INTER-AGENCY COLLABORATION IN COMBATING MULTINATIONAL THREATS IN NIGERIA: CHALLENGES AND SOLUTIONS

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 Abstract
Inter-agency collaboration is crucial to curbing and combating multinational threats in Nigeria, including terrorism, transnational organized crime, human trafficking, and smuggling. However, achieving effective cooperation among government agencies and stakeholders remains fraught with challenges due to bureaucratic inefficiencies, lack of trust among agencies, and conflicting mandates that result in jurisdictional disputes. Poor communication channels and inadequate information sharing further undermine coordination efforts, enabling threats to persist or evolve. Resource limitations, coupled with political interference, often exacerbate these problems, reducing operational effectiveness. Furthermore, corruption and weak institutional frameworks compromise joint strategies and hinder long-term planning. This paper highlights these challenges and proposes actionable solutions to improve inter-agency collaboration in combating multinational threats in Nigeria. The paper employs the theory of organizational behavior, and relies on the documentary method of data collection, utilizing content analysis. The finds that lack of rust and communication, institutional rivalries and turf wars, different mandates and priorities, bureaucratic inadequacies, resource constraints and corruption among other factors are the challenges of inter-agency collaboration in combating multinational threats in Nigeria. The paper recommends among other things, fostering a culture of mutual trust and streamlining overlapping functions among agencies in Nigeria.
Key Words: *Inter-Agency, Collaboration, Multinational threats, Terrorism, Banditry.*

Introduction
The increasing intensity and complexity of multinational threats in Nigeria pose significant challenges for national security and stability. These threats, which include terrorism, organized crime, banditry, arms trafficking, human trafficking, and piracy, transcend Nigeria's borders, creating a need for both robust internal security mechanisms and effective regional collaboration (Sampson, 2015; Okoli & Iortyer, 2014). However, Nigeria's response to these challenges has been impeded by multiple factors, such as inadequate inter-agency coordination, limited resource allocation, and inconsistent multinational cooperation, particularly in the Lake Chad Basin region (Albert, 2017). Inter-agency collaboration is a critical component of effective counterterrorism efforts, particularly in a complex and diverse country like Nigeria. Nigeria has faced significant challenges from multinational threats, including terrorist groups such as the Boko Haram and ISWAP (Ojo, 2019). To combat these threats, the Nigerian government has implemented various strategies, including counterterrorism such as several military operations like the "Operation Lafiya Dole", (meaning operation compulsory peace), intelligence sharing, community engagement and international cooperation.

However, these efforts are hindered by structural and operational problems within Nigeria's security and governance systems, as well as by regional complexities that affect collaboration with neighboring states

and international partners. Several challenges hinder effective collaboration among Nigerian security agencies in combating multinational threats. These challenges are exacerbated by the complex nature of multinational threats, which often involve transnational criminal networks and terrorist organizations operating across borders (Adejumobi, 2015). These threats require a coordinated and integrated response that transcends national boundaries. One core issue within Nigeria is the lack of coordination among its various security agencies, which often operate independently, resulting in fragmented efforts and duplication of resources. This is particularly problematic given the country's security landscape, which is characterized by diverse threats, including Boko Haram insurgency, banditry, piracy, and transnational organized crime (Sampson, 2015).

Nigeria's security agencies often operate with minimal information-sharing and inadequate communication, which weakens their ability to respond effectively to these threats (Onuoha, 2014). This limited coordination is partly due to institutional rivalries and lack of trust among agencies, which undermines collective action and efficient resource allocation (Ibekwe, 2017). On the multinational front, Nigeria's collaboration with other countries in the Lake Chad Basin such as Chad, Niger, and Cameroon is essential to counter transnational threats posed by Boko Haram and other extremist groups. However, these efforts face difficulties due to differing national priorities, lack of trust, and inadequate coordination mechanisms (Albert, 2017). The Multinational Joint Task Force (MNJTF), established by the Lake Chad Basin countries to combat Boko Haram, is one example of multinational cooperation facing operational challenges. Although MNJTF has improved regional collaboration, it is hampered by issues such as poor logistical support, varying military capacities, and divergent political interests of member-states (Okoli & Iortyer, 2014). These issues highlight the complexities of coordinating security operations across multiple nations with differing political agendas, security priorities, and operational capabilities.

