

Intelligence-Led Policing and Urban Crime Management in Delta State

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Abstract

The global relevance of policing and the police institution has been duly recognized. However, the Nigerian society witnessed a massive increase in crime which has called for a review of the existing paradigm of crime management. This paper makes a case for the adoption of intelligence-led policing. The paper explores the role of the Nigerian Police in crime management and further details some of the challenges limiting the effectiveness of the police force from adequately achieving their primary responsibility of protecting life and property. The paper operationally clarified the concepts of crime management and intelligence-led policy before adopting the functionalist perspective as the theoretical framework for the paper. Conclusively, the paper argues for adoption of an intelligence-led policing system to improve the effectiveness and efficiency of the Nigerian police in fighting crime in Nigeria.

Keywords: Intelligence-Led Policing Urban Crime Management Delta State.

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INTRODUCTION

All over the globe the need and relevance of the police institution have been well-recognized. The recognition rests on the need to secure societal interest in areas of human rights, duties, and obligations as every society and Nation takes proactive measures to protect the lives and properties of citizens living within its territory. With growing poverty, wide income disparities, high level of unemployment, social dislocation which has led to massive rural-urban migration and the breakdown of societal values leading to business frauds, drug abuse, and community unrest and there is a growing concern about the unabated level of uncertainty and security in different parts of the country.

According to Oputa cited in Adishi (2007), crime management refers to all efforts and activities designed to keep crime in check and from breaking and spread to new areas and to protect society against the activities of habitual and abnormal offenders. More specifically, crime is controlled utilizing good and efficient investigative and detective ability and actions that prompt apprehension and persecution of offenders, effective and prompt action in dealing with all criminal activities.

Constitutionally the agency is saddled with the responsibility to enforce law and order, as well as

prevent crime. The others are courts and correctional agencies such as the prison, probation, and parole services. These agencies are more often referred to as the components of the criminal justice system. According to the Police Act (1964) cited in Adishi (2007), the following functions and roles were assigned to the Nigeria Police Force which applies to date. Section 10 (1) of the criminal procedure act and section four (4) of the *Nigeria Police Act* stated the following functions:

- Prevention and detection of crime, apprehension of offenders,
- Preservation of law and order, protection of life and property.
- The due enforcement of all laws and regulations with which they are directly charged, and shall perform such military duties within and without Nigeria as may be required of them by, or under the authority of this or any other act (Police Act, Cap 336 1964).

Crime is a global phenomenon and differs only in degree among the various nations of the world. Crime has infested Nigerian society with its effect most common in urban areas. Crime is closely associated with underdevelopment and a critical inhibitor of economic, political, and social security. Although Durkheim cited in Chinwokwu (2013) opines that "crime is an inevitable and normal aspect of social life,

its functionality reflects social and psychological problems in its victims. In most societies, crime is seen as an aberration and highly condemnable.

Over the course of history, Nigeria has witnessed various incidences of crime. In the 1970s, Nigeria experienced various crimes including armed robbery, stealing, assault, burglary, rape, etc.; but today terrorism, bomb blasts, kidnapping, drug trafficking, human trafficking, assassinations, etc. From, 1999 after about three decades of military rule, the nation has been enmeshed with a variety of security challenges ranging from kidnapping, terrorism, civil disturbance, cultism, burglary, communal clashes, kingship tussles, human and organ trafficking, bunker, oil theft, political imbroglio, corruptions, political violence, fraud, Fulani herdsmen and farmers clashes, assassination, armed robbery, cybercrime, militancy, growing poverty, wide income disparities, high level of unemployment, social dislocation which have led to massive rural-urban migration and the breakdown of societal values, among others” (cited in Utebor & Ekpimah, 2010:11).

