Intelligence-Led Policing: Adoption into an Agency

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Abstract

This thesis will discuss the framework required to adopt intelligence-led policing into all levels of law enforcement. The research examines the concept behind ILP and how to utilize the best practices that have been developed thus far. This concept will help maintain and enhance each agency's community-policing efforts, by establishing a platform for the collection and dissemination of intelligence. This platform will help establish efficiency, focused investigations, and help with the prevention of crimes. Agencies throughout the State of Florida were surveyed to determine the best concept for adopting the intelligence-led policing format.

Introduction

Being successful is a process that can take you in many different directions depending on the needs of the agency and the community demands. One direction for agencies to continue being successful is they must adapt to their community or the State they reside in. One way to adapt is getting away from old analogies "we have always done it this way" has plagued all types of agencies. The analogy should state, "the way things have always been done must give way to the way things should be done". Law enforcement agencies are not in control of what the community demands and are more prone to those demands than any other public service. Law enforcement at all levels is currently experiencing some type of shift in policing approaches. Agencies may see a change from an informal communication-based approach with community policing, to a more formal analytics-based approach of intelligence-led policing.

Criminal activity is evolving from small scale drug trafficking, stealing credit/debit cards to criminality such as inter-jurisdictional organized crime, human trafficking, and global identity theft. With the increase of these types of crimes, it is forcing agencies to hire more civilian employees to respond to the demands of the community and obligations passed down from the government. With this type of increase of demands, we must look into analytic products to assist with the efficiency of an agency and each employee.

While police agencies differ across geographic location, size, proximity to metropolitan areas, level of jurisdiction, and available resources they are still all policing agencies with common missions and practices on which consistency can be established. For state and local law enforcement, intelligence-led policing is not a matter of "should we, or shouldn't we?", but a matter of "when should we and how will we?". Continued conceptualization and exploration will provide the answers.

Literature Review

Overview of Intelligence-Led Policing:

Disseminating information and the need for analytic products being developed started taking shape after the attacks of 9/11. Agencies in the intelligence community quickly realized that our nation had significant information-sharing gaps that needed to be addressed. The identified gaps led up to the events of the terrorist attacks on the World Trade Center and Pentagon (Kean, 2004). Results from the attacks ultimately generated a new outlook referred to as intelligence-led policing. Agencies started looking into the concept of intelligence-led policing but quickly realized there was a lack of research to help guide to its adoption and incorporation into an agency. (BJA, 2012)

Agencies started recognizing the need to add an intelligence component and how it can help generate its own networks. The component also improves information sharing and data repositories. The inability or the unwillingness to share information has been recognized as an intelligence community weakness. Agencies that integrate intelligence has been proven to help create a useful component to routinely share information internally and externally. (National Intelligence, 2008)

A central principle of the intelligence community is considering that information sharing is a learned behavior and not an advancement in technology. Within the intelligence community is the act of disseminating intelligence information between agencies, analysts, and end-users. This process is created to improve the dissemination of information helping more than just one agency. This concept must make information accessible, available, and discoverable at the earliest point possible for the best results for all involved. (Ratcliffe, 2008)

The framework for intelligence-led policing will explore organizational differences, structure, context, and performances associated with the adaption of intelligence-led policing. Agencies with a guided structural perspective, formal policies and an intelligence unit have shown a more positive adoption of intelligence-led policing. (Ratcliffe, 2008)

The collection and sharing of information is the central component of effective intelligence-led policing. One of the many mechanisms for managing law enforcement intelligence is the addition of intelligence fusion centers after 9/11. This addition helps partners share information between the federal, state, tribal, and local levels. The State and locally owned hubs for information sharing and analysis serve as the connection point between front-line law enforcement and first responders, and the Intelligence Community. (National Intelligence, 2016)

Throughout the course of ILP's history, law enforcement has gone through numerous paradigm shifts. You can envision this shift as being defined by three specific "eras" (political, professional, and community/problem-solving), while others envision a less tidy transition. The diffusion of innovations within policing is an indisputable aspect of the institutional context, and along with each new paradigm has come to the transformation of the organizational contexts based on a supporting body of myths within the socio-political and resource environment. Intelligence-led policing (ILP) is considered by many to be the most recent innovation to broadly diffuse within the institutional context of law enforcement in response to post-9/11 homeland security concerns (Schiable & Sheffield, 2012).

The innovation of ILP can be linked back to the UK (Ratcliffe, 2008). Dating back to the late 1980s and even the early1990s, the UK endured an increase in crime, domestic terrorist threats, and pressures towards fiscal conservatism. One of the first applications of ILP occurred in 1995 under the leadership of the Chief Constable Sir David Phillips of the Kent Police (Ratcliffe, 2008). Seeking to institute a more strategic approach to problem-solving, Phillips began allocating resources toward proactive criminal intelligence analysis and promoted greater intelligence gathering (Ratcliffe, 2008). These efforts focused on burglary and motor vehicle theft and sought to move beyond reactive responses to specific incidents. The practices adopted by the Kent Police correspond with what we would recognize today as central tenets of ILP, including the targeting of prolific and serious criminals, triage of most crime from further investigation, making greater strategic use of surveillance and informants, and especially the positioning of intelligence central to decision making (Ratcliffe, 2008).