In addition to these regional challenges, Nigeria's efforts to collaborate with international partners such as the United States, United Kingdom, and European Union are often constrained by factors including bureaucratic inefficiencies, corruption, and inadequate legal frameworks (Agbiboa, 2013). These limitations hinder the development of intelligence sharing arrangements and weaken the impact of international security assistance programs. Similarly, the lack of an integrated security governance framework compounds these issues, as Nigeria lacks a central mechanism to synchronize national and multinational security operations (Chukwuma, 2019). Given these dynamics therefore, this paper aims to investigate the barriers to effective multinational collaboration in Nigeria's multinational threats and security governance, with a focus on identifying mechanisms to improve inter-agency cooperation, enhance multinational frameworks, and build capacity within Nigerian and regional security institutions. By addressing these challenges, the study seeks to contribute to the development of sustainable solutions for managing multinational threats and enhancing Nigeria's security resilience.

Inter-Agencies Security Collaboration, Counterterrorism and Security Governance
Inter-agency collaboration could be seen as a system whereby investigators, prosecutors, correctional facilities, government institutions, social work agencies, and corporate and private work together to achieve a particular goal (Afuzie, 2022). Linder (2002) submits that collaboration is when people from different organizations produce something through joint effort, resources, and decision-making and share ownership of the final product or service.

Collaboration across agency help in investigating matters between the agencies, bringing down the difficult storm and diffusing political risks (Godfrey-Ordu, 2019). Federal security agencies' inter-agency collaboration has always been marred with unhealthy rivalry and competition in seeking government funding, tagged juicy operations, and hardly about public safety and service unto the people (Afuzie, 2022). The absence of a fusion center in Nigeria's security architecture also magnifies a lack of readiness to settle down for inter-agency collaboration (Mungadi, 2020). The seeable disconnectedness among security agencies is not unknown to insurgents, bandits, terror cells, and other criminals who actively

explore such gaps to commit crimes and cause insecurity that continues to threaten Nigeria's peace and stability.

Inter-agency collaboration and multinational security governance are critical components of addressing complex global threats in today's interconnected world. These arrangements allow for pooling resources, sharing intelligence, and implementing coordinated responses, which are essential in tackling transnational issues such as terrorism, cybercrime, and climate-induced insecurity. Inter-agency collaboration, which involves coordination across different governmental and non-governmental agencies, enhances the effectiveness of national and multinational security efforts (Adebajo, 2014). Multinational threat and security governance, on the other hand, emphasizes the importance of countries working together through established frameworks, such as the United Nations (UN), North Atlantic Treaty Organization (NATO), and the European Union (EU). These frameworks enable nation-states to address transnational threats that extend beyond individual jurisdictions.

According to Bruneau and Matei (2008), such collaboration enables agencies to transcend institutional silos, thereby improving information-sharing, decision-making, and rapid response capabilities. This coordination is crucial when addressing multifaceted threats that impact various sectors, such as cybersecurity, where threats can target both government and private sectors (Kamarck, 2019). Keohane and Nye (2001) argue that these networks of governance allow states to manage interdependencies, thereby fostering a cooperative approach to security issues. NATO's recent cyber-security policies, for instance, illustrate how multinational institutions can enhance the cyber-security resilience of member states by harmonizing policies and sharing cyber threat intelligence (NATO, 2021). However, multinational collaboration faces challenges, primarily due to differences in national interests, legal systems, and strategic priorities (Acharya, 2014). These challenges are evident in areas like counterterrorism, where countries may have varying definitions of terrorism, which can hinder coordination and create obstacles in intelligence-sharing (Gielen, 2018). To mitigate these challenges, increasing calls emphasize creating shared frameworks that respect national sovereignty while fostering mutual accountability and trust (Biermann, 2009).

Additionally, Nigeria's internal governance challenges such as corruption, bureaucratic inefficiencies, and inter-agency rivalries further weaken its ability to engage in effective multinational security efforts (Agbiboa, 2013; Ibekwe, 2017). The absence of a streamlined national security strategy, coupled with limited institutional trust among regional partners, impedes Nigeria's efforts to counter multinational threats comprehensively and sustainably. Consequently, the persistence of these multinational threats has led to severe socio-economic and humanitarian impacts, including displacement, loss of life, and economic destabilization (Chukwuma, 2019).

