or utilization by policy makers, feedback to and or review by the intelligence Agencies.* This stage involves obtaining feedback from the policy maker about the value of the intelligence supplied so that further collection or

analysis of information may be undertaken or so that the strategies for intelligence production and dissemination reviewed, if necessary. However, as Lowenthal, has argued:

Intelligence production, ideally, should be followed by the utilization of intelligence by the policy and decision makers as well as action agencies and officials. The cyclical sequence of activities is generally referred to as the intelligence cycle.

Sources of Information for Intelligence

There are several sources of information that are processed as intelligence. They are generally classified into the following types:

1. Human sources of intelligence (HUMINT). A substantial proportion of intelligence is produced through information derived from interaction with and observation of human beings. Such information are obtained through surveillance and tailing of targets; informants; espionage or spying on people, interview of experts,
2. Imageries (IMINT). These are obtained through the use of recording devices like the satellite and camera.
3. Signal (SIGINT). Intelligence is obtained through the recording and analysis of signals transmitted by communication (COMINT) and non-communication electronic (ELINT) signals. COMINT involves the interception of communication (e.g. telephone) signals. ELINT is produced from electronic transmitters that reveal or record the presence of concealed objects;
4. Open sources (OSINT). Intelligence is produced through the analysis of information from open sources like print (newspapers, magazines) and electronic (broadcast) media, books, advertisement, internet and so on.

The quality of intelligence may be compromised at each or some or all of the stages in the cycle, including the following circumstances: nature and quality of direction; competence of intelligence professionals; quality of resources for information collection and analysis; intellectual and professional competences and organizational capacity, and partisan and undue political interference in the operational and decision-making initiatives of the intelligence agencies.

Professionals in the intelligence agencies are the collectors of information, analysts of information, operators (in overt and covert actions), managers (responsible for planning, translating direction to intelligence production activities and dissemination of intelligence) and the policy and decision makers. In some jurisdictions and organizations, intelligence production activities at the various stages are handled by different professionals in order to enhance the quality of intelligence.

Definitions and Elements of Intelligence-led Policing

Intelligence-led policing is a philosophy of policing that emphasizes the collection of diverse economic, social, political and other information or data at local and international levels to produce intelligence that can be used to determine or forecast security threats or risk in order to develop and implement appropriate responses. The concept of intelligence-led policing describes an emerging approach to policing that 'began to currency' (Smith 1997) in the early 1990s at the twilight of the 20th century.

Intelligence-led policing is a successor paradigm and practice that succeeds the various models that became popular from the 1980s to the 1990s. Those models (e.g. community oriented policing, problem oriented policing and community policing) , to varying degrees, emphasized problem solving through multi-agency and multi-sectoral problem analysis and multi-agency resource mobilization and partnership as well as police-public co-production of security and safety. Intelligence-led policing incorporated and extended the philosophy and practices of traditional (incident-based and reactive) and these approaches.

Intelligence-led policing has been variously defined. Smith (1997:1) offers the following extensive and insightful definition of the policing approach:

Intelligence-led policing is a term that has only begun to gain currency in the last three to five years. For this reason, it lacks a single overarching definition. Most would agree, however, that at its most fundamental, intelligence-led policing involves the collection and analysis of information to produce an intelligence end product designed to inform police decision-making at both tactical and strategic levels. It is a model of policing in which intelligence serves as a guide to operations, rather than the reverse. It is innovative and, by some standards, even radical, but it is predicated on the notion that a principal task of the police is to prevent and detect crime rather than react to it⁶.

The common elements of intelligence led policing models, according to Porter (1997) are:

1. The production of accurate and timely intelligence and analytic products, relevant to the operational goals of the agency that describe the nature and extent of problems affecting the jurisdiction.
2. The use of these intelligence and analytical products to develop and guide a strategy, operational plan or course of action that addresses the problems.
3. Continuing evaluation, follow-up and accountability to determine the impact of the strategy or operational plan on the problem, making adjustments as needed.⁷

Intelligence has always been part of police work. However, in the traditional policing approach, intelligence is used to aid investigation after a crime incident.

⁶ Smith, A. 1997. *Intelligence Led Policing: International Perspectives on Policing in the 21st Century*. Lawrenceville, New Jersey: International Association of Law Enforcement Intelligence Analysts, Inc.

⁷Porter, R. 1997.. "Getting Started in Intelligence-Led Policing", in Smith, A. (Ed.)1997. *Intelligence Led Policing: International Perspectives on Policing in the 21st Century*. Lawrenceville, New Jersey: International Association of Law Enforcement Intelligence Analysts, Inc., p.31

In some cases, intelligence is used at tactical level to aid on-going operations or short-term crime control planning. This approach has been referred to as policing-led intelligence (Cope 2004). In contrast, intelligence-led policing repositions intelligence from back-stage to front-stage of policing. This is necessary as emphasis in guaranteeing, attaining and preserving public safety and national security has moved away from enforcement to risk prevention or minimization. According to Cope “intelligence led policing exemplifies concerns with identifying, prioritizing, and intervening to minimize risk. Intelligence can be understood as information developed to direct police action”⁸.

The reasons for the development and widespread enthusiastic adoption of intelligence led policing model in advanced economies and polities have been identified by one of the world leading scholars in this area as follow:

- a. the desire to explore new approaches to crime control;
- b. ineffectiveness of the standard model of policing;
- c. paucity of evidence that a reactive and investigative approach to policing has any impact on the level of crime;
- d. financial constraints imposed on police departments during the rapid increases in recorded crime in the 1970s and 1980s;
- e. availability of new technologies that increased the volume of information and capacity of information retrieval and analysis services available to police chiefs, helped spur interest in analytical approaches to problem identification and definition commonly known problem-oriented policing;
- f. lack of convincing evidence that community policing is effective in reducing crime;
- g. problem-oriented policing lacks the evidentiary base for widespread adoption⁹.

⁸ Cope, N. 2004: “Intelligence led policing or policing led intelligence? *British Journal of Criminology*. 44: 188-203

⁹ Ratcliffe, JH and Guidetti 2008. State police investigative structure and the adoption of intelligence-led policing. *Policing: An International Journal of Police Strategies & Management*, Vol. 31 No. 1: 109-128

Crime mapping and crime analysis are central to intelligence led policing. Crime mapping, according to Boba:

is the systematic study of crime and disorder problems as well as other police-related issues – including socio demographic, spatial, and temporal factors to assist the police in criminal apprehension, crime and disorder reduction, crime prevention and evaluation... Crime analysis is not haphazard or anecdotal; rather, it involves the application of social science data collection procedures, analytical methods, and statistical techniques.¹⁰

The primary goal of crime analysis according to her is “to assist the police in criminal apprehension, crime and disorder reduction, crime prevention and evaluation”.¹¹ Crime analysis therefore enhances proactive and reactive responses by the police to crime and disorder problems in community. Crime analysis involves similar process as intelligence production, which involves data or information collection, data collation, data and information analysis, dissemination of findings and feedback from consumers.

Crime analysis may be classified into five types: intelligence analysis, criminal investigation analysis, tactical crime analysis and administrative crime analysis (Boba 2009).