Challenges of ILP:

The problem facing academics and practitioners is a lack of understanding as to what intelligence-led policing is and how it should be tailored to different police agencies to achieve successful implementation. As such, what successful intelligence-led policing is for one agency will be different than another. Organizational, political, and even geographical differences will influence implementation. At the outset of this study, it is important to recognize and expect, acceptable degrees of variance across agencies' adoption of ILP. (Schaible & Sheffield, 2012)

A challenge for non-traditional police organizations is to take advantage of policing paradigms designed for conventional law enforcement bodies. One example, adoption of a community policing strategy designed to enhance police legitimacy in neighborhoods that have grown distrustful of police is fairly meaningless to purely investigative organizations that have no specific local geographic areas of responsibility (Ratcliffe & Guidetti, 2007).

As one of the latest innovations in policing, ILP has been widely compared and contrasted with community-oriented policing (COP), CompStat, and problem-oriented policing (Ratcliffe, 2008). To date, Ratcliffe (2008) provides the most comprehensive vision of ILP, which he presents as a management philosophy that is top-down, proactive, informant and surveillance focused and posits a central role for criminal intelligence in facilitating objective decision making (Ratcliffe & Guidetti, 2008). Ratcliffe (2008) identifies ten core features upon which the successful implementation of ILP can be evaluated (for a more detailed discussion see Ratcliffe, 2008, p. 235-7), including:

1. Existence of a supportive and informed command structure.
2. The centrality of intelligence-led approach to the organization
3. Integration of crime and criminal intelligence.
4. Focus on prolific and serious offenders.
5. Availability of analytical and executive training.
6. The Occurrence of strategic and tactical tasking meetings.
7. Triage of investigations.

8. Availability of reliable, complete, and timely information with which to make decisions.
9. Management structures exist to action intelligence products.
10. Appropriate use of prevention, disruption, and enforcement.

Ratcliffe envisions ILP as entailing comprehensive re-adjustment of organizational functions centering around intelligence. (Ratcliffe, 2008).

Concept of ILP:

The concept of community policing shares similarities and provided enough information to guide the research of intelligence-led policing. Intelligence led-policing has been on the rise and emerged as one of the newest policing tactics. This concept adapts to various organizational shifts in culture and surrounding communities. The old concept of the Intelligence Community's "need-to-know" culture, can derail an investigation. The old concept can reduce the ability to uncover, respond, and protect against criminal activity (Kennedy, 2009).

Intelligence-led policing combines the theory of problem-oriented policing with the idea of targeting offenders through proactive policing. The intelligence gathered through this process allows for the better allocation of resources, prioritizing crimes, and reducing the crime rate through informed decisions (Ratcliffe, 2008). Intelligence-led policing acknowledges the fact that law enforcement requires the need for real-time information (Ratcliffe, 2008).

The traditional police culture encompasses the officer engaging in random patrol and a quick response to calls for service. It also includes the arrest of suspects after a lengthy investigation is completed. The data compiled from these random patrols, calls for service, and arrests are analyzed and utilized for crime prevention (Phillips, 2012). With the advancement of technology and the increase of digitalization in the world, it has become more evident, there is a need for modernizing policing. The addition of computerized databases allows information to be cross-referenced, and the increased volume of accessible data provides the officer with an effective tool in policing (Ratcliffe, 2008).

Adoption of ILP:

Traditional managerial models that have been adopted by the statewide investigative body will pose a challenge for the overall adoption of the innovative approach that uses accountability of reported incidents as a mechanism centered on crime control. (Ratcliffe & Guidetti, 2008). New Jersey State Police (NJSP) faced a similar challenge in the immediate aftermath of the terrorist attacks of September 11, 2001. NJSP was tasked with a new role in homeland security. The leadership in the state police recognized that the existing organizational structure was unable to adapt to the new policing environment, and as a starting point, the agency began to address the need for organizational changes to the investigations branch (Ratcliffe & Guidetti, 2008).

It has been proposed that ILP can be viewed as a business model and managerial philosophy. Central to ILP is the utilization of analyzed intelligence to guide decision

making and coordination of resources to disrupt and prevent both crime and terrorist threats. Theoretically, this method of policing allows for agencies to be more efficient and strategically target offenders and broader threats. Through this collected information and intelligence, efforts can be coordinated across agency contexts and with community resources (Schaible & Sheffield, 2011). The principles of ILP identified by Ratcliffe (2008) have a strong consistency with the goals and challenges of post-9/11 policing. Given those circumstances, many have started the advocation for the adoption of ILP, poising it for broad diffusion throughout law enforcement. (Ratcliffe, 2008).