However, from the review of the extant literature on inter-agencies collaboration in combating multinational threats in Nigeria, it is obvious that scholars did not satisfactorily identify and explain how the challenges posed by the lack of inter-agency collaboration impede the fight against multinational threats that have stifled insecurity in Nigeria. This and other issues constitute our gap in literature and contribution to knowledge.

Theoretical Framework
This study was anchored on the theory of Organizational Behaviour (OB) as its framework of analysis to explaining inter-agency collaboration in combating multinational threats in Nigeria. The theory of organizational behaviour (OB) explores how individuals and groups act within organizations, with the aim of improving productivity, efficiency, and employee well-being. It emerged from various fields, including psychology, sociology, and anthropology, as scholars sought to understand what influences human behavior in organizational settings. Over time, Organizational Behaviour has been shaped by several proponents and theoretical assumptions. Major proponents of the theory of organizational

behaviour include Frederick Taylor (1911), Elton Mayo (1933), Herbert Simon (1947), Max Weber (1947), and Douglas McGregor (1960) among others. The theory assumes that employees are the most important asset of any organization. Unlike machinery or technology, people bring unique skills, motivations, and emotions that directly impact productivity, morale, and organizational success (Robbins & Judge, 2018). Another fundamental assumption of the theory is that employees' actions are driven by underlying needs and motivations. Theories such as Maslow's hierarchy of needs and Herzberg's two-factor theory highlight how both intrinsic and extrinsic factor such as recognition, autonomy, and compensation influence behavior at work (Maslow, 1943; Herzberg, 1959).

Organizational Behaviour also posits that organizations are social systems with unique cultures, values, and informal networks such that employees' interactions within these systems, including team dynamics, leadership styles, and organizational culture, significantly impact how they behave and perform (Schein, 1985). The theory recognizes that group behaviour can differ markedly from individual behavior. Concepts such as group-think, social loafing, and teamwork illustrate how people behave differently in groups compared to when they act alone (Janis, 1972). These interactions affect decision-making, creativity, and group cohesion. The theory further assumes that organizational structure such as hierarchical levels, roles, and communication channels plays a vital role in shaping employee behavior. Clear roles and responsibilities can reduce ambiguity, improve coordination, and foster accountability, thereby affecting individual and group behavior (Mintzberg, 1979).

Theory Application
The justification for the use of the theory of Organizational Behaviour (OB) in this paper stems from the fact that the theory offers valuable insights into the dynamics of inter-agency collaboration and efforts to combat multinational threats in Nigeria. By applying OB principles, Nigerian agencies can improve coordination; enhance communication, and foster trust all of which are critical for addressing complex, cross-border security threats such as terrorism, organized crime, and insurgency. A core tenet of Organizational Behaviour is that effective communication and coordination are vital for achieving organizational goals. Nigerian security agencies including the military, police, and intelligence bodies often face significant challenges in communicating and sharing information due to bureaucratic structures, differences in protocols, and limited interoperability. Therefore, Organizational Behaviour theory suggests that establishing clear lines of communication, developing standardized protocols, and using shared platforms can help overcome these obstacles.

Similarly, the theory highlights the importance of trust and collaboration within organizations. In Nigeria, competition and distrust among security agencies often undermine collective action, as agencies may withhold information or compete for resources, undermining their ability to respond cohesively to security threats. Therefore, applying the theory principles like team-building exercises, role clarification, and joint training initiatives can foster trust and reduce rivalry among agencies.

In line with the theory assertion that an organization's structure and culture significantly impact behaviour, communication, and decision-making, Nigerian security agencies operate within rigid, hierarchical structures that can hinder quick decision-making and adaptability. Thus, applying the theory's principles, such as decentralizing decision-making or adopting a more flexible organizational structure could enhance Nigeria's capacity to respond rapidly to security threats. Additionally, fostering a collaborative culture by establishing joint command centers and promoting shared values around national security could help create a more unified approach to combating multinational threats. The theory underscores the importance of employee motivation and morale in achieving organizational objectives. Security operations against multinational threats can be highly demanding and risky, impacting the morale and motivation of personnel involved.

Lastly, Herbert Simon's concept of bounded rationality is particularly relevant for Nigerian agencies facing complex security environments with limited information and resources. The theory acknowledges that decision-making is often constrained by incomplete data, cognitive limitations, and time pressures. Nigerian security agencies can apply these principles by adopting decision-making frameworks that prioritize "satisfying" decisions, or solutions that are good enough given the available information, rather than striving for perfect solutions. By understanding and applying bounded rationality, Nigerian agencies can make timely, contextually appropriate decisions in complex scenarios.

