



United States
Department of Justice



NAVIGATING YOUR AGENCY'S PATH TO INTELLIGENCE-LED POLICING

APRIL 2009



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About Global

The U.S. Department of Justice's Global Justice Information Sharing Initiative (Global) serves as a Federal Advisory Committee to the U.S. Attorney General on critical justice information sharing initiatives. Global promotes standards-based electronic information exchange to provide justice and public safety communities with timely, accurate, complete, and accessible information in a secure and trusted environment. Global is administered by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance.



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EXECUTIVE SUMMARY

Navigating Your Agency's Path to Intelligence-Led Policing (ILP) serves as an overview for implementing the ILP framework within a law enforcement agency. The ILP approach is a process for enhancing law enforcement agency effectiveness. It also provides an organizational approach to gather and use many sources of information and intelligence to make timely and targeted strategic, operational, and tactical decisions, thereby enhancing law enforcement effectiveness. This document provides information on how the ILP framework can support existing law enforcement policing strategies.

The key elements of ILP include executive commitment and involvement; collaboration and coordination throughout all levels of the agency; tasking and coordination; collection, planning, and operation; analytic capabilities; awareness, education, and training; end-user feedback; and reassessment of the process. Overarching all of these factors are effective information sharing processes. Understanding each of these elements provides the planning, organizational, and administrative steps necessary to implement ILP.

This document also provides insight regarding the challenges of ILP implementation. The issues outlined can be mitigated through proper planning and preparation.



INTRODUCTION AND OVERVIEW

Intelligence-led policing (ILP) is a business 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. It is important to note that ILP is not a new policing model; rather, it is an integrated enhancement that can contribute to public safety. The ILP process can provide a meaningful contribution by supporting the agency's existing policing strategy, whether it is community-oriented policing, problem-oriented policing, or other methodology.

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

INFORMATION PLUS ANALYSIS EQUALS INTELLIGENCE

Though often used interchangeably and incorrectly, there is a difference between information and intelligence. Unprocessed information helps raise awareness and understanding. When this information is analyzed and evaluated, it becomes intelligence. Intelligence provides situational understanding that enables better decision making. Information plus analysis equals intelligence.

ability to collect, 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 continuum 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. ILP encourages the development and use of analytical products and tools (assessment reports, statistics, and maps) to aid personnel in defining strategic priorities for the agency (i.e., what the agency needs to do and what resources are needed to do it). ILP encourages the use of both overt and covert information gathering. This approach also maximizes the use of available resources and partnerships, such as those capabilities available through the state and local fusion centers and local/regional intelligence centers.

There are many different definitions of ILP, and each is appropriate for its specific use and purpose. The Bureau of Justice Assistance (BJA) has defined ILP as:

“A collaborative law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations.”

For the purposes of this document, the BJA definition has been narrowed to the following:

“ILP is executive implementation of the intelligence cycle to support proactive decision making for resource allocation and crime prevention. In order to

ILP CASE STUDY— STEERING INVESTIGATIONS

An investigations branch commander, concerned about the spread of gang violence in his area of responsibility, charged his analytical force to identify the “worst of the worst” in terms of gangs employing violence. The analytical force, after assessing the environment, provided the commander with an intelligence product that identified a street gang with widespread influence throughout the region who were responsible for heightened levels of violence. Utilizing this intelligence, the commander outlined his priorities to his investigative units and obliged them to realign their own priorities in terms of the investigative project. After a nine-month-long “full-frontal” investigation, investigators dismantled the leadership of the identified street gang, arresting close to 100 members.

successfully implement this business process, police executives must have clearly defined priorities as part of their policing strategy.”

At its core, ILP helps leaders make informed decisions to address agency 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.

Agency leaders are not the only members of an agency who make decisions. Every day, personnel at all levels make decisions that affect the outcome of operations and impact the overall performance of the agency; however, the scope of this discussion will focus on the role of the chief executive or command staff. These leaders have the responsibility of implementing the strategic vision for the agency. Using the ILP approach will assist these leaders as they seek to address the identified priorities.

There is no single method for implementing ILP. The size of the agency, complexity of the threat environment, the local political environment, and resource availability within each jurisdiction vary greatly across the country; therefore, how ILP implementation “looks” within each agency will vary accordingly. However, adopting ILP as a philosophy and business framework, to whatever degree is appropriate, can and will improve the effectiveness and efficiency of any policing organization. The end goal of ILP is to enhance proactive policing efforts and further the positive outcomes of law enforcement actions toward reducing crime and protecting the community against a variety of threats.



FUNDAMENTALS OF INTELLIGENCE-LED POLICING

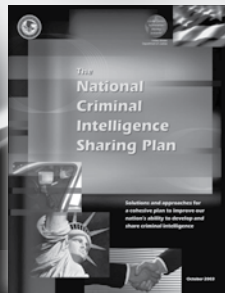
The ILP philosophy centers on several key elements: executive commitment and involvement; collaboration and coordination throughout all levels of the agency; tasking and coordination; collection, planning, and operation; analytic capabilities; awareness, education, and training; end-user feedback; and reassessment of the process. These planning, organizational, and administrative steps are vital to ensure that the ILP framework is implemented in the way most appropriate for each agency's needs. ILP is not and should not be confused with CompStat or other statistical management tools; ILP is purely a complementary process to these tools.