Law enforcement and criminal justice scholars find themselves in a familiar position with intelligence-led policing – drawing flashbacks to when community-oriented policing (COP) became the "default philosophy of policing". There was such a high degree to what COP was that agencies were not sure how to incorporate or revert to it within the existing policing function. An argument has been mentioned that the ILP model is easier to define than COP (Ratcliffe, 2008), there is still no clear guideline as to how ILP can be adopted within a policing organization, given the different concepts ILP can have. This is largely a result of a wide variance concerning the needs and priorities of American law enforcement agencies. Given that there is minimal guidance and increased demand for ILP, there are likely to be agencies that refer to themselves as "intelligence-led" but lack the functional capabilities to practice ILP. Perspectives from a traditional law enforcement agency show that stabilizing the immediate problems instead of attempting to analyze each situation as a whole will help determine the best actions so that any problem or any backlash that may result from the "quick fix" attitude does not arise again (Carter, 2002).

As an alternative, a system thinking entity would sustain the immediate problem and request support from entities to assist in a more permanent solution to the problem at hand. In the current context of intelligence-led policing, the solution of problems pertains to the ability of intelligence-driven operations to prevent or mitigate threats and crime. Systems theories offer new ideas for analysis and actions which can be implemented within an existing community policing practicing organization given the mentioned similarities between ILP and COP. When team members share the same vision and goals, it will help them work together and develop a process to accomplish results that are positive through dedication rather than compliance. During the course of a process, participants continuously evaluate the effectiveness of a system. This is an example of diversity in action where everyone strives to accomplish a common goal (Aldrich & Ruef, 2006).

Within fusion centers, and other agencies identify the steps needed to become "intelligence-led", agencies with adequate resources will develop an intelligence unit tasked with the mission to operate the agency's intelligence function. Once this unit is in place, the intelligence-led philosophy and practices are developed by those persons within the unit. Intelligence units existed across the state of Florida before they were engaged in intelligence-led policing. The thought behind this approach was "let's get our people in place and then do the job" (Lambert, 2010).

It has been recognized and understood that many of the local agencies will not have a single intelligence unit simply given resource restrictions. Some of these agencies may be adopting intelligence-led policing quite well, the intent of including this measure in the present study is based on the anticipation that if an agency can develop an

intelligence unit they should do so to facilitate adoption. This is based on the assumption that the agencies that do have the available resources to develop an intelligence unit may choose not to do so as they may be under the assumption that assigning the responsibility of intelligence to an individual person is acceptable for intelligence-led policing. To reiterate, agencies that have the means to develop an individual intelligence unit should do so rather than task individuals. Entities that cannot assign the needed resources to an intelligence unit are more appropriate for assigning intelligence responsibilities to individuals as this approach is the norm – and can certainly be successful. As indicated by the results, the incorporation of an intelligence-led policing capability is best achieved through the creation of an intelligence unit (Lambert, 2010).

Methods

The purpose of this research was to determine how to incorporate the intelligence-led policing (ILP) model into a law enforcement agency. The research identifies an overview of the history of ILP, the challenges that exist, and solutions to incorporation.

Data was gathered through surveys that were provided to agencies that have already incorporated the ILP model or an intelligence-led unit. The state agencies are the Florida Department of Law Enforcement (FDLE), Florida Highway Patrol (FHP), and the Florida Fish and Wildlife Conservation Commission (FWC). Survey distribution was also provided to some of the Florida Sheriff's Association (FSA) and the Florida Police Chief's Association (FPCA) members.

Survey questions were designed to determine how the incorporation of ILP was successfully adopted into the agency. This identified the challenges that came with any policy changes, personnel changes, and changes to the budget. Questions also asked participants to answer if they feel the ILP model has made a difference, or what the long-term outlook was on the ILP model.

A weakness in the data collected from the survey could be the different varieties of the ILP model and how it is used at each agency. Each agency could label the ILP model in different ways (intelligence and analysis, community policing).

Results

The survey was sent to 138 state, county, and municipal law enforcement agencies in Florida. I received 45 responses, for a 32.6% response rate. Three open-ended questions relied upon a previous yes or no response and may not have been answered by the survey taker.

Survey questions inquired about the size of the agency, how many positions were dedicated to intelligence-led policing, and if that was the primary assignment. Questions were asked regarding how they incorporated the intelligence-led policing model into the agency. Open-ended questions allowed for sharing data from any research that was conducted and would they recommend this model to another agency.

The first question inquired about the size of the agency. One (2.2%) of the agencies had 0-51 personnel on staff. Three (6.7%) of the agencies had 51-100

personnel on staff. One (2.2%) of the agencies had 101-150 personnel and 40 (88.9%) of the agencies had 151 plus personnel on staff. No respondent skipped this question in the survey.

How large is your agency?