Discussion of Findings

The absence of a fusion center in Nigeria's security architecture also magnified lack of readiness to settle down for inter-agency collaboration (Mungadi, 2020). The visible disconnectedness among security agencies is not unknown to insurgents, bandits, terror cells, and other criminals who actively explore such gaps to commit crimes and cause insecurity such as terrorism, kidnapping for ransom, armed robbery, banditry, and human trafficking that continue to threaten Nigeria's peace and stability. Again, we attempt to show and explain how the lack of inter-agencies security synergy in Nigeria impeded efforts at combating multinational threats in the country, worsening insecurity in Nigeria that have undermined the country's security and stability. Therefore, the greatest serious magnitudes of the challenges of inter-agency collaboration in combating multinational threat in Nigeria are the lack of trust and communication, institutional rivalries and turf wars, different mandates and priorities, resource constraints, and homocentric nature of the Nigerian security architecture, the failure of intelligence, the absence of timely situational response and the uncoordinated response during attacks.

Challenges of Inter-Agency Collaboration in Combating Multinational Threats in Nigeria

Inter-agency collaboration is crucial for effective fight against multinational threats such as counterterrorism and security governance in Nigeria. However, several challenges hinder effective cooperation among security agencies, and these challenges include but not limited to:

i. **Lack of Trust and Communication:** A lack of trust and effective communication channels between agencies impede information sharing and coordinated responses during attacks. This has led to duplication of efforts, missed opportunities, and ultimately, a weakened security posture.

ii. **Institutional Rivalries and Turf Wars:** Competition for resources, prestige, and operational control create friction between agencies, hindering collaboration and hindering a unified approach to counterterrorism efforts.

iii. **Different Mandates and Priorities:** Different agencies often have distinct mandates and priorities, which lead to conflicting objectives and hinder coordination among agencies. For example, the military may prioritize kinetic operations, while intelligence agencies may focus on gathering and analyzing information.

iv. **Resource Constraints:** Limited resources, including personnel, equipment, and funding, also hinder effective collaboration in the fight against multinational threat in Nigeria. For instance, agencies may be unable to invest in the necessary infrastructure and training to facilitate information sharing and joint operations.

v. **Homocentric Nature of the Security Agencies:** The concentric nature of the Nigerian security agencies has also induced attacks by terrorists, bandits, and other organized criminals, which eventually stifled national security in Nigeria. This is because the stand-alone nature of the Nigerian security agencies does not promote coordinated and quick response when under attack; thus, such weakness encourages the frequent attacks by terrorist groups and other criminal elements. Similarly, the consequences of not working effectively together culminated in increasing the awareness of vulnerability and diminished trust in the capability of the Nigerian security agents to protect lives and property. Also, the lack of complementary operations and credible intelligence sharing arising from the homocentric or concentric nature of the Nigerian security architecture has motivated the attacks on Nigerian state that worsen insecurity in the nation.

vi. **Absence of Timely Situational Response:** The absence of a timely situational response by the Nigerian security forces during attacks on Nigerian state due to failure of intelligence has also resulted in the wanton killings and destruction of property, including means of livelihood by bandits, terrorists and other criminal groups. This is because insurgents, terrorists, bandits, and other criminals are well aware of the concentric nature of the Nigerian security agencies and the failure of intelligence that characterizes the Security agencies, which does not guarantee coordinated and timely situational response when under attack, therefore such known vulnerability contributed to the incessant attacks on Nigerian state, worsening insecurity in the country.

vii. **Uncoordinated Response during Attacks**: The lack of coordinated and collaborative response between and among security forces of Nigerian agencies in the event of attacks on the Nigerian state has led to the destruction of several facilities, including correctional facilities across the Nigeria. For instance, it was a result of uncoordinated and lack of collaborative response by the security forces of other agencies, such as the Nigerian Military, Police, and Civil Defense Corps, that led to the invasion and destruction of Kuje correctional facilities in the Federal Capital Territory Abuja in July 2022, leading to the escaped of over 879 inmates. The attacks on the Kuje medium security correctional facilities lasted for more than four hours without coordinated and collaborated response by Nigerian security forces, which could have prevented or reduced the degree of damage caused by the attacks.