Despite the stringent laws enacted to check crimes and criminals, they have continued to be on the increase with the police seemingly helpless and incapable of salvaging the situation as they are more reactive than proactive which has left many high profile criminal cases remains unsolved. The multidimensional nature of Nigeria's problem, its unique political and socio-economic history has further compounded this ugly situation as it is capable of undermining its corporate existence and its effort towards sustainable development (Aremu & Yusuf, 2011). Technology advances, porous borders, lack of political will and corruption, etc, are being exploited by the perpetrators of these criminal activities to advance their illegal activities as the internet network, home computers users, portable electronic and digital devices and automated systems present a range of opportunities for committing these crimes as it supports these unwanted activities perpetrated against individuals, organizations, businesses and the state at large. Lowenthal (2000), stated that intelligence refers to information that meets the stated, understood needs of policymakers and has been collected, refined, and narrowed to meet those needs. Nations require intelligence about their immediate environment and that of other nations. This is necessary because, to preserve their security, they need to keep track of internal and external threats.

However, the fundamental objectives of intelligence are to ensure national security, it involves strategic formulation of policy that pertained to information gathering, dissemination that requires security plans and operations for national interest while Intelligence-led policing, on the other hand, attempts to identify potential victims and potential repeat offenders, then works in partnership with the community to

provide offenders with an opportunity to change their behavior before being arrested for a more severe crime. According to the United States Department of Justice (2014), intelligence-led policing is “a collaborative law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations.” It is designed to guide policing activities toward high-frequency offenders, locations, or crimes to impact resource allocation decisions.

An important component of intelligence-led policing is that it encourages and, arguably, depends on collaboration among various agencies and the community, including not only local police, but other local law enforcement, the DSS, EFCC, NCDSC, Immigration, Customs, NIA, NDLEA, and other security agencies, and even probation and parole officers. The fact that societies, security agencies, law enforcement organizations depend heavily on prompt and real-time intelligence in both investigation and prosecuting criminals contributes to the importance and relevance of intelligence-led policing in crime management especially in the urban area where criminal activities are increasing at a geometric rate.

Statement of Problem

There is no doubt the Nigeria state has been enmeshed with lots of security challenges, not only in respect of criminality but also in terms of its typologies and the inability of the Nigeria police force to unearth, prevent and manage this geometric rate of criminal activities in urban areas despite the availability of reliable technological tools has remained a question unanswered.

The question is why is Nigeria's Police Force so reactive despite the available resources to the Nigerian Police Force, it has been unable to solve a high percentage of criminal cases particularly high-profile ones. The researcher from personal experience suspects that so far the importance and value of intelligence-led policing may have not been fully appreciated and utilized. An investigation of the use of intelligence-led policing is based on the assumption that Police officers, who are at the forefront of crime prevention, control, and management in our society; can utilize intelligence to prevent and manage crime in the country. The way police officers perceive intelligence will determine whether or not intelligence is seen as needed or effectively used in managing crime especially in the urban areas. It is against this background that this study set out to ascertain the use of intelligence-led policing in crime management by the Nigerian Police Force. The result of this study will be a pointer to the challenges of intelligence gathering and use by the Nigerian police and probably why a particularly high percentage of criminal cases remain unsolved and still increasing.

CONCEPTUAL CLARIFICATIONS

Intelligence-Led Policing

Intelligence-led policing, on the other hand, attempts to identify potential victims and potential repeat offenders then work in partnership with the community to provide offenders with an opportunity to change their behavior before being arrested for a more severe crime. According to the U.S. Department of Justice (2014), intelligence-led policing is "a collaborative law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations." It is designed to guide policing activities toward high-frequency offenders, locations, or crimes to impact resource allocation decisions. An important component of intelligence-led policing is that it encourages and, arguably, depends on collaboration among various agencies and the community, including not only local police, but other local law enforcement, the DSS, NCDSC security agencies, and even probation and parole officers. An intelligence officer here serves as guides to operation rather than their operation guiding intelligence.