2.2%   6.7%   2.2%

88.9%

- 0-50 personnel
- 51-100 personnel
- 101-150 personnel
- 151 plus personnel
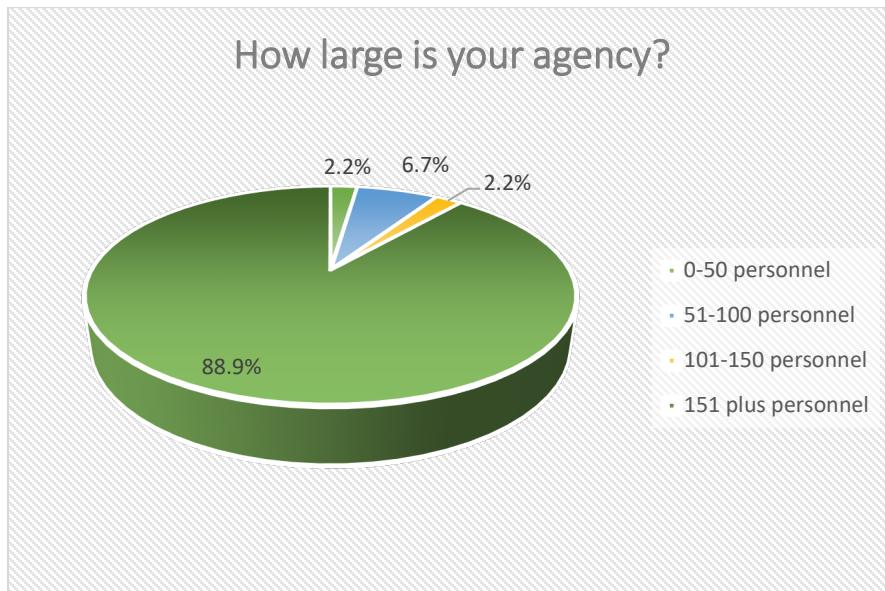
The second question asked, how long the agency has utilized the intelligence-led policing model. Out of 45 responses, 17 (37.8%) used it for 0-3 years, 11 (24.4%) have used it for 4-7 years, 7 (15.6%) have used it for 8-10 years and 10 (22.2%) have used it for 11 plus years. No respondent skipped this question in the survey.

HOW LONG HAVE YOU UTILIZED THE INTELLIGENCE LED POLICING MODEL?

11 PLUS YEARS

8-10 YEARS

4-7 YEARS

0-3 YEARS

0   5   10   15   20
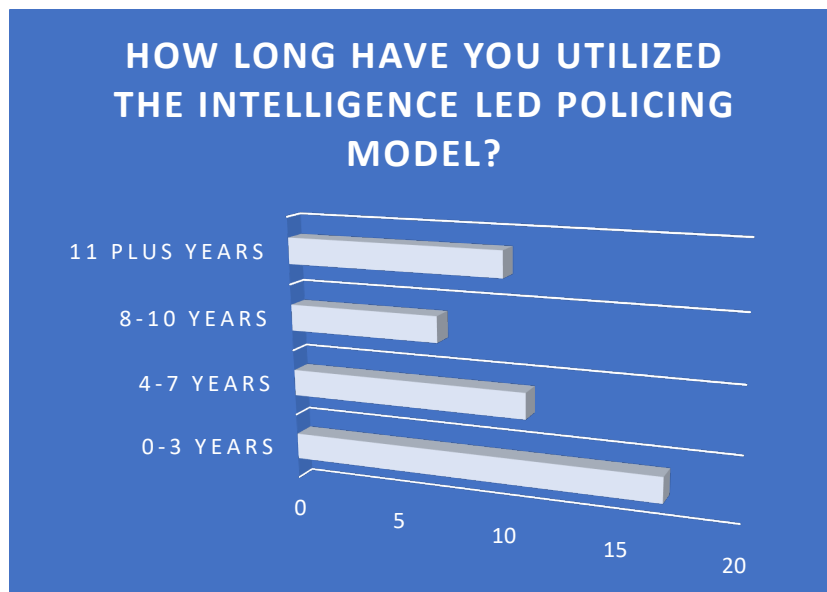
The third question asked if the staff was assigned specifically to intelligence roles? Of the 45 responses, 39 (86.7%) said yes and 6 (13.3%) said no. No respondent skipped this question in the survey.

The fourth question asked, how many positions are dedicated specifically to intelligence-led policing? Of the 45 responses, 15 (33.3%) said 0-3 positions, 12 (26.7%) said 4-7 positions, 5 (11.1%) said 8-10 positions and 13 (28.9%) said 11 plus positions were specifically assigned. No respondent skipped this survey question.
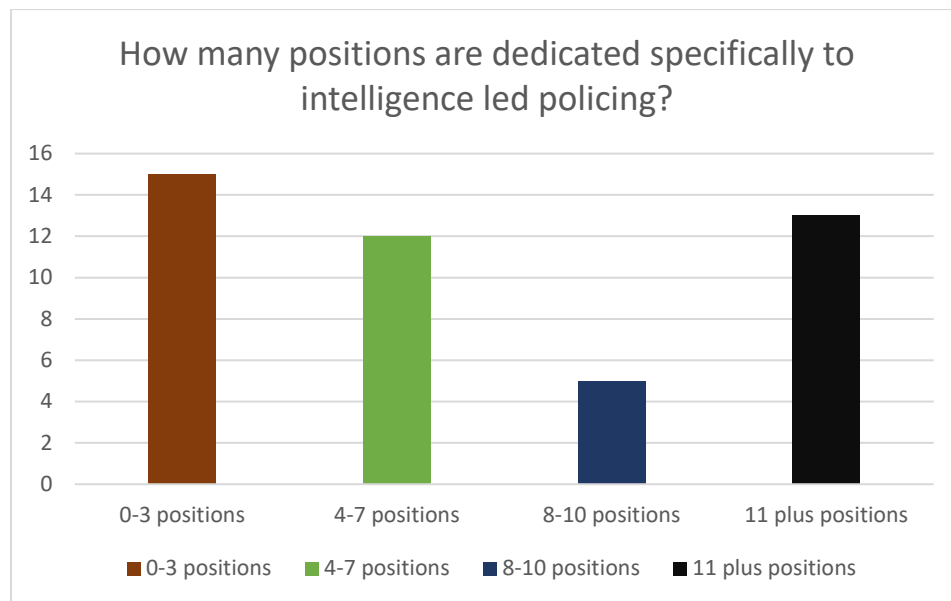
Question five asked, is the intelligence role a secondary responsibility? Out of the 45 responses, 29 (67.4%) said yes and 14 (32.6%) said no. Two survey respondents choose to skip this question.

