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## **The challenges of defining the term “Intelligence-led Policing Model“ in the scientific literature**

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The implementation of the intelligence-led policing model in policing has been a topic of interest to the scientific and professional public, particularly in developed countries at the beginning of the 21st century. In the international scientific literature, there are many definitions of the intelligence-led policing model, while in the domestic scientific literature, there are definitions related to police intelligence work as a police (investigative) activity and a new approach (philosophy) in police work. This is due to the lack of a uniform approach in terms of defining terminology, goals, and necessary organisational elements. Defining the term of the intelligence-led policing model contributes to the improvement, strengthening, and further development of police work and more efficient implementation in the field of public security within strategic planning and coordination. This paper aims to point out the main challenges of defining the term of this model in the international and national scientific literature.

**KEYWORDS:** intelligence-led policing model, defining the term, international scientific literature, national scientific literature, Strategic Assessment of Public Security, Security Management

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## **Introduction**

At the beginning of the 21st century, tremendous changes took place in the world, which forced police organisations to face increasingly bigger obstacles in their work. The unstoppable economic, social and political reforms affected the efficiency and effectiveness of the government and society. The modern types of criminality that countries face today are complex and unpredictable considering the fact that they constantly change their forms of manifestation by skillfully adapting to current trends in all social areas. They are characterized by a strong transnational interconnection, and due to the accelerated development in the field of information technologies, they are gaining more and more sophistication. The manifestation of the sophistication of criminality is a consequence of the abuse of modern technologies and makes it more covert than ever - therefore, more difficult to detect (IACP, 2018). The immense profit that motivates and incites criminality causes increasingly unscrupulous and violent forms of action, on the one hand, and the use of legal business structures to conceal the source of profit, on the other hand. Profit strengthens the power of individuals and organised criminal groups and represents a threat both to the security and to the economic and financial system of every country that encounters it. In order to reduce the negative consequences of global changes, the intelligence-led policing model is used to assess the state of security and identify potential threats and risks from serious and organised crime via producing criminal-intelligence information (such as the Serious and Organised Crime Threat Assessment). (Racić, Radović, 2018).

The implementation of the intelligence-led policing model essentially implies a transition from reactive to proactive police work. Namely, the philosophy of the reactive way of working implies that the starting point in the work of the police is the committed criminal offence, which is why all activities are directed towards its solving and detecting the perpetrator. In contrast to the reactive, the philosophy of the proactive way of police work involves carrying out activities against a potential perpetrator or recidivist with the aim of preventing a criminal offence (Racić, 2023:42).

### **Defining the Main Terms Referring to the Intelligence-Led Policing Model**

Terminologically, different words are used for the same term depending on the country that implemented the model. Most countries such as the United

States of America, Germany, Sweden, the Netherlands, Australia, and Canada use the term “Intelligence-Led Policing”, compared to Great Britain which uses the “National-Intelligence Model” to denote the same term. The phrase “Intelligence-Led Policing” is used in the Serbian legislature as “policijsko-obaveštajni model” (Marković, 2019:172). The English term Intelligence has multiple meanings in the Serbian language. Various terms in use are aimed at general concepts such as criminal intelligence, crime intelligence, and intelligence analysis, or at a special topic of operational work, such as law intelligence, business intelligence, geospatial intelligence, and cyber intelligence (Đurđević, Radović, 2017: 444). The main meaning of the word Intelligence in the application of the intelligence-led policing model implies analyzed and interpreted information about criminality, which contributed to the fact that analysis occupies a central place as an essential function of supporting managers to make decisions and implement operational police activities to combat crime more efficiently, effectively and economically. In addition to its main meaning, the word Intelligence can also refer to the process of converting raw data into final analytical products based on which an event can be evaluated and projected, a target (a person of security interest) can be searched, or a trend of criminal events can be determined. Intelligence can also refer to the product of an analytical process that provides an integral perspective for various information on criminality (Klisarić, 2012:84-88).

In a general theoretical sense, data is an informative notification that carries new facts that do not have to be correct, but indicate the need to act on them. Despite the many definitions that have been published so far, it is the simplest and clearest to say that: “data + analysis = information”. The above formula clarifies the difference between the collected data and the obtained information, where analysis plays a key role. In order to create criminal intelligence information, it is necessary to evaluate, process, and analyze the collected data (U.S. Department of Justice Office of Justice Programs, 2005:6). Swanson gives a more comprehensive definition of the term Intelligence: “Data and information that have been evaluated, analyzed and produced with careful conclusions and recommendations.” Intelligence is also the product of systematic and thoughtful inquiry, contextualized and provided to law enforcers with facts and alternatives based on which key decisions can be brought” (Swanson, et.al, 2008:74). According to the definition of the mentioned authors, the term data evaluation refers to an evaluation in terms of source reliability and credibility. It is estimated how reliable the data source is and how likely it is that the data coming from that source is correct. Police managers can bring decisions based on such analyses for tactical and strategic planning. For law enforcement, data is collected in several ways: by performing patrol and policing activities, through informants and associates, engaging undercover investigators,

and applying special evidentiary measures, such as the measure of secret surveillance of communications, based on forensic evidence and various types of personal records. (Thibault, et.al, 2007:191).