EXECUTIVE COMMITMENT AND INVOLVEMENT

Successful implementation and sustainment of the ILP framework within a law enforcement agency require strong commitment by the agency's leadership. The agency leader should be able to clearly articulate the goals of ILP: how it will address the agency's priorities, how it will affect agency operations, and how the agency will benefit from its use. Executives must lead by example—fully integrating intelligence into their strategic, operational, and tactical decisions—thereby demonstrating their confidence in the ILP approach and providing evidence of how using intelligence leads to better decisions.

Because ILP is an agencywide approach, implementation requires agencywide

NATIONAL CRIMINAL INTELLIGENCE SHARING PLAN



If your agency does not have an intelligence process, you can reference the *National Criminal Intelligence Sharing Plan (NCISP)* at www.it.ojp.gov/documents/NCISP_Plan.pdf. An overview of the *10 Simple Steps to Help Your Agency Become a Part of the National Criminal Intelligence Sharing Plan* can be found at www.it.ojp.gov/documents/Ten_Steps.pdf. These ten simple steps include:

- 1) Recognize your responsibilities and lead by example.
- 2) Establish a mission statement and a policy to address developing and sharing information and intelligence data within your agency.
- 3) Connect to your state criminal justice network and regional intelligence databases, and participate in information sharing initiatives.
- 4) Ensure privacy issues are protected in policy and practice.
- 5) Access law enforcement Web sites, subscribe to law enforcement listservs, and use the Internet as an information resource.
- 6) Provide your agency members with appropriate training on the criminal intelligence process.
- 7) Become a member of your in-region Regional Information Sharing Systems® (RISS) Center.
- 8) Become a member of the Federal Bureau of Investigation's (FBI) Law Enforcement Online (LEO) system.
- 9) Partner with public and private infrastructure sectors.
- 10) Participate in local, state, and national intelligence organizations.

Additionally, it is important to leverage existing resources, such as your state or local fusion centers, as they can provide resources to augment intelligence processes.

understanding and adoption—tantamount to an agencywide cultural shift. Creating cultural change is difficult and requires strong, consistent leadership from the agency's executives. This represents a significant challenge. It requires changing attitudes, values, and beliefs about policing processes and redefining organizational procedures, including how personnel view crime problems, how information is shared, and how to integrate threat prevention with crime prevention.

There are several things executives can do to implement and institutionalize ILP:

- ★ Develop a vision that is founded upon ILP.
- ★ Communicate the vision:
 - ☆ Communicate the vision to the agency's governing body, e.g., mayor or city council members.
 - ☆ Educate and incorporate the command staff so they understand and “buy into” the vision, as they will be instrumental in creating the final implemented process.
 - ☆ Communicate to all levels of the agency, and demonstrate how the intelligence provided through the ILP approach works to address the agency's top priorities.
- ★ Continuously lead by example—show personnel how analysis and intelligence products are used to make strategic, operational, and tactical decisions at the highest level.
- ★ Ensure that ILP gets sufficient and continued support to achieve full implementation. This includes the assignment of personnel and resources to fulfill the agency's ILP framework.
- ★ Promote crime and intelligence analysis:

Quote: “The integration of the intelligence and crime analysis function is essential to uncovering crimes linked to organized groups of criminals (groups of juveniles in a neighborhood, gang-related activity, and so on). By looking

only at crime data without the integration of intelligence on people, locations, and groups, crime analysis will always fall short of the overall picture of crime.”

—Mary Garrand, Crime Analyst Supervisor, Alexandria, Virginia, Police Department

- ★ Articulate how the ILP approach will improve effectiveness and efficiency and will support the overall agency mission.
- ★ Design the agency-specific ILP framework:
 - ☆ Document the agency’s threat and criminal activity priorities as specific to the jurisdiction.
 - ☆ Develop a strategic plan to address the priorities.
 - ☆ Identify intelligence capabilities and leverage existing resources, such as fusion centers, to avoid duplication of efforts.
 - ☆ Organize an intelligence apparatus or leverage another’s to collect, analyze, and develop intelligence to address the identified priorities.
 - ☆ Prepare the agency to implement ILP through training, education, and awareness.
 - ☆ Continuously reinforce the ILP approach.
 - ☆ Build in evaluation and rewards that recognize the individuals that adopt and utilize the ILP concepts.
 - ☆ Strive for timely, accurate, and reconciled data.
 - ☆ Reevaluate the agency’s priorities on a regular basis.

In addition to the executive ownership of process, agency leaders must construct their agency’s framework to explain how ILP works within the law enforcement organization. It is important that leaders describe how ILP coordinates and collaborates with other ongoing state and regional efforts. This process includes the development of policies and procedures that support the implementation of ILP. These documents must not only provide clear direction

on the agency’s internal policies but also support external issues, such as the protection of privacy and civil liberties.