Is the intelligence role a secodary responsibility?

- 32.6% YES
- 67.4% NO

Question six asked, do you utilize an intelligence-led policing strategy? Out of 45 responses, 38 (84.4%) said yes and 7 (15.6 %) said no. No survey respondent skipped this question.

Do you utilize an intelligence led policing strategy?

	YES	NO
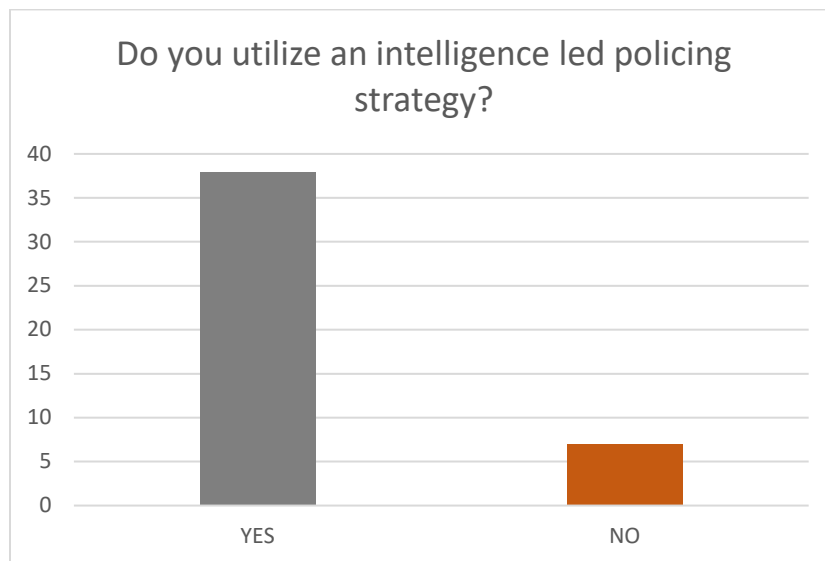
Question seven asked, do you have an internal training component specifically for intelligence-led policing? Out of 45 responses, 24 (53.3%) said yes and 21 (46.7%) said no. No survey respondent skipped this question.

Do you have an internal training component specifically for intelligence led policing?

46.7%   53.3%

- YES
- NO

Question eight asked, do you go to outside resources for training on intelligence-led policing? Out of 45 responses, 35 (77.8%) said yes and 10 (22.2%) said no. No survey respondent skipped this question.

Do you go to outside resources for training on intelligence led policing?

(YES: 35, NO: 10)
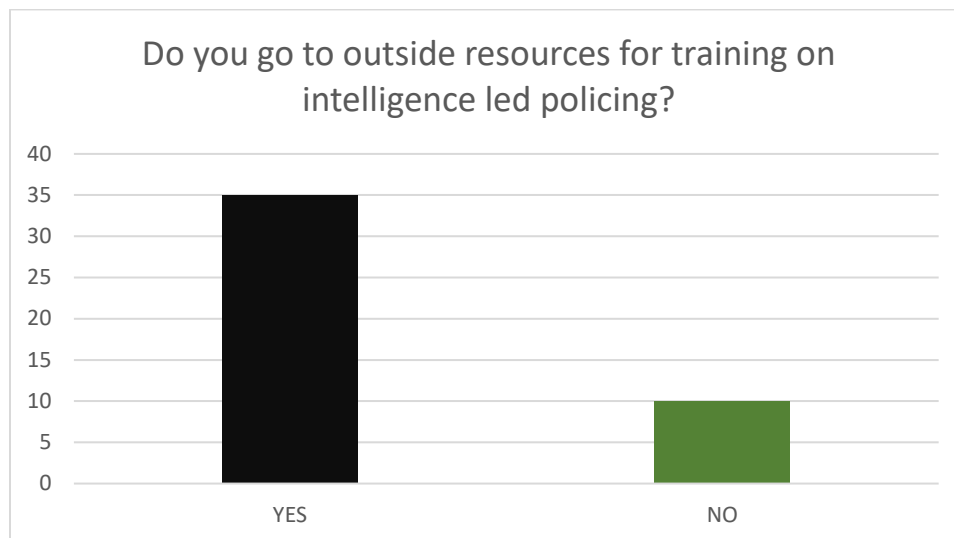
Question nine asked, was the intelligence-led policing unit generated within the agency, or from an outside source? Out of 45 responses, 43 (95.6%) said internally and 2 (4.4%) said externally. No survey respondent skipped this question.