Failure and Non-Utilization of Intelligence

Intelligence failure refers to lack of or inaccurate intelligence that resulted in failure to avert threat. However, available information may be ignored, or its utilization may be delayed with grave consequences. If non-utilization of intelligence led to failure to avert threat, then the problem of non-utilization of intelligence has occurred and not intelligence failure. James J. Wirtz,¹² paraphrasing Alexander George¹³ noted that:

¹⁰ Boba, Rachel. 2009. *Crime Analysis with crime mapping*. 2nd ed. Los Angeles: Sage Publications.

¹¹ Boba, as above, page 3.

¹² J. J. Wirtz. 2009. “The American Approach to Intelligence Studies”, in L. K. Johnson (ed.) *Handbook of Intelligence*. Oxford: Routledge, p.32

¹³ Alexander Geroge. 1979. “Warning and Response: Theory and Practice”, in Y. Evon (ed.) *Terrorism: Surprise and Control*. Jerusalem: Leonard Davis Institute

... intelligence failure can occur at any point in the intelligence cycle, if intelligence professionals and policy makers fail to answer any of six questions: (1) identifying the adversary (who?); (2) estimating the probability of attack (whether?); (3) determining the type of action involved (what?); (4) determining the location of the attack (where?); estimating the timing of the action (when?); (6) determining the motivation behind the initiative (why?).

Some of the surprise attack by militants and the incidences of violent ethnic and religious conflicts in the country that appear to take the government, security and intelligence agencies by surprise or unaware may be partly attributed to inadequate attention to some of these questions. Other reasons may be non-utilization of intelligence due to poor appreciation of intelligence, lack of political will to confront the perpetrators or tactical endorsement of the actions of the political, ethnic and religious violence entrepreneurs (intra-government sabotage or subversion of national and human security). Wirtz identified four factors that may influence the failure of intelligence as “factors that are idiosyncratic to the production of the finished intelligence; human cognition; organizational behaviour; and the relationship between the intelligence community and policy makers”¹⁴.

Obstacles to Effective National Intelligence Service Delivery

There are several obstacles to effective national and organizational intelligence service delivery. Some of the obstacles are:

1. *Rivalry between intelligence officers and agencies*: Rivalry is a major problem which is compounded in countries with multitudes of security and intelligence agencies and layers of government authorities as in federal states.
2. *Training of officers on information relevant for the production of intelligence*: Training of police officers in different functional areas, especially patrol and border officer in information gathering is critical to the production of timely, relevant and reliable intelligence.

¹⁴ Wirtz., as above

Without adequate and relevant training, many police and security officers are often not sensitive to the relevance of information that they receive or events that they observe for effective intelligence production. As Docobo (2005: 5) noted:

Most local law enforcement officers have never been in the intelligence business and therefore may not know precisely what information they should look at as indicative of terrorist activity or that may have value within a larger intelligence context. These signs are not necessarily obvious, but rather subtle, and would not be discernible to a regular patrol officer or detective without proper training. Officers or detectives may have valuable information without even knowing it and may not know to share the information because they have never had adequate terrorism intelligence training.¹⁵

Plurality or proliferation of police and security organizations are often obstacles to effective flow, coordination and utilization of intelligence. Ratcliffe noted that the existence of police at local level and their political control by local politicians in America are regarded as “foundation for greater accountability and community liaison”. But he argued that “it is a technical and cultural roadblock to collaboration and information”. As a result, Ratcliffe observed that the United States of America with:

dozens of federal law enforcement agencies and approximately 18,000 state and local agencies each compiling their own reports about people and events in their jurisdictions, it was clear in the immediate aftermath of 9/11 that important information was not evaluated holistically or shared with those who needed it.

In realization of this weakness, following the 9/11 experience, the federal government mandated the establishment of Cooperative intelligence or fusion centers in states as “response to the problem of information sharing vertically between federal, state and local police, and horizontally between peer agencies

¹⁵ Docobo, J. 2005. Community policing as the primary prevention strategy for homeland security at the local law enforcement level. *Homeland Security Affairs*, 1(1).

within each region.”¹⁶ Nigeria can learn a lesson from this problem and the response to it.

Abuse and Oversight of Intelligence Agencies

Intelligence is a necessary tool for policymaking by any government. However, the temptation for the government and intelligence officials to abuse intelligence is ever present and strong. Abuses of intelligence can occur in several ways, including infringement on the rights of citizens (especially the rights to privacy of communication, physical and electronic surveillance, interception communication or eavesdropping on discussion, and procurement of informants within the household without due judicial or legal authorization violate this right); fabrication of false intelligence reports; politicization of recruitment, appointment, promotion and tenure in intelligence agencies may erode professionalism. Therefore, it is necessary to establish mechanisms for effective safeguard against the abuse of intelligence by the government and intelligence officials.

Conclusion

Intelligence is not a neutral product. The extent to which intelligence addresses the security and development concerns of citizens is directly related to the extent to which the supremacy of democratic constitutional order, transparency of government policy and decision making and implementation, and effective democratic horizontal and vertical accountability framework have been institutionalized. The driving motive and force for intelligence requisition, production and utilization may be human or citizen security, or national security, state security or regime security. Therefore, intelligence is a double-edged sword. It can be a source of freedom, security and development or a tool of enslavement, oppression, exploitation and impoverishment of citizens.

Intelligence led policing is appropriate and necessary for the myriad of security challenges in the country and globally. Smith (1197: 1) has aptly summarized

¹⁶ Ratcliffe, J.H. and Walden, K. State Police and the Intelligence Center: A Study of Intelligence Flow To and From the Street. *IALEIA JOURNAL* Volume 19, Number 1

the minimum requirements for effective implementation of intelligence-led policing as follows:

... intelligence-led policing requires commitment. Police managers must be prepared to stand away from traditional police philosophies and methodologies; to believe that operations can and should be driven by intelligence; to act rather than to react. They must be prepared to have faith in the intelligence process and in the judgments and recommendations of their intelligence staff, it may be a difficult, even painful, step, but it is a necessary one.

Are the Nigerian government and police authorities willing to make and sustain the commitment required for the adoption and implementation of effective and sustained intelligence led policing philosophy and practices?

Legal Framework for Regulating Intelligence-Led Policing In Nigeria

By

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1. Introduction

The Nigeria Police Force is a creation of statutes, having been established by the Constitution and the Police Act. While Section 3 of Police Act provides *simpliciter* that “there shall be established for Nigeria police force to be known as the Nigeria Police Force.”¹⁷ The Constitution¹⁸ goes further in its Section 214 and section 3 of the Police Act to give the Force the monopoly of policing in Nigeria by providing that “... no other Police Force shall be established for the Federation or any part thereof.”

This monopoly is given further protection in the Second Schedule to the Constitution where “police and other government security services established by law” is placed under the Exclusive Legislative List.¹⁹ By the combined effect of Sections 11(1) which gives the National Assembly the power to “...make laws for the federation or any part thereof with respect to the maintenance and securing of public safety and public order...” and Section 214(2) of the Constitution, the National Assembly is saddled with the responsibility of enacting laws and making regulations for, among other subjects, the Nigeria Police.

The Police Act is a fallout of these constitutional provisions. The Nigeria Police Regulations which came into being in 1968 is pursuant to Section 46 of the Police Act which empowers the President of the Federal Republic to:

¹⁷ Police Act, Cap P14, Laws of the Federation 2004

¹⁸ Constitution of the Federal Republic of Nigeria 1999 as amended.