In order to provide direction and guidance, it is imperative that each person understand his or her role and responsibility. It is beneficial to outline these roles and responsibilities by job title. For example:

Role of Officers in the Field: For officers in the field, ILP requires becoming both better data collectors and better consumers of intelligence-related products. This means shifting from emphasizing postevent evidence collection to constantly gathering all relevant data and ensuring it is provided for entry into appropriate databases, as well as drawing from the intelligence analysts and relevant databases all the information that is needed to support ongoing operations.

Role of Analysts: For analysts, the key components of the ILP process include the creation of tactical, operational, and strategic intelligence products that support immediate needs, promote situational awareness, and provide the foundation for longer-term planning.¹

COLLABORATION AND COORDINATION

In order to implement ILP and make efficient resource allocation decisions, agencies must collaborate and coordinate with other information sharing partners. It is critical that existing resources be leveraged. Partner agencies and other stakeholders are also a main component of ILP implementation. They often have a unique, strategic understanding of the community that will provide additional information and intelligence. Frequent and ongoing communications with all of the agency’s ILP stakeholders is vital for success. Receiving a broad base of input from internal and external

¹ New Jersey State Police Practical Guide to Intelligence-Led Policing, Center for Policing Terrorism at the Manhattan Institute, September 2006 (<http://www.cpt-mi.org/pdf/NJPoliceGuide.pdf>).

stakeholders will contribute to the integrity of the design for the ILP function. Interacting with other members of the law enforcement and public safety communities will create valuable conduits for future information and intelligence sharing. Cooperation, partnerships, and effective two-way information sharing are key components of successful ILP. It is important that agencies update or implement a privacy policy that addresses their information sharing processes. This policy should clearly address how the ILP framework is utilized.

There are several different groups whose participation in the ILP process will be instrumental for success:

- ★ Federal, State, Local, and Tribal Law Enforcement Agencies
 - ☆ Build and develop regional relationships.
 - ☆ Learn from other agencies.
 - ☆ Leverage existing collaboration and tools.
- ★ Fusion Center Partnership
 - ☆ Facilitate the establishment of a trusted partnership among all levels of government.
 - ☆ Participate with the primary state or regional fusion center to institutionalize the “culture of information sharing.”
 - ☆ Fusion centers have the ability to fuse and analyze information from multiple local jurisdictions into a regional or state picture and create intelligence products that support management decisions for the most effective allocation of resources and personnel.
- ★ Public Sector
 - ☆ Educate agency governing authorities (e.g., mayor, city council, or agency leaders) on how they will benefit from ILP in securing necessary resources.
 - ☆ Seek input from governing authorities on elements/priorities to incorporate into the agency’s ILP design.
 - ☆ Liaise and collaborate with other public safety agencies and organizations—such as fire, emergency medical services,
- public health, health care, energy, water, transportation, schools, and hospitals.
- ☆ Investigate the agency’s ability to access other government resources, including motor vehicle and corrections information.
- ★ Private Sector
 - ☆ Partnering with the private critical infrastructure and key resources sectors has the same positive effect as working with public safety agencies—a wide variety of perspectives on existing and emerging threats and a vast network of new information sources.
- ★ Community
 - ☆ Engaging the community to work with the law enforcement agency produces a greater sense of community trust in the agency’s operations and raises community awareness regarding how citizens can positively contribute (e.g., “see something, say something”). This can foster a collaborative process for citizens to provide input to understand

COMMUNITY ORIENTED POLICING

COPS

COMMUNITY ORIENTED POLICING SERVICES
U.S. DEPARTMENT OF JUSTICE

ILP builds upon many of the tenets of the Community Oriented Policing Services (COPS) program. As agencies work to collaborate and coordinate, the information and resources available as part of the COPS program can serve as a valuable resource. For additional information, see

www.cops.usdoj.gov

and solve community crime issues. The reporting of suspicious activity is an example of this collaboration.

- ☆ Citizen Awareness—Providing transparency during the ILP design and implementation process, seeking community input, and providing education on how ILP will improve public safety will help the agency gain community support for the initiative.

TASKING AND COORDINATION

Fundamentally, it is necessary to view ILP as a core management philosophy of the command and control functions of a law enforcement agency. This allows commanders, supervisors, analysts, and officers in the field to understand, adopt, and value a centralized tasking and coordination function required for advancing ILP. Law enforcement agencies have to balance a myriad of duties and responsibilities in their jurisdictions. This often presents unique challenges for command personnel on where to expend resources and focus operations. A robust tasking and coordination system allows organizations to synchronize these efforts by aligning personnel and resources toward strategic, operational, and tactical goals.

The following four recommendations can be adopted by commanders for building a tasking and coordination function within their organizations:

- 1) Direct analytical resources to produce a specific threat assessment for the jurisdiction being policed.²
- 2) Use the threat assessment to identify command priorities.
- 3) Establish a tasking and coordination group to assist command-level staff.

² Organizations that do not have analytical resources should work with their regional fusion center, Regional Information Sharing Systems (RISS) Center, or High Intensity Drug Trafficking Area (HIDTA) group for assistance in the production of a threat assessment.