Was the intelligence led policing unit generated within the agency, or from an outside source?

Internally 4.4%

Internally
95.6%
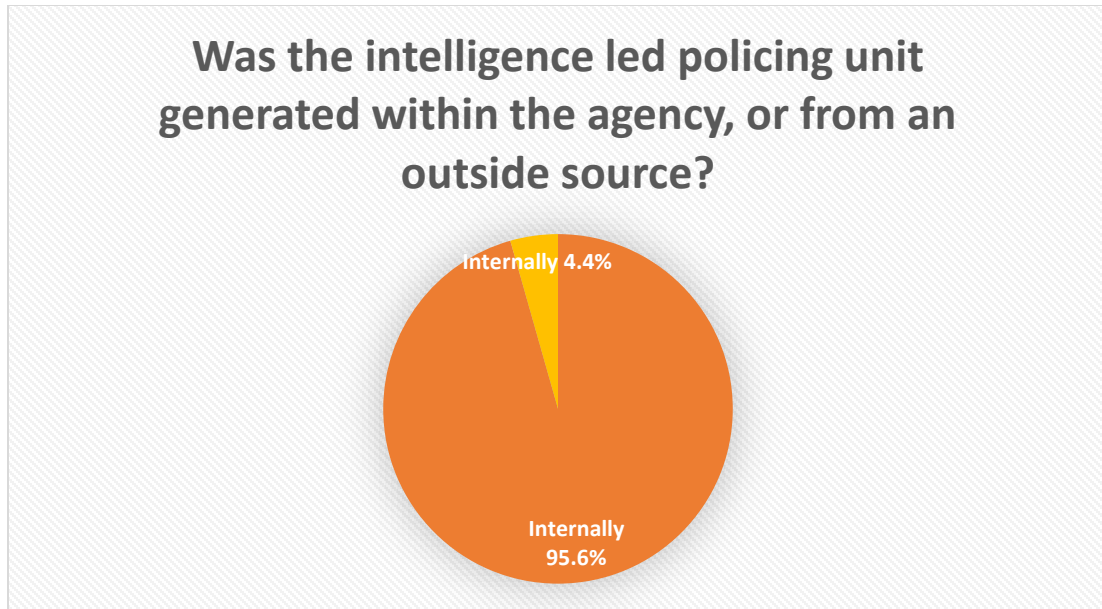
Question ten asked, did you conduct research on the intelligence-led policing model from other agencies? Out of 45 responses, 24 (53.3%) said yes and 21 (46.7%) said no. No survey respondent skipped this question.

Did you conduct research on the intelligence led policing model from other agencies?

NO   21

YES   24

19   20   21   22   23   24   25
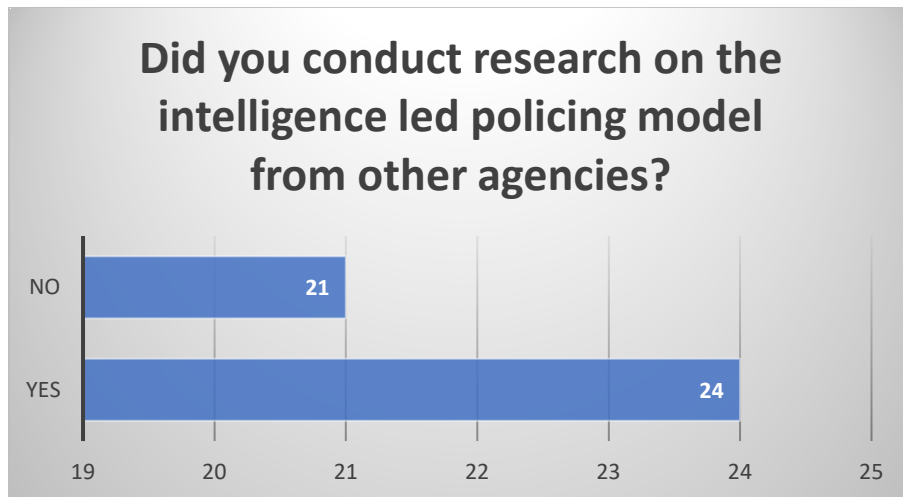
Question eleven was open-ended in response to question ten, it asked what research was conducted on other agencies? This question allowed the respondents to list the research in their own words given each agency operates differently. The comments left by the respondents were as follows.

- Brought intel people in from other agencies
- Policies
- Practices
- Structure
- Process
- Modeling
- Review of other agencies
- Trends
- Strategies
- Memphis Tennessee model
- New York City model
- Research from a professor associated with Temple University.