### **Defining the Term “Intelligence-Led Policing Model“ in the International Scientific Literature**

In the international scientific literature, there are numerous definitions of the intelligence-led policing model indicating that it represents a managerial philosophy whose goal is to make decisions about organizing police tasks based on relevant, complete, timely, and usable information about crime (Tomašević, Racić, 2019: 84 ).

Among the few authors from the academic environment who addressed the definition of the intelligence-led policing model, Ratcliffe and Carter should be mentioned, as they are considered the originators of the theoretical presentation of this model. Ratcliffe defines the intelligence-led policing model as follows: “A business model and managerial philosophy where the data analysis and information about criminality is of primary importance for an objective decision-making framework that enables the reduction of criminality and problems, prevention through strategic management and effective enforcement of the strategies aimed at serious offenders” (Ratcliffe, 2008:85). Having analyzed the Ratcliffe’s definition of the intelligence-led policing model, it can be concluded that the basic elements of its definition are: business model (managerial philosophy), data and information analysis, decision-making, strategic management, proactive and preventive work. Investigating the inreducing criminal offences and misdemeanors. The mentioned author points to the intelligence-led policing model as a proactive model of work, the need to direct a larger number of police officers to proactive investigations compared to reactive investigations, to focus activities on improving work in the collection and analysis of intelligence data, in order to use it atelligence-led policing model in relation to other proactive models of police work, Ratcliffe mentions four characteristics that distinguish it from other police strategies, which represent, in his opinion, the best police strategy in the 21st century. These characteristics are: the identification of individuals and criminal groups; the use of covert investigative methods to identify current perpetrators of criminal offences; the detection of crime hotspots; crime investigations related to a series of criminal offences; implementation of preventive measures through work with local security councils, with the aim of s a basis for choosing an adequate strategy of police action. It is a model that objectively formulates strategic priorities for police work, as a basis for allocating police resources, and directing investigative activities towards perpetrators who represent the greatest social danger and towards areas with the highest crime rate. The point is that the intelligence-led

policing model, i.e., the collected and analyzed data serves as a foundation for operational work and does not allow that operational work to define the requirement for the collection of operational (intelligence) data. In the analysis of the challenges in combating crime, the issues reflected in the registered criminality by the police, the number of court proceedings initiated and convictions made are pointed out. In addition, as a particularly important subject of analysis, there are repeat offenders and places where the largest number of crimes are committed (hotspots). According to Ratcliffe, the focus of police work should be on the repeat offenders, mainly the multiple offenders who represent the greatest danger to society, and on crimes that cause the greatest degree of fear in society. (Ratcliffe, 2008:80-95).

Authors David Carter and Jeremy Cartera define ILP as follows: “The collection and analysis of information related to criminality and the conditions that contribute to the occurrence of criminality, resulting in effective criminal intelligence intended to assist law enforcement agencies and the development of tactical response to threats and/or strategic planning related to the emergence or change of threats” (Cartera J., Carter D.: 2009: 312). The application of the police-intelligence model encourages the police to create partnerships with non-governmental organizations and communities in order to prevent criminality. In order to improve relations with the community, it is first necessary to establish joint working bodies with the local community in order to identify priorities, taking into account the opinion of the citizens. Secondly, it is necessary for uniformed police officers to patrol the identified crime hotspots, such as residential areas with high crime rates, to establish contacts with citizens and private security providers in order to collect data. In some cities, a significant role in crime prevention have local volunteers who voluntarily and consciously perform the function of a police officer (a type of auxiliary police) in places designated as crime hotspots. (Billante, 2003:5).

Fuentes (Fuentes) defines the intelligence-led policing model as: “A philosophy of police work that is based on the collection of information at all levels of the police organization” (Fuentes, 2006:3). A group of authors consisting of Wiggett, Walters, Hanlon and Ritchie, F.H., define the police-intelligence model as: “Collection and analysis of data aimed at producing criminal-intelligence information on the basis of which strategic and operational decisions are brought” (Wiggett, 2002, et. al:113). Based on the above definition, it can be concluded that, unlike the assessment of the collected data, in this case, it refers to an assessment of the situation that is reached based on the processing and analysis of the timely, accurate, and relevant data collected. According to the authors Taylor, Boba, and Egge, the intelligence-led policing model is: “A contemporary business model and management philosophy that places the intelligence function in the overall mission of the police organization and seeks to reduce and prevent criminality” (Taylor, 2011, et.al:49). From the above definitions,

it can be deduced that analysis represents a key role for intelligence work within the police organization. In fact, the criminal-intelligence process begins with the submission of a request for drafting criminal-intelligence information and ends with its submission to the Strategic Group and the operational group. Adequate decisions are made on the basis of criminal-intelligence information that should direct further operational work.