Crime Management

Nigerian crime levels are well above international averages. The direct and indirect costs of crime to individuals, families, neighborhoods, businesses, government, and the country as a whole include financial loss, increased fear of victimization, restricted behavior and movement, a breakdown of trust relationships, and trauma and lasting physical and psychological consequences. Increased crime levels place a substantial burden on the criminal justice system, health care system and result in a considerable increment in state expenditure.

It has become pertinent to find cost-efficient approaches to reducing criminal tendencies, violence and limit the negative effects and the destructive impact thereof. Crime management is a proven approach that could make a substantial contribution in this regard. In essence, crime prevention aims to stop crime from happening rather than responding to it after it has occurred. Crime management entails any action designed to reduce the actual level of crime and/or perceived fear of crime (Lab, 2010).

Crime management comprises of policies and methods targeted at the reduction of crimes, and their potentially deleterious effects on individuals and society, including fear of crime, by intervening to influence their multiple causes.

Theoretical Framework

Functionalist Perspective

The functionalist or consensus approach is a model upheld tenaciously by orthodox western social scientists. It posits that behavior in society is structured.

This means that relationships between members of society are organized in terms of rules. Social relationships are therefore patterned and recurrent (Harlampos and Holborn, 2005: 10).

Functionalists believe that there is value consensus in every social reality. They believe that there is general agreement by members of a society on what is desirable, *worthwhile*, and worthless. People share consensus on the values, norms, and beliefs of a society. A high degree of consensus in society whether it is democratic or communist binds members together to form an integrated and cohesive unit. Functionalists also posit that societies and phenomena are pervaded by some elements of permanence. The theory assumes that a certain degree of order and stability is necessary for the survival of the social system. Functionalists do not consider the conflict between classes as important but rather believe that when norms and values are fully established, society eliminates conflict.

Emile Durkheim is the most influential of the early functionalists and is viewed as the originator of functionalism. The theory was developed by Talcott Parsons in the twentieth century. Durkheim's concept looks at society as a set of interrelated parts which together form a whole. It considers society as a structural system made up of interrelated parts. The social system has certain basic needs that must be met if it is to survive. These needs are known as functional prerequisites. This means that each part, will in some way, affect every other part and the system as a whole. It also follows that the survival of the system depends on the compatibility of the various parts. Since the Nigeria Police is an integral part of the Nigerian social system, its ineffectiveness and poor job performance imply the overall security of the society is wanting.

Other agencies that provide security become impacted as a result of the inability of the police to perform their function effectively. The inability of the police to perform their duties effectively has affected the overall security of the nation because people feel very unsafe to go about their regular businesses. Thus, the inability of the police to perform their duties effectively affects the economy, polity, and the family.

History of Intelligence

In seeking the history of intelligence Jock Haswell found that the earliest recorded intelligence report dates back to some 2,000 years before Christ. It was written on a clay tablet by a man named Bannum, commanding a desert patrol, to his lord in Mari, beside the Euphrates River, where it (the tablet) was found. It stated that the border villages of the Benjamites were exchanging fire signals, and though the significance of them was not yet known, Bannum intended to find out what was going on. He recommended that the guards on Mari's city walls should be strengthened. Among similar records found in the Hittite capital of Chattusas

was a tablet of about 1370 BCE relating to the widow of Tutankhamun who had suggested that the Hittites, menacing the Egyptian frontier, might provide her with another husband. The Hittite Prince Mursilis dispatched his chamberlain Hattu-Zitis to Egypt with instructions to find out whether the request was genuine or part of a plot. "Bring me back reliable information," wrote Mursilis (Berkowitz1991).

Intelligence should be differentiated from the information. Information is unevaluated material of every type, while intelligence is the product that is derived from the cyclical processing of information, but it is not evidence. Ormand wrote that prediction is the desired end of intelligence activity, as the basic purpose of intelligence today is to help "improve the quality of decision making by reducing ignorance." Intelligence work encompasses all the processes that ensure that as much as possible of the right information is available at the right time (Denis, 2015).