Of the 45 respondents, 21 respondents skipped this question.

Question twelve asked, do you feel the intelligence-led policing model is a success? Out of 45 responses, 41 (93.2%) said yes and 3 (6.8%) said no. One respondent choose not to answer this question.
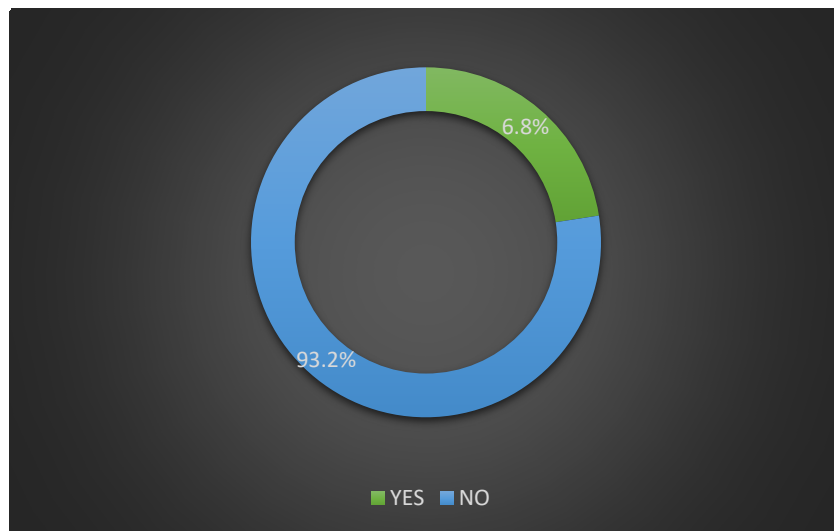
Question thirteen was an open-ended question asking to explain (yes or no) the intelligence policing model was a success. This is based on the answer provided in question twelve. A small portion of the responses was negative, they did not feel the agency had a worthy return on investment, not enough data to determine, there is no

clear answer it all starts at the top and trickles down. The majority felt it was a huge success and makes the agency more efficient. Crime is down 47% in 3 years, better community relations, able to get information out quickly, this model allows you to do more with less, assists in identifying possible criminals, and has proven to provide a faster response. The remaining few just simply answered yes to the question. Out of the 45 respondents, fourteen choose to skip this question.

Question fourteen asked, would you recommend the intelligence-led policing model to another agency? Out of 45 respondents, 42 (95.5%) said yes and 2 (4.5%) said no. One respondent choose not to answer the question.

WOULD YOU RECOMMEND THE INTELLIGENCE LED POLICING MODEL TO ANOTHER AGENCY?
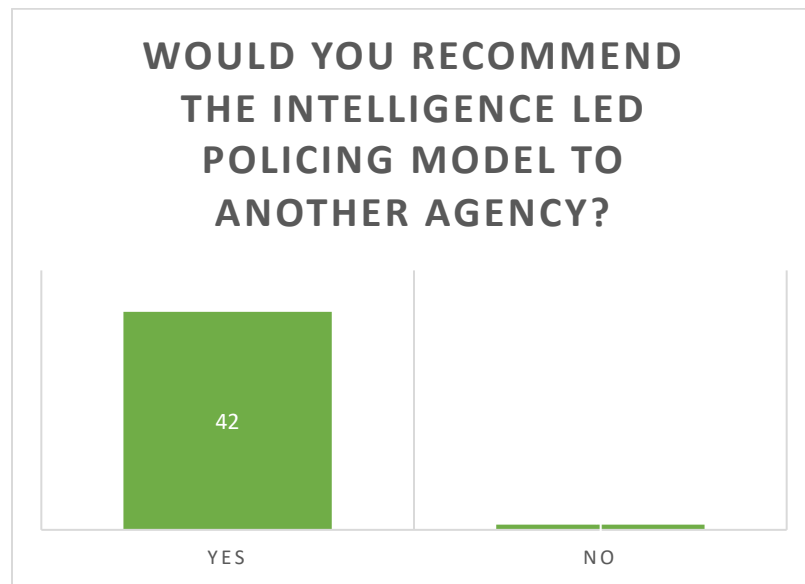
Question fifteen was an open-ended question asking to explain why you would or why you would not recommend to another agency. This is based on the answer provided in question fourteen. Only one response would not recommend and did not know what the intelligence section does, and it hasn't benefitted patrol yet. All the other responses would recommend the model based on efficiency, successful strategies, taking the burden off the detectives analytically, helps reduce crime, you can statistically present and defend decision making. My favorite response was if you're not using intel services you are doing it wrong. Out of 45 respondents, 19 choose not to answer this question.

Discussion

The attacks on 9/11 identified the gaps that are associated with the intelligence community, further proving that holding information internally does not accomplish anything. Intelligence-led policing is a managing tool to allow resource allocation for law enforcement to use as data collection and predictive analysis. This concept allows the agency to set a specific priority for all types of crimes regardless of how big or small. This approach is collaborative and can improve intelligence operations to enhance community-oriented policing and assist with solving problems.