According to Leman-Langlois, the intelligence-led policing model consists of three elements: 1) a risk management approach in crime control based on directed action taken against identified individuals or criminal groups, which requires the targeted collection of intelligence data and information; 2) collection of intelligence data related to recidivists; and 3) criminological knowledge useful for mapping criminality, monitoring and evaluating criminal behavior (Leman-Langlois, Shearing, 2011:33). Schreier advocates the thesis that the basic principle of the intelligence-led policing model is the collection and analysis of data, which is the basis for managers in making decisions on a strategic and tactical level, and that criminal-intelligence tasks represent the basis of proactive police work. He also states that the collected intelligence data serves as a guide for further operational action and that the task of the police is to prevent and detect a criminal offence, not to react to it only when the criminal offence is committed. (Schreier, 2009: 61).

### **Defining the Term “Intelligence-Led Policing Model“ in the National Scientific Literature**

When the implementation of the intelligence-led policing model was originally proposed at the end of the 20th and the beginning of the 21st century, the conceptual model was based on the analysis of criminality based on the collected intelligence data, with the aim of creating strategic documents in which individuals and criminal groups will be identified and strategic goals for further police action will be defined. The tactics aimed at reducing criminality were based on the submission of requests to managing groups in order to produce criminal intelligence information, where collected data and information were processed and analyzed, citizen phone calls were registered, records of suspected persons were recorded, and surveillance (monitoring) of persons of security interest was carried out. Managers who made strategic plans and implemented defined activities had greater success in relation to measures and actions that were undertaken as a means of producing evidence, which is particularly characteristic of reactive strategies (Skogan, Hartnett, 1997:20-25). According to Stevanović, the Pareto principle, as a specific

technique for determining priorities when solving problems, indicates the exceptional importance of a proactive approach in preventing and suppressing crime. According to this principle, 20% of perpetrators commit 80% of criminal offences, which means that by identifying those 20% of perpetrators and focusing police work on preventing their criminal activity, a significant number of criminal offences can be prevented (Stevanović, 2019:108).

Among the few attempts to define the police-intelligence model in the national scientific literature, we can single out Simonović's definition, in which he states that police-intelligence work is: "Police (investigative) activity and a new approach (philosophy) in police work, which implies the construction of systems and the creation of legal, organizational, personnel and technical capabilities and assumptions that will ensure standardized, continuous (public and covert) collection of security-interesting data, as well as their evaluation, analysis and forwarding with the aim of supporting the decision-making process and action in combating crime at all levels" (Simonović, 2012:25). The authors of the manual entitled "Intelligence-led policing model" define the implementation of the intelligence-led policing model as: "A system of managing criminal-intelligence and planned operational-police affairs, according to which criminal-intelligence information is the basis for defining priorities, strategic and operational goals in the field of prevention and combating crime and other security-threatening phenomena, as well as making appropriate decisions on operational-police tasks and actions, rational engagement of available personnel and allocation of material and technical resources" (MUP R.Srbije, 2016:3).

The great importance of the ILP model, in our country, is reflected in Security Management, specifically in its part related to public (internal) security, primarily within the function of (strategic) planning, i.e. preparation of the Strategic Assessment of Public Security. The strategic assessment of public security, in our country, was established for the first time by the Law on Police in 2016 as the first task of the General Police Directorate. The General Police Directorate prepared the first Assessment in 2017, which presented the results of police work for the period from 2017 to 2020. After the experience gained, at the end of 2021, the second Strategic Assessment of Public Security for the period 2022 to 2025 was prepared. These two assessments, with key elements (Strategic Analysis and Strategic Assessment), represent a criminal-intelligence product within the Intelligence-Led Policing Model (ILP). Previous experiences in their application have also identified certain areas of police work that need to be improved (normative framework and practical work, prevention and cooperation at the national, regional and local level), strengthened (institutional and professional capacities), and developed (operational procedures). (Dostić, Forca, 2022:161-162).

## Conclusion

Analyzing the international and national scientific literature, it can be concluded that the problems in defining such a work model are understandable and quite obvious if we compare different approaches when theoretically determining the intelligence-led policing model in different countries, institutions, and police organizations. Intelligence needs are different depending on the organizational level of the police organization (strategic, regional, and local) and the type of organizational structure, particularly considering whether the organizational units are centralized or decentralized. Very often, the decentralization of organizational units influences decision-makers to use different approaches to solve specific problems, which results in different needs for intelligence data (Đurđević, Radović, 2017:449). By applying the intelligence-led policing model, police work is upgraded with missing elements, such as: collection, processing, and analysis of data, preparation of criminal-intelligence information, making decisions and plans, and their implementation which includes coordination, control, and quality management. Therefore, police tasks are focused on: a strategic approach aimed at combating criminality, coordinating the work of all police officers (uniformed and crime police), establishing a balance, especially in reactive and proactive actions, planning operational actions aimed at multiple perpetrators of the most serious crimes that cause public disturbance and incorporate proactive work as an integral part of the crime control strategy (Đurđević, Radović, 2017:447).

The standardization of work through the implementation of this model contributes to a more efficient application of the Security Management functions in public (internal) security, primarily in (strategic) planning and coordination, as well as transparency, through raising the qualitative and professional level in police work.



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