History of Police Force

The Nigerian police were established by the British colonial administration in 1861 to enforce sanitary regulations in Lagos. The British colonial administration, who was responsible for the administration of Lagos, realized that its assignment included the maintenance of law and order. In 1861, the British were granted permission from London to create the Consular Guard, which comprised 30 men. In 1863, the Consular Guard became known as the "Hausa Guard". The Hausa Guard was regularized in 1979 by an Ordinance creating a Constabulary for the Colony of Lagos. The force was mainly paramilitary in nature but performed some civil police functions (Kupolati, 2007: 8). The Hausa Guard, which consists of Hausa-speaking ex-slaves was established to undertake semi-military duties of pacifying the indigenous population and ensuring colonial political domination (Igbo, 1999: 120). In 1896, the Lagos Police Force was created and armed like the Hausa Constabulary. In 1894, the Niger Coast Constabulary was formed for areas now known as Delta, Rivers, and Cross-Rivers states, following the proclamation of the Niger Coast Protectorate in 1893. In 1888, the Royal Niger Constabulary was established in Northern Nigeria which was later split into Northern Nigeria Police Force and the Northern Nigeria Regiment. (Iwarimie-jaja, 2003: 396). In 1914, the Northern and Southern police forces were united and in 1930, the present Nigeria Police Force, with headquarters in Lagos, was fully established (Igbo, 1999: 120). An Inspector General of Police was appointed as the Commander that was replaced with Commissioner in 1937 but reverted to its original title of Commissioner in 1951 after the introduction of a new Constitution. The title "Commissioner" was assigned to the officers in charge of the Regions (Kupolati, 2007:8).

The amalgamation of the Southern and Northern Police Forces in 1914 also saw the establishment and formation of special police branches such as the Criminal Investigation Department, the Immigration and Passport Control, the Central Motor Registry, the Police Colleges, the Force Communication, the Police Band, etc. (IwarimieJaja, 2003: 397). The unification of the forces also made it imperative to fight the alarming increase in such crimes as murder, manslaughter, counterfeiting, theft, house-breaking, child stealing, the illegal distillation of gin, and illegal mining (Igbo, 1999: 122). The force was reconstituted and a Police Council vested with powers in respect of policy, organization, finance, establishments, and condition of service was created.

Problems Facing the Nigeria Police Force

The Nigeria Police is faced with several problems some of which include, nepotism, ethnicism, corruption, institutional weaknesses such as inadequate manpower (both in strength and expertise), insufficient education and training, inadequate equipment and poor conditions of service of the average policeman, poor public relations between *subordinate and superior officers*, lack of public cooperation, Constitutional problem that put the whole country's police under the Presidency, and most recently, the poor perception of police by both police officers and the public (Ibeanu,2007: 59-60; Iwarimie-Jaja, 2003: 410; Igbo, 1999: 130). These problems have hindered, to a very large extent, the ability of the Nigerian police to perform their functions effectively. However, in the 1990s and 2000 to 2003 several efforts have been made to reform the police and to address some of these problems especially in areas of staff recruitment, purchase of equipment, and provision of logistics particularly transportation and remuneration. Despite all efforts by the government, the Nigeria Police Force still struggles in its ability to perform its primary responsibility of crime management. There is an alarming increase in crime rate and corruption within the force is still endemic, thereby leading to public distrust of police officers. The public looks at police officers with scorn, distrust, and suspicion. They do not consider them as friends and allies in the fight against crime but rather as enemies on the side of the criminals (Igbo, 1999: 130).

Due to this poor perception of the police, the public is reluctant to provide any form of support or cooperation to the police. This leads the public not to cooperate with them in crime-fighting, and sometimes resort to the lynching of suspects by angry mobs (Igbo, 1999: 130). The relationship between the police and the public is majorly characterized by brutality, confrontation, and exploitation (Ibeanu, 2007: 58).