- 4) Coordinate a monthly or quarterly tasking and coordination meeting among staff and supervisors to:
 - ☆ Identify intelligence and investigative gaps with regard to outreach, patrol, enforcement, and investigative initiatives.
 - ☆ Coordinate resource allocation and effort.
 - ☆ Task personnel concerning intelligence and investigative initiatives.
 - ☆ Ensure that command priorities are being carried out.

COLLECTION, PLANNING, AND OPERATION

Although ILP should not be considered a “collection strategy,” denoting an uncoordinated effort aimed at collecting information for the sake of collecting it, the capacity for an organization to collect pertinent information is vital to an ILP framework. Law enforcement agencies should ensure that they have the ability to collect information from the following sources:³

- ★ Open sources
- ★ Community outreach
- ★ Acquisition and analysis of physical evidence
- ★ Interviews and interrogation
- ★ Financial investigations
- ★ Surveillance
- ★ Informants
- ★ Electronic surveillance
- ★ Undercover operations

The daily interaction that officers have with the community in terms of community-policing efforts, motor vehicle stops, and calls for service offers them a unique ability to gather information that may lead to identifying suspicious activity related to criminal or terrorist operations.

³ As with any other police operation, information collection efforts should always consider the ramifications related to privacy and civil rights issues.

However, to ensure that collection activities are focused, they should be guided by:

- ★ Analytical needs
- ★ Intelligence requirements
- ★ Investigative needs
- ★ Threat identification

Collecting information about the environment in which an agency polices allows for the interpretation of the threats that are occurring within the environment. The tasking and coordination group identified within the previous section can ensure that collection efforts within an organization are focused and conducted in a manner that is legal and ethical and adds value to the ILP effort.

ANALYTIC CAPABILITIES

In order for ILP to be successful, agency leaders must develop some level of analytic capability to support the identified agency priorities. These capabilities support the decision-making process by providing the right information to the right person, at the right time. There are several steps in the development of these capabilities, including:

Collection Plan Development—A collection plan identifies priority information that should be collected/gathered, outlines the process for gathering relevant information from all law enforcement sources, and describes how that information is developed into an intelligence product. Information collected is analyzed using the intelligence cycle,⁴ and the reliable information is developed into intelligence products used to monitor and address the strategic priorities.

Analysis—As dictated by the collection plan, information is transformed into intelligence through analysis. This analysis connects the data through the linking of

⁴ A full description of the intelligence cycle is available in Appendix B.

COMMUNITIES AGAINST TERRORISM



Based on the community-policing concept, the State and Local Anti-Terrorism Training Program's Communities Against Terrorism program is a law enforcement resource tool to educate and engage the community, private sector, and public sector regarding suspicious activities. This program is funded by the Bureau of Justice Assistance.

Call (850) 385-0600, extension 261, to receive a Communities Against Terrorism CD. For additional information regarding this program, please visit

www.slatt.org

incidents, activities, or behaviors. The goal of analysis is to produce intelligence products that help the agency's decision makers identify potential or future threats, respond to relevant threats, understand potential issues, and plan for proactive action. Not every agency will have the ability to complete this phase. Agencies should partner with other organizations who may have the ability (i.e., fusion centers), and they should share their collected/gather information and receive analyzed products back.

Intelligence Products—Providing a mechanism to communicate the results of the analytic process, intelligence products are a key element in the ILP process. Agencies use a variety of intelligence products, including reports,

briefings, and multimedia presentations. The effectiveness of intelligence reports is directly related to the quality of the information and analysis used. Ensuring the quality of these products should be an agencywide goal.

Operational Responses—The intelligence products better equip agency decision makers to provide operational direction and command. These products may help identify where potential threats currently exist or may occur; it is the decision maker's responsibility to develop an operational mitigation or response strategy. Often untapped for the development of operational responses, analysts can offer a unique perspective of the threat and can provide details to enhance the eventual response.

Review of the Process—Evaluation of the analytical process helps identify any new or emerging information gaps. The agency's ILP efforts will benefit from knowing whether the analytical process is addressing the appropriate issues, at the appropriate time, for the appropriate purpose. Additionally, it is important to gather feedback from the end-user of intelligence to help focus the product and ensure the final product has value.⁵

Agency leaders are constantly required to make agency-impacting decisions. It is important that these decisions be informed decisions based on information gathered and analyzed through the analytical process. ILP provides the tools to make these decisions accurate, based on empirical data, rather than intuitive ideas.

AWARENESS, EDUCATION, AND TRAINING

Agency decision makers should, at a minimum, obtain training regarding the intelligence process, indicators and warnings regarding potential criminal or terrorist activity, legal and privacy issues, and information sharing networks and resources. In order to learn more about ILP, leaders should review professional resources on ILP from BJA publications and training,⁶ the NCISP,⁷ the National Criminal Intelligence Resource Center,⁸ the U.S. Department of Homeland Security Lessons Learned Information Sharing System,⁹ and the COPS-funded intelligence guide.¹⁰

As agencies adopt ILP, it is important that they implement a privacy policy, or if they have an existing policy, it should be reviewed and, if necessary, amended to ensure the protection of individuals' privacy, civil rights, and civil liberties so that they correspond with the ILP approach. Additionally, these policies and procedures should be reinforced throughout the agency so that personnel understand the importance and sensitivity of these issues.