¹⁹ See item 45 in Part 1 of Second Schedule to the Constitution.

... make regulations ... with respect to the policy, of the Force ... and with respect to appointments to offices in the Force, promotion, transfer, dismissal and disciplinary control of officers.²⁰

The President is empowered by virtue of the Police Act to “make standing orders for the good order, discipline and welfare of the force ...”²¹ While Section 5 of the Police Act provides for the office of Inspector General of the Nigeria Police (I.G.) and

such number of Deputy Inspectors-General, Assistant Inspectors-General ... a Commissioner for each state of the Federation ... as may from time to time be appointed by the Nigeria Police Council

The Constitution gives the power of appointment of the Inspector General of the Police (IGP) to the President with the Nigeria Police Council playing an advisory role.²² By the same token the power of the President to remove the IGP is also subject to consultation with the Police Council.²³

Appointments to positions other than that of the IGP and removal from such positions are vested in the Police Service Commission (PSC).²⁴ It seems from paragraph 30 of Part I of the Third Schedule to the Constitution that the powers of the PSC are expressly limited to appointment, discipline and removal of officers below the rank of the IGP.

The National Assembly, realizing a lacuna in the functions assigned to the PSC by the Constitution, has since gone ahead to fill the gaps – especially as

²⁰ Police Act, Section 46(a) and (b)

²¹ Police Act, Section 47(1).

²² Constitution, Section 215(1)(a). See also paragraph 28(c) of Part 1 of Third Schedule to the Constitution

²³ Constitution, Section 216(2).

²⁴See Paragraph 30 of Part 1 of Third Schedule to the Constitution.

regards the issue of promotion. The power to promote deserving police officers, in addition to “such other functions which in the opinion of the Commission are required to ensure the optimal efficiency of the Nigeria Police Force...” have been vested in the PSC.²⁵

2. Functions of Nigeria Police Force (NPF)

The main functions or duties of the Nigeria Police Force are clearly spelt out in the Police Act. These are:

- (i) prevention and detection of crime;
- (ii) apprehension of offenders;
- (iii) preservation of law and order;
- (iv) protection of lives and property;
- (v) due enforcement of all laws and regulations with which they are directly charged;
- (vi) such military duties within or outside Nigeria as may be required of them;
- (vii) such duties under authority of the Police Act or any other Act.²⁶

3. Intelligence-led Policing

A cursory examination of our laws reveals a legal and institutional recognition of the use of intelligence-gathering techniques in law enforcement. The duty of the police to prevent crime is at the heart of intelligence-led policing. Preventing the commission of a crime presupposes the interposing of the police between planned criminal infraction and its execution. Such interposing probably encompasses a wider terrain of police activities than we seem to appreciate. Thus a closer appreciation of the police duty of crime prevention may necessarily incline one to see this as the prime function of policing.

What really is intelligence-led policing? Essentially, intelligence-led policing is law enforcement grounded on information acquired through covert and

²⁵ Police Service Commission (Establishment) Act, 2001, Sections 6 and 7 which spell out the functions and powers of the PSC.

²⁶Police Act, Section 4.

overt means and subsequently analysed and banked for immediate and future use. Intelligence in the context of law enforcement boils down to information that is acquired, exploited and protected by the activities of law enforcement agencies to decide upon and support criminal investigation. Such intelligence is targeted at known and potential criminal threats and the vulnerabilities of individuals, groups or organizations within the policing jurisdiction.

A distinction has been drawn between operational intelligence and strategic intelligence – each with different aims. While operational intelligence is typically short-term in nature, strategic intelligence focuses on the long-term aims and objectives of law enforcement agencies. As Robertson has pointed out, and rightly in my view,

although operational and strategic intelligence analyses have different aims, they are mutually dependent ... attempts to separate them, or to foster one at the expense of the other, will result in a fundamentally flawed intelligence programme and a failure to generate meaningful assessments of criminal activity.²⁷

Operational intelligence as an integral part of the legal framework for policing in Nigeria is provided in the Criminal Procedure Act (CPA). Section 55 of the CPA provides that:

Notwithstanding the provisions of this or any other written law relating to arrest, a police officer knowing of a design to commit any offence may arrest, without orders from a magistrate and without a warrant, the person so designing, if it appears to such officer that the commission of the offence cannot otherwise be prevented.²⁸

²⁷ Robertson, Simon, Intelligence-led Policing: a European Union view in *Intelligence-Led Policing: International Perspectives on Policing in the 21st Century*, published by International Association of Law Enforcement Intelligence Analysts Incorporated, September 1997, pp.21-23.

²⁸ Section 55 Criminal Procedure Act (CPA).

The law stipulates in section 54 of the CPA that a police officer having such information must inform his superior officer "... and to any other officer whose duty it is to prevent or take cognizance of the commission of any such offence."²⁹

An important source of information to the police is by way of closely protected informants with whom the police have achieved the level of rapport and mutual confidence that keeps the channel of information open. The goings-on in a street gang or cult group, the loose-tongued neighbor who has hinted of his next would-be target, the new drug peddler whose identity is not yet within the knowledge of the police *et cetera* are all transmitted to the police through this covert means.

This is only one of the tactics adopted by the police to break the chain of communication between criminals and their agents or collaborators. And as Ojukwu has opined:

They (the police) have a role and capacity to adopt appropriate strategic and tactical surveillance of the hot spots and vulnerable areas, and maintain an eagle eye over the activities and lifestyle of suspected criminals.³⁰

This intelligence-gathering technique is a time-tested law enforcement strategy by police establishments the world over. While it has yielded ample dividends in the fight against traditional crime, it has become obvious now that the dimensions that criminal infractions are assuming compel resort to intelligence sophistication and long-term capability.

The scale of terrorist attacks that Nigerians have experienced in recent times and the apparent helplessness in which the government seems to have been forced is a clear indication of how unprepared the various apparatuses of the

²⁹ Criminal Procedure Act (CPA), Section 54.

³⁰ Ojukwu, E.C.S., *Discovering the Police*, published by Gold Press Limited, Ibadan, 2011 p.305.

state are to cope with the challenges we face. Perhaps if we have had a strategic intelligence in place there would have been a fore knowledge and forewarning that could have significantly limited the impact of these terrorist attacks. While it is conceded that intelligence may not completely obviate terrorism, it can substantially reduce the severity and frequency of attacks. Without a doubt the events and human carnage of 9/11 have pushed intelligence-gathering in the United States of America (USA) to a level arguably unsurpassed in its painstaking thoroughness and co-ordination.