Depending on the agency's size and needs the dynamics of law enforcement intelligence can be difficult to incorporate into the organization. The levels of incorporation can be classified as advanced, basic, and minimal. The majority of the smaller or more rural local agencies will potentially have a minimal capability. Having minimal capability, they may not have developed an intelligence component, lack policy or procedures, and have not defined any goals or objectives.

Based on the survey the majority of the agencies were 151 or more officers. Based on the response, I found the results of the survey were overwhelmingly positive for the incorporation of intelligence lead policing into an agency, though it was difficult as indicated above it was well worth the process.

Collaboration is the absolute key to the successful implementation of ILP. At the command level, allowing open mutual discussions with the intelligence component are necessary. Based on the survey results it indicates that the majority feel the need and fully support the concept of intelligence-led policing, by showing increased efficiency and placing assets in the correct places. Dedicating those assets to intelligence only roles if able can help expedite the concept of ILP. Those that do not feel the concept has enhanced the agency's capabilities will need continued research on intelligence-led policing to show the benefit to the community of policing. This concept can identify an opportunity for an agency to be innovative in adopting intelligence-led policing.

Recommendations

To successfully incorporate the intelligence-led policing model into your agency will take extensive research into several different components. These components are merely suggestions to get started.

1. Research.
2. Identify policy and procedure.
3. Develop a training process.
4. Assign personnel.
5. Bring command staff together to establish collaboration.
6. Support- this model will work but will need continued support.

Research is the key to initially getting started, having a good understanding of the direction you would like to go will result in a successful program. Reach out to agencies that are similar in size to identify the in's and out's prior to starting.

Identifying policies and procedures ahead of time will help direct the personnel once established. This will help with accountability and come up with a definitive goal once the process starts. Identifying the policies and procedures will help establish the necessary training for the new positions. A lot goes into the creation of intelligence and its dissemination, there are many different classifications of how the intelligence is stored and disseminated.

Once research, policies and procedures are established it will be time to bring in and assign personnel to positions. This will start the probationary period and allow the training process to begin. Allow time to get the personnel up to speed and comfortable with the new process, this will help address any issues that may arise prior to going full time. When it is agreed with leadership that the intelligence-led model is ready, it is time to bring in the command staff from each bureau. Bringing in the command staff will help establish collaboration with the new component in the agency, this will address any questions and concerns anyone may have. This step is extremely important, without the communication and collaboration from each bureau it will result in a failed attempt to have the program established. Continued support from all personnel will guarantee that the program will grow and become successful.

Also keep in mind that police agencies may differ from the level of jurisdiction to the size and location of the agency, they are all still law enforcement that has a mission and common practices across the board that can have consistency established. At all levels of law enforcement, the intelligence-led component should become a routine part of the law enforcement cycle.

Lieutenant Justin A. Smith began his law enforcement career with the Office of Agricultural Law Enforcement on May 23, 2014. During his time with his agency, Justin has served as a field training officer, member of the honor guard, team leader of a recon team for emergency response, Corporal in uniform services and currently Lieutenant in intelligence. His current role is to be a liaison for intelligence with local, state and federal partners. In this position he conducted a successful pilot project utilizing the intelligence led-policing model and has created data bases that track the installation of credit card skimmers. This model has been applied within OALE and now is starting to spread to local, state and federal partners. Justin has an associate's degree in criminal justice from Florida Gateway College and is pursuing his bachelors in the same field.

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Appendix A

Survey Questions

Introduction;

I have developed a brief survey for the Florida Department of Law Enforcement's Senior Leadership Program. The questions provided are about incorporating intelligence-led policing into a law enforcement agency. Thank you for the assistance with taking the survey.

1. How large is your agency?
    a. 0-50 personnel
    b. 51-100 personnel
    c. 101-150 personnel
    d. 151 plus personnel

2. How long have you utilized the intelligence-led policing model?
    a. 0-3 years
    b. 4-7 years
    c. 8-10 years
    d. 11 plus years

3. Is your staff assigned specifically to intelligence roles?
    a. Yes
    b. No

4. How many positions are dedicated specifically to intelligence-led policing?
    a. 0-3 positions
    b. 4-7 positions
    c. 8-10 positions
    d. 11 plus positions

5. Is the intelligence role a secondary responsibility?
    a. Yes
    b. No

6. Do you utilize an intelligence led policing strategy?
    a. Yes
    b. No

7. Do you have an internal training component specifically for intelligence-led policing?
    a. Yes
    b. No

8. Do you go to outside resources for training on intelligence-led policing?
   a. Yes
   b. No

9. Was the intelligence-led policing unit generated within the agency, or from an outside source?
   a. Internally
   b. Externally

10. Did you conduct research on the intelligence-led policing model from other agencies?
    a. Yes
    b. No

11. What research was conducted on other agencies? -
    _____.

12. Do you feel the intelligence-led policing model is a success?
    a. Yes
    b. No

13. Please explain (yes or no) the intelligence policing model was a success.
    _____

14. Would you recommend the intelligence-led policing model to another agency?
    a. Yes
    b. No

15. Please explain why you would or would not recommend to another agency.
    _____.