Using information from the training activities, decision makers should educate all of the agency personnel regarding information collection and sharing tenets as well as appropriate measures to safeguard and handle information. Depending on their responsibilities, agency personnel should also have in-depth training on how to collect information, how to analyze the information, how to develop intelligence products, and how to evaluate their work.

ILP training goes beyond the classroom. Training agency personnel requires a coordinated, agencywide approach that involves daily awareness and education regarding the goals and objectives of ILP.

5 Carter, David L., Ph.D. (2009). *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies*, 2d. ed., Washington, DC: Office of Community Oriented Policing Services, U.S. Department of Justice, Chapter 6: "The Implementation of Intelligence-Led Policing."

6 See <http://www.ojp.usdoj.gov/bja>, as well as the National Criminal Justice Reference Service at <http://www.ncjrs.org/>.

7 See <http://www.it.ojp.gov/ncisp>.

8 See <http://www.ncirc.gov/>.

9 See <https://www.llis.dhs.gov/>.

10 The guide may be downloaded from <https://intellprogram.msu.edu/resources/publications.php>.

END-USER FEEDBACK

One method of evaluating the success of the ILP implementation is to review end-user feedback concerning the process. End users come in a variety of forms, including the analyst who receives the raw data from the field, the commander who reviews the analytical product, the agency head who reviews intelligence products, and the officer in the field who receives orders based on the conclusions drawn from the intelligence. Each user has a unique perspective to provide. Incorporating this feedback into the evaluation process will help agencies improve their ILP process by continuously providing new information on which processes and products can advance, and users can see ILP implementation from the collection of information to the products resulting from this information. If intelligence products cannot be translated into operational and tactical strategies, then the products need to be redesigned.

REASSESSMENT OF THE PROCESS

Agency leaders must use an evaluation process to assess whether activities are being performed in a manner consistent with the identified strategic priorities. Using performance

measures will provide a consistent method of evaluating program development progress. This evaluation will determine whether the agency's implementation of ILP is successful or whether adjustments to the ILP strategy need to be made. Leaders must constantly evaluate the ILP outcomes to determine whether the implementation has allowed the agency to address its priorities. If so, the existing priorities must be adjusted to accommodate this accomplishment. If not, the ILP strategy should be attuned. This includes the identification of gaps throughout the process and a method to address and solve the identified issues. Additionally, leaders must also evaluate the effectiveness of the procedures and processes to ensure that they are performing efficiently. Ultimately, the goal of this evaluation process will be a stronger analytic capacity, better intelligence products, and better operational responses to identified issues.



CHALLENGES OF INTELLIGENCE-LED POLICING IMPLEMENTATION

There are many challenges associated with implementing ILP. As stated earlier, there is no one type of ILP implementation. Although this makes the framework flexible for use in all types of agencies, it also provides some potential impediments, including:

- ★ **Sequence of implementation**—Deciding the order of ILP implementation can be a daunting task. Small agencies or agencies with limited existing analytical functions may see this approach as overwhelming. It is important to remember that not all agencies will implement every piece of the ILP process. This approach allows agencies to choose those ILP steps that support their policing philosophy.
- ★ **Perception of a complicated analytical function**—ILP does have a significant analytical component; however, not all agencies will employ all of the available analytical capabilities. Agencies can adopt analytical tactics that are relevant and necessary to meet their specific needs or leverage resources from other agencies and entities, such as fusion centers. Intelligence products do not have to be elaborate; they can be as simple as a daily briefing.
- ★ **Human resources**—Rather than requiring additional manpower, ILP supports the existing staff by providing better intelligence to make more informed decisions. Just as in the case of CompStat's approach to crime control, ILP allows the agencies' manpower to be utilized in a coordinated fashion based on empirical knowledge that supports the organization's priorities in order to effectively manage threats.

- ★ **Timeliness of data, data accuracy, and data review**—It is important that the data received be provided to the appropriate stakeholders in a timely fashion. It is also equally important to have a data accuracy evaluation and review process. ILP will not be effective with outdated and/or inaccurate data.
- ★ **Institutionalizing the process**—It is essential that the tenets of ILP be consistently communicated throughout the agency. Without institutionalizing the process, personnel will not fully understand the benefits of this approach. Agency leaders should show personnel relevant results from using ILP.
- ★ **Agency business process**—The agency executive should outline the existing agency business process and how ILP will be integrated into the process.
- ★ **Measuring performance**—It is important to measure the effectiveness of any new initiative. To gauge the effectiveness of the ILP implementation, both the process and impact evaluations must be considered. The process evaluation focuses on how the initiative was executed and the activities, efforts, and workflow associated with the response. Process evaluations ask whether the response occurred as planned and whether all components worked as intended. Impact evaluations focus on the output of the initiative (products and services) and the outcome (results, accomplishment, impact). Once the evaluations are complete, the results should be used to improve the agency's ILP process.

CONCLUSION

In today's complex environment—including constrained budgets, threats from criminals and terrorists, and concerns about privacy and civil liberties—it is important for law enforcement agencies to do more with less.