4. Balancing Public Interest and the Privacy of the Individual

From the foregoing we can sense that a fallout of intelligence-led policing is the danger it probably invariably poses to the freedom of the individual to privacy. Intelligence work a times involves clandestine and surreptitious modes of operation. What with wiretapping and unlawful breaking into citizens' confidential 'public' records? Unlawful detention and torturing of "suspects" in order to secure vital information required for surveillance purposes. We are all agreed that the citizens, particularly in a democracy are entitled to absolute protection of their fundamental rights. The Constitution has amply provided for these rights.³¹

It is therefore to be expected that public furore will be generated by some of the intelligence-gathering tactics of the police where a citizen's right has been or is being infringed. Conflict between public interest and personal interest will thus normally arise when in pursuit or in the guise of the protection of public interest the police employ unorthodox means to access needed information on known criminals or persons suspected to constitute a threat to peace and public order. The right of the citizen to privacy is guaranteed, including his right to have any information he may have made available to law enforcement or penal agencies protected against disclosure.³² This protection is however not iron-cast. In its section 15(3) the Freedom of Information Act (FOIA) provides that

³¹ See Constitution, Chapter IV

³² Freedom of Information Act, 2011. Section 15(1)(v)

where disclosure of any information referred to in this section would be in the public interest and the public interest in the disclosure of such information *clearly outweighs* the protection of the privacy of the individual to whom such information relates, the public institution to whom a request for disclosure is made shall disclose such information subject to section 13(2) of this Act.

Section 13(2) of FOIA provides that “notwithstanding anything contained in this section, an application for information shall not be denied where the public interest in disclosing the information outweighs whatever injury that disclosure would cause.” It thus seems that intelligence-led policing is strengthened by this position of the law. Section 37 of the Constitution guarantees the freedom to privacy “... of citizens, their homes, correspondence, right to telephone conversations and telegraphic communications ...”

Realising however the need to balance personal interest and public interest the givers of the Constitution in a subsequent section limits or circumscribes this and other rights of the citizen by stipulating that:

Nothing in sections 37 ... of this Constitution shall invalidate any law that is reasonably justifiable in a democratic society

- (a) In the interest of defence, *public safety*, *public order*, public morality or public health or
- (b) For the purpose of *protecting the rights and freedom of other persons*.³³

5. Conclusion

It is hoped that as intelligence-led policing gets rooted in the country’s law enforcement activities the Nigeria Police will be able to reap the advantages which intelligence-gathering and an information organizing process have

³³ Constitution, Section 45

yielded for police organizations which have virtually perfected this proactive approach to policing. When the Nigeria Police Force have attained that level of policing, law enforcement here would have become more anticipatory and proactive than reactive. As the Nigeria Police Force progresses in this desirable direction, Nigerians have a right to expect that the law and our courts will ensure that the delicate balance of personal and public interests is kept in fair and equitable equilibrium.

Intelligence-Led Policing In Nigeria: A Way Forward

By

Mr. Obiajulu Alex Amaechina

Former Director, State Security Service

Brief History of Nigeria Police Intelligence Unit

The history of the Intelligence Unit, the E-Branch, of the Nigeria Police Force dates back to the colonial era. The intelligence unit was essentially performing the role of providing the Police with Crime Analysis. Their main focus was maintaining dossiers and information about people who were thought to be criminals or associated with criminals, or persons who were thought to be a threat to safety and public order. They also provided analyses of crime patterns and trends in the country. Political activists and nationalist-politicians were the typical kind of persons about who police intelligence units kept dossiers and monitored closely, especially during colonial administration. With the excision of the E-Branch from the Nigeria Police Force and the establishment of the Nigerian Security Organization (NSO) in 1976, the Police Management created the Criminal Intelligence Bureau (CIB) to continue with the functions previously performed by the E- Branch.

Crime Analysis Vis-A-Vis Crime Intelligence

From the above brief history, we can safely conclude that the functional responsibility of the CIB, like its predecessor, is to provide the Force with Crime Analysis. Crime analysis consists of the techniques and processes for studying crime patterns and trends, their effect on a jurisdiction, and any law enforcement response. The CIB analyses identify areas or places where various types of crimes, say armed robbery, kidnapping etc have increased or are likely to increase over time period.

However, with the dawn of the last century, organized crime in Nigeria, like the rest of the world became a big problem. Many of the new criminal groups with a well-developed organized structures emerged at local, national and

transnational levels for the purposes of obtaining illicit wealth and power. With the levels of complexities of criminal enterprises ever increasing, the phenomenon of crime can only be tackled with good proactive crime intelligence. It is therefore imperative that there should be a paradigm shift from mere analysis of crime patterns to using proactive crime intelligence to create an intelligence knowledge product that supports decision making in areas of law enforcement, crime reduction, and crime prevention. Criminal intelligence, unlike crime analysis is more concerned with people, organizations and any relationships between them. The core functional responsibilities of the new intelligence-led policing unit being proposed for the Police can be broken down into three-phased processes, namely:

- ◆ Gather information on suspected criminal groups, to study and understand the modalities of each group; assess their capabilities and the relevance or relationship of each group to all of the others.
- ◆ Analyze information gathered objectively to arrive at an understanding of the problem.
- ◆ Timely communicate this understanding (intelligence product) to consumers for immediate necessary action.

Relevance of Criminal Intelligence Analysis to Modern Day Policing

Criminal intelligence permits law enforcement authorities to establish a proactive response to crime and also to identify and understand criminal groups operating in their areas of jurisdiction. Once criminal groups are identified and their habits known, law enforcement authorities may begin to assess current trends in crime to forecast, and to hamper the development of perceived future criminal activities. Intelligence provides the knowledge on which to base decisions and select appropriate targets for investigation.

Definition of Concepts

The concepts to be defined are information, intelligence, strategic intelligence, tactical intelligence and operational intelligence.

- ◆ **Information** simply means data in raw form.
- ◆ **Intelligence** on the other hand has three usages. Intelligence can be used to describe the process of interpreting information to give it a

meaning. That is intelligence when defined as a process. It has also been used to describe a group or department that gathers or deals with such information or to describe the product of such activity or department. Here, the concept is used to describe intelligence as an activity. Finally, intelligence might be described as processed information. In this regard, intelligence connotes a product resulting from collection, evaluation, analysis, integration and dissemination to consumers.

- ◆ **Strategic Intelligence:** Focuses on the long-term aims of law enforcement agencies. It typically reviews current and emerging trends, changes in the crime environment, threats to public safety and order, opportunities for controlling action and the development of counter programmes and likely avenues for change to policies, programmes and legislation.
- ◆ **Tactical Intelligence** Actionable intelligence about imminent or near-term threats that is disseminated to the line functions of a law enforcement agency for purposes of developing and implementing preventive, and/or mitigating, response plans and activities.
- ◆ **Operational intelligence:** Typically provides an investigative team with hypotheses and inferences concerning specific elements of illegal operations of any sort. These will include hypotheses and inferences about specific criminal networks, individuals or groups involved in unlawful activities, discussing their methods, capabilities, vulnerabilities, limitations and intentions that could be used for effective law enforcement action.

Concept Of Intelligence-Led Policing (Ilp)

The concept of intelligence-led policing originated from the United Kingdom and has its foundations in recognizing that police were spending too much time reacting to crimes and too little time targeting offenders. In 1993, the Audit Commission into police operations in the UK advocated for an increased use of intelligence, surveillance and informants to target major offenders so that police could be more effective in fighting crime rather than reacting to it. Intelligence-led policing is a process whereby strategy and priorities are determined through a more objective analysis of the criminal environment.

What is ILP?

There are many different definitions of ILP, and each is appropriate for its specific use and purpose. Simply, for the purposes of this lecture, I will adopt the definition of the Bureau of Justice Assistance (BJA) which defined ILP as “a collaborative law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations.”