The Challenges of Intelligence-led Policing in Nigeria

- Despite the emphasis on intelligence led-policing, the public perception of the police is worse than ever. The public still views the police as corrupt and people never to trust. The police do sometimes aid and abet criminals and have been described as one of the most corrupt institutions in Nigeria. The philosophy of intelligence-led policing emphasizes partnership, decentralization of authority, and pro-activeness. The structure of the Nigerian police is very central and their approach to crime-fighting is still reactionary rather than proactive. The partnership between the public and police in crime-fighting is still unrealistic because of the poor public perception of the police. More importantly, the Nigerian police force is built on the traditional culture of force which is used to brutalize the same people that they are expected to protect. This culture of brutality and use of force makes it difficult for the Nigerian public to give useful information that will aid crime management.
- Inadequate Involvement of Rural Indigene in Intelligence gathering process in the communities where these criminal activities take place as a result of superiority complex or feeling of knowing too much professionally to rely on local intelligence community has also been contributing factor to the ineffectiveness of intelligence-led policing in Nigeria.
- Inter-agencies rivalry on who is superior to the other has also been an impediment factor intelligence-led policing as sharing; cooperation is a major hub of the intelligence-led policing process.
- Nte (2014) when he stated in his study that intelligence gathering and management has not been able to effectively support the conduct of security operations in Nigeria. This is because the impact of intelligence has not been significant for many reasons. From the study, it is clear that the intelligence community lacked the requisite technological platform to effectively support the conduct of security operations and this was because of lack of funding, lack of real-time intelligence, lack of analytical skill, lack of ICT facilities, and absence of technical collection means.

Overcoming Insecurity in Nigeria through Intelligence-Led Policing

To overcome insecurity and criminality in Nigeria, there is a need for intelligence gathering and surveillance so that law enforcement agents become proactive with a high level of predictability of crime before they occur. This should inform a new approach founded on credible intelligence gathering.

There is also the need to modernize the security agencies with training, intelligence sharing, advanced technology, logistics, motivation, and change

of orientation. This effort will enhance the operational capabilities of the Nigerian security agencies by identifying avenues that would enable them to respond appropriately to internal security challenges and other threats. In addition, there should be a complete overhaul of the security institutions in the country to reflect international standards of best practices to pre-empt these security breaches. Particularly, the reoccurring incidences of security breaches and the consistent pattern of damage response to national security have been implicated to poor pre-emptive intelligence gathering. There should be an institutionalized approach rather than the episodic and reactive response adopted by the government in the aftermath of attacks.

In addition, the government at all levels should not compromise in enforcing the law. There should be no compromise in the execution of criminal cases. There should be a timeline for the resolution of cases, from the stage of opening to closing of the cases. Nigeria has witnessed unlimited instances of adjournment of cases bothering on corruption and insecurity. Thus, the law is no longer acting as a deterrent. Our law enforcement agencies must therefore be incorruptible and fair. To ensure all this, there must be incentives, good conditions of service, and social security. Finally, dealing alone with the issues mentioned above will not appraise the root causes of insecurity.

Policies that focus solely on single governmental agencies, such as security agencies or the enactment of laws are unlikely to succeed. Instead, a coordinated preventive measure is necessary for addition to military strategies and judicial institutions. There is a need to reorder priorities and to seek a better understanding of the underlying causes and dynamics of the insecurity in the country to provide effective conflict prevention and management strategies. The formulation and effective implementation of policies and programmes capable of addressing the root causes of insecurity and criminality in Nigeria is crucial, especially concerning poverty; unemployment, environmental degradation, injustice, corruption, porous borders, and small arms proliferation. Therefore, efforts to tackle insecurity can only be effective if there is a robust combination of legislative and judicial interventions with government reforms that address some of the acute human security challenges confronting a vast majority of the population.

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