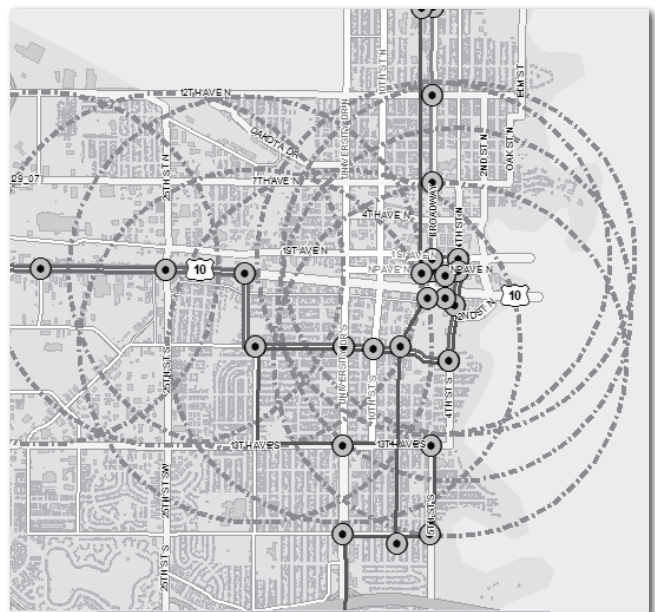
ILP enables law enforcement agencies to access and share comprehensive intelligence, and it helps to ensure that succinct and timely information is available to all decision makers. It provides agencies with the capability to draw meaningful conclusions from analyzed information and make strategic, operational, and tactical decisions for effective crime reduction and threat mitigation.

The ILP framework requires a systematic implementation approach that is organized to avoid some of the common challenges and issues. Throughout the implementation of ILP, it is important to remember that ILP does not change the mission of the law enforcement agency; it changes how the law enforcement agency executes its mission.

APPENDIX A: ADDITIONAL ILP CASE STUDIES

FORCE ALLOCATION

A regional fusion center's analytical element provided “hot spot” analysis and criminal intelligence to a police executive responsible for policing a township burdened by violent crime, street gangs, and drug distribution. The executive applied the customized intelligence products to her crime control plan by allocating patrol and surveillance resources based on the temporal and spatial analytical assessments. The reliance on intelligence products to drive operational planning proved to be a more efficient and effective use of the agency's finite resources.



POLICY PLANNING

A senior-level law enforcement policymaker responsible for grant management, strategy, and funding sought the assistance of an intelligence unit to assess neighborhood violence across a region. The intelligence unit developed an information sharing process by which participating jurisdictions could record and exchange shooting information on victims who were struck by a projectile. The theory behind the project stemmed from the notion that shootings are the best indicator of violence as opposed to relying on murder data or assault data. Analysts viewing the exchanged information could now develop intelligence products identifying patterns in the modus operandi of shootings across a region and the demographics of each of the identified shooters and victims. The information proved to be instrumental in developing crime prevention and community outreach programs.

KNOWLEDGE TRANSFER

A local police commander returning to an investigative assignment after years of administrative work opted to rely upon her intelligence bureau to assist with her decision making. In her new assignment, she found herself faced with an investigative dilemma that required her to focus on crime guns entering her jurisdiction. When the commander was a field detective, crime guns entering her state had come from the southeast region of the country.

By relying on the research and analysis of her intelligence bureau, she quickly learned that the trends present in this domain reflected crime guns entering her region from a neighboring state. The knowledge transfer provided by her intelligence bureau focused her investigative efforts and saved time and resources.

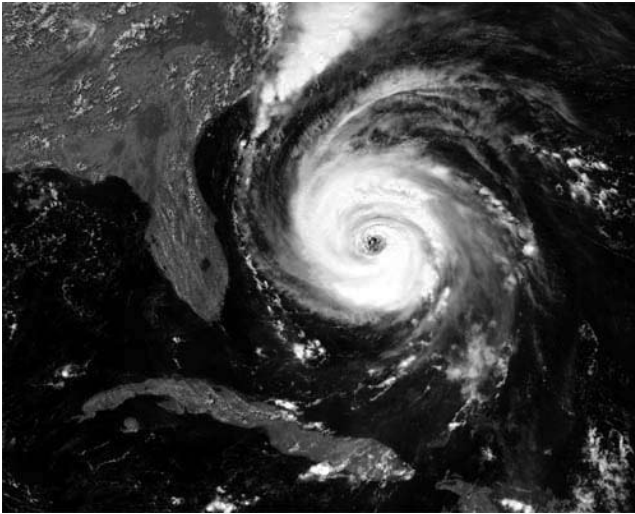
TACTICAL ASSISTANCE

Analysts from a regional fusion center, answering a Standing Information Need outlined by executive management and approved by their Governance Committee, collected and analyzed information related to recidivist offenders and street gang members. Their purpose was to reveal criminal relationships among street gang members and recidivist offenders responsible for violence in a specific area. The intelligence products published by these analysts were stored in a federal guidelines-compliant database and made available to uniform officers and investigators to query in support of tactical operations. On numerous occasions, queries from the field resulted in the development of lead information to develop criminal cases while aiding in officer safety efforts.