From the above definition, ILP entails a management’s implementation of the intelligence cycle to support proactive decision making for resource allocation and crime prevention. In order to successfully implement this process, security managers must have clearly defined priorities as part of their policing strategy. Intelligence-led policing (ILP) is a process for systematically collecting, organizing, analyzing, and utilizing intelligence to guide law enforcement operational and tactical decisions. ILP aids law enforcement in identifying, examining, and formulating preventative, protective, and responsive operations to specific targets, threats, and problems. ILP is a proactive application of analysis, borrowing from the established processes of the intelligence analytic function and using the best practices from existing policing models.

The ability to examine, vet, and compare vast quantities of information enables law enforcement agencies to understand crime patterns and identify individuals, enterprises, and locations that represent the highest threat to the community and concentration of criminal and/or terrorist-related activity. Through this method, law enforcement agencies can prioritize the deployment of resources in a manner that efficiently achieves the greatest crime-reduction and prevention outcomes. Assessment and vetting of criminal information and intelligence over a time also enables law enforcement agencies to examine the effectiveness of their responses, monitor shifts in the criminal environment, and make operational adjustments as the environment changes.

At its core, ILP helps security managers make informed decisions to address agency’s priorities. These priorities can include issues such as crime prevention, crime reduction, case management, resource allocation, case clearance,

anticipation of future threats, or crime problems. This process provides guidance and support to the agency leader, regardless of the type of priority established.

The Intelligence Cycle

The concept of the intelligence cycle is broadly recognized as the foundation of the intelligence analysis process, at both operational and strategic levels. The Intelligence Cycle entails the following steps:

- Direction/Tasking
- Collection
- Evaluation
- Collation
- Analysis
- Dissemination
- Re-assessment of the process

Direction/Tasking

Generally, intelligence mission is driven by the needs of clients, i.e. consumers of the analytical product. The analytical effort is thus often directed through tasking by the consumers of intelligence. They take the initiative at this stage of the cycle, but the principle of partnership requires that both they and the providers share a responsibility for working together to ensure that the requirements for the analytical product are clearly defined and understood by both sides.

Defining The Intelligence Requirements

The articulation of the intelligence requirement is the most important part of the process. In defining the intelligence problem, that is determining the consumer demands or needs, particularly if they are complex and time-sensitive, will require interpretation or analysis by the intelligence service before being expressed as intelligence requirements that drive the production process. This dialogue between intelligence producer and customer may begin with a simple set of questions, and if appropriate, progress to a more sophisticated analysis of the intelligence problem being addressed.

The “Five Ws” - Who, What, When, Where, and Why - are a good starting point for translating intelligence needs into requirements. A sixth related question, How, may also be considered. In all situations, these questions are the basic framework for decision makers and intelligence practitioners to follow in formulating intelligence requirements and devising a strategy to satisfy them. Typically, criminal intelligence requirements are expressed in terms of threats to national or international security. The initial questions that have to be asked are:

- Who tasks?
- How do they task?
- Why do they task?
- What tasks are set?

After the task has been clearly defined, the operational unit commences its collection planning for the remaining phases of the intelligence cycle.

Collection: The Gathering of Data

The intelligence process relies heavily on the ability to obtain and use data. However, the first and most basic problem to overcome lies with the collection and storage of this data which comes in many forms: from electronically retrievable materials to diverse hard copy documents. On one hand, care must be taken at this early stage to avoid data overload which is always a problem for any agency and on the other hand, vital data must not be ignored because the collector believed it not to be relevant. This can cause problems later on.

Collection Plan

The plan for collecting data from diverse sources should include the categories that are important to the analysis, the specific data items needed to do the analysis, possible sources of information and sources to be contacted with specific requests, and a schedule to indicate when the information was requested and when it is needed by. The three main types of sources of information are open, closed and classified.

- **Open source** is information that is publicly available. It can consist of research, technical, economic reports, government white papers,

conference documentation, dissertations and theses, discussion papers, subject-related newsletters, etc. One of the main difficulties in working with this type of source is evaluation as information available in the public domain can frequently be biased, inaccurate or sensationalized.

- ◆ **Closed source** is information collected for a specific purpose with limited access and availability to the general public. Closed source information is often found in the form of structured databases. In the context of criminal intelligence analysis, these databases will largely include personal data collected as part of ongoing targeting operations, or broader criminal records, vehicle registration data etc.
- ◆ **Classified** is information collected by specifically tasked covert means including use of human and technical (image and signals intelligence) resources. Use of classified information can significantly enhance the quality of an analytical product, as it is usually highly accurate; however, it can also make an analytical product significantly less actionable due to restrictions on dissemination.

Evaluation of Sources of Information

As soon as information has been collected it must be evaluated. A full and proper evaluation requires the assessment of the relevance of data obtained to information requirement, reliability of the source and the validity of information, the credibility or level of confidence in the truth of information and accuracy of data in establishing the pattern of knowledge. This stage is crucial to the intelligence process as a whole. Using the grading system, the reliability of source of information assessed as completely reliable; usually reliable; fairly reliable; not usually reliable; Unreliable and Reliability cannot be adjudged. Also, accuracy of information can be graded as follows: Confirmed by other sources; Confirmed in part by other sources; Comply with behavioural pattern, possibly true; Unconfirmed and contradicts estimate and Truth cannot be judged.

Sanitization

After evaluation, sanitization is the next phase. This is intended to protect the source or origin of the information from being exposed as a result of the context or wording of the report. It also seeks to protect the circumstances or

method by which the intelligence was obtained. To assist in this process the following sanitization guidelines are offered as examples of best practice:

- ◆ All intelligence should be accurately recorded. Reports for dissemination should only include intelligence related to the desired purpose of the dissemination;
- ◆ Care must be taken to remove from the text all materials that in any way identifies the source;
- ◆ The timing and place of meetings with human sources may be irrelevant and could lead to the source being identified;
- ◆ Sanitization should make it impossible for the reader to determine whether the source is human or technical.

Collation

This entails the grouping together of related items of information to provide a complete picture of event. It is the transfer of collected information and/or intelligence into a storage system (be it a filing cabinet or a computerized data base) in a structured (indexed, cross-referenced) format that permits rapid and accurate access. It is not equivalent to bulk filing of every bit of information or document acquired during collection. Irrelevant, incorrect and otherwise useless information is weeded out. Collation therefore is the organization of the data into a format from which it can be retrieved and analysed.

Data Integration and Analysis

Analysis can be described as in-depth examination of the meaning and essential features of available information. Analysis highlights information gaps, strengths, weaknesses and suggests ways forward. The analytical process is aimed at the use and development of intelligence to direct law enforcement objectives, both for short-term operational aims and for long-term strategic reasons. The scope of analysis and its overall credibility depends on the level and accuracy of acquired information, combined with the skills of the analyst. Analysis is a cyclical process, which can be performed to assist with all types of law enforcement objectives.