viii. **Failure of Intelligence:** Insurgents, terrorists, bandits, and other criminals are well aware of the stand-alone attitude of Nigeria security agencies and the unhealthy violent and non-violent rivalries among security agencies, including the military. These groups of criminal elements are well aware that intelligence failures characterize the Nigerian security agencies such that the presence of two or more security agencies within the same axis does not make them impregnable, nor does it assure coordinated response when under attack, hence such profiled vulnerability added to the insurgent's confrontational attitude is enough to carry out attacks. The failure of intelligence has led to several successful attacks by criminal groups in Nigeria. For instance, actionable intelligence could have prevented the attacks on the Kuje correctional facilities because there were over forty (40) intelligent reports by the Department of State Security office on the impending attack on the Kuje correctional facility. Still, the Nigerian security forces did not take a forward-looking and proactive approach to prevent the attack.

It is important to note that these challenges are exacerbated by the complex nature of multinational threats, which often involve transnational criminal networks and terrorist organizations operating across borders. Therefore, these threats require a coordinated and integrated response that transcends national boundaries.

Ways of Resolving Challenges of Inter-Agency Collaboration in Combating   Multinational Threats in Nigeria
This paper proposes the following as solutions to the challenges of inter-agency collaboration in combating multinational threats in Nigeria:

i. **Build Trust and Communication:** Fostering a culture of trust and open communication between agencies is essential.

ii. **Establish Clear Lines of Authority and Responsibility:** Clear lines of authority and responsibility must be established to avoid duplication of efforts and ensure accountability.

iii. **Invest in Technology and Infrastructure:** Investing in modern technology and infrastructure can facilitate information sharing and coordination between agencies.

iv. **Strengthen International Cooperation:** Collaborating with regional and international partners can enhance intelligence sharing and operational capabilities.

v. **Shared Goals and Objectives:** Clearly defined and shared goals can align efforts and promote cooperation between and among agencies, leading to effective fight against multinational threats

vi. **Joint Planning and Decision-Making:** Collaborative planning and decision-making processes can enhance coordination and accountability.

vii. **Resource Sharing:** Sharing resources, such as personnel, equipment, and technology, can optimize efficiency

viii. **Strong Leadership:** Strong leadership commitment is essential to foster a collaborative culture.

By implementing these strategies, the Nigerian state can overcome the challenges of inter-agency collaboration and effectively combat multinational threats in the country. To achieve these, it is critical for the Nigerian agencies to foster a culture of mutual trust, streamline overlapping functions, and establish clear protocols for collaboration, and leveraging technology for intelligence sharing, ensuring adequate training, and implementing reforms to strengthen transparency and accountability can enhance the efficacy of inter-agency efforts.

Conclusion
The nature of the Nigerian state, shaped by historical, political, and socioeconomic factors, has a direct and detrimental impact on inter-agency collaboration in the fight against multinational threat such as terrorism, banditry, kidnapping, drugs and human trafficking, arms smuggling and other organized transnational crimes, stifling the nation's security situation. This makes inter-agency collaboration within nations and multinational security governance frameworks across borders indispensable for confronting global threats. However, this paper finds that challenges such as the lack of trust and communication, institutional rivalries and turf wars, different mandates and priorities, resource constraints, corruption, weak institutional frameworks, and homocentric nature of the Nigerian security architecture impede inter-agency collaboration in combating multinational threat in Nigeria. The paper concludes that these challenges of inter-agency collaboration in combating multinational threats in Nigeria are reflection of the nature and character of the Nigerian state inherent in the stand-along and homocentric character of the country's security system.

Recommendations
On the strength of the findings, this paper recommends as follows:

(i). The Nigerian government should foster a culture of trust and open communication between agencies through regular joint exercises, training programs, and information-sharing mechanisms, leading to effective combat of multinational threats

(ii). Inter-agency security synergy should be encouraged to ensure actionable intelligence gathering, coordinated and timely situational response to effectively combat multinational threats such as terrorism, insurgency, banditry, piracy and other transnational organized crimes.

(iii). Nigerian government should establish clear lines of authority and responsibility between and among agencies to avoid duplication of efforts and ensure accountability.

(iv). There should be increases investment in modern technology and infrastructure to facilitate information sharing and coordination between and among agencies.

(v). The Nigerian state should strengthen international cooperation, collaborating with regional and international partners to enhance inter-agency intelligence sharing and operational capabilities.

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