CRISIS PLANNING

Law enforcement planners concerned that a Category 3 or higher hurricane hitting their coastline would overwhelm their capability to police a specific jurisdiction requested their analytical unit to assess the condition from a law enforcement perspective as opposed to an emergency management position. Analysts provided an intelligence product outlining significant challenges to police, which included displaced criminal groups in neighborhoods not capable of handling the influx, suppressing opportunities to loot and burglarize, and planning for the debilitating effect of the storm on present law enforcement logistics. The executive decision maker of the organization used the analytical product to exercise his force through a tabletop exercise that extended outside traditional emergency management exercises.





AN ILP SUCCESS STORY

A large metropolitan area with a county police force and more than 30 local law enforcement jurisdictions was experiencing an array of armed robberies. Over the course of three months, the number of robberies escalated, and at a countywide meeting, it was learned that several jurisdictions, primarily the county, had more than 40 similar robberies. The robberies involved numerous subjects in multiple vehicles. In the early morning hours, the armed subjects would approach businesses that were preparing to open—primarily fast-food restaurants and grocery stores—and as the employee would unlock the door, subjects would throw a block through the front glass as a diversion, force the employee(s) in, and rob them. All the robberies had occurred in one specific geographical area of the county.

Detectives from five agencies were working the robberies independent of each other and had no physical evidence from which to make an identity. The agencies began conducting surveillances at other locations in their jurisdiction, but there was no clear direction or methodology, other than hoping the subjects would be encountered.

Through the use of sources and tactical intelligence analysis, a pattern was discerned and information developed that demonstrated the possibility of subjects coming from another distinct area within the county. The analysis also

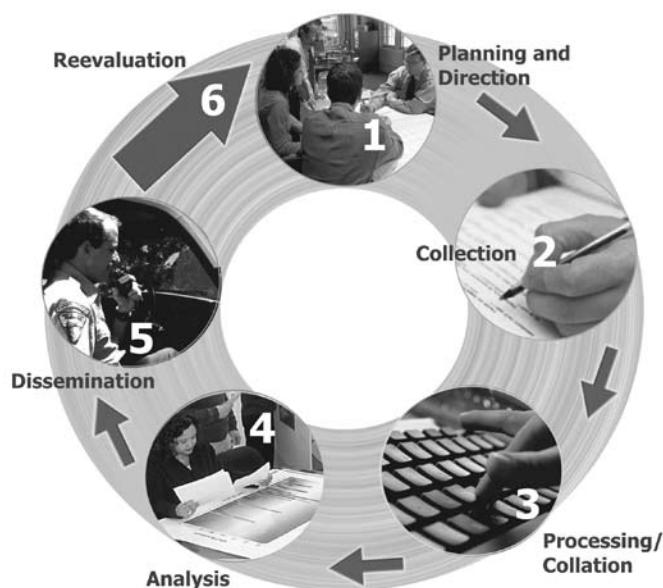
showed a clear and concise connection between all the cases. Analytical and intelligence personnel were able to provide pattern analysis within one week and assist investigative personnel in developing an operational plan that would culminate in surveillances in an area several miles away from the surveillances of the businesses that could be potentially targeted. Initial reactions from investigative personnel and commanders were met with skepticism as to why the intelligence would lead to personnel not being near any of the potential targets, since it was clear that all the robberies were confined to a specific geographical area. Furthermore, the surveillances that were derived from the intelligence led the operations to be conducted on the midnight shift and holiday weekends—all of which did not appear possible in the initial investigative findings of any of the agencies.

Based on the intelligence, commanders implemented the surveillance as suggested, and within two days, two additional robberies occurred in an area of the county which had not been targeted and which was, in fact, in the completely opposite direction. However, since the intelligence-led surveillance directed personnel to an area of potential “suspect” activity, the surveillance teams were able to identify vehicles that were seen fleeing the robberies as they entered the area of the surveillance. Within moments, investigators were able to apprehend six subjects and recover weapons and currency, as well as clear or close more than 40 armed robberies that had taken place in a period of over three months.



APPENDIX B: INTELLIGENCE CYCLE

THE INTELLIGENCE CYCLE



The production of criminal intelligence is accomplished by following the six steps of the intelligence cycle—planning and direction, collection, processing/collation, analysis, dissemination, and reevaluation. The intelligence cycle used by the intelligence community is the foundation of the ILP framework; therefore, it is imperative to understand and follow each step in the cycle in order to develop and sustain an effective and efficient intelligence function.

Step 1: Planning and Direction—Define intelligence requirements and develop an intelligence unit mission statement to guide intelligence efforts.

Step 2: Collection—Gather raw data from multiple sources, including field reports, open

source records, the Internet, citizen accounts, informants, covert operations, and the media.

Step 3: Processing/Collation—Evaluate the validity and reliability of the information; sort, combine, categorize, and arrange the data so relationships can be detected.

Step 4: Analysis—Connect information in a logical and meaningful way to produce intelligence reports that contain valid judgments based on analyzed information.

Step 5: Dissemination—Share timely, credible intelligence with other law enforcement, public safety, and private sector individuals/entities that have a right and need to know.