Data integration is the first phase of the analytical process. It involves combining information from different sources in preparation for the formulation of inferences. Various techniques may be used to display this information, the most common being the use of charting techniques and these include:

- ◆ **Link charting**—to show relationships among entities featuring in the investigation.
- ◆ **Event charting**—to show chronological relationships among entities or sequences of events.
- ◆ **Commodity flow charting**—to explore the movement of money, narcotics, stolen goods or other commodities.
- ◆ **Activity charting**—to identify activities involved in a criminal operation.
- ◆ **Financial profiling**—to identify concealed income of individuals or business entities and to identify indicators of economic crime.
- ◆ **Frequencies charting**—to organize, summarize and interpret quantitative information.
- ◆ **Data correlation**—to illustrate relationships between different variables

Interpretation

The next step in the analytical process is interpretation or logical reasoning, which requires going beyond the facts. The disciplined approach to analysis requires the maximum amount of information to be assessed at the time of integration to determine its relevance.

Part Three

Appendix

**REPORT OF THE 6TH POLICING EXECUTIVE FORUM ON
'INTELLIGENCE- LED POLICING IN NIGERIA'
ORGANISED BY CLEEN FOUNDATION IN
COLLABORATION WITH MACARTHUR FOUNDATION
AND JUSTICE FOR ALL (J4A), HELD AT THE DENIS
HOTELS LTD, WUSE II, ABUJA ON 27 JULY, 2012**

Introduction

The CLEEN Foundation in collaboration with the Macarthur Foundation held an Executive Policing Forum with the theme 'Intelligence-Led Policing in Nigeria' on the 27 July, 2012 at the Denis Hotels, Wuse 2, Abuja. The meeting was aimed at enabling participants to share perspectives on concepts, issues, legal framework and strategies for introducing intelligence-led policing in Nigeria. The meeting drew participants from the Ministry of Police Affairs, Nigeria Police Force, CSOs, academia, State Security Services, public service, Academia, National Assembly members and the media.

OPENING SESSION

Welcome Remark by Mr. Innocent Chukwuma, Executive Director, CLEEN Foundation

Mr. Chukwuma welcomed all participants to the 6th edition of the Policing Executive Forum (PEF) and informed that this would be the last of the Forum. He gave a rundown of the reason for the establishment of the Forum, including with the current downturn in the global economy which is pulling more families and communities below the poverty line as well as young people into crime and other related vices. He said the situation was aggravated by the mismanagement of the nation's resources by successive leaders, both civilian and military, which contributed to increased level of crimes like armed robbery, terrorist attacks and other forms of violence. He said responding to this state of affairs would require changes in how the nation handles its businesses. He advocated for a responsive and accountable leadership, better management of resources and investment in activities that create jobs for young people as well as diversification of economy from dependence on oil.

Mr Chukwuma said responding to the state of affairs also requires transformation of the nation's law enforcement and security infrastructure and strategies to enable the security agencies, in particular the Nigeria Police Force, to meet up with the advancement in the security sectors of the world. One of those advancement is in the area of investments in intelligence-led policing strategies with other areas of surveillance technologies which are being developed to aid law enforcement.

He concluded by saying for CLEEN Foundation, it is important for them to that the Intelligent-led policing is a powerful tool in law enforcement and can be an enemy to a free society when practiced outside its legal boundaries. With the freedom of the citizen's rights, and law enforcement, there is the need to strike a balance between the two. Mr. Chukwuma concluded by thanking the MacArthur Foundation for their support to the Forum in the past three years and other agencies for their commitment.

Goodwill Message from Macarthur Foundation

Mr Godwin Odo, who represented Dr Kole Shettima, gave a brief history of the Macarthur Foundation, and its international presence. He said their work with CLEEN Foundation is under the human rights category. The Macarthur Foundation has identified with CLEEN Foundation because the NGO has carved a niche not only among the citizenry but in its strategic approach to its chosen subject. He said donor agency views the current situation in the country with great concern and it supports this Forum as a way to identify intelligence-led policing strategies to deal with the challenge.

Brief remarks by Prof Ben Angew, Executive Secretary, National Human Rights Commission

The Executive Secretary, Professor Bem Angwe, was represented by Mr. Harry Obe, as the Executive Secretary was said to be on another official assignment. His remark was titled 'Collaborative Intelligence Production and Public Police Partnership: Human Rights Perspective'.

He said the National Human Rights Commission of Nigeria was established by the National Human Right Acts, 1995. Its amendment was in line with the

resolution of the General Assembly of the United Nations which enjoins the member states to establish human rights institutions for promotion and protection of human rights. The Executive Secretary said establishment of the Commission thus created an enabling environment for extrajudicial functions such as: promotion, protection, and enforcement of human rights, treaty obligations and provision of platform for public enlightenment and dialogue on human rights issues preventing controversy and confrontation.

He said with the recent amendment of 2010, the Commission got enforcement powers. The mandate of the Commission is to support the efforts to strengthen democratic processes and institutions for fulfillment of the objective of a democratic society. The National Human Rights Commission Nigeria believes security entails the maintenance of law and order whereas welfare entails the protection of human rights. Human rights are the core values which the police have a moral and legal duty to uphold and the police in a bid of discharging their duties, confront human rights. There is the need therefore for the maintenance of balance between the two.

Effective policing is done with prevention and detection, intelligence gathering is key to crime detection and the police need to investigate before making an arrest but the opposite is the case in Nigeria, the factors responsible for this error were listed as lack of modern equipment for communication and forensic infrastructure, shortage of qualified manpower, crude method of extorting information, and lack of effective synergy between the agencies which makes information sharing a challenge. He further took a look at the Thomas Hobbes social contract which plays important role in the rights, obligations, and responsibilities between states and citizens. The fact that social contract gives rights and responsibilities of the citizenry and the government.

The Executive Secretary spoke on the consequences of the refusal of the citizens in the discharge of their civic rights and responsibilities. This results in increased insecurity due to inadequate manpower within the police and other law enforcement agencies, which brings about arbitrary arrest and detention, and use of torture. He concluded by guessing that the way forward

would lie the new course in intelligence production as well as networking with other stakeholders that this meeting should provide.

Keynote Address By M.D. Abubakar, Inspector General of Police, FCE, FCPA, FCAI, FIIPS, NPM, mni

The Inspector-General of Police was represented by the Assistant Inspector General (AIG) of Police, Mr Solomon Arase. He commended CLEEN Foundation for their consistency towards ensuring safety and security. He said intelligence-led policing identifies patterns of crime and profiling of targeted offenders and their criminal enterprise. “It also aids in the judicious utilization and prioritization of police resources towards crime prevention and operational planning while engendering efficient crime prevention and reduction outcomes,” Mr Abubakar said. He also argued that it discourages abuse of powers of arrest and pre-trial detention to the extent that police actions that usually account for pre-trial detentions would have been initiated and possibly completed through the application of discreet investigation element of intelligence practices before the arrest of the suspect.

He tasked security professionals to first improve their knowledge of intelligence and then use that to burst organized crimes and enhance operational efforts in the highest priority area. He said intelligence gathering is an intellectually-demanding and technology-driven venture which demands constant training and re-training, which must meet up with the dynamics of the intelligence world. He stressed the importance of training since intelligence gathering is intellectually-demanding and technology-driven venture. The IG concluded that it is in consideration of these that he feels the workshop will expose intelligence personnel of the Nigeria Police Force to the current dynamics of intelligence activities.