Step 6: Reevaluation—Evaluate the process performed and the products produced to assess effectiveness, efficiency, relevancy, and weaknesses.



APPENDIX C: RESOURCES

There are many ILP resources available, and it is important that these existing resources be reviewed and leveraged.

INTELLIGENCE-LED POLICING

- ★ *Criminal Intelligence Sharing: A National Plan for Intelligence-Led Policing at the Local, State and Federal Levels* www.cops.usdoj.gov/files/ric/CDROMs/LEIntelGuide/pubs/IACP_Intel_Summit_Reco.pdf
- ★ *New Jersey State Police Practical Guide to Intelligence-Led Policing* www.state.nj.us/njsp/divorg/invest/pdf/njsp_ilpguide_010907.pdf
- ★ *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies* www.cops.usdoj.gov/Default.asp?Item=1404
- ★ *Intelligence-Led Policing: The New Intelligence Architecture* www.ncjrs.gov/pdffiles1/bja/210681.pdf
- ★ “What Is Intelligence-Led Policing?” <http://jratcliffe.net/research/ilp.htm>
- ★ *Intelligence-Led Policing* <http://jratcliffe.net/papers/Ratcliffe%20intelligence-led%20policing%20draft.pdf>
- ★ *Intelligence-Led Policing: The Integration of Community Policing and Law Enforcement Intelligence* www.cops.usdoj.gov/pdf/e09042536_Chapter_04.pdf

- ★ “Intelligence-Led Policing” <http://www.ojp.usdoj.gov/BJA/topics/ilp.html>
- ★ “The Need for Intelligence-Led Policing” www.manhattan-institute.org/pdf/DomPrepArticle_The_Need_For_Intel_Led_Policing.pdf
- ★ *Intelligence-Led Policing* [www.jratcliffe.net/papers/Ratcliffe%20\(2003\)%20Intelligence%20led%20policing.pdf](http://www.jratcliffe.net/papers/Ratcliffe%20(2003)%20Intelligence%20led%20policing.pdf)
- ★ *Intelligence-Led Policing: Getting Started* www.ialeia.org/files/other/Intelligence%20Led%20Policing-Getting%20Started.pdf
- ★ *Intelligence-Led Policing: The Cornerstone of an Effective Policing Strategy* www.policeforum.org

TRAINING RESOURCES

- ★ State and Local Anti-Terrorism Training (SLATT®) www.slatt.org
- ★ Intelligence Toolbox Training Program intellprogram.msu.edu
- ★ International Association of Law Enforcement Intelligence Analysts www.ialeia.org/
- ★ Law Enforcement Intelligence Unit (LEIU) www.leiu-homepage.org
- ★ National White Collar Crime Center (NW3C) www.nw3c.org
- ★ Federal Law Enforcement Training Center (FLETC) http://www.fletc.gov/training/programs/advanced_programs

WEB LINKS

- ★ National Criminal Intelligence Resource Center (NCIRC) www.ncirc.gov
- ★ Global Justice Information Sharing Initiative (Global) www.it.ojp.gov/global

- ★ The Program Manager, Information Sharing Environment www.ise.gov
- ★ Criminal Intelligence Training Master Calendar mastercalendar.ncirc.gov
- ★ Information Sharing Systems <http://sharingsystems.ncirc.gov/>
- ★ Lessons Learned Information Sharing (LLIS) System www.llis.dhs.gov

INTELLIGENCE MANAGEMENT ISSUES

- ★ *Analyst Toolbox* www.it.ojp.gov/documents/analyst_toolbox.pdf
- ★ *Applying Security Practices to Justice Information Sharing* CD www.it.ojp.gov/documents/asp/default.htm
- ★ “Baseline Intelligence Information Needs” www.fas.org/irp/agency/doj/lei/chap10.pdf
- ★ *National Criminal Intelligence Sharing Plan* www.it.ojp.gov/documents/NCISP_Plan.pdf
- ★ *National Criminal Intelligence Sharing Plan, Executive Summary* www.it.ojp.gov/documents/NCISP_executive_summary.pdf
- ★ *10 Simple Steps to Help Your Agency Become a Part of the National Criminal Intelligence Sharing Plan* www.it.ojp.gov/documents/Ten_Steps.pdf
- ★ *Information Quality: The Foundation for Justice Decision Making* http://www.it.ojp.gov/documents/IQ_Fact_Sheet_Final.pdf
- ★ *Privacy, Civil Liberties, and Information Quality Policy Development for the Justice Decision Maker* www.it.ojp.gov/privacy206/privacy_for_justice.pdf

RECOMMENDATIONS FOR LAW ENFORCEMENT ENGAGEMENT WITH FUSION CENTERS

- ★ *What Is a Fusion Center? The Value-Added Coordinating Interface for State and Local Law Enforcement* www.policeforum.org, www.llis.gov/index.do, and www.ncirc.gov/
- ★ *10 Ways to Engage and Support Your Fusion Center* www.policeforum.org, www.llis.dhs.gov/index.do, and www.ncirc.gov/



FOR MORE INFORMATION

Please call (850) 385-0600 or e-mail it@it.ojp.gov.

For more information about DOJ information sharing initiatives, go to

www.it.ojp.gov

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