Chairman’s Opening Remarks by the Honorable Minister, Ministry of Police Affairs

Represented by Deputy Director, Police Training, Ministry of Police Affairs, Dr. Umar, the Honourable Minister began by saying the Ministry of Police Affairs appreciates working with CLEEN Foundation as they have a longstanding working relationship. He pointed out that the Nigeria Police is

bedeviled with challenges at the moment and that the Ministry of Police Affairs is set to give its assistance. Dr Umar disclosed that under the reform function, the Ministry supports the police in three major areas: Training and re-training; Logistics: providing the police with necessary infrastructure at training institutions and equipment; and Welfare. He assured that the Ministry is poised to do more even with the policies that would be recommended from this meeting.

FIRST PLENARY SESSION, CHAIRED BY DR. UMAR, MINISTRY OF POLICE AFFAIRS

Paper Presentation: ‘Intelligence-Led Policing In The 21st Century’ by Prof. Etannibi Alemika, Vice Chairman CLEEN Foundation, and lecturer in Department of Sociology, University of Jos

The paper discussed the challenges faced by the police, one of which is the increase in globalisation of criminality that threatens national and global economic development and political stability. The paper argued that the crimes require proactive measures rather than reactive approach. Prof Alemika contended that the challenges facing policing are not peculiar to Nigeria. He cited the instance where the South African president recently charged the police force of dissatisfactory performance. The criminology professor said the prevention of crimes now requires knowledge beyond local and national jurisdictions, and that the acquisition of knowledge for policing crimes requires dynamic engagement among security agencies.

The paper gave several definitions of and elements of intelligence, stressing that information is the raw materials that intelligence is produced from. The paper listed the functions of intelligence agencies which include provision of analysis, giving early warning of impending crisis, serving national and international crisis management, informing national defense planning and military operations, and creation of synergy in information sharing. He divided the intelligence process into five steps: planning, collection, processing, analysis and production and dissemination. To that the sources of information for intelligence were discussed.

The professor then gave a definition and elements of intelligence-led policing. He said intelligence-led policing is a total package. However, the obstacles to effective national intelligence service delivery were examined, including inadequate training of officers and rivalry between intelligence officers and agencies. Intelligence was seen as a necessary tool for policymaking by any government, and the tendency was for the government and its officials to abuse the intelligence.

The paper concluded by describing intelligence as a double edged sword as it can be a source of freedom, security, and development or a tool of enslavement, oppression, exploitation and impoverishment of citizens. He concluded, therefore, that the Nigerian government needs to know if they are willing to make and sustain the required commitment for the adoption and implementation of effective and sustained intelligence-led policing philosophy and practices.

Discussion

AIG Solomon Arase, who is Head of the Intelligence Bureau Department, Nigeria Police Force discussed Prof Etannibi Alemika's paper. He commended the Professor and Executive Director, CLEEN Foundation, for still being optimistic about getting things right some day in the midst of all the failed policies. He agreed that the first step must be in intelligence training which involves huge financial outlay. The intelligence department must be an elitist unit of highly trained personnel, he opined, adding that funding is a major constraint. Agreeing with Alemika's paper Mr Arase underscored the need for a synergy between the other security agencies, NIA, SS, and all towards information sharing. The 'we provide better services' mentality should be done away with but they should work collectively towards a national good. He proposed the establishment of a joint management data base and that proactive measure be taken seriously.

Comments/ Questions

Patrick CSP, Force Liaison Officer of the Ministry of Police Affairs lamented that crime has gone 'digital' but analog approaches on deploying resources are

being utilized. He asked how the authorities can channel scarce resources in overwhelming issues the daily advanced security challenges.

Chintua, the CP Intelligence advised that the issue of security agencies trying to outshine others be looked into, further stressing the need for synergy in information sharing.

CSP Felix with the Rivers State Police Command asked how there can be a reconciling line between theory and practice. He asked if the police were honestly ready for intelligence-led policing.

Mr Okechukwu Nwanguma of the Network on Police Reform (NOPRIN) held the view that since the Boko Haram era reveals no impact has been made with all the resources put into tackling the security challenges, monies and resources should be channeled into training.

A participant who identified himself as David and “Friend to the police”, disclosed that the police force is the first to be formed of intelligence findings in the country amongst security agencies. He noted that the police have not changed their ineffectual methods and processes while the Police Act is ignored in each constitutional review. The fact, he concluded, is that the problems of the police are beyond them.

Responses

Prof. Etannibi Alemika responded that politics are the driving force in almost everything in the country. He condemned the uncritical calls for state police in Nigeria, which he said was being copied wholesale from the United States. He said that the state police in the United States of America are a highway police which, if projected, cannot work in Nigeria. Further, he stressed that the FBI are empowered to work at state levels while operating at the Federal level. The grave crimes of terror confronting Nigeria, he argued, should be dealt with at a higher level, just as the US operates a fusion centre and operate horizontally. He also proposed that a national security policy be developed.

Paper Presentation: Legal Framework for Regulating Intelligence Led Policing In Nigeria by Prof. Yemi Kayode-Adedeji, Faculty of Law, Niger Delta University

Since the Nigeria Police Force is a creation of statutes established by the Constitution and the Police Act, the paper began with a look at the functions of the Nigeria Police Force which includes the prevention and detection of crime, apprehension of offenders, preservation of law and order, protection of lives and property. Prof. Yemi Kayode-Adedeji defined intelligence-led policing as that which is grounded on information acquired through covert and overt means. He pointed out the difference between operational intelligence and strategic intelligence, each with its different aim.

The paper took a look at modes of appointment of the police officer, saying the Constitution the President of the Federal Republic of Nigeria to appoint or remove the Inspector General of Police with advice from the Nigeria Police Council. The Police Service Commission (PSC) handles appointments to and removal from positions other than that of the I.G.

With respect to the constitutional provision of freedom of speech, Prof Kayode-Adedeji disclosed that intelligence gathering sometime lead to violation of such freedoms. "...[A] fallout of intelligence-led policing is the danger it probably invariably poses to the freedom of the individual to privacy. Intelligence work at times involves clandestine and surreptitious modes of operation. What with wiretapping and unlawful breaking into citizens' confidential 'public' records? Unlawful detention and torturing of "suspects" in order to secure vital information required for surveillance purposes." The academic concluded thus that what the constitution gives in one hand it withdraws with the other hand so as to create a balance and the rights of the citizens are surrendered for the good of the general public. However, he said the law must be continuously amended to correct the fractions. The delicate balance should not be tilted towards intelligence policing to the detriment of the citizens.

Discussions

Dr. Hussein Abdul, Country Director, Action Aid Nigeria.

Dr Abdu said the two papers presented were a continuum with Alemika's defining the context of intelligence-led policing while Kayode-Adedeji's discussed the legal frameworks. He held the view that intelligence has been an integral part of the policing system in Nigeria but the challenge is in how the product is utilized. He said this was still an issue for debates globally, especially since the 9/11 attacks in the US, which has become a watershed in security with phone tapping and wiretapping becoming increasingly allowed and utilized in even the most advanced democracies.

He said Intelligence-led policing is more of a risk-mitigating policing not a fire-quenching tool. Transparency and accountability are principles that should not be overlooked, with clarity for the people. He advocated the establishment of clear safeguards for protection of individual security and privacy when gathering intelligence.

In response to an earlier comment about the Ministry of Police Affairs, he averred that with the present structure where various policing institutions litter the polity, the Ministry is unnecessary and should be scrapped. He argued however, that if the proposals for merger of some security agencies and institutions are taken on board, a ministry would be needed to ensure that there is synergy, thus justifying retaining the Ministry of Police Affairs. He said contrary to the suggestion that the duplication of police functions by creation of other security agencies was done without opportunity for police input was inaccurate, since the Inspector General of Police has always been a member of the Executive Council in the military and civilian regimes. These agencies include the SSS, NDLEA, EFCC, Nigeria Security and Civil Defence Corps, ICPC, Federal Road Safety Corps, etc.

Second Presentation: Intelligence-Led Policing In Nigeria –The Way Forward by Mr. Obiajulu Alex Amaechina, Former Director of State Security Services

He started by looking at a general assessment of the security situation and pointed out that Nigeria today is seen as a crime-endemic society with every

geo-political zone characterized by crimes and conflict. This is felt at the family level as no one is spared from its repercussion in one way or the other.

The former SSS Director said the government's intention of involvement of the citizenry in crime detection and prevention is laudable. However, he listed the limitations to mobilizing nationals for effective involvement in security and law enforcement such as the distrust for the law enforcement and intelligence agencies in many Nigerian communities. There is also the general perception that the police and other security agencies are secretive and are reluctant to share information, as such, the citizens would not want to disclose information when the need arise.

“Data alone cannot stop crime,” Mr. Amaechina said, adding intelligence-led policing must couple with analysis of information and taking decisive actions. Just as in Prof Alemika's presentation, Amaechina's paper listed the Nigerian intelligence cycle and drew six steps that make up the complete cycle. First was, planning and direction, which spells out the requirements and states the intelligence mission to guide intelligence efforts. The second is collection of raw data from multiple sources which could be from open sources, field reports, interviews, and interrogation, surveillance, informants and a host of others. Next to collection of data is processing which entails the evaluation of the gathered information, and then analyzing the information to arrive at logical conclusions. After analysis is dissemination and the last step is re-evaluation so as to give room for insertion of emerging trends. The paper provided measures that could be taken to meet the needs of an effective criminal intelligence-led policing. These are:

1. Awareness, Education, and Training: This point emphasized the need for the training of operatives on the rudiments of intelligence gathering and processes and training of managers such as police commissioners;
2. Introduction of a national coordinated process for intelligence generation and sharing. This suggested the establishment of a national process of sharing intelligence products with other agencies;
3. The need for a synergy between security agencies in sharing of intelligence information by the office of the National Security Adviser;

4. Establishment of a neighborhood watch scheme that will develop and coordinate plans and strategies that will educate the populace on the need to taking responsibility for creating a crime-free community.

Comments and Questions

Barr Timothy Ohira of the Association of Retired Police Officers of Nigeria (ARPON), said the discussion should not end at this level but the policies be implemented. He decried intimidation, degradation and demoralization within the policing institutions. He said the arbitrary appointment and removal of IGs hampers proper functioning of the police. He said the police is demeaned by their roles as they are sometimes reduced to a service rather than force.

Okechukwu Nwanguma of NOPRIN argued that policing should be taken as everybody's business as we can provide the needed information that could be useful to the service delivery of the personnel.

Samson Isaac of Police Intelligence Bureau said the Ministry of Police Affairs function is basically to provide the needs of the police while the Police Service Commission is to provide promotion, discipline and other such functions. He lamented that the SSS has broken its synergy with the police since its independence, but they ought to recognize that all security agencies are partners towards the same course. The comments generally recommended that the security agencies should treat security as a national issue and avoid rivalry.

Responses

Dr Umar responded to the recommendation to scrap the Ministry, saying the Police Affairs Ministry is to the police force what the Ministry of Defence is to the military. The issue of synergy of security agencies was stressed. Prof. Alemika responded to a suggestion about review of reports, saying that it is not in the creation of more superstructures as is the case in Nigeria but in the sharing of information as the case of the Bush government where the Office of Homeland Security was set up after the September 11 bombings. He condemned frequent resort to setting up committees in Nigeria as it provides no solution due to political undertones of the establishment and constitution of the committees. At the end of the forum, the observations and recommendations made by participants were summarized in the communiqué below.

COMMUNIQUÉ ISSUED AT THE END OF THE 6TH POLICING EXECUTIVE FORUM ON INTELLIGENCE-LED POLICING IN NIGERIA HELD AT THE DENIS HOTEL ON THE 27TH JULY, 2012

INTRODUCTION

The 6th Policing Executive Forum was held in Denis Hotel Abuja on the 27th of July, 2012 with the theme: “Intelligence Led Policing in Nigeria”. The Forum which is a biannual conference on policing focused on the role of intelligence in crime prevention. The conference was organised by the CLEEN Foundation in collaboration with the Macarthur Foundation and the Justice for All Programme of the UK Department for International Development. Participants were drawn from the Nigeria Police Force, Ministry of Police Affairs, National Human Rights Commission, Ministry of Police Affairs and civil society groups. The Participants deliberated on issues relating to crime and the reformation of the law enforcement systems through the development of intelligence mechanisms. Papers were presented by academics and retired and serving security personnel, and these led to very insightful discussions.

OBSERVATIONS

The forum made the following observations:

1. There is a global dissatisfaction with policing services, occasioned by a globalisation of crime while most policing organisations are structured to think locally;
2. Lack of efficient performance evaluation methods in Nigeria’s policing system have contributed to lack of relevance of intelligence in crime prevention;
3. There is inadequate intelligence for the police to investigate and detect crimes;
4. That the relationship between state intelligence and criminal intelligence is yet to be established by security policy makers, which has led to lapses and inefficiency;

5. Intelligence-led policing as a concept extends beyond the institution of the Nigeria Police Force and embraces all security organs involved in general safety and security of the public. It is a process of gathering and organising information to guide tactical and strategic decisions for prevention and solving crimes;
6. The Freedom of Information Act (2011) strengthens intelligence-led policing, as it provides that public institutions must disclose information as long as disclosure is in the public interest, even though the law guarantees personal privacy.

RECOMMENDATIONS

At the end of the deliberations, the Policing Executive Forum made the following recommendations:

1. That there is the need to set out structures and processes that would provide strategic guidelines to gathering intelligence and also to meet up with the contemporary policing system;
2. The government should develop and adopt a national intelligence sharing policy. This should be accompanied by the establishment of a national intelligence database;
3. Taking cognisance of the need for synergy between the police and other security agencies, regular forums for horizontal and vertical sharing of intelligence at every level must be created and supported;
4. Government should create special budgets for the training and re-training of the security personnel to strengthen intelligence capability. Such trainings must emphasise goals and objectives of intelligence gathering;
5. A modern training curriculum on intelligence-led policing should be developed for security training institutions;

6. A needs-assessment of the FIB Unit of the Nigeria Police should be conducted to identify trainable personnel and facilities that need to be improved upon;
7. The community policing entity should be reinvigorated for effective intelligence-led policing in Nigeria.

Signed:

Innocent Chukwuma
Executive Director
CLEEN Foundation

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